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UNCLASSIFIED

138p

DEPARTMENT OF STATE  
AGENCY FOR INTERNATIONAL DEVELOPMENT  
Washington, D.C. 20523

CARIBBEAN REGIONAL

PROJECT PAPER

REGIONAL DEVELOPMENT TRAINING

LAC/DR-79-9

Project Number: 538-0014

UNCLASSIFIED

AGENCY FOR INTERNATIONAL DEVELOPMENT  <b>PROJECT PAPER FACESHEET</b>	1. TRANSACTION CODE <div style="border: 1px solid black; display: inline-block; padding: 2px;">A</div> A = ADD C = CHANGE D = DELETE	PP  2. DOCUMENT CODE <div style="border: 1px solid black; display: inline-block; padding: 2px;">3</div>
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3. COUNTRY/ENTITY <b>Caribbean Regional</b>	4. DOCUMENT REVISION NUMBER <div style="border: 1px solid black; display: inline-block; padding: 2px;">D</div>
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5. PROJECT NUMBER (7 digit) <div style="border: 1px solid black; display: inline-block; padding: 2px;">538-0014</div>	6. BUREAU/OFFICE A. SYMBOL <b>LAC</b>	B. CODE <div style="border: 1px solid black; display: inline-block; padding: 2px;"> </div>	7. PROJECT TITLE (Maximum 40 characters) <div style="border: 1px solid black; display: inline-block; padding: 2px;">Regional Development Training</div>
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8. ESTIMATED FY OF PROJECT COMPLETION FY <div style="border: 1px solid black; display: inline-block; padding: 2px;">8</div> <div style="border: 1px solid black; display: inline-block; padding: 2px;">3</div>	9. ESTIMATED DATE OF OBLIGATION A. INITIAL FY <div style="border: 1px solid black; display: inline-block; padding: 2px;">79</div> B. QUARTER <div style="border: 1px solid black; display: inline-block; padding: 2px;">3</div> C. FINAL FY <div style="border: 1px solid black; display: inline-block; padding: 2px;">83</div> (Enter 1, 2, 3, or 4)
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10. ESTIMATED COSTS (\$000 OR EQUIVALENT \$1 - )						
A. FUNDING SOURCE	FIRST FY			LIFE OF PROJECT		
	B. FX	C. L/C	D. TOTAL	E. FX	F. L/C	G. TOTAL
AID APPROPRIATED TOTAL						
(GRANT)	( 185 )	( 482 )	( 667 )	( 1,108 )	( 2,892 )	( 4,000 )
(LOAN)	(       )	(       )	(       )	(       )	(       )	(       )
OTHER						
1. U.S.						
2.						
HOST COUNTRY			303		2,795	2,795
OTHER DONOR(S)						
TOTALS	185	482	970	1,108	5,687	6,795

11. PROPOSED BUDGET APPROPRIATED FUNDS (\$000)									
A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE		E. 1ST FY <u>79</u>		H. 2ND FY <u>80</u>		K. 3RD FY <u>81</u>	
		C. GRANT	D. LOAN	F. GRANT	G. LOAN	I. GRANT	J. LOAN	L. GRANT	M. LOAN
(1) EHR	601	700		667		1,000		1,000	
(2)									
(3)									
(4)									
TOTALS									

A. APPROPRIATION	N. 4TH FY <u>82</u>		O. 5TH FY <u>83</u>		LIFE OF PROJECT		12. IN-DEPTH EVALUATION SCHEDULED
	P. GRANT	Q. LOAN	R. GRANT	S. LOAN	T. GRANT	U. LOAN	
(1)	1,000		333		4,000		<div style="border: 1px solid black; display: inline-block; padding: 5px;">           MM 'YY            1   2   8   1         </div>
(2)							
(3)							
(4)							
TOTALS							

13. DATA CHANGE INDICATOR. WERE CHANGES MADE IN THE PID FACESHEET DATA, BLOCKS 12, 13, 14, OR 15 OR IN PRP FACESHEET DATA, BLOCK 12? IF YES, ATTACH CHANGED PID FACESHEET.

1 = NO  
 2 = YES

14. ORIGINATING OFFICE CLEARANCE SIGNATURE <i>William B. Wheeler</i> TITLE <b>AID Representative</b> <b>Regional Development Office/Caribbean</b>	15. DATE DOCUMENT RECEIVED IN AID-W, OR FOR AID-W DOCUMENTS, DATE OF DISTRIBUTION  DATE SIGNED <div style="border: 1px solid black; display: inline-block; padding: 2px;">           MM   DD   YY            0   5   0   4   7   9         </div>
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memorandum

DATE:

REPLY TO ATTN OF: Gerald R. Wein, Program Economist

SUBJECT: Authorization of the \$4.0 Million Regional Development Training Project (538-0014)

~~XX~~ ACTION MEMORANDUM FOR THE RDO/C AID REPRESENTATIVE

Attached is a copy of the Summary and Recommendations of the Project Paper for the Caribbean Development Training Project. The recommendation of the Project Review Committee contained therein is that up to \$4.0 million be authorized for this project according to the terms and conditions specified in the Project Paper.

The attached "Project Authorization and Request for Allotment of Funds" contains those terms and conditions. The Congress has been notified of the changes in this project from AID's FY 1979 Congressional Presentation, and no Congressional objections were raised during the following fifteen day period. (State 128380) AID/Washington has delegated to you the power to authorize this project. (State 099194).

There are no further obstacles or issues which need to be resolved prior to authorization.

Recommendation: That you sign the Authorization for the Regional Development Training Project.

*W. B. Johnson* 23 May 79  
 APPROVED DATE

DISAPPROVED

DATE

Clearance: William F. Schrider; Controller *WFS*  
 Dwight B. Johnson; CRDO (See attached) *DBJ*  
 Terrence F. Liercke; PROG (See attached)  
 Donald Boyd; CDO (See attached)  
 Harold Freeman; HRDO (See attached)  
 Robert Meighan; Legal Advisor (See attached)



Buy U.S. Savings Bonds Regularly on the Payroll Savings Plan

DEPARTMENT OF STATE  
AGENCY FOR INTERNATIONAL DEVELOPMENT

Washington, D.C. 20523

PROJECT AUTHORIZATION AND REQUEST FOR ALLOTMENT OF FUNDS

Name of Entity: East Caribbean Common Market Secretariat

and

The Caribbean Community Secretariat

Name of Project: Caribbean Regional Training Project

Project Number: 538-0014

Pursuant to Part I, Chapter 1, Section 106 of the Foreign Assistance Act of 1961, as amended, I hereby authorize a Grant to the East Caribbean Common Market Secretariat (ECCM) of not to exceed Three Hundred Thousand Dollars (\$300,000) and to the Caribbean Community Secretariat (CARICOM) of not to exceed Three Hundred Sixty-Seven Thousand Dollars (\$367,000). The total amount granted to the two organizations is Six Hundred Sixty-Seven Thousand Dollars (\$667,000), (the "Authorized Amount"), to help in financing certain foreign exchange and local currency costs of goods and services required for the project as described in the following paragraph.

The project will be implemented jointly by the ECCM and CARICOM Secretariats. The ECCM Secretariat will establish within the sub-region composed of its seven Member Countries an institutional capability to deliver basic public service training in management, supervision, and related skills. CARICOM Secretariat activities will provide for Public and Private Sector participant training in more specialized technical and managerial areas using (a) individual training grants for attendance at organized training programs in the Caribbean and elsewhere, and (b) specially designed training seminars held in the Caribbean.

I approve the total level of AID appropriated funding planned for the Project of not to exceed Four Million United States Dollars (\$4,000,000) of Grant funding including the authorized amount, during the period May 1979 to December 1983. I approve further increments during that period of Grant funding up to \$3,333,000, subject to the availability of funds in accordance with AID allotment procedures.

I hereby authorize the initiation of negotiation and execution of a Project Grant Agreement by the officer to whom such authority has been delegated in accordance with AID regulations and Delegations of Authority, subject to the following essential terms and covenants and major conditions, together with such other terms and conditions as AID may deem appropriate.

A. Source and Origin of Goods and Services

Except for ocean shipping and except as AID may otherwise agree in writing, goods and services financed by AID shall have their source and origin in the United States and Member Countries of CARICOM. Ocean shipping financed under the Grant shall be procured from the United States except as AID may otherwise agree in writing.

B. Conditions Precedent to Initial Disbursement to ECCM

Prior to any disbursement or to the issuance of any commitment documents under the Project Agreement to ECCM, ECCM will, except as AID shall otherwise agree in writing, furnish to AID, in form and substance satisfactory to AID, written evidence from at least three countries indicating their intention to participate in the Public Services Training Program, which will include the countries' willingness to commit the resources necessary for project implementation. These resources include (a) the time of the Government's Training Officer, (b) the time of at least one full time or two part time additional persons assigned to work at least 40% of their time as trainers and to be trained in that capacity, (c) time of the Public Service employees when training is scheduled, and (d) a budgetary contribution to the ECCM project staff in the third and fourth years of the project.

C. Conditions Precedent to Disbursement to ECCM for Training Activities or Commodity Procurement

Prior to any disbursement or to the issuance of any commitment documents under the Project Agreement to ECCM for training activities or commodity procurement, ECCM will, except as AID may otherwise agree in writing, furnish to AID in form and substance satisfactory to AID,

- (1) Evidence that ECCM has established a training unit within its organization, and
- (2) Evidence that ECCM has adopted, put into place, and implemented accounting procedures sufficient to control AID funds and meet AID reporting requirements, and

- (3) An annual work plan which specifies the particular activities to be undertaken during the first year of the project.

D. Condition Precedent to Initial Disbursement to CARICOM

Prior to any disbursement or to the issuance of any commitment documents under the Project Agreement to CARICOM, CARICOM shall, except as AID may otherwise agree in writing, furnish to AID in form and substance satisfactory to AID written evidence from at least five Member Countries indicating their intention to participate in the project.

E. Conditions Precedent to Disbursement to CARICOM for Training Activities

Prior to any disbursement or to the issuance of any commitment documents under the Project Agreement to CARICOM for training activities, CARICOM will, except as AID may otherwise agree in writing, furnish to AID in form and substance satisfactory to AID,

- (1) Evidence that Grantee has established a training unit within its organization, and
- (2) Evidence that Grantee has adopted, put into place, and implemented accounting procedures sufficient to control AID funds and meet AID reporting requirements, and
- (3) An annual work plan which specifies the particular activities to be undertaken during the first year of the Project. The work plan shall contain a listing of the institutions and courses eligible for project financing. That listing can be changed from time to time by Grantee, subject to AID concurrence.

F. Conditions Precedent to Disbursement to CARICOM for Individual Training Grants

Prior to any disbursement or to the issuance of any commitment documents under the Project Agreement for Individual Training Grants, CARICOM shall furnish, except as AID may otherwise agree in writing,

- (1) Evidence that the Grantee has established and distributed to participating countries guidelines for application and selection procedures, and

- (2) Evidence that Grantee has established internal procedures for review of applications, and financial procedures to disburse and control funds used for Individual Training Grants, and
- (3) Evidence that Grantee has established procedures for obtaining commitments from long term participants to ensure return to their sponsoring country.

  
William B. Wheeler  
AID Representative

Clearance: William F. Schrider: Controller WS  
Dwight B. Johnson: CRDO DBJ  
Terrence F. Liercke: PROG TL  
Donald Boyd: CDO DB  
Harold Freemar: HRDO HF  
Robert Meighan: Legal Advisor R Meighan  
Gerald Wein: PROGECON GW

PROJECT PAPER

CARIBBEAN REGIONAL TRAINING PROJECT

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- I. Letters of Application
- II. AID/W PID Approval Cable
- III. Draft Authorization
- IV. Statutory Checklist
- V. Classification of Public Service Personnel in ECCM States
- VI. Partial list of Training Needs Assessments
- VII. Work Plans (Detailed Implementation Plans)
- VIII. Logical Framework
- IX. Job Description (Implementing Agencies and  
Technical Assistance)
- X. Training Activities of Other Donors
- XI. Organization and Activities of CARICOM
- XII. Supplemental Financial Data

## I. Summary and Recommendations

### A. Recommendations

On the basis of the conclusion of the Project Review Committee that this project is technically, financially and economically sound, it is recommended that grant financing up to \$4.0 million be authorized according to the terms and conditions specified below.

### B. Grantees

There will be two grantees under this project. The East Caribbean Common Market (ECCM) Secretariat, a sub-regional organization serving the islands of Antigua, Dominica, Grenada, Montserrat, St. Kitts-Nevis, St. Lucia, and St. Vincent, will receive approximately \$1,550,000. The Caribbean Community (CARICOM) Secretariat, a regional organization serving the ECCM countries, Belize, Barbados, Guyana, Jamaica, and Trinidad and Tobago, will receive approximately \$2,450,000 to carry out other project activities identified below.

### C. Project Summary

The project goal is to improve the productivity of public and private sector enterprises in the Eastern Caribbean. In support of this goal, the project has two purposes. First, the project will upgrade the managerial and technical skills of civil servants and small businessmen in the CARICOM States, with particular emphasis on the LDCs and Barbados. Second, the project will develop institutional capabilities to design and provide management, administration, supervisory and clerical skills training and to identify, develop, coordinate and implement participant training activities in specialized technical and managerial areas.

The purpose will be accomplished through the provision of inputs which support activities designed to make more effective use of the existing training capacity of regional and national institutions in the Caribbean. These inputs include staff support, travel and per diem, technical assistance, training equipment and supplies, materials production, library development, and assorted training grants.

The project is to be implemented over four years by the East Caribbean Common Market Secretariat (ECCM) and the Caribbean Community Secretariat (CARICOM). The ECCM Secretariat will be the recipient of \$1,550,000 in AID grant funding to design and implement a Public Services Training Program. This program will provide on a periodic basis, and through a common services approach, basic training to approximately 4,500 public sector employees of various levels of responsibility. The CARICOM Secretariat will be the recipient of \$2,450,000 in AID grant funding to design and implement a Participant Training Program.

This program will provide Individual Training Grants and Special Focus Seminars in response to the need for specialized technical and managerial training. Individual Training Grants will be provided for government officials to receive specialized, short-term training in areas such as health, education and food production. Special Focus Seminars will support group training that deals with the specific technical or managerial problems in either the public or private sector. Together, the Public Service Training and Participant Training Programs will contribute to alleviation of impediments which hinder the ability of Caribbean States to plan and implement development activities as well as to absorb and effectively utilize extra-regional development assistance.

The immediate project beneficiaries are employees in the private and public sector of participating countries who receive the training provided for in the project. Lower income groups in rural areas and urban centers will benefit from improved services resulting from the training of these employees. It is also anticipated that unemployed and underemployed individuals, particularly the youth, will benefit through the participant training which assists small businesses to identify and take advantage of opportunities to expand output and employment.

#### D. Summary Financial Plan

The total cost of the Project is \$6,795,000. The estimated breakdown of costs and financing of the Project is shown in the following table. AID is providing \$4,000,000. The ECCM is to provide \$211,000, CARICOM is to provide \$144,000 and participating countries are to contribute \$2,440,000. The project activities are to be implemented over four years from the date of satisfying initial conditions precedent. The PACD will be September 30, 1983.

	(U.S. \$000)				
	<u>AID</u>	<u>ECCM</u>	<u>CARICOM</u>	<u>PARTICIPATING COUNTRIES</u>	<u>TOTAL</u>
Public Service Training Program	1,550	211	-	-	1,761
Participant Training Program	2,450	-	144	240	2,834
In-Kind Contributions	-	-	-	2,200	2,200
TOTAL	4,000	211	144	2,440	6,795
% Participation	59%	3%	2%	36%	100%

E. Summary Findings

The Project Review Committee has critically investigated the Regional Development Training Project. It has determined that the Project is technically, financially, socially and economically feasible. The training activities to be undertaken by the ECCM and CARICOM are within the capabilities of these institutions. The Project has taken into account the financial considerations required for successful project implementation and maintenance. The social analysis indicates that the Project will promote national and regional development through development of human resources. The economic analysis indicates that the Project will generate higher benefits than costs. The project will have no significant environmental impact. An IEE is on file in AID/Washington, and a "negative determination" was approved in December, 1977.

The committee believes that the Project is feasible and ready for implementation. The Project meets all statutory criteria. A check-list of statutory criteria is attached is Annex IV.

F. Project Issues

A number of important issues were raised at the PID review and in the subsequent DAEC cable. Although most of these issues are treated in the text of the PP, several additional comments are warranted.

With respect to the question of the "brain drain", the project is designed to minimize this problem in several ways. First whereas the PID contemplated considerable amounts of pre-employment training, the project is now geared largely toward short, in-service training. Persons receiving training will generally have strong social and economic ties, in their home country and will have several years invested in their careers. Moreover, the training will generally not equip the individual with a new degree or other type of "credential" which will increase his/her marketability overseas. Finally, the emphasis on training in the local environment will generate less impetus to emigrate than would overseas training.

The PID on the project indicated that major emphasis would be given to bachelor degree training and that this project would continue (in a somewhat revised fashion) the UWI scholarship program initiated under AID loan 538-V-004. Because the intensive review indicated the desirability of providing greater emphasis on short-term, in-service training, the proposed direct assistance to the UWI is no longer included. Thus the questions relating to long-term UWI training have become less significant. To the extent that UWI training is supported, the principle (suggested in the PID) of sharing costs between AID, the sponsoring Government and the trainee is expected to be utilized. Discussion with the CARICOM Secretariat, the UWI and several Governments have shown wide support for this concept. Final recommendations on the cost sharing formula will be developed by the CARICOM Secretariat and its participating Member Countries and will be subject to RDO/C approval.

G. Project Development and Review Committees

Project Development Committee

Project Design and Analysis

Gerald Wein, Program Economist  
Arthur Warman, Capital Development  
Officer (AID/W)

Legal Advisor

Robert Meighan, Regional Legal  
Advisor

Training Advisors

Thomas Ward (AID/W)

Robert Smail (AID/W)

James McCaffery (Consultant)

Clarvis Joseph (Consultant)

Project Review Committee

Chairman

Dwight Johnson, Capital Projects  
Development Officer, RDO/C

Program Officer

Terrence F. Tiercke

Capital Development Officer

Donald Boyd

Education Advisor

Harold Freeman

Legal Advisor

Robert Meighan

Program Economist

Gerald Wein

## II. PROJECT BACKGROUND

### A. The Development Environment

The proposed project will provide assistance through two regional institutions to the twelve English-speaking States forming the Caribbean Community (CARICOM). Emphasis will be on CARICOM's eight less developed countries\* (LDCs) and Barbados and will address their common problem of finding trained manpower to meet development needs.

Each of these nine Caribbean States has a small economic base and is heavily dependent on trade. Their economic vulnerability is increased by the fact that they are geographically dispersed from one another and distant from their major trading partners. Per capita income figures for 1976 ranged from \$316 to \$663 in the island LDCs, to \$762 in Belize, and \$1,260 in Barbados. However, these figures are generally believed to overstate the real per capita income as the cost of consumer goods for all income groups is very high. Except in Barbados, which is recovering from the worldwide economic problems of the mid '70's, real income has remained stagnant or declined during the past five years.

The extremely small size of each country is reflected frequently in correspondingly small-scale production operations in both the public sector and in most private sector enterprises. Essential community services such as public health, education, transportation, water, sewerage, electrification, environmental protection, natural resource conservation, public safety, taxation, budgetary control and reporting, etc., must be established to serve populations which average only 80,000 people. A typical LDC government must manage all of these complex systems with an annual budget for recurrent expenditures of under US\$15 million. The technical and managerial staff to run each public service is correspondingly small. For example, many LDC ministries have central office staffs with fewer than a dozen professionals. Not surprisingly the participating governments, faced with problems of inefficient scale and inadequate finances, find it extremely difficult to provide a wide variety of public services at reasonable cost per beneficiary. Nor can they easily contemplate adding new staff and planning for future growth and development needs out of their existing human and financial resources.

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\*These include Belize and the seven island States of the East Caribbean Common Market (ECCM) - Antigua, St. Vincent, St. Lucia, St. Kitts-Nevis, Dominica, Grenada, and Montserrat. The More Developed Countries (MDCs) are defined in the CARICOM Treaty as including Jamaica, Trinidad and Tobago, Guyana and Barbados.

Despite these constraints on what governments are able to provide, the demand for new and improved services has been accelerating. Increased demand has been stimulated by the fundamental changes in the political, constitutional, social and economic fabric of the societies which began in the 1960's. As the federal movement of the 1950's gave way to the individual autonomy movement of the 1960's, greater political control emerged in each territory rather than within the framework of an integrated political system. Within the current decade most, if not all, of the LDCs will attain political independence. This factor will place added responsibilities on administrative systems that are already inadequate to meet present development needs.

Recent social and economic trends have also placed greater demands on Governments to provide services which in larger societies are often provided by the private sector. The demand for employment opportunities and for improvements in the quality of life coupled with the sluggishness of the private sector has stimulated Governments to establish new agencies and statutory boards to engage in a broad range of new activities. These include public utilities, transport, agricultural marketing, agricultural production and processing, provision of industrial estates and other types of involvement in the manufacturing sector and the provision of development financing.

These initiatives have placed severe burdens on public service organizations and personnel. Although some increase in staffing has occurred, in most cases the staffing of these new agencies has been achieved by drawing on the meager human resources of other Government departments. Too often the public servants chosen to undertake the planning and implementation of these functions have been ill-prepared for the technical and managerial responsibilities involved.

The development responsibility emanating from the new political and economic status of these territories belongs not only to the Governments but also to the private sector. The latter must emerge from its traditional role as a commercial broker and establish a new role as a dynamic development agent. Expansion of the private sector is clearly essential if the pressure for employment generation is to be reduced and additional real income generated. In recent years, however, the private sector has not played an adequate role in mobilizing the region's human and physical resources. The limited amount of investment that has occurred has largely been foreign based "enclave" industry. While helpful in absorbing some of the unemployment labor force, such industries often purchase few non-labor inputs from the local market, enjoy generous tax holidays, and are inclined to move onward if labor, transport or other problems arise.

Domestic businesses have generally failed to respond vigorously to the array of attractive investment incentives. Small, family-owned, domestic businesses appear to

offer considerable potential for expansion, but the persons running such businesses are often technicians, mechanics, artisans, fishermen or others who lack preparation in book-keeping, purchasing, organizing, dealing with bankers and government technicians and other fundamental business skills. Efforts to assist the poor and unemployed to create self-employment by engaging in small business (either individually or through cooperative ventures) have been at best few and sporadic.

More established businesses also have considerable growth potential, particularly in extra-regional markets. Factors which inhibit this potential business expansion are complex; at times they include supply and transport constraints, inappropriate technology, lack of risk capital, shortages of workers with specific skills, inadequate knowledge of foreign markets, and lack of knowledge of special procedures for insurance, packaging, transport and financing. Obviously, a series of complementary programs will be required to remove these constraints. To date, there have been too few efforts to make business people aware of the opportunities for expansion and of the methods, procedures and assistance programs they might employ to develop that potential.

#### B. Public and Private Sector Staffing Problems

Most of the English-speaking Caribbean governments experience severe problems in recruiting qualified personnel. For the most part, recruitment into the Public Service in the LDCs is done at the lower levels of the service, directly from the school system. A reported lowering of the educational standards in recent years has aggravated the already severe problem of recruiting qualified personnel. Moreover, because it is in direct competition for talent with the private sector with its superior wage rates, the public service often fails to attract the best of the available job seekers.

Some governments have attempted to overcome this problem by recruiting on a "temporary" basis persons who fall below the minimum standard. The hope is that the passage of time and learning on the job will produce the capabilities needed to move personnel upward in the organization. This system has proven inadequate to produce the range and quality of skills needed.

Apart from the problem of recruitment, the Public Service experiences considerable difficulties with retention. Not only are there losses of capable personnel to more lucrative occupations in the private sector, but the administrative system is being depleted both by emigration and loss of key staff to regional and international agencies. These factors exacerbate the already inadequate skilled labor supply and underline the need for programs which will assist new employees to quickly reach needed levels of job performance and so that those already experienced workers can improve their skills and progress to positions of greater responsibility.

Despite its ability to attract many of the best of the available

job seekers, the problems of recruitment experienced by the private sector are substantially similar to those experienced by the public sector. The formal education system does not (and probably should not attempt to) produce the type of skills which prepare school leavers to be productive immediately in a work situation. However, the lack of any systematic on-the-job approach to human resource development forces most workers, managers and businessmen to learn the trade through trial-and-error. Severe retention problems are also experienced in this sector. Migration to Canada, the U.K. and U.S. by a young population seeking to realize its personal development potential is a major factor. Any redress of this situation must therefore permit increased opportunity for professional stimulation and growth in the Caribbean environment.

The Region's manpower deficiencies in the public and private sectors can be traced back to inadequate pre-employment training and to the dearth of opportunities for those already employed to refresh and upgrade their skills. Strengthening both of these areas are necessary components of a strategy to improve productivity. Pre-employment education and training in the LDCs must be increased in quantity and made more appropriate. The need to strengthen primary and secondary education is widely recognized and is the objective of another AID project now in the final planning stage. This project attacks the need for increased in-service training.

Training workers on the job has been found to be a cost-effective way to improve skills in many countries where operations are of a larger scale. In the Caribbean LDCs, few enterprises or public agencies are of a sufficient size to set up their own in-house training programs. Increasing productivity thus requires that workers learn new procedures and processes outside of their place of employment. Unfortunately, there are few places workers can acquire new skills and ideas. There are few well-trained colleagues, professional organizations, efficient productive organizations, or training programs from which new skills can be acquired.

The deficiencies of public service staffing have been the focus of a plethora of externally financed studies\*, all of which have resoundingly argued for increased training. A 1976 UNOTC study focusing on the problems of public administration in the LDCs suggested emphasis be placed across sectors on financial management, project management, program and performance budgeting, planning and administrative techniques, leadership techniques, interpersonal relations, communications within and between government organizations, and planning and organizing work.

Virtually, every study of LDC problems has also argued for technical training. Technical training is needed for revitalizing agriculture, health and education and for modernizing a broad range of other public services. In Agriculture, existing or planned AID projects

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\*Annex VI provides a list of training needs assessments conducted in recent years.

will provide training in research technologies, data collection and sectoral planning, and project design, implementation and evaluation. Among the types of supplementary technical training needed are courses dealing with the role of credit in small farmer agricultural development, agricultural marketing, project management, agricultural communication and media strategies, and principals and management of cooperatives. Specific courses in tropical fruit and vegetable production, pest control and commodity storage are also needed.

In Health, RDO/C is assisting in the provision of health management training through a grant to CARICOM Secretariat and in the strengthening of the regional communicable disease surveillance system through a grant to the Caribbean Epidemiological Center. Additional areas in which technical training should receive priority attention include financial management of water systems, environmental health, community nutrition, administration of family planning programs and the preparation of community health aides and public health inspectors.

In Education, training needs not being met by AID or other donor education activities may include educational planning, school administration, organization and planning of school maintenance, and development and use of mass media techniques. Further, no training is presently being offered to support the broad range of non-formal education activities which exist throughout the region.

A fourth area in which training is needed includes activities such as the gathering of economic data, economic analysis and planning. Most of the LDCs, for example, have no data more recent than 1970 indicating the magnitude or nature of unemployment. Trade statistics and national income accounts data are often much delayed and subject to considerable variation in accuracy. Most of the LDCs also lack sufficient analytical capability to utilize the data to evaluate trends, to project revenues, expenditures and debt structures and generally to define and consider policy options. Although long-term training would be ideal to resolve many of these problems, such training must be used judiciously so as not to encourage further emigration. In most instances, intensive short courses must, therefore, be relied upon to improve these capabilities.

A fifth area of concern is the management of natural resources and the protection of the environment. Despite an increasing awareness of the fragile nature of the island ecologies, to date little has been done to ensure that the environment is not irrevocably damaged. Although some highly trained West Indian scientists have taken an interest in the environment, none of the Governments or regional organizations has adequately trained manpower to formulate policies and to provide leadership in this area.

Other areas of concern include the role of women in development and the maintenance of physical facilities in the public sector.

### C. Existing Training Arrangements and Facilities

Although the MDCs have established considerable capacity to carry out technical training and have established Government training offices to provide basic training to the civil service, very little training is conducted by or in the LDCs themselves. Where an ad hoc program is presented by an LDC Government, it is usually limited to the training of clerical/support staff and junior supervisors. Too often the training methods employed are archaic and largely ineffective and often there is no follow-up to reinforce the material covered.

In all of the LDCs there are designated training officers. However, the role of these officers is often no more than a "postal" one, i.e. they make arrangements for selected candidates to proceed on overseas training and keep departments informed of existing training opportunities abroad. In none of the islands are training officers conducting adequate analyses of training needs or designing and implementing programs to impact on these needs.

Adequate classroom facilities and some equipment for in-service management, supervision and selected types of training are available in all territories. With some upgrading of the current equipment and the creation of libraries and training resource centers, the islands would be physically equipped to mount training programs locally. The lack of qualified trainers and limited financial resources have hampered development in this area. The very limited funds available for human resources development are used almost exclusively to maintain the formal school systems; less than 0.5% of recurrent Government budgets are allocated to training. Clearly Governments have lacked the financial and human resources to provide effective training on a country-specific basis.

Currently, opportunities for the in-service training of public service staff in the ECCM countries are provided almost exclusively by international donor agencies. These agencies provide grants to send individuals to institutions in Jamaica, Trinidad-Tobago, Barbados, or in the U.K. and Canada. Often these programs are academic in nature and last for a year or longer. The LDCs find it difficult to release key personnel for such extended periods and many opportunities are therefore lost. No systematic approach is used in the selection of candidates. (A more complete discussion of other donor training activities is included in Annex X.)

The availability of training for the private sector in the ECCM countries is probably more limited than in the public sector. With the exception of Dominica where a local consulting company has in recent years been arranging training programs for private sector personnel, no other island has attempted to provide programs in basic management, planning, budgeting, marketing, or other business skills. Several programs have

been conducted by the CDB specifically in the area of finance to assist small business development. However, the CDB views its role as limited to training directly beneficial to Bank clients and projects.

Technical advancement has relied predominately on training outside the ECCM States and is heavily concentrated on pre-service training. Such training programs, while clearly needed, are often frustrated by the failure of the participant to return to his home territory. Studies have shown that this problem is particularly serious when the education or training takes place outside the region.

In summary, political and economic forces are placing increasing demands on both the public and private sectors. The ability of these sectors to meet these demands is constrained by the inadequate preparation of the human resources involved. In many cases, labor force members have nothing more than an academic-oriented basic schooling to prepare them for their positions. The dearth of opportunities to acquire new concepts and skills as individuals move to positions of greater responsibility and as organizations strive to adapt to a changing environment seriously impedes the process of development.

### III. PROJECT DESCRIPTION

#### A. Project Rationale and Strategy

##### 1. Overview

The failure to adequately address these human resource constraints has seriously impeded the ability of the Caribbean States to plan and implement development activities and to absorb the external capital assistance which has been and could be made available by AID and other donors. By helping to remove those constraints this project will facilitate improved project planning and implementation in the participating states. The project thus complements the variety of other AID projects in both the public and private sectors.

The goal of the project is to improve the productivity of public sector institutions and the number and efficiency of private sector enterprises. In the public sector, increased efficiency should be reflected in an enhanced capability to plan and implement development programs and to administer basic social and economic services. In the private sector, achievement of the project goal would be reflected in increased employment, investment and output.

The project purpose includes two elements. First, the project will upgrade the managerial and technical skills of civil servants and small businessmen in the CARICOM states, with particular emphasis on the LDC's and Barbados. Second, the project will develop two types of institutional capacity: in the ECCM Secretariat and its member states, the project will develop a capacity to design and provide basic and effective management, administration, supervisory and clerical skills training for the public sector and to evaluate that training; in the CARICOM Secretariat, the project will develop a capacity to identify, develop, coordinate and implement participant training activities in specialized technical and managerial areas, with emphasis on meeting the training needs of the LDC's and Barbados.

The project strategy is based on the premise (discussed above) that it is vital to upgrade the skills of those currently employed in the public and private sectors. The project planners have attempted to determine and utilize the most cost-effective approach to provide the various types of training needs. This has led to the development of a strategy which includes three types of regional training activity administered by two regional institutions.

##### 2. The ECCM Public Services Training Program

The project attempts, first, to address the almost total lack of public services training in the seven ECCM countries by establishing in that sub-region an institutional capability to deliver basic training in management, supervision and related skills. The size and nature of the problem - providing basic training to some 4,500 public sector employees on a periodic basis - clearly would prevent any serious attempt to resolve this problem by bringing in outside trainers. The strategy thus provides for the establishment of a public services training capability in the sub-region.

Other strategy issues with respect to this project component are how and where to develop the training capability. Although the preference of the countries themselves would probably be to receive assistance directly from AID and to conduct all training with their own staff, neither AID nor the countries would be capable of providing the required resources to implement such a program. Feasible options are thus limited to two regional approaches: the "common services" approach in which a regional entity provides the service directly to all States, or the "pool of experts" approach in which a group of regional specialists assists territorial technicians to provide the service.

The design of the Public Services Training Program incorporates elements of both of these approaches. [Training for the senior Public Service levels, which requires that the trainers possess considerable technical, managerial and training skills, will be conducted as a common service.] [However, training for the relatively large numbers of middle and lower level employees could not be efficiently conducted in this manner and thus requires the development of an increased territorial training capability. The ECCM Secretariat's regional training specialists who will provide training as a common service at the top management level will also act as a pool of experts - training trainers, designing and testing courses and providing intensive technical assistance - for training employees at lower levels of the public service hierarchy.]

The timing of this sub-project is opportune as the Member States of the ECCM have recently indicated renewed interest in regional collaboration. The implementing agent for this project component, the ECCM Secretariat, has been chosen by the States as the organization to develop regional "common services" or "pool of experts" approaches to training, agricultural planning, tax administration and several other problem areas.

As the ECCM Secretariat presently lacks the staff, experience or budget to carry out these activities, considerable amounts of external assistance will be required. The Financial Plan and Technical Assistance Plan of this project were developed to overcome these institutional constraints. No alternative sub-regional institution has the qualifications to implement this component of the project.

### 3. The CARICOM Participant Training Program

Two other types of regional training activity are included in the project. These activities, both of which may be considered types of participant training, respond to the need for more specialized technical and managerial training. Depending on the number of participants to receive a particular type of training, individuals will be sent to existing training programs (Individual Training Grants), or special regional training programs will be mounted at convenient Caribbean locations (Special Focus Seminars).

These project activities will be implemented by the CARICOM Secretariat. Although it has little experience in administering training programs, the Secretariat's proposed role is consistent with its mandate and will enable it to play a more dynamic role generally in the planning and coordinating of training opportunities in the region. The project design reflects the need to augment the Secretariat's staff and to provide technical assistance in order to ensure efficient project administration.

The strategy of the Participant Training Program is designed to make more effective use of the existing training capacity of regional and national institutions in the Caribbean by encouraging and assisting those institutions to provide more training in the region, particularly in and for the LDC's. As compared with foreign training institutions, Caribbean institutions are likely to provide participants with more relevant training and less stimulus to emigrate. Caribbean training institutions will, therefore, be utilized whenever they have, or can quickly and efficiently develop, the required training capability. Although the institutionalization of new training capabilities in Caribbean institutions is not a major objective of this program, it is anticipated that many of the institutions utilized will develop new program and course formats appropriate to LDC needs as well as increased sense of commitment to assist the LDC's.

Although the project is designed principally to benefit the LDC's, several factors argue for the inclusion of CARICOM's More Developed Countries in these project activities. First, despite the fact that training opportunities are more readily available in the MDCs, these countries nevertheless lack an adequate diversity of training programs in technical areas. While it is true that the MDCs' size and financial constraints are somewhat less severe than in the LDCs, the MDCs must nevertheless share many training facilities on a regional basis and must rely on the U.S. and other developed countries for many specialized types of training. Second, because MDC institutions will provide much of the training capacity utilized in the project, the active support of the MDC Governments is essential. Finally, the implementing institution, the CARICOM Secretariat, is an instrumentality of all 12 countries. Excluding four of the member countries would be inappropriate and politically difficult for the Secretariat.

For these reasons, while the major thrust of the project is to assist the LDCs where the need is greater, the project design permits the limited inclusion of the MDCs as appropriate in these CARICOM project components. Barbados, which does not have access to AID bilateral funds, would be eligible to participate fully. It is anticipated that Guyana, Jamaica and Trinidad & Tobago as well as Barbados and the LDCs would be invited to attend regional seminars relevant to their needs, and further, that a limited number of Guyanese and Jamaican participants might receive Individual Training Grants to attend appropriate training programs for which financing under AID bilateral programs is not available.

Some seminars, e.g on regional transport, regional environmental problems or trade expansion, may be more productive if they involve a region broader than CARICOM. When the subject of regional seminars is of interest to Caribbean countries such as Haiti and the Dominican Republic that are not members of CARICOM, project funds may be utilized to support their participation.

To ensure that the primary beneficiaries of these CARICOM project activities are the LDCs and Barbados, the Grantee will initially program at least 80% of Participant Training funds to benefit those countries. This level may be changed by agreement of the Grantee and AID.

Description of the components which make up this strategy are contained in the following section.

## B. The Public Services Training Program

As indicated above, this program will be implemented by the Training Division to be established in the ECCM Secretariat for the benefit of ECCM's seven member states. Within that Division, the program will be carried out by a staff consisting of one senior trainer, three training specialists and one administrative assistant. The ECCM training specialists will cover the fields of human resource development, finance administration, planning, organization and methods, personnel management, and technical training. Sufficient technical assistance will be provided to augment the training skills of the professional staff. There will be one training consultant who, in order to ensure continuity, will provide inputs of technical assistance at periodic intervals during the first three years of the project. It will be his/her task to assist the ECCM unit in building an effective training team and to provide necessary technical inputs at key stages of the project. In addition, there will be technical assistance available to assist where necessary in the area of training design, materials production, training methodology, financial reporting systems, and contractual management.

Territorial or national training units will also be an integral part of ECCM's Public Services Training Program. Currently all seven islands have designated training officers located in the Establishments Divisions. It is not envisaged that the permanent training staff will be increased, although some countries may find it expedient to create a second training officer position. During the project it is expected that each territory will identify and select a minimum of two additional persons from among its middle level staff (at about the Assistance Secretary level) who would be trained as trainers and who would provide the necessary support skills and services to conduct seminars. These staff members should have at least 40% - 50% of their time committed for the training function. It is through these personnel in each island wherein the Public Services Training capability will be institutionalized with the support and assistance of the ECCM training unit.

The ECCM Training Division will be responsible for specifying training objectives, designing courses, collecting relevant data and developing training materials, providing training seminars in all ECCM territories and evaluating the effectiveness of the training provided. In carrying out these functions, the team will also design and implement a systematic training for trainers program in each State. The Director, the Senior Training Specialist, and the evaluation specialist will assist in and provide services to this program as needed.

The Public Services Training Program has six components: top management training, middle level management training, junior level management training, clerical and support training, training for trainers, and ECCM Secretariat management training and development.

(1) Top Management Program:

The top management program is aimed at the grades of permanent secretaries, heads of divisions, and heads of public corporations and specialized agencies. There are two objectives for the program: to improve the skills of this group of key decision-makers and to obtain their commitment to the total public services training program. To date the commitment to training by top Government leaders has been insufficient. The program will attempt to provide top management with effective training experiences early in the implementation phase to encourage them to publicly support the program and to release lower echelon staff for ensuing programs. The other objective, to provide increased skills to top managers, will focus on development administration, policy planning and human resource development. It is anticipated that the core program for the top managers will be divided into six three-day seminars:

(a) Organization Behavior and Design

This program will focus not only on characteristics of organizations and their impact on top management, but will examine alternative structures which might be considered for implementation in the States. It will also look at the question of policy, the process of implementing policy decisions, and the role of top management with respect to all of these issues.

(b) Management of Change

With new political and socio-economic demands being made on the public service, it is imperative that the managers charged with the responsibility for planning and implementing development programs appreciate the factors which encourage or impede the change process. Who initiates change? What is the process of initiating change? What are the likely responses to change? How are the tension levels of change effectively utilized? How is change managed? These and other questions will be examined in this unit.

(c) Development Planning and Administration

Not only will this seminar examine the planning process and the tools necessary for handling planning, but it will also examine the principles of project management particularly focussing on the process of design, analysis and monitoring of projects. Multi-disciplinary approaches to development administration will be integrated into the design of the seminar.

(d) Communications

This seminar will provide training in interpersonal communications processes and will examine the existing intersectoral

communication and relationships in the public service. The current mode of operation in the public service leads to a system which makes each ministry/division a "Law unto itself". This seminar will be aimed at producing a more harmonious relationship between ministries/divisions so that maximum utilization of meager resources might be achieved in each State.

(e) Servicing International/Inter-Regional Organizations

With the new political independence achieved and being achieved by the Less Developed Countries of the Caribbean it is imperative that there be an understanding not only of the construct of international/Inter-Regional Organizations, but also of their operational methods. It is the experience of the ECCM sub-region that many opportunities for development assistance are not utilized because of a lack of knowledge and understanding of the international development community. This seminar will focus on the processes and procedures which would allow for efficient and effective utilization of regional and international development assistance programs.

(f) Managing the Personnel Function

People management is ultimately the responsibility of the top management group in the public service. In this unit techniques of interviewing and counselling will be examined. New systems of performance evaluation and remuneration formulae will be explored. Systems of managing managers will be identified, and the significance of the personnel function in the development process examined.

Since it is unlikely that top management personnel will be released for extended periods, these seminars will be an average of three (3) days in duration, and they will be staggered. Top managers will attend no more than three seminars per year, including special focus seminars. (For explanation of special focus seminars, see Section 2 below.) There will be an average of twenty participants in each top management seminar group. It is estimated that 72 top management seminars will be carried out by the ECCM unit over the life of the project.

Because of the volume of work to be done and the intensive nature that these seminars will assume, each will be residential. This procedure will permit late evening sessions to be conducted and thus increase the time available for dealing with each subject matter without increasing the number of days. On this basis, it is estimated a three-day seminar could accommodate at least thirty hours of in-seminar time, thus making it possible for each subject to be examined effectively.

The first top management seminar with each group will devote at least a half day to an explanation of the total public service training program and to a discussion of what top managers can do to help make the training more effective within their organizations. The seminar

designs will also allow for follow-up time in succeeding seminars to reinforce the role of top managers in supporting the training program and to reinforce skills and procedures previously learned.

It is envisioned that all programs for top management will be conducted exclusively by the ECCM training unit staff and whatever consultant services it might from time to time require.

(2) Middle Level Management Program:

The middle management program is aimed at the grades of Principal Assistant Secretary/Assistant Secretary/Departmental heads and equivalents. The objective of this program is to provide increased skills in human resource development and organizational planning and budgeting. It is anticipated that the core program for middle level managers will be divided into two seminars.

(a) Human Resource Development

This seminar will focus on those skills that a manager should have in order to effectively deploy and manage people within an organization. Managers in this seminar will learn and practice different kinds of communication skills including effective listening, feedback techniques, interviewing methods and they will learn how to run effective meetings. Participants will examine different aspects of leadership style and its effects on employees' decision making and role definition, motivation and human interaction. All of these skill areas will then be integrated into an effective approach for planning and organizing work -- both on a short-term and long-term basis -- and for personnel development and appraisal.

(b) Organizational Planning and Budgeting

This seminar aims to examine those larger organizational issues which have an impact on a manager's capacity to plan and/or carry out policy and to design and control budgets. Questions such as the following will serve as the basis for seminar designs:

- What is the political and social environment of administration? How does it affect policy making, implementation and financial management? How are budgets allocated and why? What is the mid-level manager's role in these processes?

- What is the basic rationale for national development policies? How is policy made? Carried out? Changed?

- What is the level of inter-sectorial relationships and cooperation in the Public Sector? What factors impede cooperation? What is the mid-level manager's role with respect to counterparts in other sectors?

- How does all of the above affect budgeting? What can mid-level managers do to budget and to control costs more effectively?

Discussion of these and similar issues will begin to provide a perspective within which the mid-level manager can explore his/her organizational role and to develop skills to carry out that role more effectively.

Each of these middle-level seminars will be approximately five days in length. Although it would be desirable to conduct these programs in residential seminars, the cost precludes that option for this level of management. There will, however, be full day seminars in order to create an appropriate level of intensity, involvement and commitment. In order that all middle level Government managers may attend the two seminars, there will be approximately sixty-six mid-level seminars during the program, with an average of twenty participants in each seminar group. Some mid-level managers will also attend relevant special focus seminars designed to provide a deeper understanding of a specific management area.

The ECCM training unit will be responsible for designing and implementing the mid-level program. However, seminars will be conducted with the assistance of island specific training staff, and the responsibility for this program will gradually shift to the latter group in a systematic manner over the life of the project. Initially, the ECCM training unit will take the lead role, with the island trainers acting as coordinators and assistants. Gradually, the roles will shift so that by the third year of the program the Member States will be able to conduct the workshops effectively with minimal ECCM trainer assistance. This gradual progression which will occur with the mid-level program will provide the ECCM training unit with the opportunity to guide and test the training skills development of local training personnel and will allow each local trainer to grow and assume training responsibility at his/her own rate.

There will be one or two one-day follow-up seminars for each of the two mid-level management seminars. Follow-up seminars will be conducted by island specific staff that have the necessary skills; where those skills have not been developed sufficiently, the follow-up will be done by the ECCM staff in conjunction with the island trainer. This process will be an integral part of the training for trainers program. In addition, the first half day of the second seminar will be used as a follow-up to the first seminar.

### (3) Junior Level Management

This program is aimed at the first line supervisory grades of the public service, i.e. senior executive officers, executive officers and equivalents. The objectives at this level include those indicated above for the middle level. However, it has the additional objective of improving skills in office management. The core program at this level will be divided into three seminars:

#### (a) Human Resources Development

The description of this program is essentially the same as (a) under middle level management, except it would be presented from the perspective of junior level managers.

(b) Organizational Planning and Budgeting

Again, this is as in 2 (b) above, except presented from the perspective of junior level managers.

(c) Office Management

This seminar will focus on concrete skills of office management, and it will help junior managers operate their units at this level of the public service. It will examine basic principles of office management and provide skills and practice at utilizing these principles. This seminar will also provide training in report writing, records management and supply management.

The Junior Management seminars, like the mid-level seminars, will be five full days in duration and will be non-residential. The project plan calls for each manager to attend all three seminars plus two one-day follow-up seminars. This will require a total of 116 junior level seminars during the life of the project. Each seminar group will include an average of twenty participants.

These seminars will be designed and implemented primarily by the island trainers in each State, with assistance provided by the ECCM Training Division. The junior management component will begin about 15 months into the program. By this point, the island trainers will have attended two training for trainers workshops and will have been actively and increasingly involved in the mid-level management program. This learning experience will provide the training and the framework which will allow the island trainers by month fifteen to be skilled enough to handle the junior management program with appropriate assistance from the ECCM training unit.

(4) Clerical and Supportive Grades Skills

Traditionally, Public Servants at this level have learned their trade by "trial-and-error" - whatever on-the-job training that exists is done on an ad-hoc basis. For this level it is anticipated that the training program will consist of a basic course supplemented by a series of training programs extended over a two year period.

The basic program would focus on the following areas:

- (a) Accounting Systems in the Public Service;
- (b) Functions of Public Service Departments and Agencies;
- (c) Attitudes towards work;
- (d) Discipline;
- (e) Communication systems in the Public Service;
- (f) Role and structure of the Public Service; and
- (g) Public Relations.

This core program will be conducted over two weeks. By the commencement of this program a local training capability should have been developed in each island such that island trainers will be capable of taking responsibility for conducting 100% of this program. The ECCM training unit, in conjunction with local training staff, would develop the program and conduct one pilot program in each territory. The local training unit will then take over and implement the program.

It is also envisaged that the training of all personnel at this level will not be completed by the end of this project, but will be continued indefinitely into the future.

The need for the program at this level stems from the truism that the effectiveness of management, although dependent on its own skills, is equally dependent on the skills and support it receives at the "worker-level" of the organization. Thus, any serious effort to improve the socio-economic delivery systems in the LDCs must include a program to develop the human resources at the supportive staff level. As indicated, the responsibility of the ECCM Training Unit will include only course design, materials development and the teaching of pilot courses in each island. It would not be feasible for the ECCM Training Division to train the 2,900 workers in this category during the life of the project in addition to other project activities. Sufficient training resources will need to be made available in each island to implement this component. The ECCM training unit will, therefore, be required to obtain the commitment of member governments before any AID-financed work is begun on this phase of training. It is anticipated that Governments' commitment to this program be sought at the end of year two of the project. If it is not obtained in terms of specific resources (two to three trainers per island) then this aspect of the project should be dropped. However, the project design team believes that such a commitment will be forthcoming, particularly after benefits are demonstrated at other levels of the program.

(5) Training for Trainers

The objective of this component of the program is to provide the training necessary to ensure institutionalization of a training capability in each ECCM State by the end of the project. As mentioned above, each State has at least one training officer, and will designate two other staff members to devote at least 40% - 50% of their time to the training function. The ECCM training unit will be responsible for the training of these trainers in each State and it will carry out this responsibility in following four ways:

(a) Training for Trainers Workshops

Three times during the program all 21 trainers from the seven States will come together to attend training for trainers workshops designed and implemented by the ECCM training unit. There will be approximately one workshop per year during the first

three years of the project. The workshops will focus on skills related to training design, training plans, data collection and materials development, training techniques (including case study, role plays, lecturettes, and structured experiences), and evaluation techniques. The workshops will vary in length from three weeks (the first workshop) to one and one half weeks (the last workshop). There will also be a final two-week evaluation conference near the end of the program. The workshops will be based on and use experience based training methodology.

(b) Two-Day Training Meetings

At appropriate points between these workshops, the ECCM training unit and the States' trainers will come together to follow-up the workshops, refine training skills, discuss the progress of their training programs and handle any special difficulties.

(c) On-The-Job-Training

The States' trainers will assist the ECCM trainers at the beginning of the Middle-Management Program and take increasing responsibility for the training at this level during later phases of the project. They will also implement the junior management program and the clerical/support program under the guidance of the ECCM trainers. This on-the-job training will be a chance for the States' trainers to practice new training skills and to get performance based feedback and support from the ECCM trainers.

(d) Inter-island Exchange

As trainers in each island develop skills and specialities, it is anticipated that they may be asked to help train in seminars on other islands. This will be an opportune time for professional growth as it will be done in conjunction with ECCM trainers and/or other island trainers.

(6) ECCM Secretariat Development

The first type of staff development at the Secretariat concerns the Training Division itself. The ECCM training unit will devote approximately four months over the life of the project to internal staff development. This time will be utilized to learn new design, training and evaluation skills from one another and/or from short term consultants that may be requested periodically. This specialized technical assistance will be in addition to that provided by the program consultant who is intended to advise the project periodically during the first three years. There will also be periodic efforts devoted to team building and evaluation of their on-the-job performance. The senior trainer will have the responsibility of observing the training specialists while they are at training seminars to provide performance related feedback.

A second type of ECCM staff development effort will provide a mixture of training and consulting services to strengthen the ECCM Secretariat in management and administration. Most likely this will take the form of management training workshops for the Secretariat management and supervisory staff. It is anticipated that two to three months of staff time will be allocated to this activity as well as two to four months of project-funded technical assistance. This assistance will be particularly timely for the ECCM given present plans for its rapid organizational growth over the next three years. The training unit can also provide training design expertise and advice to other ECCM activities which have training components.

The above describes the six components of the Public Service Training Program. Additionally, several important features common to all parts of the program need to be highlighted:

- The project includes an evaluation plan (see Part V C) designed to allow for continuous monitoring and refinement of the training program. This is necessary not only because such activity will be a useful data source for future training and evaluation reports, but also because it will provide instant feedback on the performance and effectiveness of the program.

- The evaluation will provide an opportunity to measure participant reaction and to gauge whether that reaction is likely to engender the commitment necessary to ensure the continuation of training activity in the private and public sector after the life of the project. This evaluation system will also assist the Training Unit in tailoring training content and methods to suit ECCM situations.

- The program will provide opportunity for the development of West Indian materials for each of the four levels of training seminars. Currently there is a dearth of West Indian case studies and other training materials in the universities and in other regional training institutions, resulting in training experiences that are not as relevant and functional as they might be. The project will allow for the adaption of existing international training materials and methods to West Indian situations and for the development of new materials. The program will make a critical contribution in this area, and the methods and materials will be used in all components.

- The project will establish libraries or training resource centers in the States where these do not exist (e.g. Montserrat), and it will improve upon those in the States where they do exist (e.g. Antigua). Additionally, it will allow for the creation of a training resource center at the ECCM Secretariat. These resource centers will serve as an integral part of the region's future institutionalized training capacity. Materials acquired will pertain to training design, methods, techniques and other training tools as well as to content areas.

- The project will utilize non-project, local personnel from time to time to assist in teaching of seminars. These "resource people" typically would be public servants, business-people or Peace Corps Volunteers who are specialists in areas relevant to particular seminars (e.g. personnel appraisal). Trainers would work closely with these individuals to integrate their expertise into the flow of the seminars.

### C. The Participant Training Program

The Participant Training Program, which consists of Individual Training Grants and Special Focus Seminars, will be implemented by the CARICOM Secretariat (CCS) located in Georgetown, Guyana. Membership in CARICOM includes twelve English-speaking Caribbean countries, all of which will benefit from project activities. The principal focus, however, will be on CARICOM's eight less developed countries and Barbados.

The CCS will establish a training unit which will work closely with the national training offices of each country. The CCS training staff will consist of a training officer, an administrative assistant, an administrative clerk, an accounting clerk and a secretary. Additional staff may be hired with project funds only with prior AID approval.

#### 1. Individual Training Grants (ITGs)

##### a. General

Specialized training for individual participants is targeted to the most constraining development factors particularly those affecting rural poverty. Training will be provided to improve food production, foster better health, improve educational programs, and stimulate employment opportunities. Wherever possible, the process utilized will be to maximize the numbers to be trained and to achieve a multiplier effect. The purpose is to deliver training that is highly relevant and applicable to real development needs.

Individual Training Grants (ITGs) will be provided primarily for government officials to receive specialized, short-term training. Although most training will take place in the region, special short-term programs in the U.S. will also be available. Participants will be sent to the U.S. only when similar programs are not available in the region and when it would not be cheaper and more effective to bring the training resources to the Caribbean.

Emphasis will be on short, in-service training programs. However, modest levels of diploma and degree training will

be available at the University of the West Indies for preparing officials to work in priority development areas. U.S. academic training will only be provided when there is a clearly demonstrated development need and such training is not available at the UWI or other Caribbean institutions. U.S. long-term training would in almost all cases be for one-two year Masters level programs.

Most ITGs will be for training public sector and regional officials. However, grants for private sector individuals may be approved when they are supportive of government and regional objectives such as export promotion, marketing development, capital formation, development of credit and financial institutions or labor organizations.

#### b. Implementing the ITG Program

##### Training Resources Available

To implement this program effectively, the CCS staff will need to be knowledgeable about training opportunities available in the Caribbean and the U.S. An inventory of Caribbean training resources and facilities was prepared several years ago and will be available to the CCS training staff. The Secretariat plans to use its own resources to update that inventory during the life of the project as part of its contribution to the project.

##### Training Requests

Participating Governments and regional organizations will make assessments of their priority training needs and submit a list of ITG requests to the CCS for review. This submission and review will occur annually and will form the basis of CCS's annual workplan and budget which will be submitted to RDO/C for funding approval. However, the participating Governments and regional organizations will be kept apprised of training opportunities available throughout the year, and the annual plans will be sufficiently flexible to accommodate changes as the situation warrants.

The annual list of training requests will be reviewed by the implementing agency and the number of grants designated will be determined in relation to the funds available and the relevance of training requested to project goals.

##### Selection

Candidates for short-term training will be selected according to the following criteria:

- (1) The critical factor is the position occupied by the candidate with respect to implementation of national or regional development projects, particularly those affecting basic human needs, employment stimulation and regional cooperation;
- (2) Private sector personnel may be selected when supported by local or regional business groups, service clubs or governments, and when the training is likely to contribute to regional cooperation, employment creation or resolution of critical economic, social or environmental problems;
- (3) Preference will be given to candidates who are qualified and willing to train others after their program is completed;
- (4) Candidates should have adequate experience and/or academic background;
- (5) Candidates will be selected by their employing agency in conjunction with the national training officer and will be reviewed by the CCS as appropriate for suitability;
- (6) Candidates must agree to return and serve their parent agency after training is completed; and
- (7) The project will not normally finance study in the participants' country of origin or residence.

Candidates for long-term academic training will be selected according to the following criteria:

- (1) Candidates will be selected on the basis of
  - (a) the position they occupy (or will occupy after training) with respect to planning and implementing national development projects, particularly those focused on basic human needs, employment stimulation, and regional cooperation, and
  - (b) on the importance of the proposed training;
- (2) Candidates must have demonstrated sufficient

academic competence to ensure their ability to successfully complete the proposed training;

- (3) In appropriate areas, candidates should be identified with respect to their potential for training others upon their return;
- (4) Candidates will be selected by a committee established to review their academic qualifications. This committee should include a national ministry representative, a training officer and a project manager representative;
- (5) Candidates will be primarily Government personnel with at least two years of relevant work experience who agree to return to their parent agency after the training is completed. Bonding procedures which require the return of trainees or the repayment of training costs upon non-return are normally required in the participating countries and will be utilized. Pre-service training will generally not be approved;
- (6) Academic training will be conducted at the University of the West Indies or other appropriate Caribbean institutions, e.g. the Barbados Community College, the Jamaica and Guyana Schools of Agriculture. U.S. academic training will be approved only when the training required is not available in the Caribbean Region; and
- (7) The program will not normally finance study in the participants' country of origin or residence.

#### Documentation

The Member Government's Training Officer working with appropriate Ministry representatives will develop a detailed training request based on AID's standard PIO/T format. This will describe the training required, how the training will assist the employing Ministry or agency meet development goals, the position of the trainee in the organization, and what his/her role will be after training. Biographic data will also accompany the detailed training request. Academic records will be submitted if long-term training is requested.

### Placement

**Caribbean Training:** After the training request and documentation are received by the implementing agency the latter will arrange Caribbean training with a regional training institution to perform the services required. The training institution will review the training request and will develop a training plan which will be reviewed by the implementing agency and the Training Officer of the Government requesting training. After the proposed training plan is approved the participant will be "called forward" for training.

**U.S. Training:** Requests for U.S. training will be submitted on a PIO/P form by the individual Government's Ministry representative and Training Officer, reviewed by the implementing agency, and forwarded to RDO/C for final approval. This documentation will be pouched to DS/IT in AID/Washington for required action.

During the training program the training institution will submit periodic reports on the participant's progress.

#### c. Components of the ITG Program

There are four types of ITG training opportunities available as follows:

Short-term training in Caribbean institutions - A number of Caribbean regional and national institutions regularly offer short-term courses. Project activities will identify those that are applicable to country and regional development goals and will contract services or make funds available to the institution to include participants financed under this program. An example is the two week course for agricultural extension agents held annually at UWI.

Short courses in the U.S. - Project activities will include programming selected participants to attend short courses offered by U.S. governmental, educational or private institutions. Included here would be the 34 short courses offered annually by the U.S. Department of Agriculture in the areas of agricultural management, agricultural economics, agricultural production and technology.

The Summer Workshop in Population Information, Education and Communication at the University of Chicago and the Export Promotion Seminar at the World Trade Centre are examples of the diverse programs available. Training will also be arranged by DS/IT under the reimbursable training agreements (RSSAs) with a number of federal agencies including Census, HEW, Bureau of Reclamation, U.S. Geological Survey, Labour, NOAA, and Bureau of Land Management.

Regional long-term academic training - A limited amount of diploma and certificate degree training will be provided at the University of the West Indies. Possible areas of specialization could include agronomy, animal husbandry, food technology, agricultural engineering, agricultural economics, medical technology, education administration and teacher education.

U.S. long-term academic training - A small number of U.S. grants will be available for specialized development-related training not available in the West Indies such as the John Hopkins MPH program in Administrative Nursing Curriculum.

#### d. Funding Arrangements

Project funds will normally be utilized to cover all direct training costs. These include tuition, books, maintenance and travel. The participants employing Government or regional agency will be expected to maintain his/her salary. Full funding of direct costs is felt to be necessary if the financially weak LDCs are to be able to participate in the program.

The CCS, however, may determine that full funding is not necessary or desirable for some types of training or in specific cases. Two types of training for which full funding will generally not be provided are the training of private sector participants and long-term training at the UWI. Private sector candidates will be expected to pay part of the cost of their training. With respect to long-term training in the Caribbean, the CCS and AID believe that the participant's Government and/or the participant himself/herself should normally make a contribution to the costs. The Project is expected to finance about 60% of the total annual cost of a student at the UWI. Details of this arrangement will be worked out by the CCS in conjunction with the Governments and the University prior to disbursement of funds for long-term Caribbean training. This arrangement will be subject to AID approval.

#### 2. Special Focus Seminars

Like the Individual Training Grant Program, the Special Focus Seminar Program (SFS) is designed to provide technical and managerial training to upgrade the quality of manpower in both the public and private sector. The SFS program differs in that courses will often be specifically designed for this program, the program will support training groups rather than individuals, more attention will be given to the private sector and the venue of training will in all cases be in the Caribbean. Although many of the seminars will be given by MDC institutions and will involve MDC personnel as participants,

it is anticipated that a majority of the seminars will be conducted in the LDCs.

In most cases seminars will be specially designed to deal with a specific technical or managerial problem which occurs in several or all of the participating countries. The participants would normally be those individuals from the various territories directly responsible for dealing with that problem. The seminars will tend to be problem-focused and technically-oriented; theoretical inputs will be minimal. Seminar design will need to reflect the fact that the participants will not be novices in the area, but rather experienced practitioners interested in practical ways to solve their day-to-day problems. Trainers will need to be familiar with those problems and with the factors impeding or influencing alternative solutions.

This emphasis on practical, problem-oriented seminars will also be reflected in the selection of contractors. When contractors lack familiarity with the problems with which the participants normally deal, the contract will permit pre-training visits and the development of case studies and other appropriate instructional materials.

Unlike other elements of this project which are primarily aimed at up-grading skills in the public sector, it is anticipated that about 50% of the funds utilized for special focus seminars will provide training to the private sector. Two types of private sector seminars are anticipated.

First, the project will finance the development and provision of special training seminars in the LDCs aimed at small businesses and those interested in forming small businesses. These seminars would provide information and training in areas such as rudimentary book-keeping, responsibilities of employers, basic principles of business organization, procurement, quality control, pricing, inventory management, and procedures for preparing investment projects and obtaining credit. Seminars of this type will be presented in each LDC territory where adequate interest is expressed. The Barbados Institute of Management and Productivity (BIMAP) has already expressed interest in implementing a program of this type, and several other Caribbean and U.S. training organizations would be prepared to undertake this program. It is anticipated that two seminars of this type will be conducted annually in each of the LDCs. Participants will be expected to pay a small fee to attend.

A second type of private sector seminar will assist established businesses, particularly those with interest in expanding production and employment. Because of the smaller number of interested participants and the more expensive inputs required, these seminars will

be conducted on a regional or sub-regional basis. Particular emphasis will be given to topics likely to stimulate export development and labor-intensive investment. Caribbean, U.S. and third country organizations will be utilized to provide these seminars. It is anticipated that two regional seminars of this type will be conducted annually. Participants will be required to pay travel expenses and fees which might normally cover 15 - 25% of actual costs.

About half of the special focus seminars will be targeted at the public sector. These seminars will be regional, or sub-regional, including participants from at least three countries. Financial constraints preclude territory-specific seminars. When the demand is sufficient to justify seminars in each territory, the selection of participants for the regional seminar should reflect the need for the participants subsequently to provide territorial-level training.

Seminars dealing with management and public administration will be in greater depth and for a more selective audience than those normally provided by the ECCM Public Services Training Program or by MDC training offices. Probable seminar topics during the first eighteen months of the project include project development and management\*, maintenance planning and administration and financial management. Participants will be drawn from the top and middle levels of the Public Services. Seminars in these areas might be conducted by consultants from the private sector, regional or U.S. universities, or perhaps by the training divisions of one of the MDC Governments.

Special Focus Seminars dealing with technical subject matter will be primarily in areas of agriculture, health (including family planning), education, environmental and natural resources management, the role of women in the development process and economic analysis and planning. In agriculture, for example, seminars might deal with integrated pest management, small scale irrigation, or communication strategies for reaching small farmers.

Topics for seminars will be suggested by the technical divisions of the CARICOM Secretariat, national training officers and Ministries, private sector organizations, AID and the Peace Corps. Representatives of these groups will form an advisory committee which will meet periodically to discuss priority topics for special focus seminars. The organization of this committee will be a responsibility of the CCS training unit. Final selection of seminar topics and contractors will be made by the CCS with AID concurrence.

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\* Because of the CDB's interest in this subject, the CCS training office will work in close collaboration with the CDB to ensure that needless duplication is avoided.

#### IV. PROJECT ANALYSES

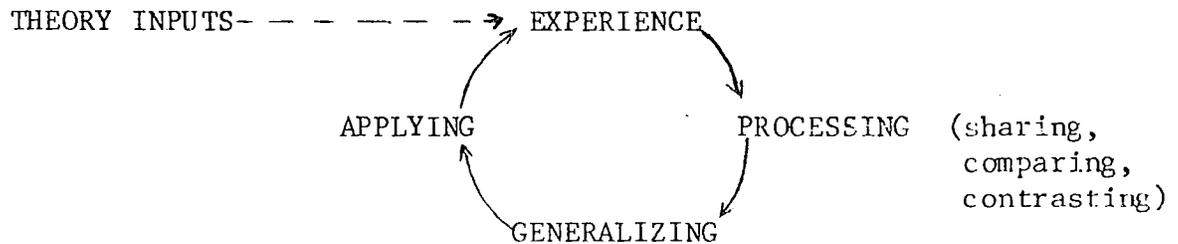
##### A. Technical Analysis

As stated in the project description, the ECCM training unit is to be responsible for the design, development, implementation and evaluation of the Public Services Training Program whereas Caribbean and U.S. training institutions, consultants and contractors will provide the training under individual training grants and Special Focus Seminars. While the degree of management and technical control over the training services will vary among these components, the project's implementing institutions, the ECCM and CARICOM Secretariats, will seek to maximize use of an experience based training methodology wherever possible.

There are five principles which will serve as the basis for this training approach:

- (1) Active, participative learning is stressed rather than passive, lecture oriented processes;
- (2) Responsibility for learning is shared between participant and trainers. Each participant must take responsibility for his/her own learning while the trainer must take responsibility for structuring the environment to maximize learning opportunities and for providing theory inputs at appropriate times;
- (3) Participants are asked to participate actively in learning situations, reflect on these experiences, identify key points, generalize from them, and apply new concepts and practices to their job situation. The trainer organizes and facilitates this process;
- (4) It is assumed that knowledge is shared, that the trainer is not an omniscient expert, and that everyone has something to contribute to the learning process;
- (5) Training experiences are reality based. Each activity is designed to deal with and improve the participant's "back home" reality in the Caribbean. Case materials based on day-to-day problems (e.g. a middle manager's ability to deal with various kinds of planning activities, a hospital maintenance staff member's ability to repair necessary equipment, a small entrepreneur's need for practical accounting) will be extensively employed.

Reliance upon these principles will help to ensure that the training will stimulate involvement and be relevant and that the learning which emerges will be utilized in each participant's job. Although this approach represents a departure from the educational norm in the West Indies (see Social Analysis), experience based training has been utilized in a number of Third World countries with a great deal of success. The following "learning cycle" will be used as the basis for training design:



The application of this learning cycle to a seminar on leadership development might appear as follows:

Theory Inputs: The trainer would provide a framework for a particular leadership approach (e.g. situational leadership).

Experience: The participants then have a chance to practice some new skills or to solve problems utilizing a new analytic tool. This may be done through a case study, a role play, a structured experience, to compare and contrast views.

Generalizing: Participants are asked what they have learned from the experience.

Application: Participants identify ways in which they would apply this to their job situation.

The cycle is then started again. The amount of theory input, either through lectures or reading, would of course vary from topic to topic. Introducing a new financial management approach would involve a good deal of new material before the "experience" part of the cycle can begin; on the other hand, communications training would involve less theory, and more experience and practice.

This cycle has implications for follow up, the lack of which is a classic problems in most training programs. When participants learn new approaches during training and attempt to apply them on the job, they often find that the new approaches do not "work correctly", are not received well, or meet unexpected problems. Without follow-up, the participant often reverts quickly to his/her pretraining behaviour. In terms of the learning cycle, the participant "experiences" the real life job situation, but has no way of effectively processing, generalizing or applying these new experiential encounters. In the ECCM program,

follow-up seminars will allow for these other three functions to occur. Each seminar, with the exception of some of the special focus seminars where it might be unrealistic, will be followed by one day seminars which will allow for the other three steps in the learning cycle. In addition, part of the first day of regular seminars will be devoted to follow-up.

Seminars will be conducted in full day meetings. Less than full day seminars often result in absenteeism and in participants arriving late and leaving early to attend to personal or business matters. This generally results in a lack of intensity and a feeling that the work is not serious.

The ECCM staff which will be employed to carry out the experience based training program will be drawn from the West Indies. The Project Team believes there is sufficient talent available in the region to staff the ECCM training unit at the salary levels indicated in the Financial Analysis. U.S. technical assistance will be made available for program development and to augment and upgrade the ECCM trainers' skills at appropriate times during the project. Several periods during the life of the project will be devoted specifically to internal staff development. The Program Consultant will also assist in this staff development process. The ECCM staff will in turn be responsible for training national training staff. The methodological approach used in this activity will again be experience based.

The Public Services Training Program will require the development of training materials which are drawn from the region. Any training materials borrowed from outside the area will be adapted to fit situations within the region. New and adapted case materials or structured experiences or critical incidents will reflect the West Indian social, cultural and political environment. The project will thus rely on West Indian staff utilizing experience based training approach and materials that are adapted and/or developed to reflect the social and cultural environment of the Eastern Caribbean.

Regional institutions that are contracted to provide special focus seminars e.g. the UWI, CAST, BIMAP, will be expected to design and implement seminars consistent, in so far as possible with the experience based training approach used in this project. The project recognizes that subject matter specialists, agriculturalists, physicians, personnel experts etc. may not be effective at transferring that knowledge to others. The administering agencies will attempt to see that contractors obtain the necessary design and implementation support to assure that effective training occurs. Project funds may be used for this purpose.

If effective, training in public sector management will raise consciousness of managers and supervisors about procedures and organizational factors which inhibit the institution's effectiveness. It is anticipated that in the second year and beyond, project activities will generate requests for advice and assistance in solving those problems.

Two types of positive response to such requests are contemplated. First, in terms of organizational analysis, the Latin American Centre for Development Administration (CLAD) is initiating a Caribbean project which will provide advisory services to improve the administrative capacity of the public service. The ECCM training unit, local island trainers and CLAD will establish close communication links in order that, when requests are made for organizational analysis, appropriate assistance from CLAD can be employed. Timely assistance in this area could be an influential factor in making needed administrative changes. CLAD can be of great assistance in responding to needs for the development of improved administrative systems, and its activities should complement those undertaken in this project.

Second, a small portion of project funds may assist on a pilot basis with organizational development. Such assistance would focus on the factors which impede the introduction of more effective procedures and methods throughout the organization. Working with the management staff, consultants would explore the way decisions are made, the roles and responsibilities of various positions, how communication occurs, and ways in which the people in the organization can work better together. Up to \$40,000 of technical assistance may be used for this purpose.

## B. FINANCIAL ANALYSIS AND PLAN

### 1. Financial Analysis

The financial viability of any project involving the ECCM States must take into account their unusually precarious financial situation. Most of the ECCM Member Countries have suffered from severe and recurrent budgetary problems. Capital expenditures have generally been financed through foreign grants or increased debt, and several countries have been unable to meet normal operating expenditures. Grants from the United Kingdom have traditionally covered operating deficits, but U.K. grants for these purposes are increasingly not available.

These fiscal problems have occurred despite credible tax efforts, generally honest administration and a lack of unproductive, prestige projects. The underlying structural problem stems from the difficulty of efficiently providing to the small population of each territory the broad range of social services to which the territories are strongly committed. These considerations of size and finance have forced the territories to consider collaborative regional efforts where economies of scale can be achieved.

The underlying design of this project reflects these financial realities and the consequent need to avoid the unnecessary expense which would result from the creation of comprehensive training capabilities in each territory. The project attempts to strengthen territorial training capabilities only when the number of persons to be trained on individual islands justify this investment. This level of demand does occur with

respect to training in basic management, planning and administrative skills for middle and junior level managers and for clerical personnel. The project attempts to establish a regional capacity in the ECCM Secretariat when the combined recurrent demand of the territories justifies that investment, e.g. for course design work, training of trainers and top management training. Finally, the project relies on occasional special focus seminars and on participant training in the MDCs or in the U.S. when the numbers requiring training do not justify the development of local or sub-regional training capacity.

The project has been designed not only to minimize long-term financial requirements but also to delay the budgetary impact on participating Governments until the latter years of the project. Virtually all new funds required to carry out project activities in the first two years will be AID financed. The ECCM and CARICOM Secretariats and the Governments of the region will, however, allocate considerable real resources to the project. These will include trainers, training and office facilities and public sector employees' time dedicated to training.

In the third and fourth years, the Governments will need to allocate modest increases in funds for training activities. Within the ECCM area, the Governments will be required to gradually pick up the costs of those ECCM training staff expected to continue after the project. This will include three of the five training officers, the administrative assistant, and the two secretaries. The cost of the continuing ECCM staff will be approximately \$85,000 annually (in 1979 dollars), or about \$12,000 per territory. Travel, materials and other support costs might raise the costs on average to \$17,000.

In addition, effective territorial training units will in most cases require an increase in staff and support budget. The cost of an additional training officer and support would cost about \$6,000 per territory. Added to the increased ECCM contribution, the total increased annual training expenditure can be expected to average about \$23,000. This represents a real increase of less than 0.2% of current government expenditure. While even this level of contribution could not currently be absorbed by several of the territories this increase should be attainable by the fourth year of the project assuming some economic growth and/or improved tax administration.

The recurrent financial implications of the CARICOM Participant Training Program have been calculated on a similar basis, i.e. a gradual absorption of core staff into the institution's budget. These costs amount to only \$16,000 in Year 3 and \$32,000 in Year 4. In addition, an estimated \$14,000-\$20,000 annually of in-kind support in the form of office equipment and supplies, research, publication and overhead will be provided. Finally, an estimated \$200,000 will be provided as partial funding of long-term participants. These financial costs are felt to be within the capabilities of the CARICOM Member Governments.

2. Financial Plana. The ECCM Public Services Training Program

Table IV A summarizes the financial plan for the ECCM Public Services Training Program and shows the cash contributions from AID and the participating Governments. In addition, in-kind contributions of the cooperating countries, largely in the form of time of public servants in training is estimated at \$1.2 million. (See Annex XII, Exhibit A, for details of in-kind counterpart),

ECCM budget items shown in Table IVA are based on the following:

Staff Salaries and Benefits

These items are largely self-explanatory. Salaries and allowances will be provided in a manner consistent with ECCM policies. The ECCM contribution for salaries of those positions expected to be permanent is at the rate of 50% in Year 3 and 100% in Year 4.

Travel and Per Diem

## Public Services Training Program: Trainers' Travel

Air Fare: 216 Trips @ \$100	=	21,600
Per Diem 102 weeks x 6 days @ \$65 x 4 trainers	=	159,120
Sub-total	=	180,720

## Training of Trainers - Travel of Territorial Trainers

Air Fare: 18 trainers x 9 trips x \$100	=	16,200
Per Diem: 18 trainers x 68 days x \$40	=	48,960
Sub-total	=	65,160

## Administrative Assistant, Accountant, Executive Secretary

Air Fare: 15 trips x \$100	=	1,500
Per Diem: 75 days @ \$65	=	4,875
Sub-total	=	6,375

## Director or Senior Trainer - To arrange, monitor and evaluate Special Focus Seminars

Air Fare: 10 trips x \$100	=	1,000
Per Diem: 50 days @ \$65	=	3,250
Sub-total	=	4,250

TOTAL	=	256,505
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TABLE IV A

ANNUAL BUDGETS - ECCM EXPENSES  
PUBLIC SERVICES TRAINING PROGRAM  
(U.S.\$000)

	<u>Year 1</u>		<u>Year 2</u>		<u>Year 3</u>		<u>Year 4</u>		<u>Totals</u>	
	AID	ECCM								
<u>Staff Salaries &amp; Allowances</u>	143		143		86	43	44	85	416	128
Director of Training (1)	(18)	-	(18)	-	(9)	(9)	-	(18)	(45)	(27)
Training Officers (4)	(58)	-	(58)	-	(43)	(15)	(29)	(29)	(188)	(44)
Administrative Assistants (1)	(6)	-	(6)	-	(3)	(3)	-	(6)	(15)	(9)
Stenographers (2)	(8)	-	(8)	-	(4)	(4)	-	(8)	(20)	(12)
Evaluation (1)	(12)	-	(12)	-	-	-	-	-	(24)	-
Gratuities (25% of Salary)	(26)	-	(26)	-	(18)	(8)	(11)	(15)	(80)	(23)
Housing (6)	(15)	-	(15)	-	(9)	(4)	(4)	(9)	(43)	(13)
<u>Program Support</u>	245	10	249	10	210	10	183	10	887	40
Travel & Per Diem	(60)	-	(85)	-	(65)	-	(47)	-	(257)	-
Technical Assistance	(56)	-	(42)	-	(42)	-	(35)	-	(175)	-
Supplies & Equipment	(25)	-	(10)	-	(10)	-	(5)	-	(50)	-
Materials Production	(8)	-	(8)	-	(12)	-	(37)	-	(65)	-
Library Development	(16)	-	(24)	-	(16)	-	(14)	-	(70)	-
Residential Courses	(50)	-	(50)	-	(35)	-	(15)	-	(150)	-
Contingencies	(30)	(10)	(30)	(10)	(30)	(10)	(30)	(10)	(120)	(40)
Special Focus Seminars	15		15		15		15		60	
Sub-totals	403	10	407	10	311	53	242	95	1,363	168
Inflation (10% Compounded Annually)	-	-	41	1	65	11	81	31	187	43
<u>TOTALS</u>	403	10	448	11	376	64	323	126	1,550	211

Technical Assistance

An estimated twenty-five man-months of U.S technical assistance, is planned at \$7,000/month.

\$7,000 x 25 = \$175,000. A description of the technical assistance provided is contained in Part V, B.

Training Equipment and Supplies

In order to facilitate the training process and improve the individual islands training capacity, it will be necessary to supply the islands with a small amount of basic equipment. It is not intended that the equipment supplied be of such a sophisticated nature that maintenance or replacement would pose a problem. Although the needs vary from one country to another, the average cost of equipping a center is estimated at \$5,000. Island specific equipment is expected to be of the following types:

- 16 MM Reel Projector with daylight screen
- Slide Projector
- Overhead Projector
- Tape Recorder (Cassette)

In addition a small training resources center will be established at the ECCM Secretariat. The center will have a stock of training films, management and human interaction games, and other materials for loan to the island specific training office on demand. Such materials will also be used to support the ECCM's training activities. The total cost of these items is estimated at \$15,000. The specific list of equipment and supplies will be determined by the ECCM training Unit.

Materials Production

Course Materials for the Public Services Training Program estimated at \$65,000, divides approximately as follows:

Top Management Seminars.....	4,000
Middle Management Seminars .....	8,000
Junior Management Seminars .....	6,000
Clerical Training .....	43,000

Library Development

Reference libraries for the ECCM Training Unit (\$14,000) and the seven Territorial Training Units (\$8,000 each).

Residential Courses

Hotel and maintenance costs of top managers in three day seminars. Estimated at \$30/day (special Government rates) x 20 days x 250 participants.

Contingencies

These funds will be used to ensure that the ECCM Secretariat is able to provide adequate accounting, legal and administrative services to the Project staff.

Special Focus Seminars

It is anticipated that the grantee will contract for one seminar per year and that each will cost approximately \$15,000.

Inflation

Inflation has been calculated at 10% compounded annually. It is assumed that no inflation factor need be applied in the first year.

b. The CARICOM Participant Training Program

The financial plan for activities to be implemented by the CARICOM Secretariat is shown in Tables IV-B and IV-C and is explained in the following paragraphs:

TABLE IV-B  
CARICOM PARTICIPANT TRAINING BUDGET  
(U.S.\$000)

	<u>Person Months</u>	<u>AID</u>	<u>H.C.</u>
I. Individual Training Grants	1,566	1,238	200
<u>Caribbean Training</u>			
Long Term	(900)	(300)	(200)
Short Term	(240)	(288)	-
<u>U.S. Training</u>			
Long Term	(270)	(338)	
Short Term	(156)	(312)	
II Special Focus Seminars (in Caribbean)		624	
<u>Private Sector</u>		(324)	
48 Island specific seminars		(144)	
12 Regional Seminars		(180)	
<u>Public Sector</u>		(300)	
12 Regional Seminars		(300)	
III. Program Support Costs		190	120
IV. Inflation		348	64
TOTALS		<u>2,450</u>	<u>384</u>

A more detailed breakout of Program Support is shown in Table IV-C. CARICOM budget estimates were derived as follows:

Individual Training Grants

Long-term Caribbean: AID's contribution is estimated at \$3,000 per student per year, which will cover tuition and fees only. Governments and participants will be expected to contribute about \$2,000/year per student to cover maintenance and other costs. Most students will attend one or two year certificate or diploma courses.

Short-term Caribbean: AID's contribution will cover all costs estimated at \$1,200/month. Courses will generally be less than two months.

Long Term U.S.: AID will finance all costs. The average cost for academic training in the U.S. is \$1,250/month or \$15,000/year. It is assumed that an average program will be 1 1/2 years and cost \$22,500.

Short Term U.S.: The average cost for short-term technical programs in the U.S. is \$2,000/month. Programs will average two months and cost is US\$4,000.

#### Special Focus Seminars

Private Sector-Island Specific: Consultants will be hired to give seminars for small businesses in each of the LDCs. The estimated cost is \$3,000 per seminar per territory. An estimated six seminars will be given in each territory during the four years of the project. Small fees will be charged, but are not shown in the budget.

Private Sector - Regional: Three seminars, each probably of one week duration, will be given annually. Estimated cost is \$15,000/seminar. Fees will be charged, but are not shown in the budget.

Public Sector - Three regional seminars will be given annually.

Most seminars will last two weeks and cost \$25,000.

#### Program Support Costs

Staff Salaries: These costs which are self-explanatory, are based on current CCS pay scales. Job descriptions are included in Annex IX, Exhibit A. AID will pay full salary costs the first two years, 50% the third year and none the fourth year.

Travel and Per Diem: It has been estimated that the training programs will require about one trip per month, or 48 trips over the life of the project. An average trip will be five days. Further, \$2,000 per year has been included for regional project planning meetings.

48 trips @ \$250	=	\$12,000
48 trips x 5 days @ \$65/day	=	15,600
4 regional planning meetings	=	8,000
		<hr/>
		\$35,600

T A B L E IV-C

ANNUAL BUDGETS - CARICOM PARTICIPANT TRAINING

INDIVIDUAL TRAINING GRANTS

AND SPECIAL FOCUS SEMINAR PROGRAMS

(U.S.\$000)

	<u>YEAR 1</u>		<u>YEAR 2</u>		<u>YEAR 3</u>		<u>YEAR 4</u>		<u>TOTALS</u>	
	<u>AID</u>	<u>CCS</u>								
Individual Training Grants	238	33	300	48	350	59	350	60	1,238	200
Caribbean Training	(98)	(33)	(140)	(48)	(175)	(59)	(175)	(60)	(588)	(200)
U.S. Training	(140)		(160)		(175)		(175)		(650)	
Special Focus Seminars	124		150		175		175		624	
Program Support	88	14	67	18	47	36	32	52	234	120
Training Officer	(12)		(12)		(6)	(6)		(12)	(30)	(18)
Administrative Assistant	(8)		(8)		(4)	(4)		(8)	(20)	(12)
Administrative Clerk	(4)		(4)		(2)	(2)		(4)	(10)	(6)
Secretary	(4)		(4)		(2)	(2)		(4)	(10)	(6)
Accounting Clerk	(4)		(4)		(2)	(2)		(4)	(10)	(6)
Travel & Per Diem	(9)		(9)		(9)		(9)		(36)	
Technical Assistance	(28)		(7)		(3)		(4)		(42)	
Office Equipment & Supplies		(4)		(4)		(4)		(4)		(16)
Research & Publication		-		(4)		(6)		(6)		(16)
Contingencies	(19)	(10)	(19)	(10)	(19)	(10)	(19)	(10)	(76)	(40)
SUB-TOTALS	450	47	517	66	572	95	557	112	2096	320
INFLATION (10% Compounded Annually)	-	-	52	7	120	20	182	37	354	64
TOTALS	452	47	569	73	692	115	739	149	<u>2,450</u>	<u>384</u>

Technical Assistance: Estimated at four US person-months @ \$7,000/month plus seven person months of West Indian consultants @ \$2,000/month.

Office Equipment & Supplies: The estimated value of office furniture, equipment and supplies used by the training unit.

Research and Publication: The CCS plans to launch a newsletter, probably beginning in Year 2, describing and evaluating new training activities in the region.

Contingencies: These funds will protect the project against unforeseen events which might otherwise excessively delay project implementation. AID's prior approval will be required for any expenditure of these funds.

Inflation: Calculated at 10% compounded annually as in the ECCM budget.

c. Overall Financial Plan

Table IV-D provides a summary of the financial plan. The table includes in-kind counterpart contributions which are explained in Annex XII, Table XII-A. An estimate of the project's foreign exchange costs is presented in Annex XII, Table XII-B.

TABLE IV-D  
FINANCIAL PLAN  
(U.S. \$000)

	AID	ECCM	CARICOM	H.C. <sup>1/</sup>	Total
1. ECCM Public Services Trg. Program	<u>1,550</u>	<u>211</u>			<u>1,761</u>
Staff Salaries & Allowances	416	128			544
Program Support	887	40			927
Special Focus Seminars	60				60
Inflation	187	43			230
2. CARICOM Participant Training	<u>2,450</u>		<u>144</u>	<u>240</u>	<u>2,834</u>
Individual Training Grants	1,238			200	1,438
Special Focus Seminars	624				624
Program Support	190		120		310
Inflation	348		24	40	412
3. In-Kind Contributions				<u>2,220</u>	<u>2,200</u>
Participants & Staff - Pub. Serv. Trg.				1,200	1,200
Participants - ITG and SFS Program				1,000	1,000
TOTALS	4,000	211	144	2,440	6,795

<sup>1/</sup> H.C. includes Host Contry contributions not channeled through the ECCM or CARICOM Secretariats.

## C. ECONOMIC ANALYSIS

### 1. Estimating Economic Benefits

Numerous studies in the past 15 years have attempted to measure the economic impact of education and training. Most often the returns to training are assumed to be reflected by the higher salaries of persons with additional training. These analyses have had to contend with numerous theoretical and statistical problems. The high correlation, for example, between the persons receiving larger quantities and better quality education and training with persons who have other advantages - high social and economic status, educated parents, high intelligence, etc. - makes it difficult to distinguish those benefits particularly attributable to education and training. A second problem is that education and training are often used as screening devices for job applicants and for promotion even when it is not clear that these credentials are related to productivity. Further, if ability is the basis of selection, those receiving the education and training should in any case be expected to be more productive and earn higher salaries. Measuring the economic returns to education from data on salary differentials may thus overstate productivity gains. The advent of electronic data processing and the application of modern econometric techniques have aided enormously in limiting the influence of these factors on the analysis. Given the generally positive results of the many studies completed, few economists or non-economists now question that investment in human capital generates a high level of real economic benefits.

If ex post quantification of the economic benefits of training is difficult, ex ante quantification of benefits of training is almost impossible. Certainly in this project, which includes a broad range of management and technical training, a realistic quantification of the economic benefits cannot be carried out.

### 2. Types of Economic Benefits

Several factors, however, suggest that the benefits of this project will more than justify the planned investment. First, as the islands have few natural resources to exploit, labor services and the management of scarce resources are of particular importance. Analyses by the World Bank and others have emphasized that future economic growth clearly requires further development of the region's human resources.

Although some new firms have been attracted by the availability of a relatively cheap and efficient labor supply, estimated levels of unemployment have remained in 15 - 25% range. This project will encourage further investment in the productive sectors both by increasing the productivity of labor and by providing essential knowledge and skills to businesses. Seminars for small business people and for those who

contemplate initiating small businesses should be particularly useful in generating labor-intensive productive activities. Other seminars will encourage and assist more established firms to enter export markets.

In the public sector, human resource constraints have had several negative repercussions on economic growth. Within the public sector itself, the inability of personnel to conceptualize, analyze and present projects as well as to efficiently implement those projects which have been developed has resulted in significantly fewer investment activities than could have been undertaken with available external financing. Inefficiency in government offices also has a high cost in terms of utilizing scarce financial and human resources. Further, the limited ability of government officials to analyze policy alternatives and effectively manage the economy and the economic infrastructure continues to dampen private sector investment. The World Bank, the IMF and others have underlined the need for improved project development capabilities and for West Indian Governments to create an atmosphere more conducive to private investment.

Finally, by emphasizing in-service training, the project is aimed at a type of human resources development in which returns are generally the highest. Studies of returns to training have shown that the benefits per unit of investment tend to increase as the training is conducted closer to the job. In contrast to pre-employment training, the provision of in-service training in the Caribbean should have particularly high returns (1) because the "brain drain" has less effect on those with established careers and (2) because the amount of in-service training offered in the past has been severely limited.

### 3. Cost-Effectiveness of Project Activities

As indicated in the Project Rationale and Strategy (Part III A), the project has been designed to take advantage of economies of scale whenever they exist. The project will establish a new training capacity only for basic public services training in the ECCM countries where the magnitude of demand justifies this investment. That capacity will be part sub-regional and part territory-specific to reflect considerations of the size of the target group and the level of expertise required of the trainers.

When the demand is sufficient, special focus seminars will be developed and provided at the site of the demand. This technique will in many cases be cheaper and more effective than moving a large number of trainees to a training institution.

Finally, the project is structured so that cost considerations are taken into account by participating institutions. Competition for funds will occur both within the CARICOM Secretariat (competition between countries) and within the Training Office or Training Committee of individual countries (between ministries). This competition for funds should encourage all parties involved to seek the most effective training per dollar invested.

#### D. Social Analysis

Governments<sup>4</sup> in the Less Developed Countries (LDCs) of the Caribbean are administered through a system of parliamentary democracy based on the Westminster model -- the leadership being vested in a Premier/Prime Minister with Ministers selected from the political party that wins the majority of seats in the House of Representatives. The Government is supported in the pursuance of its objectives by a permanent Civil Service headed by a Public Service Commission appointed by the Governor/Governor General or in the case of Dominica, the President.

Public policy is formulated by the political leadership while policy execution is in the hands of the permanent Civil Service. Major divisions (ministries) are headed by Permanent Secretaries who are in turn supported by cadres of managers, technicians and clerical staff. This permanent Civil Service derives its operational base from a set of rules and procedures defined during the colonial period. These rules and regulations, reinforced by procedures and norms in effect for many decades, generally result in decisions being made only at the very top of each organization. This system discourages middle and junior level managers from taking initiative and assuming responsibility.

The poor quality of junior and middle level staff is both a cause and an effect of this system. The poor preparation of this staff encourages top managers to keep a tight hold on decision making. At the same time, the system makes work at the junior levels dull and unrewarding. It fails to provide an atmosphere in which employees can readily perceive opportunities for personal growth. These factors lower morale, lessen efficiency and encourage the more dynamic employees to emigrate to more developed countries. Emigration is particularly appealing to those with the academic qualifications which facilitate obtaining employment in the advanced countries.

The Civil Services in the LDCs tend to be inflexible and to make use of inappropriate procedures. Advancement is often based on longevity of service rather than demonstrated competence. Consequently discontinuities in degrees of competency between ranks of the service are not uncommon. Top and middle rank civil servants recruited 15 to 20 years ago with less than adequate qualifications for the tasks now at hand find the junior ranks being filled by younger persons who are better qualified academically. The differences in formal education levels leads to a feeling of being threatened on the part of the top and middle ranks and to a feeling of frustration among the new recruits at the middle and junior ranks. Because this project includes effort to improve the management skills at the top and middle ranks, it should help to relieve the anxieties experienced and lend to more efficient development of the civil service organization.

Creating a work atmosphere in which individuals can contribute more fully and grow in ability and responsibility is an important requirement in the LDC public services. In the past, training has not only been too infrequent but it has suffered from several other problems. First, almost all of the training that has been available has required travel to other countries, frequently to developed countries. This training has rarely focused on the problems actually encountered by the participant on a daily basis, and has often been perceived as irrelevant. As a result, training is often perceived as an opportunity for travel and perhaps as a step toward emigration.

Second, because training has often been offered in a disorganized fashion, trainees have lacked reinforcement from colleagues. When the individual who underwent training returns to the parent organization, he/she often finds considerable resistance to change. Insecure colleagues fight to maintain established procedures. The result is often increased personal frustration and dissatisfaction. For training to be effective in changing inappropriate bureaucratic procedures, a "critical mass" will often need to be reached. This may require training several or all members of an organization.

Finally, there has been little or no follow-up from training institutions. Without an opportunity to discuss the ideas acquired during training and the experience of applying those ideas, the trainee often forgets the material or fails to see how it might be utilized effectively. Reinforcement is necessary in the Caribbean as in other societies.

The proposed project attempts to address these various problems in ways fully explained in other sections. It has been noted, for example, that training will often occur in the trainees own country and rarely outside the region. To resolve the problem of "critical mass", training will be provided to almost all LDC public service staff. Finally, training courses will include follow-up whenever this can be practically arranged.

Although women still dominate the clerical and supportive grades, it should be noted that one of the distinctive features of the Civil Service in the LDCs is the high percentage of women who hold middle level administrative positions. For the most part women have attained these positions only after many years of service. No systematic attempt has been made to provide them with training either to grow in the positions which they occupy or to advance to the top ranks. This project seeks to redress this situation. Moreover, by increasing the emphasis on competence, skills and effectiveness it should decrease discrimination against women in the public service.

The private sector is primarily engaged in commercial activity and is dominated by a few large firms, often externally owned, supported by many smaller, locally owned family businesses.

Methods of operation are far from innovative. Such firms often fail to take advantage of profitable growth activities and thus to raise employment and income levels.

As an adjunct to the commercial activity, there is the export-oriented, mono-cultural estate type agriculture, worked by employees living on small marginal family owned farmsteads. A traditional trading system ("Hucksterism") servicing small rural producers with a market is diminishing in importance as rural dwellers acquire modern tastes satisfied only in the monetized economy. The productivity of small holdings has lagged, and has resulted in a situation in which the income generated cannot support the acquisition of desired goods from the manufacturing sector. Employment for wages then becomes the goal with the search for such employment becoming the "holy grail" of the young. Traditional schooling reinforces the desires to move away from the land, while not preparing the youth with practical skills for earning a living.

Although this project is not designed to provide vocational training, the Special Focus Seminars designed to encourage and assist small businesses will encourage the development of self-employment either through individual entrepreneurship or cooperatives. Training which reveals such opportunities will impact on the problems of unemployment and under-employment among the poor young and help to stem the tide of social alienation which is becoming a serious problem among this segment of the LDC population.

It should be noted that the project's training approach will emphasize participatory, experiential learning which is not common in the West Indies. However, there have been successful applications of this approach in human resource development programs in Guyana, Trinidad and the larger Caribbean Territories. Moreover, in recent years both the public and private sector employees in the LDCs have been exposed to this approach in programs conducted both by regional and extra-regional training institutions. There should, therefore, be little or no sustained resistance to the training approach conceived in this project.

## E. Institutional Analysis

The project will be implemented by the ECCM and CARICOM Secretariats. Although neither of these organizations has carried out large scale training programs in the past, such programs are consistent with their mandates and, with the support provided by the project, are administratively feasible.

### F. The East Caribbean Common Market (ECCM)

#### Institutional Background and Objectives

The ECCM Articles of Agreement were signed on June 11, 1968. Article 2 identifies the objectives of the Common Market as follows:

- (a) To promote in Member States:
  - (i) harmonious development of economic activities;
  - (ii) continuous economic expansion;
  - (iii) fair distribution of benefits derived from the Common Market;
  - (iv) increased economic stability;
  - (v) accelerated improvement in the standard of living;
  - (vi) closer economic relationships.
- (b) To facilitate the maximum interchange of goods and services by the progressive approximating of the economic policies of the Member States.

An additional objective was to give Member States more bargaining power through unity, vis-a-vis the larger and more developed countries within CARICOM (formerly CARIFTA).

Import duties among the Member States were abolished upon ratification of the Agreement. A Common External Tariff (CXT) was adopted in 1972, one year behind schedule and without the participation of Montserrat. A revised CXT was introduced in 1976 and has been implemented by Dominica, Grenada and St. Lucia.

#### Current Institutional Structure of the ECCM

The principal organ of the ECCM is the Council of Ministers. The Council consists of a ministerial-level representative of the Governments of each Member State, with each member having one vote. Unless specifically stated otherwise, all decisions made by the Council of Ministers must be unanimous, with unanimity defined as the

absence of a negative vote. The Council holds decision-making authority for the following purposes:

- (a) to lay down the Rules of Procedure of the Council of Ministers and of any bodies of the Common Market, which may include provision that procedural questions be decided by majority vote;
- (b) to make arrangements for the Secretariat services required by the Common Market;
- (c) to establish the financial arrangements necessary for the administrative expenses of the Council of Ministers and the procedure for establishing an annual budget.

The Council of Ministers has authorized the Secretariat to develop and implement a public administration training program, and a description of this program has been distributed to the Governments. The four Governments responding to date have all endorsed the project. The Executive Secretary foresees no difficulty in signing the Project Agreement as soon as AID has approved the project. To ensure active support of the Member Governments, the Project Agreement will require the commitment of at least three countries as a CP to initial disbursement.

In describing the institutional structure of the ECCM, mention should be made of the West Indies Associated States (WISA), a grouping of the same seven countries, headquartered in St. Lucia. WISA is concerned with intra-regional and international affairs generally. WISA's Council of Ministers overlaps substantially with that of the ECCM, and relationships between the two groups are reported to be close and harmonious. The ECCM often asks WISA to consider regional economic issues and to provide guidance on appropriate actions. WISA can also consider such matters on its own initiative and communicate its decisions to the ECCM.

Since its Member States are now in the process of becoming fully independent, WISA may soon be transformed by treaty into a more formal regional organization, appropriately renamed. Active consideration is also being given to putting the WISA and ECCM Secretariat under one director. Both organizations are expected to be strengthened by this action. Each organization would continue to function from its existing site, although consideration had been given to moving the ECCM Secretariat out of Antigua. Now that the Government of Antigua has offered additional physical facilities to accommodate the planned expansion, the Secretariat will remain at its current location. Prior to hiring additional staff for this project, a CP will require assurances that the facilities needed for the project are available.

### The ECCM Secretariat

The ECCM Secretariat is headed by an Executive Secretary. This position became vacant in late April, 1979, but is expected to be filled expeditiously. The Secretariat has three operating divisions: Economics and Statistics, Trade Policy, and Industrial Evaluation and Promotion.

The 1978 budget (still operative, as discussed in Part IV of this Paper) provides funding for the following positions from local revenues:

- 1 Executive Secretary
- 2 Division Heads (Trade Policy and Industrial Evaluation and Promotion)
- 2 Senior Research Officers
- 3 Research Officers
- 2 Statistical Assistants
- 1 Administrative Officer
- 12 Support Staff Positions

A UNDP project for Development of Statistical Services in the Eastern Caribbean (CAR/75/010), in addition to providing the services of 3 experts and 4 associate experts, provides funding for the following local staff:

- 1 Computer Center Manager
- 1 Programmer Trainee
- 1 Programmer/Computer Operator Trainee
- 1 Statistics Trainee
- 6 Support Staff Positions

The ECCM Secretariat is plagued by a number of serious administrative problems. The Executive Secretary must spend a great deal of time on duties of a political/protocol nature, thus limiting his ability to direct operational activities. There is no Deputy, and in the absence of the Executive Secretary the ECCM appears to have insufficient leadership. Lines of authority are sometimes unclear, and the duties of some professional staff are either ill-defined or not understood. This appears to apply to West Indian and to some foreign technicians working in an advisory capacity. The absence of an annual report adds to the confusion concerning the ECCM's agenda, and the lack of a unified budget further compounds the problem. Finally, and of particular concern to the project outlined in this paper, none of the existing ECCM divisions presently has adequate experience to administer the proposed training project.

The ECCM must be strengthened considerably if it is to effectively manage the project outlined in this paper, the ongoing UNDP project in economic statistics and two other projects proposed for AID

funding. Strengthening the ECCM will require, among other things, commitment by the Member States to a phased increase in their financial support. Substantial improvements in management and institutional re-organization will also be required.

#### Institutional Expansion and Reorganization

Recognizing the need for institutional change, the ECCM recently obtained the services of two UNDP-funded advisors, who began three-month assignments in Antigua in Mid-January 1979. The objectives of this Preparatory Assistance Project (CAR/78/006/A/01/01) is:

To prepare an Implementation Plan for the operation and administration of a Pool of Experts to provide a range of specialized technical services on a sub-regional basis, and for the phased introduction of common services schemes. The Preparatory Assistance Mission will also prepare a financing plan, including the identification of sources of finance.

The AID Project Team has worked closely with the Preparatory Assistance Mission to exchange information of mutual benefit and to discuss possibilities for restructuring and expanding the ECCM Secretariat. The UNDP's preliminary report recommends a major expansion of the Secretariat's technical and administrative staff. Particularly important to this project are the recommended improvements in administrative and financial support services. As these and other institutional reform are still in the planning stage, RDO/C will ensure that this and the following project channeled through the ECCM Secretariat will have a sound internal administrative and managerial structure. This will ensure that implementation can proceed smoothly, independently of the institution-wide changes in the ECCM which may require more time to become fully effective.

#### Financial Requirements and the Issue of Commitment

Ultimately, the commitment by the ECCM is a commitment of its Member States. During 1978, the financial contributions of the Member States to the Secretariat were as follows:

	<u>(Thousands of US Dollars)</u>
Antigua	US\$ 21.9
Dominica	21.9
Grenada	21.9
Montserrat	5.5
St. Kitts	21.9
St. Lucia	21.9
St. Vincent	21.9
	<u>US\$136.9</u>

Financial contributions for 1979 are being held at the same level pending the outcome of current efforts to reorganize the Secretariat.

As indicated in the Financial Analysis, the proposed project will require a higher financial commitment by the Member States to the ECCM. Similarly, some increased funding or in-kind contributions to training will be required at the country level. A written indication of the Governments' willingness to commit these resources will be required as a CP.

#### Financial Management Considerations

The multiple sources of funding, each with its unique accounting and reporting procedures, clouds the ECCM budget picture. The Secretariat's budget is not unified, and financial management for the UNDP statistics project is handled by project personnel and funding from other external sources also channeled into separate accounts. A comprehensive statement of revenues and expenditures is not available.

Contributions to the ECCM by Member States accounted for only about 20 percent of estimated expenditures in 1979 (not including expenditures under new externally financed projects which might be approved). The remainder is financed from a number of overseas programs. The Secretariat's reported budget, which covers only locally financed expenditures, thus gives a misleading impression of the extent of ECCM activities. Moreover, it is a line item budget, making it difficult to determine the relative importance given to each program activity. This limitation, combined with the lack of a unified budget, makes it difficult for effective financial management techniques to be employed.

The Secretariat's locally funded budget for 1979 has not yet been approved as the States are awaiting the UNDP's recommendations (due in late April) for reorganizing the Secretariat before making their commitments for the current year. The Secretariat is currently operating under a kind of "continuing resolution" with which AID is familiar. This procedure permits monthly spending of up to one-twelfth of the previous year's budget.

The Secretariat presents an annual financial statement to the ECCM Council of Ministers. However, as of late February, 1979, the 1978 statement had not been completed because of delays in internal documentation. External auditing is done by the Government of Antigua. Long delays have been experienced in the auditing procedure, and financial statements for 1976 and 1977 have not yet been audited.

Given the procedural and staffing constraints, the financial statements are adequate. However, as ECCM's operations expand and become more complex, more detailed and sophisticated accounting procedures

will be needed. The 1972-1975 audit reports, as well as current records, show that delinquent contributions by Member States have been a serious problem, sometimes leading the ECCM to exceed its bank overdraft ceiling. At the end of 1978, three Member States were in arrears for a cumulative total of US\$63,000.

Financial management is currently in the hands of an Administrative Officer who serves not only as the Chief (and only) accountant but also as office manager and personnel manager. This combination of responsibility in one person makes it easier to understand why financial management is not more advanced. If the ECCM's operations expand along the lines presently foreseen, the responsibilities of the Administrative Officer should probably be split among three separate positions: a Financial Controller (Chief Accountant) supported by one or two accounting assistants; a Personnel Officer with at least one assistant; and a Records Officer also with at least one assistant. The UNDP's recommendations for ECCM staffing support these conclusions and increase the likelihood that the needed changes will be realized.

#### Regional Institutional Strengthening

Regional institutions in the Third World often have difficulties such as those described in the above section. Moreover, the UNDP study mentioned above is expected to lead to a comprehensive plan to improve and expand the Secretariat. AID's assistance will form part of this multi-donor assistance package.

The proposed programs that AID is considering will help to strengthen ECCM and its ability to provide various kinds of development assistance within the region. AID programs will help in two ways. First, the services that the programs (training, agricultural planning, and tax administration) aim to provide respond to critical needs in the Member States. Assuming the programs are effective, the Member States will begin to perceive ECCM as playing a more critical role in responding to their development needs. This will increase ECCM's prestige and viability within the region, and result in an increased commitment to ECCM by its Member States.

Second, the ECCM training unit created under this project will provide management training and consulting services to the ECCM Secretariat. This will assist the ECCM Secretariat to develop a more effective internal organization capable of efficiently incorporating the increased staff and activities which result from these proposed projects.

Finally, it should be noted that the project budget provides sufficient administrative support (e.g. administrative assistants, secretaries and overhead for accounting and administration) to operate

directly under the Executive Secretary without depending upon other ECCM management and organizational resources. Therefore, RDO/C concludes that sufficient capability will exist to implement the planned ECCM project activities.

## 2. The Caribbean Community

### Background

The Caribbean Community has been established to achieve two broad objectives. The first is the economic development of each single Member Country and of the Region as a whole. The second is the enhancement of the effective sovereignty of the Member States of the Region and the self determination of its people.

More specifically the objectives of the Community as stated in Article 4 of the Treaty of Chaguaramas Establishing the Community are as follows:

- (a) the economic integration of the Member States by the establishment of a Common Market regime (hereinafter referred to as the Common Market) in accordance with the provisions of the Annex to this Treaty with the following aims:
  - (i) the strengthening, coordination and regulation of the economic and trade relations among the Member States in order to promote their accelerated, harmonious and balanced development;
  - (ii) the sustained expansion and continuing integration of economic activities, the benefits of which shall be equitably shared taking into account the need to provide special opportunities for the Less Developed Countries;
  - (iii) the achievement of a greater measure of economic independence and effectiveness of its Member States in dealing with States, groups of States and entities of whatever description;
- (b) the coordination of the foreign policies of Member States; and
- (c) functional cooperation, including
  - (i) the efficient operation of certain common services and activities for the benefits of its peoples;

- (ii) the promotion of greater understanding among its peoples and the advancement of their social, cultural and technological development;
- (iii) activities in the fields specified in the Schedule and referred to in Article 18 of this Treaty.

A copy of the Schedule to the Treaty is included in Annex XI, page 3.

The Principal Organs of the Community are the Conference of Heads of Government (the Conference) and the Common Market Council. In addition, the Treaty has established eight Institutions (see Article 10) which are responsible to the Conference for programmes of integration and cooperation within their respective areas of competence. An organogram showing the Institutions of the Community and their relationships with each other is shown in Annex XI.

The Caribbean Community Secretariat is the principal administrative organ of the Community. Its functions are set out in Article 16 of the Treaty as follows:

- "(a) to service meetings of the Community and any of its Institutions or Committees as may from time to time be determined by the Conference;
- (b) to take appropriate follow-up action on decisions made at such meetings;
- (c) to initiate, arrange and carry out studies on questions of economic and functional cooperation relating to the Region as a whole;
- (d) to undertake any other duties which may be assigned to it by the Conference or any of the Institutions of the Community".

The Secretariat is therefore the organ of the Community which is responsible for action at the regional level in pursuance of decisions of the Conference, the Common Market Council and other Institutions of the Community for the achievement of the objectives of the Community.

#### Organisation of the Secretariat

The Secretariat comprises five divisions:

- Division of Trade, Economics and Statistics
- Division of Sectoral Policy and Planning
- Legal Division (which also deals with Coordination of Foreign Policies)
- Division of General Services and Administration (which embraces the Finance and Personnel Sections)
- Division of Functional Cooperation (which embraces development of areas of Health, Education, Culture, Industrial Relations, Youth and Sport, Technical Assistance, a number of Special Projects, and other common services and areas of cooperation as may be determined from time to time.

The Secretariat has a staff of 110 including 50 professionals. The Secretariat has experienced difficulty in recent years in recruiting and holding qualified staff, and 15 professional positions were vacant at the end of 1978. However, with the appointment of a new Secretary General, renewed interest in CARICOM, and the efforts of the Secretariat, most of these positions are now being filled.

The Secretariat has a budget of US\$1.6 million contributed by twelve Member Governments as well as the Bahamas, on the basis of an agreed scale and schedule. The financial affairs of the Secretariat are the subject of annual audit exercises by an independent, external firm of auditors. The work of the Secretariat in this area is administered by a Director, a Chief of Section and four accounts clerks.

#### Activities of the Secretariat

The Secretariat directs attention of Member States to the possibilities of maximising benefits and increasing efficiency through the pooling of the resources of Member States, the coordination of policies, the common supply of services and the exploitation of economies of scale in the strict economic sense, and in functional terms. Its encouragement of regional efforts is supplementary to and supportive of national activities.

The work of the Secretariat in the various areas includes:

- (i) Agriculture - studies on the rationalisations of agricultural production and marketing; administration of regional marketing schemes; the development of a Regional Food Plan to take account of the nutritional and employment needs of the Region.
- (ii) Industry - the development of a regional industrial development strategy including a scheme of industrial allocation.

- (iii) Transport - coordination of the activities of the Region's carriers - WISCO and LIAT; development of small vessel shipping industry in the Eastern Caribbean; improvements in transport infrastructure and training.
- (iv) Tourism - encouragement of a regional strategy for the development of the tourism industry.
- (v) improvements of the cooperation arrangements in health, education, mass communication, meteorology.
- (vi) development of Tax administrations, Statistical services in Member States.

All of these areas have significant potential for strengthening the links between Member States and for broadening the basis of development effort in the Region. In nearly all instances the Secretariat is expected to serve as a catalyst for promoting cooperation apart from its services and supporting role for agreed activities. Moreover, the Secretariat sees as a major weakness of the Regional movement its limited capacity at the present time to mount an exercise designed to expand the capability of the LDCs to see to the upgrading of top level and middle management personnel indispensable to serious developmental efforts.

#### Institutional Capacity and Resources

The proposed Participant Training Program will be administered by the Division of Functional Cooperation which embraces the Sections of Education and Technical Assistance. The Division is headed by a Director and the Sections administered by Chiefs of Section supported by professional, administrative and clerical staff. However, effective management of the Individual Training Grants and Special Focus Seminar Programs will require additional staff to carry out candidate and topic selection, evaluation, contracting and accounting and administration. The additional staff required will be provided by the project.

### 3. Implications for AID Management

Utilization of the two indicated implementing institutions will require that RDO/C conclude two grant agreements and monitor the work of two organizations, neither of which has experience in training. Although RDO/C would like to have avoided these difficulties, this arrangement was necessitated by the training needs identified and by the lack of alternative institutional bases in the region. After thorough

consideration, RDO/C has concluded that no other regional institution would be better able to implement the planned activities, and neither of the two Secretariats could appropriately implement the entire project. Exclusive use of the CARICOM Secretariat would have greatly complicated the management and logistics of the Public Services Training Program. Exclusive reliance on the ECCM Secretariat would have further strained that organization's capabilities and would have made it difficult or impossible to effectively include Barbados and Belize, both of which can benefit greatly from the Participant Training Program. Further, use of the CARICOM Secretariat will facilitate the mobilization of MDC training institutions needed in the project.

The project manager within RDO/C will be the Human Resources Development Officer. It is anticipated that the project will generate a significant amount of documentation, correspondence, evaluation, coordination and monitoring work for RDO/C and that the project manager will require the full-time assistance of one foreign service national.

## V. PROJECT ADMINISTRATION

### A. Schedule and Details of Key Events

#### 1. ECCM Public Service Program

Chart A which follows provides a pictorial representation of the implementation schedule of the Public Service Training Program Plan. It should be noted that month one in the chart represents the first month after the ECCM staff are hired; completing AID and ECCM administrative arrangements and ECCM staff recruitment will take one to three months. The paragraphs following refer to the chart and elaborate on the information contained therein.

##### a. Planning Phase:

The first six months is a key period for the Public Service Training Program. ECCM training unit staff will have to settle in, begin to work as a team, develop an effective three week training for trainers program, design and pilot test the first series of management seminars, and finalize the training design and training materials for the first phase of implementation. In addition, the evaluation system will have to be designed. Accomplishing these tasks in the first six months is regarded as ambitious but feasible.

A critical task in the first six months will be the building of a cohesive team approach to the work that will be undertaken. It cannot be assumed that five newly recruited professional staff will automatically work well together for the rest of the project. The team building will occur largely as a result of the unit staff working together to complete the necessary tasks. In addition, two to three weeks are designated specifically for team building purposes. Team building activities will be aimed at exploring working styles, defining roles and responsibilities, examining decision making processes, identifying the two-person teams that will work together in the implementation phase, and sharing and learning training skills from one another and from consultant(s). During the first six months, it is envisioned that three months of technical assistance will be provided to the ECCM team. The training for trainers workshop will be designed in such a way that there will be sufficient time for trainers to collect data and develop materials from the island government where the workshop will occur. This process will serve both as a training exercise in the collection and development of relevant materials and it will provide some of the materials the ECCM training unit will require for the first pilot test.

##### b. The Implementation Phases:

During the implementation phases, the ECCM trainers will work in two two-person teams to conduct the training in each territory.

MONTH

1	2	3	4	5	6	7	8	9	10	11	12	13		
<p>E.C.C.M. TRAINING STAFF - ESTABLISHED TEAM BUILDING TRAINING PLAN DEFINED</p>	<p>REFINE AND FINANLIZE PROJECT PLAN FOR FIRST 1 YEAR ISLAND VISITATION REVIEW ISLAND VISITS</p>	<p>TRNG. TR. WKSP</p>												
		<p>DEVEL. TRNG DESIGN SKILLS TRNG. NEEDS ASSESSMENT SKILLS DATA COLLEC-TION SKILLS MATERIALS DEVELOPMENT SKILLS TRNG. WKSP TECHNIQUES</p>												
		<p>DEVELOPMENT OF TRAINING TRAINERS PROGRAM - TECH. ASST</p>												
		<p>PILOT COURSES</p>		<p>DESIGN &amp; PROD. UCE MATERIALS FOR: 2 UNITS TOP MGMT COURSE 1 MODULE MID MGMT COURSE</p>	<p>IMPLEMENT ANTIGUA 1 UNIT TOP MGMT TO 1GRP. MID. MGRS</p>									
						<p>TRNG. UNIT STAFF VISIT TO SELECTED ISLANDS FINAL DESIGN AND SCHEDULING OF COURSES IN PHASE II OF PROGRAM</p>								
							<p>E.C.C.M. TRGN. STAFF DIVIDED INTO 2 TEAMS &amp; ASSIGN-MENT FINAL-IZED</p>							
								<p>TEAM 1 - ST KITTS CONDUCT: 2-UNITS TOP MGMT 1-MODULE MID. MGMT TO 3GPS MGRS.</p>	<p>RETURN ANTIGUA</p>					
													<p>FOLLOW UP</p>	
								<p>TEAM 2 - ST VINCENT CONDUCT: 2-UNITS TOP MGMT TO 2GPS MGRS 1-MODULE MID. MGMT TO 3GPS. MID MGRS</p>	<p>RETURN ANTIGUA</p>					
													<p>FOLLOW UP</p>	
											<p>TEAM 1 - ST. LUCIA CONDUCT: 2-UNITS TOP MGMT TO 2 GPS TOP. MGRS 1-MODULE MID. MGMT TO 6 GPS MID MGRS</p>	<p>RETURN ANTIGUA</p>		
														<p>TEAM 1 MONTSERRAT CONDUCT: 2-UNITS TOP MGMT 1-MODULE MID MGMT</p>
											<p>TEAM 2 - GRENADA CONDUCT: 2-UNITS TOP MGMT TO 2GPS TOP MGRS 1-MODULE MID. MGMT TO 5GPS MID MGRS</p>	<p>RETURN ANTIGUA</p>		
												<p>TEAM 2-DOMINICA CONDUCT: 2-UNITS TOP MGMT TO 2GPS MGRS 1-MODULE MID MGMT TO 4GPS. MID MGRS.</p>		

PLANNING PHASE I

IMPLEMENTATION PHASE I





Team visits to each island will be devoted during this phase to top and mid-level management workshops. Sufficient time (two to four weeks) has been scheduled in and between island visits to allow the trainers to evaluate the training, to make alterations in the design, and to work with the island trainers. These periods when the trainers are not conducting seminars is also necessary to relieve the strain of constant training and thus to prevent trainer "burnout". It is also anticipated that trainers will frequently return to Antigua on weekends, as there will be a great deal of time spent away from home during the implementation phases.

In the second and third phases, (See Chart), ECCM trainers will allow more time during each island visit for working with the island trainers. During this period, territorial trainers will gradually take increased responsibility for the mid-level as well as begin to conduct the junior management program. Territorial trainers will thus need increased guidance and assistance from the ECCM unit at that time. The ECCM trainers will need to allocate sufficient time to actual training, course design and refinement, and assistance to island trainers.

It is also intended there be a balance between travel time in Antigua. This will be achieved by weekend trips home during island training and by allocating time between each island training assignment for activities which can be carried out in Antigua. These periods will usually last about four weeks and be used for evaluating and redesigning the program and providing seminars for the public service in Antigua. There will also be three intervals during the program when the team will be in Antigua for up to three months. These intervals will allow for program refinement, designing succeeding stages of the program, training for island trainers workshops, staff development and team building, and vacation. These intervals are expected to occur during months 14 - 16, months 26 - 27, and month 37, and they will be critical for continuing program development. These intervals will also be times when technical assistance can be effectively utilized and absorbed. It is planned that an average two - four weeks of technical assistance will be provided during each interval. Consideration will also be given to switching the training teams during phase two so that different trainers will work together in successive phases. One trainer from each two-person team would in all cases return to the same islands in phase two, to provide for continuity. This switching would thus permit the introduction of somewhat different training skills in each territory without sacrificing continuity.

c. Additional training support for the program:

It is expected that the Training Director will assist in carrying out seminars. This process will help the Director get actively involved in the actual training program and ensure utilization of his/her technical and training skills. The Director's involvement will be

particularly important if one of the regular trainers becomes ill or is otherwise unable to train.

d. Covering all the islands in the first eight months of implementation:

The implementation plan is based on the belief that it is programmatically and politically important to reach each island with initial workshops as quickly as possible. The ECCM Training Unit could alternatively complete the full training program in one island before moving to the next one. This alternative, however, would have meant that some islands would have received little training input for 18 - 24 months. Island trainers in those cases would have received little support during that lengthy period. Although the implementation plan that was chosen makes for a more complicated schedule and more complex logistics, it has the important advantage that the program will be initiated and continued from the earliest possible date in each island.

e. Allowing for possible delays:

During the final year of the project approximately four months are not fully utilized in the implementation plan. As a realistic planning device, this is intended to reflect the probability that some items in the plan may be delayed and that time needs to be allotted for their completion.

A detailed schedule of ECCM project activities for the four year project implementation period is contained in Annex VII, Exhibit A.

2. The CARICOM Participant Training Program

The implementation of this program is expected largely to follow the example of similar programs which AID has established in other parts of the world. Because CARICOM lacks familiarity with AID participant training systems, the first 4 - 6 months will be utilized for establishing the required capability. Recruitment of needed CCS staff will commence immediately upon the signing of the Project Agreement and should be completed within 60 days. At the same time RDO/C will recruit a West Indian training officer to help administer the entire project.

As soon as staff are on-board, RDO/C will arrange for technical assistance to be provided to assist the CCS establish selection, accounting and reporting procedures. The consultants provided will be either SER/IT personnel or other persons familiar with AID systems. These procedures will require RDO/C approval.

During this initial period contacts will be formalized with the training officers of the participating countries, the ECCM training unit, the training officers of other donor organizations and the principal Caribbean training institutions. Utilizing a format developed by the CCS, participating countries (and regional organizations seeking training assistance) will be asked to submit indications of their training priorities for the following 12 months. Following an evaluation of the requests for their consistency with project objectives and principles, the CCS training

staff will formulate its annual workplan and budget. This plan will be submitted to RDO/C for approval approximately four - five months after initiation of the project. The plan will include a list of Caribbean institutions and courses to be used under the program. This list may be modified if necessary as the project progresses.

Arrangements will then be made with Caribbean and U.S. institutions for specific participants and special focus seminars. Whereas the CCS will deal directly with Caribbean training institutions, it will arrange U.S. training by channeling requests (PIO/Ps) through RDO/C to SER/IT.

Procedures followed in the second and subsequent years will benefit from annual evaluations as well as from the increased experience of key personnel. A description of the expected life-of-project phasing of CARICOM project activities is shown in Annex VII, Exhibit 2.

### 3. Project Coordination

The objective of project coordination will be to ensure that the more specialized training provided to participants from ECCM countries under the CARICOM program complements the activities of the ECCM Secretariat's program. This coordination will occur in two ways. First, the territorial training officers will be the focal point of both programs. Not only will they be aware of the content of ECCM program from their participation in those programs, but that participation and the training they receive in needs assessment will increase their ability to identify both managerial and technical training priorities.

Second, periodic meetings of the directors of the two programs will be held to exchange experiences and views. These meetings, which will generally include the AID project manager, will be held two or three times each year.

## B. Technical Assistance Plan

The following types of technical assistance will be required during the life of the project:

### 1. ECCM Public Services Training Program

#### ECCM Program Consultant:

A consultant will be employed to provide approximately eight person-months of short term technical assistance to the ECCM training unit over the life of the project. In order to provide continuity, it will be the same consultant who will be scheduled in at appropriate intervals. He/she will be utilized for three months during year one, two months during years two and three, and one during year four. The duration of each consultancy will be about three to four weeks per time, except in year one during the planning phase when it will be six weeks. The consultant will provide input on team building as well as in training design and implementation. (A job description for this consultant is provided in Annex IX, Exhibit 3).

#### Special Skills Areas:

Approximately eight person-months of consulting services will be required to assist in training design, data collection and materials development, and training skills development.

#### Organizational Development:

Approximately five person-months of consultant services will be obtained by the ECCM Training Unit at the request of individual ministries to carry out organizational development (OD) activities on a pilot basis. Requests for this assistance are not anticipated until the last half of the second year of the project, and most of the O.D. work would occur during year three. The O.D. consultants could also train ECCM staff in O.D. techniques.

#### Management Training Analysis:

Approximately four months of technical assistance will be provided for the use of the ECCM Secretariat. This is aimed at providing management development training and team building for the expanded Secretariat staff and organization.

### 2. CARICOM Participant Training Programs

#### Participant Selection, Accounting, Contracting and Reporting Procedures

Approximately four person-months of advisory services will

be required to establish management systems including financial accountability, participant planning, and contractual procedures which are satisfactory to RDO/C and AID/W. This would include determining training needs and specifications for regional courses, preparing RFPs, contract negotiation with training institutions, paying costs of training to institutions and per diem to participants.

#### Evaluation Specialist(s):

Approximately seven person-months of locally procured advisory services will be required to assist CARICOM to evaluate the effectiveness of the Special Focus Seminars and Individual Training Grant Programs.

### C. Evaluation Plan

#### 1. ECCM Component

There will be an ongoing evaluation of this project component which has two aims. First, it will provide project management with systematic feedback which will then be used to refine and alter parts of the program as necessary. Second, at three times during the program (every 16 months), the different kinds of evaluative data need to be put together in a report which will give a relatively complete picture of how the whole program has done up to that point.

Assessing the impact of training in this kind of project is a very complex undertaking. There is not one source of data or one definitive measure that can be used, as indeed there may be as other projects (e.g. an agricultural project may be evaluated by a certain percentage of increased crop yield over the life of the project). Thus, in order to accomplish the two evaluative aims mentioned at the beginning of this section, data from at least four different sources will need to be collected -- from the participants, from the trainers, from the ultimate beneficiaries (managers of those sent to training, the public, consumers, et al), and from an outside evaluation specialist. All of these are valid sources of data, although one or two taken by themselves would be insufficient and from an outside action researcher.

The kinds of data that need to be collected from each source are as follows:

#### 1. Participants

a) Attendance data: This provides an indication of usage -- how many participants were there in which workshops on which islands during what time period. This can be a rather gross indicator of how participants perceive a particular program. If, after one cycle, the attendance for the second cycle diminishes by 50%, it may indicate

the program is not seen as useful by those going through it. On the other hand, if attendance is constant and there is an increasing number of applicants that the staff cannot handle, this may be an indication of perceived effectiveness.

## 2. Trainers

The trainers will complete a short feedback form at the end of a selected number of workshops and seminars. For those seminars that are done on a repeated basis (for example, a middle management workshop), trainers will fill out the feedback forms at the end of each session for six to ten workshops. At that point, refinements should have been made, the need for constant trainer feedback diminished, and trainers will then fill out the form for only one out of every four or five workshops. For those workshops that occur only once or twice (e.g. a special focus seminar,) trainers will always complete an end of session form. In addition, trainer teams will write a more comprehensive evaluative report at the completion of each phase which will be used during the longer intervals in Antigua to help assess the program's progress. The reports will focus on the effectiveness of the training design, materials, training methods, and evaluative procedures. The reports will be based on the trainers in-seminar experience as well as on informal discussions with clients and beneficiaries.

## 3. Beneficiaries

Using selected interviews and written surveys where appropriate, data will be collected which will help assess the impact of training in terms of improved on-the-job performance and/or increased quality of services to consumers. Data will be collected prior to training and matched with data collected 3 - 6 months after the completion of training. It is not necessary that every beneficiary be surveyed; rather, this is to be done in a selected number of cases chosen on a random sample basis.

## 4. Evaluation Specialist

An evaluation specialist will be engaged in this program to help the staff develop the evaluation design, to assist in creating questionnaires, feedback forms, and interview schedules and to help interpret and report the results. The main function of the action researcher, however, will be to gather data, utilizing participant observation techniques, before and after training interventions. This data will be used to document the degree of change ostensibly caused by training. It will also provide an outside perspective as it will be collected by someone who is not a participant, trainee or beneficiary. As the work progresses, the evaluation specialist would be able to build models of what constitutes a good manager or a good small entrepreneur from within the context of work settings in the Caribbean. Using these emerging models as a base, training

could then be assessed as to how well it prepared people to work more effectively.

It may also assist in identifying what conditions can be positively affected by training and what conditions may call for some organizational change. It is possible, for example, that a manager may improve his/her skills through the use of training but find that job performance does not improve because of the pressure of inordinately bad organizational procedures. The evaluation specialist could help identify the degree to which the situation exists.

These four sources of data, taken together, will provide a reasonably complete evaluative statement of the project's effectiveness. The plan utilized a range of data sources, from the perceptions of participants to the perceptions and documentation of an "outsider". The evaluations are intended to be used as management tools by ECCM to make sure the project is headed in the right direction and provides for making necessary changes when it does get off-track. This data will measure the effectiveness of the actual training program.

The project also aims at institution building, including the development of training capabilities within the region in general and within each state. These will be evaluated in the following three ways:

- (1) Utilizing interviews and seminar observations, each local trainer will be assessed at the end of three years to determine his/her training effectiveness and the amount of time actually spent carrying out training functions;
- (2) Each island's training plan will be assessed at the same time in terms of its basic soundness, feasibility and the resources needed and available to implement the plan;
- (3) The government's willingness to commit funds to the ECCM training unit beginning in year three of the project and in the future will also be a valuable source of data.

A survey will be done in year three to gather data about each State's commitment to the continuation of the ECCM training unit. Also, the degree of demand for the services of the ECCM training unit and the type of services will also be documented and assessed during year three. At that point, the unit should mainly be involved with top management training, with design work, and with other types of assistance to island trainers.

## 2. CARICOM Component

CARICOM project activities will be evaluated annually. An evaluation team consisting of representatives of RDO/C, CARICOM's training

unit and an external contractor will be utilized. The team will:

- a. Examine background information and data on the project at RDO/C and the CARICOM Training Office to determine the degree to which the project purpose of establishing an institutional capacity has been addressed. They will consider the articulation between actions by the Training Office and the project purposes.
- b. Evaluate the degree to which cooperating countries understand and support the project purpose of providing improved personnel to design and implement critical development activities. Questionnaires and surveys will be used to evaluate:
  - (a) utilization of training as perceived by the participant.
  - (b) utilization of training as perceived by participant supervisors.
  - (c) new initiatives or improved practices growing out of training with measures of impact on clientele of the service being studied.
- c. Determine the acceptability of the program to regional training institutions.
- d. Recommend revisions or changes as needed.
- e. Prepare an evaluation report for Mission and CARICOM use.

EAST CARIBBEAN COMMON MARKET SECRETARIAT

Annex I  
Exhibit 1  
Page 1 of 2

Cable: COMMART, Antigua

P. O. Box 504

Phone: ~~XXXXXXXX~~ 20804

Dutchman's Bay

Coolidge, Antigua, W. I.

Our ref: 22/16/01

21st December, 1978

Mr. William B. Wheeler  
AID Representative  
AID Regional Development Office/Caribbean  
P.O. Box 302  
Bridgetown  
Barbados

Dear Mr. Wheeler,

With reference to our current discussions about the creation of a capability for training at all levels in both the public and private sectors in the ECCM, I would now like to formally request AID assistance for the design, implementation and financing of a programme to focus on:

- (a) meeting the public service training needs of the ECCM; and
- (b) providing the ECCM Secretariat with the capability to provide a range of short, medium and long-term training courses to nationals of the Member States through local programmes as well as placements in institutions of learning abroad.

With regard to the first the Secretariat, with the financial support of AID, has already initiated studies to identify training requirements and to draw up an action plan for meeting those requirements. Conceptually, we are looking at a programme which will aim at:

- (i) introducing or updating facilities for public service training at the level of the Member State;
- (ii) establishing a central pool of experts in the ECCM Secretariat to guide and assist local training activities and to conduct specialised and regional training programmes.

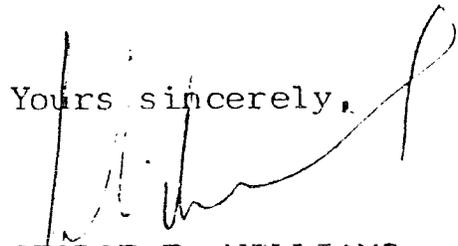
Mr. William B. Wheeler

-2-

With respect to the second we are looking for financial resources to bring a range of employment related courses to the Member States and, additionally, to meet the costs of placements in institutions abroad of ECCM nationals for certain kinds of specialised training.

This request for AID support is being made in the context of the undertaking which was given by the ECCM Member States at the June meeting of the Caribbean Group for Co-operation in Economic Development, that they would take immediate steps with the support of donor countries and agencies, to strengthen their administrative structures as well as their administrative and technical capabilities. It is also made in the context of the decision by the Governments concerned to use the ECCM Secretariat as a mechanism through which specialised services can be provided to the countries on a regional basis and which can administer technical assistance for the sub-region as a whole, bringing together various forms of technical assistance offered by donor countries and organisations into an integrated and continuing action programme.

Yours sincerely,



GEORGE E. WILLIAMS  
Executive Secretary

Cable Address:  
CARIBSEC GUYANA  
P.O. BOX 607

ALL COMMUNICATIONS SHOULD BE  
ADDRESSED TO THE SECRETARY-GENERAL

CARIBBEAN COMMUNITY SECRETARIAT

Third Floor, Bank of Guyana Building,  
Avenue of the Republic,  
Georgetown,  
Guyana.

NO. 118/1  
JF:fk

.....9th March,.....19.79

Dear Mr. Wheeler,

In discussions between Secretariat officials and USAID representative Mr. Gerald Wein, we have explored the possibility of establishing a scheme capable of administration by this Secretariat which would involve the mounting of Special Focus Seminars and the award of Individual Training Grants for the benefit of nationals of CARICOM Member States.

In the context of the regional movement such a scheme, focussed on the development of post-employment skills, could be of considerable benefit by increasing and upgrading skills in planning, administration and project management as well as critical areas for production and social development generally. Moreover it could contribute towards increasing the efficiency and absorptive capacity of the public and private sectors.

I would be happy if such a scheme could be devised to our mutual satisfaction and formally request USAID to continue its efforts in the light of our discussions aimed ultimately at the establishment of such a scheme as would enhance the development capacity of both the public and private sectors in Member States, particularly the LDCs, and also to some extent serve those Member States whose bilateral programmes with your agency may not include specific beneficial features or courses which this proposed regional project would include.

Yours sincerely,



SECRETARY-GENERAL

Mr. W.B. Wheeler  
U.S.A.I.D. Representative  
Regional Development Office/Caribbean  
P.O. Box 302  
Bridgetown  
BARBADOS



# TRAINING DIVISION

GOVERNMENT OF BARBADOS

PINE PLANTATION HOUSE, PINE GARDENS

ST. MICHAEL, BARBADOS

Annex I  
Exhibit 3  
Page 1 of 4

Our Ref: 6/69/01

Your Ref:

Tel: 62167

Date: 1979-01-03

Gerald R. Wein  
Program Economist  
Agency for International Development  
P.O. Box. 302  
BRIDGETOWN.

Dear Sir:

With reference to your letter dated 14th November, 1978, I am now able to forward a programme of our training requirements for 1979 as they relate to our National Development Plan.

The Government of Barbados has identified over forty (40) development projects which will help to attain specified national and sectoral goals and objectives. There are four (4) key areas of development which are in need of trained qualified personnel if our levels of operation are to be improved.

They are:

- (1) Agricultural diversification programmes.
- (2) Health Services.
- (3) Financial and administrative reform.
- (4) Industrial Development.

## Agriculture:

In this area, the country is embarking on a massive diversification programme with the view to improving and developing our food crops and vegetable production. The identified development projects are listed hereunder with related training components in order of priority:

<u>Projects</u>		<u>Training Components</u>
Food Crop Development	-	Plant Pathology Plant Breeding & Genetics Plant Quarantine Food Technology
Artificial Insemination and Animal and Human Health	-	Veterinary Laboratory Technology.
The Scotland District Project	-	Agricultural Engineering, Irrigation and Drainage.

Health Services:

In our efforts to improve our National Health Services, the following areas have been identified. It is envisaged that our programme for 1980 will be a more extensive one, since our development strategy is changing to a community oriented one.

<u>Project</u>		<u>Training Components</u>
National Health Services	-	Dietetics Advanced Cytotechnology Intensive Care Nursing Occupational Therapy Recovery Room Central Sterilizing
<u>Water and Sewage Project</u>	-	Public Health Engineering

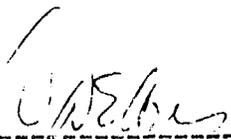
Financial and Administrative Reform:

The financial and administrative skills of personnel in their key areas must be upgraded to ensure a much higher level of competence and effectiveness. To this end, it is essential that training relevant to our particular need be undertaken to achieve the desired effect. The areas identified for 1979 are:

<u>Project</u>		<u>Training Components</u>
Financial & Administrative Reform	-	Business Administration. Accountancy Audit and Finance Customs Administration Estate Management Tax Administration.
<u>Industrial Development</u>	-	Alternative Energy Resources. Hydrology Architecture.

The attached programme sets out further details on the training required. Any additional information that you may need would be dispatched to you on request.

Yours faithfully,



-----  
W. DaC. HAYNES,  
for Chief Training Officer.



Ref. No. E15/86

ESTABLISHMENT DEPARTMENT,  
GOVERNMENT HEADQUARTERS,  
KENNEDY AVENUE,  
ROSEAU,  
DOMINICA, W. I.

5th December, 1978.

Dear Sir,

I acknowledge your letter dated November 14, 1978, and note your agency's interest in providing assistance in our in-service training programmes in areas such as Agriculture, Health and Education.

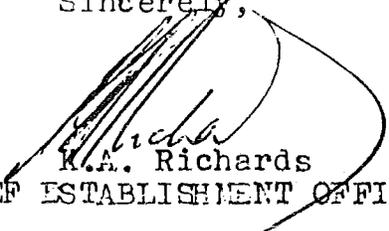
Government welcomes this development which promises to supplement assistance already being extended to some extent by other agencies such as CIDA, PAHO/WHO and CPTC.

We are at present in process of collating training requirements of various departments of Government and should soon be in a position to give an indication of specific training needs for the year 1979.

While your letter seemed to emphasise in-service training, I wish to observe that there are certain areas considered crucial to Dominica's development which for a variety of reasons, have not attracted external financing. Among these are Medicine, Dentistry, Veterinary Science, Law and Parks Development. These, by and large, are not in-service training needs but nonetheless of high priority to Government and I should be grateful for an indication from you whether they would qualify for possible financing under your programme. Our training requirements in the above-mentioned fields go unfulfilled unless they are financed externally.

I look forward to collaborating with you for the development of Dominica and regret the delay in replying.

Sincerely,

  
K.A. Richards  
CHIEF ESTABLISHMENT OFFICER

Mr. Gerald R. Wein,

Ref. No. PMO/PDT/297/02<sup>B</sup>  
In replying the above  
number and date of this  
letter should be quoted.



OFFICE OF THE PRIME MINISTER,  
BOTANICAL GARDENS,  
ST. GEORGE'S,  
GRENADA, W.I.

Annex I  
Exhibit 3  
Page 4 of 4

7th December, 1978

Dear Mr. Wein,

Receipt of your letter of November 14, 1978 to the Permanent Secretary, is acknowledged with thanks.

We are greatly concerned about the inadequacy of training programs available to the LDC's, especially the acute lack of in-service training programs for managers and technical staff in the public service.

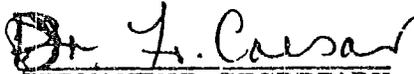
It is our hope that the situation of AID's little capability to assist the Governments in restoring this problem would improve.

The Government of Grenada appreciates and welcomes the effort of AID's Regional Development Office for the Caribbean in its plan to establish an in-service training program, particularly to help the LDC's to strengthen their ability to efficiently provide those social and economic services which directly benefit the poor.

The central co-ordinating point in Grenada's Government is the Ministry of Planning, Development and Training for the attention of Dr. Francis Caesar.

Further information on Government's priority in-service training needs not currently being met and the number of persons for training will be forwarded to you soonest.

Yours sincerely,

  
PERMANENT SECRETARY,  
PLANNING, DEVELOPMENT  
& TRAINING.

Mr. Gerald R. Wein,  
Program Economist,  
US/AID,  
Regional Development Office/Caribbean.

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LAC/DR:MKHOFFMAN:VC  
06/13/78 EXT 29164  
AA/LA:ALVALDEZ

LAC/DR:JSANBRATLO  
LAC/DR:RGOMEZ {DRAFT}  
LAC/DR:WBAUCOM {DRAFT}  
LAC/DP:PKOLAR {DRAFT}

LAC/DR:MBROWN  
LAC/DR:HLUSK {DRAFT}  
LAC/CAR:JLOCKARD {DRAFT}  
LAC/GC:GWINTER {DRAFT}

ROUTINE

BRIDGETOWN

AIDAC

E.O. 11652: N/A

TAGS:

SUBJECT: CARIBBEAN REGIONAL DEVELOPMENT TRAINING GRANT  
{PID}

1. THE DAEC REVIEWED SUBJECT PID ON MAY 24, 1978 AND APPROVED INTENSIVE REVIEW. THE DAEC REQUESTED THAT PP ADDRESS THE FOLLOWING CONCERNS:

-----A. PROJECT STRATEGY: {1} UWI SCHOLARSHIPS: THE DAEC NOTED THAT THE AID EDUCATION SURVEY TEAM REPORT AND THE DRAFT STRATEGY STATEMENT (APRIL 1978) DO NOT EXCLUDE THE NEED FOR POST-SECONDARY ACADEMIC STUDIES. THE PP, HOWEVER, SHOULD JUSTIFY AID ASSISTANCE FOR STUDIES AT THE UNIVERSITY OF THE WEST INDIES - FOR EXAMPLE, WHEN OBTAINING CERTAIN PRIORITY SKILLS REQUIRES LONGER-TERM, UNIVERSITY EDUCATION. THE PP SHOULD, FURTHERMORE, PRESENT THE RATIONALE FOR THE CHANGE TO GRANT-FUNDING THE SCHOLARSHIPS AND REALLOCATING THE COSTS AMONG AID, UWI, AND THE LDCS AND SHOULD EXPLAIN THE RELATIONSHIP OF THIS COMPONENT TO THE SCHOLARSHIP ELEMENT UNDER LOAN NO. 538-V-004 TO THE UWI. ALSO, WHAT APPROACH(ES) MIGHT AID TAKE IN THE FUTURE IN TERMS OF SCHOLARSHIPS?

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{2} DEVELOPMENT OF NEW COURSES: THE DAEC REQUESTED THAT THE PROJECT TEAM FIRST DEVELOP A STRATEGY FOR OBTAINING EARLY AGREEMENT IN PRINCIPLE BY THOSE INSTITUTIONS WHICH THE PID MENTIONS MIGHT BE INVOLVED TO PROVIDE SPECIAL SHORT COURSES. THE DAEC SUGGESTED THAT ONLY ONE OR TWO INSTITUTIONS NEED BE INCLUDED FROM THE BEGINNING OF THE PROJECT; THE PP CAN BE FLEXIBLE AND BUILT IN THE POSSIBILITY OF INCLUDING OTHER INSTITUTIONS UNDER THIS COMPONENT DURING PROJECT IMPLEMENTATION.

-----B. TRAINING PRIORITIES AND DEMAND. {1} THE DAEC REQUESTED THAT THE PROJECT ADDRESS THE NEED FOR TRAINING TECHNOLOGY TRANSFER TO THE LDCS - I.E., TECHNOLOGIES FOR THE LDC INSTITUTIONS TO ASSESS THEIR MANPOWER AND TRAINING NEEDS AND TRAINING IN MODERN SKILLS ~~AND ASSISTANCE FOR EMPLOYERS~~. THE DAEC THUS RECOMMENDED THAT THE PROJECT INCLUDE TECHNICAL ASSISTANCE TO THE LDCS IN FORMULATING NEEDS AND PRIORITIES UNDER THIS PROJECT AND IN BEGINNING TO ESTABLISH A FUTURE TRAINING NEEDS PLANNING CAPABILITY - E.G., SETTING UP AN INTER-MINISTERIAL COORDINATING UNIT. THIS TYPE OF ASSISTANCE COULD BE OBTAINED FROM "PROCESS" CONSULTANTS. THE DAEC ALSO RECOMMENDED LOOKING INTO THE USE OF RETIRED BUSINESS PEOPLE AND BUSINESS GRADUATES IN THE PEACE CORPS. {2} THE PP SHOULD DEMONSTRATE THE ADEQUACY AND EFFECTIVENESS OF THE PROJECT MECHANISMS AND INCENTIVES TO ENCOURAGE PARTICIPANTS TO REMAIN ON THEIR ISLANDS FOLLOWING TRAINING.

-----C. PARTICIPANT TRAINING COMPONENT. THE DAEC REQUESTED THAT THE PP SPECIFY THE TYPES OF TRAINING AND ELIGIBILITY CRITERIA (E.G. SELF-EMPLOYMENT, SMALL SIZE OF ENTERPRISES, FINANCIAL CAPABILITY) WHICH WILL APPLY IN INCLUDING FINANCIAL ASSISTANCE FOR PRIVATE SECTOR EMPLOYEES UNDER THE PROJECT.

-----D. ADMINISTRATIVE ARRANGEMENTS. THE DAEC REQUESTED THAT THE PROJECT UTILIZE, TO THE MAXIMUM EXTENT POSSIBLE, WEST INDIAN INSTITUTIONS AND INDIVIDUALS TO IMPLEMENT THE PROJECT. THE PROJECT DEVELOPMENT TEAM SHOULD CONSIDER GREATER USE OF CONSULTANTS BOTH TO MANAGE THE COMPONENTS FOR AID AND TO ASSIST THE LDCS AND TRAINING INSTITUTIONS IN CARRYING OUT THEIR ACTIVITIES UNDER THE PROJECT. THE DAEC NOTED THAT THE PROJECT TEAM WILL NEED TO CONSULT CLOSELY WITH LDC INSTITUTIONS AND THE UOI TO DETERMINE WHAT IS POSSIBLE AND PRACTICAL - FOR EXAMPLE, STRENGTHENING THE WORK RELATIONSHIP BETWEEN UOI AND THE EXTRA-MURAL CENTERS.

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WITH REGARD TO THE PARTICIPANT TRAINING COMPONENT, THE DAEC ALSO NOTED THAT THE MISSION'S LOCAL DIRECT HIRE STAFFING CEILING THROUGH FY 79 DOES NOT NOW INCLUDE THE TYPE OF POSITION IDENTIFIED IN THE PID. AGAIN, IT WOULD BE PREFERABLE TO USE AN INSTITUTION IN THE REGION OR TO CONTRACT WITH AN INDIVIDUAL TO ASSIST THE LOCAL-HIRE PERSON IN PROCESSING LDC REQUESTS FOR TRAINING.

-----E. OTHER DONORS: THE PP SHOULD DISCUSS OTHER DONORS' ACTIVITIES IN TERMS OF THE BROAD AREA OF EMPLOYMENT AND SKILLS NEEDS: HOW ARE VOCATIONAL SKILLS CURRENTLY BEING PROVIDED/FINANCED (E.G. U.K. AND ILO ACTIVITIES); HOW TO RETAIN TRAINED INDIVIDUALS IN THE REGION; AND WHAT IS THE NATURE OF THE TRAINING CONSTRAINT? THE DAEC REQUESTED THAT THE PP THUS LEAD TO FURTHER STUDY OF THE PROBLEM.

2. PROJECT DEVELOPMENT. THE DAEC RECOMMENDED THAT THE PROJECT DEVELOPMENT TEAM BE BROADENED TO INCLUDE AT LEAST A MANPOWER DEVELOPMENT AND TRAINING EXPERT.

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DEPARTMENT OF STATE  
AGENCY FOR INTERNATIONAL DEVELOPMENT

Washington, D.C. 20523

PROJECT AUTHORIZATION AND REQUEST FOR ALLOTMENT OF FUNDS

Name of Entity: East Caribbean Common Market Secretariat  
and  
The Caribbean Community Secretariat  
Name of Project: Caribbean Regional Training Project  
Project Number: 538-0014

Pursuant to Part I, Chapter 1, Section 106 of the Foreign Assistance Act of 1961, as amended, I hereby authorize a Grant to the East Caribbean Common Market Secretariat (ECCM) of not to exceed Three Hundred Thousand Dollars (\$300,000) and to the Caribbean Community Secretariat (CARICOM) of not to exceed Three Hundred Sixty-Seven Thousand Dollars (\$367,000). The total amount granted to the two organizations is Six Hundred Sixty-Seven Thousand Dollars (\$667,000), (the "Authorized Amount"), to help in financing certain foreign exchange and local currency costs of goods and services required for the project as described in the following paragraph.

The project will be implemented jointly by the ECCM and CARICOM Secretariats. The ECCM Secretariat will establish within the sub-region composed of its seven Member Countries an institutional capability to deliver basic public service training in management, supervision, and related skills. CARICOM Secretariat activities will provide for Public and Private Sector participant training in more specialized technical and managerial areas using (a) individual training grants for attendance at organized training programs in the Caribbean and elsewhere, and (b) specially designed training seminars held in the Caribbean.

I approve the total level of AID appropriated funding planned for the Project of not to exceed Four Million United States Dollars (\$4,000,000) of Grant funding including the authorized amount, during the period May 1979 to December 1983. I approve further increments during that period of Grant funding up to \$3,333,000, subject to the availability of funds in accordance with AID allotment procedures.

I hereby authorize the initiation of negotiation and execution of a Project Grant Agreement by the officer to whom such authority has been delegated in accordance with AID regulations and Delegations of Authority, subject to the following essential terms and covenants and major conditions, together with such other terms and conditions as AID may deem appropriate.

A. Source and Origin of Goods and Services

Except for ocean shipping and except as AID may otherwise agree in writing, goods and services financed by AID shall have their source and origin in the United States and Member Countries of CARICOM. Ocean shipping financed under the Grant shall be procured from the United States except as AID may otherwise agree in writing.

B. Conditions Precedent to Initial Disbursement to ECCM

Prior to any disbursement or to the issuance of any commitment documents under the Project Agreement to ECCM, ECCM will, except as AID shall otherwise agree in writing, furnish to AID, in form and substance satisfactory to AID, written evidence from at least three countries indicating their intention to participate in the Public Services Training Program, which will include the countries' willingness to commit the resources necessary for project implementation. These resources include (a) the time of the Government's Training Officer, (b) the time of at least one full time or two part time additional persons assigned to work at least 40% of their time as trainers and to be trained in that capacity, (c) time of the Public Service employees when training is scheduled, and (d) a budgetary contribution to the ECCM project staff in the third and fourth years of the project.

C. Conditions Precedent to Disbursement to ECCM for Training Activities or Commodity Procurement

Prior to any disbursement or to the issuance of any commitment documents under the Project Agreement to ECCM for training activities or commodity procurement, ECCM will, except as AID may otherwise agree in writing, furnish to AID in form and substance satisfactory to AID,

- (1) Evidence that ECCM has established a training unit within its organization, and
- (2) Evidence that ECCM has adopted, put into place, and implemented accounting procedures sufficient to control AID funds and meet AID reporting requirements, and

- (3) An annual work plan which specifies the particular activities to be undertaken during the first year of the project.

D. Condition Precedent to Initial Disbursement to CARICOM

Prior to any disbursement or to the issuance of any commitment documents under the Project Agreement to CARICOM, CARICOM shall, except as AID may otherwise agree in writing, furnish to AID in form and substance satisfactory to AID written evidence from at least five Member Countries indicating their intention to participate in the project.

E. Conditions Precedent to Disbursement to CARICOM for Training Activities

Prior to any disbursement or to the issuance of any commitment documents under the Project Agreement to CARICOM for training activities, CARICOM will, except as AID may otherwise agree in writing, furnish to AID in form and substance satisfactory to AID,

- (1) Evidence that Grantee has established a training unit within its organization, and
- (2) Evidence that Grantee has adopted, put into place, and implemented accounting procedures sufficient to control AID funds and meet AID reporting requirements, and
- (3) An annual work plan which specifies the particular activities to be undertaken during the first year of the Project. The work plan shall contain a listing of the institutions and courses eligible for project financing. That listing can be changed from time to time by Grantee, subject to AID concurrence.

F. Conditions Precedent to Disbursement to CARICOM for Individual Training Grants

Prior to any disbursement or to the issuance of any commitment documents under the Project Agreement for Individual Training Grants, CARICOM shall furnish, except as AID may otherwise agree in writing,

- (1) Evidence that the Grantee has established and distributed to participating countries guidelines for application and selection procedures, and

- (2) Evidence that Grantee has established internal procedures for review of applications, and financial procedures to disburse and control funds used for Individual Training Grants, and
- (3) Evidence that Grantee has established procedures for obtaining commitments from long term participants to ensure return to their sponsoring country.

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William B. Wheeler  
AID Representative

STATUTORY CHECKLIST

A. GENERAL CRITERIA FOR PROJECT

1. FY 79 App. Act Unnumbered; FAA Sec. 653 (b); Sec. 634A.  
(a) Describe how Committees on Appropriations of Senate and House have been or will be notified concerning the project; (b) is assistance within (Operational Year Budget) country or international organization allocation reported to Congress (or not more than \$1 million over that figure)?  
Project was included in AID's FY 1979 Congressional Presentation. Advice of Program change submitted on April 26, 1979.
2. FAA Sec. 611 (a) (1). Prior to obligation in excess of \$100,000, will there be (a) engineering, financial, and other plans necessary to carry out the assistance and (b) a reasonably firm estimate of the cost to the U.S. of the assistance?  
Yes.
3. FAA Sec. 611 (a) (2). If further legislative action is required within recipient country, what is basis for reasonable expectation that such action will be completed in time to permit orderly accomplishment of purpose of the assistance?  
No further legislative action is required.
4. FAA Sec. 611 (b); FY 79 App. Sec. 101.  
If for water or water-related land resources construction, has project met the standards and criteria as per the Principles and Standards for Planning Water and Related Land Resources dated October 25, 1973?  
N.A.
5. FAA Sec. 611 (e). If project is capital assistance (e.g., construction), and all U.S. assistance for it will exceed \$1 million, has Mission Director certified and Regional Assistance Administrator taken into consideration the country's capability effectively to maintain and utilize the project?  
N.A.

6. FAA Sec. 209. Is project susceptible of execution as part of regional or multilateral project? If so why is project not so executed? Information and conclusion whether assistance will encourage regional development programs.

This is a regional project.

7. FAA Sec. 601 (a). Information and conclusions whether project will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; (c) encourage development and use of cooperatives, credit unions, and savings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture and commerce; and (f) strengthen free labor unions.

The project contains training programs for the private sector, they should foster private initiative, and improve the technical efficiency of industry and agriculture.

8. FAA Sec. 601 (b). Information and conclusion on how project will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise).

U.S. private enterprise will be utilized to provide technical assistance to the project.

9. FAA Sec. 612 (b) Sec. 636 (h).  
Describe steps taken to assure that, to the maximum extent possible, the country is contributing local currencies to meet the cost of contractual and other services, and foreign currencies owned by the U.S. are utilized to meet the cost of contractual and other services.
- As indicated in the project paper, participating countries are making substantial contributions to the project.
10. FAA Sec. 612 (d). Does the U.S. own excess foreign currency of the country and, if so, what arrangements have been made for its release?
- No.
11. FAA Sec. 601 (e). Will the project utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise?
- Yes.
12. FY 79 App. Act Sec. 608. If assistance is for the production of any commodity for export, is the commodity likely to be in surplus on world markets at the time the resulting productive capacity becomes operative, and is such assistance likely to cause substantial injury to U.S. producers of the same, similar or competing commodity?
- N.A.

B. FUNDING CRITERIA FOR PROJECT

1. Development Assistance Project Criteria

a. FAA Sec. 102 (b); 111, 113; 281 a.

Extent to which activity will (a) effectively involve the poor in development, by extending access to economy at local level, increasing labor-intensive production and the use of appropriate technology, spreading investment out from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using the appropriate U.S. institutions; (b) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward better life, and otherwise encourage democratic private and local governmental institutions; (c) support the self-help efforts of developing countries; (d) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (e) utilize and encourage regional cooperation by developing countries?

b. FAA Sec. 103, 103A, 104, 105, 106, 107.

Is assistance being made available: (include only applicable paragraph which corresponds to source of funds used. If more than one fund source is used for project, include relevant paragraph for each fund source.)

(1) (103) for agriculture, rural development or nutrition; if so, extent to which activity is specifically designed to increase productivity and income of rural poor; (103A) is for agricultural research, is full account taken of needs of small farmers;

(2) (104) for population planning under sec. 104 (b) or health under sec. 104 (c); if so, extent to which activity emphasizes low-cost integrated delivery systems for health,

Training programs for Government Employees will assist in spreading effects of training to the poor. Some training programs will include administrators of housing projects.

The project promotes self-help measures by strengthening the public and private sectors in each participating country.

Women are an integral part of the project that they will be receiving the training this project provides.

As a regional project the project promotes regional cooperation.

nutrition and family planning for the poorest people, with particular attention to the needs of mothers and young children, using paramedical and auxiliary medical personnel, clinics and health posts, commercial distribution systems and other modes of community research.

(3) (105) for education, public administration, or human resources development; if so, extent to which activity strengthens nonformal education, makes formal education more relevant, especially for rural families and urban poor, or strengthens management capability of institutions enabling the poor to participate in development;

This is a training project which will make public officials more responsive to the needs of the public, and better able to manage programs which often directly benefit mainly poor people.

(4) (106) for technical assistance, energy, research, reconstruction, and selected development problems; if so, extent activity is:

(i) technical cooperation and development, especially with U.S. private and voluntary, or regional and international development, organizations;

(ii) to help alleviate energy problems;

(iii) research into, and evaluation of, economic development processes and techniques;

(iv) reconstruction after natural or manmade disaster;

(v) for special development problem, and to enable proper utilization of earlier U.S. infrastructure, etc., assistance;

(vi) for programs of urban development, especially small labor-intensive enterprises, marketing systems, and financial or other institutions to help urban poor participate in economic and social development.

c. (107) Is appropriate effort placed on use of appropriate technology?

d. FAA Sec. 110 (a). Will the recipient country provide at least 25% of the cost of the program, project, or activity with respect to which the assistance is to be furnished (or has the latter cost-sharing requirement been waived for a "relatively least-developed" country)?

This is a regional project, and thus the statute is not applicable.

e. FAA Sec. 110 (b). Will grant capital assistance be disbursed for project over more than 3 years? If so, has justification satisfactory to Congress been made, and efforts for other financing, or is the recipient country "relatively least developed"?

No. This is a technical assistance project.

f. FAA Sec. 281 (b). Describe extent to which program recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civil education and training in skills required for effective participation in governmental and political processes essential to self-government.

The project will provide training for the productive and service sectors of Government and the private sector. It will use regional resources for training, and will include modern management concepts.

g. FAA Sec. 122 (b). Does the activity give reasonable promise of contributing to the development of economic resources or to the increase of productive capacities and self-sustaining economic growth?

Yes.

2. Development Assistance Project Criteria (Loans Only)

N.A. This is a Grant funded project.

a. FAA Sec. 122 (b). Information and conclusion on capacity of the country to repay the loan, including reasonableness of repayment prospects.

b. FAA Sec. 620 (d). If assistance is for any productive enterprise which will compete in the U.S. with U.S. enterprise, is there an agreement by the recipient country to prevent export to the U.S. of more than 20% of the enterprise's annual production during the life of the loan?

3. Project Criteria Solely for Economic Support Fund

N.A. ESF funds will not be utilized.

a. FAA Sec. 531 (a). Will this assistance support promote economic or political stability? To the extent possible, does it reflect the policy directions of section 102?

b. FAA Sec. 533. Will assistance under this chapter be used for military, or paramilitary activities?

A. Procurement

1. FAA Sec. 602. Are there arrangements to permit U.S. small business to participate equitably in the furnishing of goods and services financed? Yes
2. FAA Sec. 604 (a). Will all commodity procurement financed be from the U.S. except as otherwise determined by the President or under delegation from him? Yes
3. FAA Sec. 604 (d). If the cooperating country discriminates against U.S. marine insurance companies, will agreement require that marine insurance be placed in the U.S. on commodities financed? Yes
4. FAA Sec. 604 (e). If offshore procurement of agricultural commodity or product is to be financed, is there provision against such procurement when the domestic price of such commodity is less than parity? N/A
5. FAA Sec. 608 (a). Will U.S. Government excess personal property be utilized wherever practicable in lieu of the procurement of new items? Yes
6. FAA Sec. 603 (a) Compliance with requirement in section 901 (b) of the Merchant Marine Act of 1936, as amended, that at least 50 per centum of the gross tonnage of commodities (computed separately for dry bulk carriers, dry cargo liners, and tankers) financed shall be transported on privately owned U.S. flag commercial vessels to the extent that such vessels are available at fair and reasonable rates. U.S. Ships will be used if available. Appropriate determinations will be obtained from AID/W as to unavailability
7. FAA Sec. 621. If technical assistance is financed, will such assistance be furnished to the fullest extent practicable as goods and professional and other services from private enterprise on a contract basis? Yes

If the facilities of other Federal agencies will be utilized, are they particularly suitable, not competitive with private enterprise, and made available without undue interference with domestic programs?

Yes

8. International Air Transport. Fair Competitive Practices Act, 1974.

Yes

If air transportation of persons or property is financed on grant basis, will provision be made that U.S. flag carriers will be utilized to the extent such service is available?

Yes

9. FY 79 App. Act Sec. 105. Does the contract for procurement contain a provision authorizing the termination of such contract for the convenience of the United States?

Yes

B. Construction

1. FAA Sec. 601 (d). If a capital (e.g. construction) project, are engineering and professional services of U.S. firms and their affiliates to be used to the maximum extent consistent with the national interest?

N.A. This project does not involve construction

2. FAA Sec. 611 (c). If contracts for construction are to be financed, will they be let on a competitive basis to maximum extent practicable?

Not applicable

3. FAA Sec. 620 (k). If for construction of productive enterprise will aggregate value of assistance to be furnished by the U.S. not exceed \$100 million?

Not applicable

C. Other Restrictions

1. FAA Sec. 122 (e). If development loan, is interest rate at least 2% per annum during grace period and at least 3% per annum thereafter? N.A.
2. FAA Sec. 301 (d). If fund is established solely by U.S. contributions and administered by an international organization, does Comptroller General have audit rights? Yes
3. FAA Sec. 620 (h). Do arrangements preclude promoting or assisting the foreign aid projects or activities of Communist-bloc countries, contrary to the best interests of the U.S.? Yes
4. FAA Sec. 636 (i). Is financing not permitted to be used, without waiver, for purchase, long-term lease, or exchange of motor vehicle manufactured outside the U.S., or guaranty of such transaction? Yes
5. Will arrangements preclude use of financing:
  - a. FAA Sec. 104 (f). To pay for performance of abortions or to motivate or coerce persons to practice abortions, to pay for performance of involuntary sterilization, or to coerce or provide financial incentive to any person to undergo sterilization? Yes
  - b. FAA Sec. 620 (g). To compensate owners for expropriated nationalized property? Yes

- c. FAA Sec. 660. To finance police training or other law enforcement assistance, except for narcotics programs? Yes
- d. FAA Sec. 662. For CIA activities? Yes
- e. FY 79 App. Act Sec. 104. To pay pensions, etc. for military personnel? Yes
- f. FY 79 App. Act Sec. 106.  
To pay U.N. assessments? Yes
- g. FY 79 App. Act Sec. 107.  
To carry out provisions of FAA sections 209 (d) and 251 (h)? (Transfer of FAA funds to multilateral organizations for lending.) Yes
- h. FY 79 App. Act Sec. 112. To finance the export of nuclear equipment, fuel, or technology or to train foreign nations in nuclear fields? Yes
- i. FY 79 App. Act Sec. 601. To be used for publicity on propaganda purposes within U.S. not authorized by Congress? Yes

Partial List of Training Needs Assessments

- E. LeFranc &  
F. E. Nuanes "Manpower Report on Less Developed Countries in the Caribbean: With Special Reference to Agriculture & Education", UWI-ISER/CIDA, 1977.
- G. E. Mills  
et al "Regional Facilities for Public Sector Manpower Resource Development in the ECCM States". UNOTC - 1976.
- David Wood The Manpower Situation in Dominica and Its Implications for Development Planning; British Development Division; Nov., 1978
- ECCM Manpower Planning in the Eastern Caribbean; April, 1976.
- T. H. Henderson Trained Manpower Needs in the Agricultural Sector of the Leeward and Windward Islands; UNDP/FAO Project; September, 1975.
- UNDP Report of the Preparatory Assistance Mission for Vocational Training in the Caribbean Region (30 October 1977 - 2 December 1977).
- D. Wood &  
M. Foster "Manpower Planning in the Eastern Caribbean,"  
"Manpower Planning Unit, Ministry of Overseas Development, U.K.; April, 1976.
- Multinational Agribusiness "Trained Manpower Development: Caribbean Region," for U.S.AID; Nov., 1976.
- Dr. George Eaton "Training Needs in Project Administration in Caribbean Community Countries," for the IDB, January, 1979.

WORK PLANECCM Public Services Training ProgramDESCRIPTION OF PROJECT ACTIVITIES

PROJECT ACTIVITY	LOCATION	TIMING	PROPOSED DURATION
<ul style="list-style-type: none"> <li>• Appointment of ECCM Core Training Staff - <ul style="list-style-type: none"> <li>1 Director</li> <li>2 Snr. Training Specialists</li> <li>3 Training Specialists</li> <li>2 Administrative Assts.</li> <li>3 Stenographers</li> </ul> </li> </ul>	ECCM Secretariat Antigua	Month 1	
• Training Staff Team Building Activities - Project Concept and Plan Refined and Finalised	ECCM Secretariat Antigua	Month 1 - 2	3 weeks
• Visit to all Islands by ECCM Training Staff & Visit Review	All States	Month 2	2 weeks
• Development of Training Trainers Workshop	ECCM Secretariat Antigua	Month 1 - 2	6 weeks
• Finalization of Plan for Conducting Training Trainers Workshop	ECCM Secretariat Antigua	Month 2	1 week
• Training Trainers Workshop for Territory Training Staff	ECCM Secretariat Antigua	Month 3	3 weeks
• Design and Implementation of Pilot Workshops - 2 Top and 1 Module of Middle Management Course	Antigua	Month 3 - 5	8 weeks
• Evaluation of Pilot Workshops, Training Team Visits to Islands Finalization of Materials Collection and Workshop Design	Antigua & Selected States	Month 6	3 weeks
• ECCM Training Team Assignments & Final Scheduling of Phase 1 of Training Programme	ECCM Secretariat Antigua	Month 6	2 weeks
• Conduct 2 Units of Top Management Course and 1 Module of Middle Management Course to 3 Groups	St. Kitts St. Vincent	Month 7 - 8	6 weeks

PROJECT ACTIVITY	LOCATION	TIMING	PROPOSED DURATION
• Review of Workshop Performance and Training Teams' Activities	ECCM Secretariat Antigua	Month 8	1 week
• Conduct 1 Module of Middle Management Course	Antigua	Month 8	1 week
• Conduct 2 Units of Top Management Course to 2 Groups and 1 Module of Middle Management Course to 6 Groups	St. Lucia	Month 9 - 11	10 weeks
• Conduct 2 Visits of Top Management Course to 2 Groups and 1 Module of Middle Management Course to 5 Groups	Grenada	Month 9 - 11	9 weeks
• Conduct Follow-up 1 Day Workshop to Courses Conducted in St. Kitts and St. Vincent	ST. Kitts St. Vincent	Month 10 - 11	5 days
• Conduct Workshop to Top and Middle Management	Antigua	Month 11 - 12	2 weeks
• Conduct 2 Units of Top Management Course to 1 Group and 1 Module of Middle Management Course to 1 Group	Montserrat	Month 12 - 13	4 weeks
• Conduct 2 Units of Top Management Courses to 2 Groups and 1 Module of Middle Management Course to 4 Groups	Dominica	Month 12 - 13	6 weeks
• Conduct 4 Workshops to Top and Middle Management Groups	Antigua	Month 14	4 weeks
• Conduct Follow-up 1 Day Workshop to Courses Conducted in St. Lucia and Grenada	St. Lucia Grenada	Month 12 - 13	7 days
• ECCM Staff Development Activities Mid-Phase Programme Assessment	ECCM Secretariat Antigua	Month 14- 16	
• Final Design and Development of Phase II of the Programme - Team Reassignment	ECCM Secretariat & Selected States	Month 14 - 16	8 weeks
• Planning and Implementation of Follow-up Training Trainers Workshop - Commence Work on Junior Management Course	ECCM Secretariat Antigua	Month 14 - 16	8 weeks
• Follow-up Workshop to Courses Conducted in Montserrat and Dominica	Montserrat Dominica	Month 15 - 16	8 days

PROJECT ACTIVITY	LOCATION	TIMING	PROPOSED DURATION
• Conduct Phase II Workshops to Top and Middle Management	Antigua	Month 18 - 19	4 weeks
• Conduct 2 Units of Top Management Workshop to 2 Groups and Module 2 of Middle Management Course to 6 Groups	St. Lucia	Month 19 - 22	11 weeks
• Conduct 2 Units of Top Management Workshop to 2 Groups and Module 2 of Middle Management Course 5 Groups	Grenada	Month 19 - 22	10 weeks
• Conduct Phase II Workshops to Top and Middle Management	Antigua	Month 22 - 23	5 weeks
• Conduct 2 Units of Top Management Workshop and Module 2 of Middle Management Course to 1 Group	Montserrat	Month 23 - 24	6 weeks
• Conduct 2 Units of Top Management Workshop to 2 Groups and Module 2 of Middle Management Course to 4 Groups	Dominica	Month 23 - 25	10 weeks
• Conduct Phase II Workshops to Top and Middle Management	Antigua	Month 25 - 26	6 weeks
• Follow-up (1 Day Workshop) to Phase II of the Programmes	All States	Selected times Month 21 - 27	
• Junior Management Course to be Conducted by Territorial Training Staff commence in Selected States	Selected States	Month 20	
• ECCM Training Team Building - Assessment of Phase II of Programme - Training Trainers Workshop	ECCM Secretariat Antigua	Month 26 - 27	8 weeks
• Conduct 3 Units of Top Management Workshop- 1 Workshop for New Middle Managers to be done in Conjunction with local Trainers and assist with Junior Management Course	St. Kitts	Month 28 - 29	7 weeks
• Conduct 3 Units of Top Management Workshop to 2 Groups and 1 Workshop for New Middle Managers to be done in conjunction with local Trainers & assist with Junior Management Course.	St. Vincent	Month 28 - 29	7 weeks

• Conduct top and Middle Management Workshops	Antigua	Month 29 - 30	5 weeks
• Conduct 3 Units to Top Management Workshop to 2 Groups and 1 Workshop for New Middle Managers to be done in conjunction with local Trainers and assist with Junior Management Course	St. Lucia	Month 31 - 33	9 weeks
• Conduct 3 Units of Top Management Workshop to 2 Groups and 1 Workshop for New Middle Managers to be done in conjunction with local Trainers and assist with Junior Management Course	Grenada	Month 31 - 33	9 weeks
• Conduct Top and Middle Management Workshops	Antigua	Month 33 - 34	7 weeks
• Conduct 3 Units of Top Management Workshop to 1 Group and 1 Workshop for New Middle Managers and assist with Junior Management Course	Montserrat	Month 35 - 36	7 weeks
• Conduct 3 Units of Top Management Workshop to 2 Groups and 1 Workshop for New Middle Managers and assist with Junior Management Course	Dominica	Month 35 - 37	9 weeks
• Special Focus Programmes to be conducted	All States	Selected Intervals Month 29 - 36	
• Evaluation of Programme Performance Trainers Conference	ECCM Secretariat	Month 37	2 weeks
• Follow-up Workshops (1 day) to Phase III of the Programme	All States	Selected times Month 29 - 37	
• Development and Implementation of Clerical and Support Grades Courses	All States	Month 38 - 46	
• Development and Implementation of New Recruit Testing System and Induction Programming	All States	Month 38 - 46	
• Conduct Regional Seminars for Top Management on Selected Subject Areas	Selected States	Month 38 - 46	
• Final Evaluation and Report on Performance of the Project	All States ECCM Secretariat	Month 46 - 48	

CARICOM Programs (Individual Training Grants and Special Focus Seminars)

FIRST YEAR

- 1st Month                      Completion of obligating document.  
Designation of RDO/C Project Officer.
- 2nd Month                      Obligation of funds for project.  
Recruiting of CARICOM Training Staff begins.  
Recruitment of West Indian education/training assistant  
to work in RDO/C.
- 3rd Month                      CARICOM Training Office established.  
Training of CARICOM Training Officer responsible for ITG  
in progress, Consultants recruited.  
Program planning and preparation of course announcements  
begins.
- 4th - 5th Month              Consultant's assist in procedures for participant selectio,  
accounting, contracting and reporting.  
Regional seminar to develop annual work plan involves  
CARICOM staff, Training Officers of all cooperating  
countries, training, potential training institutional  
representatives, RDO/C Project Manager and Training  
Assistant.  
ECCM and RDO/C final review of first year seminar plans  
and initial training requests.
- 6th - 7th Month              All arrangements completed for First FY Program.  
Consultant services terminate.  
Call forwards issued ITG participant trainees from  
cooperating countries.  
First short courses in region begin.

Academic participants depart for UWI,  
8th - 12th Month First U.S. short-course participants depart.  
First Special Focus Seminars conducted in private and public sectors.  
U.S. academic trainees called forward.  
Implementing agency training representatives visit cooperating country Training Officers and Ministry representatives to determine Second FY training requirements.  
Program requirements for Second FY determined and allotment requested.  
Second FY allotment received and funding for second year obligated.

SECOND YEAR

1st - 6th Month First evaluation conducted. Returned participants contacted to obtain views.  
Travel through region will include evaluation of system and refinement of program details with cooperating countries and training institutions.  
Special Focus Seminars increase in frequency.  
Annual regional seminar to develop annual work plan.  
Program details for second year completed.  
CARICOM and RDO/C approval of second year's training requests.

7th - 12th Month Calls forward issued; participants depart for training.  
Third year program requirements reviewed by CARICOM, RDO/C and cooperating countries.  
Special Focus Seminars and training continue.  
Third year requirements determined and work plan approved

by CARICOM and RDO/C.

Third year allotment of funds requested and obligation documents signed.

THIRD YEAR

1st - 6th Month

Second year evaluation completed.

Annual regional seminar for third annual work plan.

Program arrangements for Third Year completed.

Special Focus Seminars and training continue.

7th - 12th Month

Fourth year program requirements reviewed by CARICOM, RDO/C and cooperating countries.

Fourth Year requirements approved by CARICOM and RDO/C.

Obligation documents signed.

Special Focus Seminars and training continue.

FOURTH YEAR

1st - 6th Month

Third year project evaluation completed.

Annual regional meeting to develop work plan for Fourth Year.

Program arrangements for Fourth Year completed.

Discussions held with other donors about continuing financing for program.

7th - 12th Month

Final group of participants selected and sent for training.

Final Special Focus Seminars conducted.

Final evaluation completed.

Final seminar on project including representatives of CARICOM, cooperating countries, ECCM, RDO/C to review project, finalize plans for subsequent years, contributions by cooperating countries and other donor sources.

PROJECT DESIGN SUMMARY  
LOGICAL FRAMEWORK

AID 1020-28 (11-78)  
SUPPLEMENT 1

(INSTRUCTION: THIS IS AN OPTIONAL FORM WHICH CAN BE USED AS AN AID TO ORGANIZING DATA FOR THE PAR REPORT. IT NEED NOT BE RETAINED OR SUBMITTED.)

Life of Project: From FY 1979 to FY 1983  
Total U.S. Funding \$4,000,000  
Date Prepared: April 16, 1979

Project Title & Number: Regional Development Training - 538-0014

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Program or Sector Goal: The broader objective to which this project contributes: (A-1)</p> <p>- To improve the productivity of public sector institutions and the number and efficiency of private sector enterprises.</p>	<p>Measures of Goal Achievement: (A-2)</p> <p>- Improved Government performance in planning and implementing development programs and in administering basic social and economic services.</p> <p>- Increased levels of private sector investment and employment.</p>	<p>(A-3)</p> <p>- Data on health services, education services, road maintenance etc.</p> <p>- Published data on the tax revenues from businesses.</p> <p>- Disbursement data from CDB and Development Finance Companies</p>	<p>Assumptions for achieving goal targets: (A-4)</p> <p>- Growth will permit a relaxation in public sector fiscal constraints.</p> <p>- Public policy will encourage a favourable business environment in the territories.</p> <p>- Credit, appropriate technology and technical assistance will be available to businesses.</p>
<p>Project Purpose: (B-1)</p> <p>To upgrade the managerial and technical skills of civil servants and small businessmen in the CARICOM states, with particular emphasis on the LDC's and Barbados</p> <p>To develop the following types of institutional capacity:</p> <p>In the ECCM Secretariat, and its member states, to design and provide basic and effective management, administrative, supervisory and clerical skills training and to evaluate that training.</p> <p>In the CARICOM Secretariat, to identify, develop, coordinate and implement participant training activities in specialized technical and managerial areas.</p>	<p>Conditions that will indicate purpose has been achieved: End-of-Project status. (B-2)</p> <ol style="list-style-type: none"> <li>Persons trained under the project are employing skills and practices learned during project-supported training.</li> <li>The ECCM Secretariat is providing management training for senior personnel in five or more territories and assisting local trainers where necessary.</li> <li>Effective Public Services training courses being conducted in at least five of the ECCM states by local trainers on a regular basis.</li> <li>The CARICOM training unit will be arranging participant training activities.</li> </ol>	<p>(B-3)</p> <p>- Project evaluation of ECCM Secretariats and Government Training activities.</p> <p>- Project supported research and evaluation including :- (a) observation of personnel before and after training, (b) feedback from those trained, (c) supervisors of those trained and (d) feedback from those trained at various times after training.</p>	<p>Assumptions for achieving purpose: (B-4)</p> <p>- Governments will be able and willing to commit the resources necessary to institutionalize an effective training capacity.</p> <p>- Special Focus Seminars will continue to be provided using resources available from Governments and other donors or from institutions which have provided the seminars (e.g. the UWI).</p>

PROJECT DESIGN SUMMARY  
LOGICAL FRAMEWORK

Life of Project:  
From FY \_\_\_\_\_ to FY \_\_\_\_\_  
Total U.S. Funding \_\_\_\_\_  
Date Prepared: \_\_\_\_\_

AID 1020-28 (11-73)  
SUPPLEMENT 1

Project Title & Number: \_\_\_\_\_

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Project Outputs: (C-1)</p> <ul style="list-style-type: none"> <li>- Training officers and trainers in each ECCM territory receive training to upgrade their skills.</li> <li>- Courses and materials for general supervision and administration training appropriate to all levels of the public service designed and given throughout the ECCM countries</li> <li>- Courses and materials for clerical support training designed specialized technical and managerial training courses designed and provided in the Caribbean to groups of public and private sector employees.</li> <li>- Intensive technical and managerial training provided in Caribbean and U.S.</li> <li>- Special focus seminars designed and offered in regional locations.</li> </ul>	<p>Magnitude of Outputs: (C-2)</p> <p><u>ECCM</u></p> <p>Top Management: 72 workshops, 20 participants each;</p> <p>Senior level: 66 workshops, 20 participants each;</p> <p>Junior level: 90 workshops, 20 participants each;</p> <p>Clerical level: 7-14 workshops 20 participants each;</p> <p>21 trainers trained; library of training resource materials provided to each ECCM territory</p> <p><u>CARICOM</u></p> <p>12 Special Focus seminars conducted for 240 participants from public sector.</p> <p>56 special focus seminars conducted for 1,120 participants from the private sector.</p> <p>300 participants selected and sent for training under the ITG program, 300 participants returned and on the job.</p>	<p>(C-3)</p> <p>Project reports prepared by ECCM CARICOM and AID.</p>	<p>Assumptions for achieving outputs: (C)</p> <ul style="list-style-type: none"> <li>- Governments will provide the assistance of their training officers, training facilities and will ensure that their employees attend courses.</li> <li>- Government will select and releast appropriate candidates for training.</li> </ul>

PROJECT DESIGN SUMMARY  
 LOGICAL FRAMEWORK

Life of Project: \_\_\_\_\_  
 From FY \_\_\_\_\_ to FY \_\_\_\_\_  
 Total U.S. Funding \_\_\_\_\_  
 Date Prepared: \_\_\_\_\_

Project Title & Number: \_\_\_\_\_

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Project Inputs: (D-1)</p> <p>Staff of ECCM training unit.</p> <p>Staff of CARICOM training unit.</p> <p>Support of training unit (materials, travel, etc).</p> <p>Technical assistance.</p> <p>Special focus seminars (consultants, materials, and travel).</p> <p>Individual training grants for Caribbean and U.S. study.</p> <p>Participants in training courses.</p>	<p>Implementation Target (Type and Quantity) (D-2)</p> <p>See Table IVD in Financial Plan.</p>	<p>(D-3)</p> <p>ECCM and AID records.</p>	<p>Assumptions for providing inputs: (D-4)</p> <p>Adequate funding is available.</p>

Job Descriptions - Caribbean Community Secretariat

A. Training Officer

1. The Training Officer will administer the USAID assisted Training Project comprising -
  - (a) Individual Training Grants for specialised short-term training within the Caribbean or outside the region.
  - (b) Grants for longer-term (one year or more) diploma, certificate and degree programmes for in-service officials at the Universities of the region, or at institutions in the US where there is a demonstrated need for training not available at Caribbean institutions.
  - (c) Special focus seminars designed to provide in-depth training in specific aspects of management or technical skills in the public and private sector and to make a significant impact on specialised areas of business and technical development at national level.
2. The Officer will function within the framework of the Education and Cultural Section of the Division of Functional Cooperation and thus will be accountable in the first place to the Chief of Education and Cultural Section; subject to the direction of the Director of Functional Cooperation and ultimately to the Secretary-General.
3. The duties of the post will be to:
  - (1) Supervise the operations of a special Administrative Assistant, Training; a Clerk; an Accounts Clerk and a Stenographer.

- (2) Compile and maintain an inventory of training training opportunities, resources and facilities available within and outside the Caribbean and keep the Governments of the region fully informed about the existence of such opportunities, facilities and resources.
- (3) Liaise with Governments and private sector agencies with regard to the identification of priority training needs and the submission of requests for training grants.
- (4) Receive, review and process requests from Governments and private sector agencies for training grants.
- (5) Coordinate activities of a Selection Committee comprising appropriate representatives of Governments, the Caribbean Community Secretariat and the Donor Agency whose function it will be to decide on the suitability of candidates for selecting for awards having regard to academic qualifications and other established criteria for selection.
- (6) Collaborate with other sections of the Secretariat in making administrative, legal and financial arrangements for the provision of the training services by contracting with the appropriate regional institutions or in the case of training in US institutions by requesting the RDO/C to make such arrangements.
- (7) Review the training plan developed by training contractors preparing Special Focus Seminars or programs for individual trainees.
- (8) Arrange for the submission of periodic reports on the progress of participants.
- (9) Liaise and contract with regional institutions or where the training course is to be provided by US institutions, with RDO/C in connection with the provision of special focus seminars.
- (10) Provide for periodic evaluation of the project and to inform USAID of the extent to which the objectives are being achieved.

- (11) Arrange the publication and circulation of a regular bulletin providing information about training activities.

Qualifications:

- (a) A University degree
- (b) Some experience in the administration of educational or training programmes
- (c) A working knowledge of the socio-economic and socio-cultural situation in the Caribbean.

Job Description of Administrative Assistant  
(Training)

B. Administrative Assistant (Training)

The Administrative Assistant (Training) will deal with matters relating to administrative support for the proper functioning of the Training Unit. In this connection his/her duties will be to:

- (1) Supervise the work of the Clerk and Stenographer and maintain contact with the operation of the Accounts Clerk.
- (2) Maintain linkage between the activities of the Unit and those of other sections of the Secretariat.
- (3) Prepare for the consideration and approval of the Training Officer drafts of the communications that will be necessary for the maintenance of liaison with Governments and private sector agencies with regard to the identification of training needs, the submission of requests for training; and the award of grants.
- (4) Maintain a constant flow of information to the Training Officer with respect to the receipt processing and review of training requests.
- (5) Make the necessary arrangements for the holding of meetings of the Selection Committee that will decide on the suitability of candidates for selection for awards and to report on the deliberations of the Committee.
- (6) Make arrangements for such overseas travel as may be necessary for officers of the Unit to undertake in the course of the performance of their duties.
- (7) Perform such other duties as may be assigned by the Training Officer.

Qualifications:

G.C.E. Advanced Level in three subjects or the equivalent.

A Good command of English.

Experience in administrative work.

C. Clerk (Training Unit)

The duties of the Clerk will be to:

- (1) Maintain the records of the Training Unit.
- (2) Receive and despatch correspondence relating to the work of the Unit.
- (3) Organise the storage and retrieval of documents relating to the operations of the Unit.
- (4) Assemble and compile the information necessary for the maintenance of an Inventory of training opportunities, resources and facilities available within and outside the Caribbean.
- (5) Circulate to Governments and private sector agencies information about available training opportunities, resources and facilities.
- (6) Undertake such correspondence as may be assigned by the Administrative Assistant.
- (7) Design and circulate such forms and tables to facilitate the collection and dissemination of information relating to the submission, processing and review of training requests.
- (8) Perform such other clerical duties as may be assigned by the Training Officer or the Administrative Assistant.

Qualifications:

Passes in five subjects including English Language at the G.C.E. "O" Level or the equivalent.

Previous experience in clerical work.

Job Description - ECCM Secretariat

A. Director of Training/Project Manager

The Director of Training will be responsible for the organization, coordination, and general administration of the training unit and the project. In so doing he/she will be directly responsible to the Executive Secretary ECCM Secretariat.

Specifically the director shall:

- Monitor the performance of the total training program
- Monitor the performance of all project personnel
- Monitor the performance of the project budget
- Determine the areas in which consultancy services are needed and contract for such services
- Assist with teaching seminars in the public service training program, particularly at the top management level.

B. Training Officer - General Management and Personnel Administration

- (1) Shall be responsible to the Director for the planning Development and Teaching of programs in the field of General Management and Personnel Administration which should include:
  - Manpower resource planning
  - Personnel Administration
    - . Recruitment and selection
    - . Salary administration
    - . Performance appraisal
    - . Labour relations
  - General Management Principles
- (2) Shall conduct research and provide advice and assistance in solving problems in personnel administration that may arise in individual states.
- (3) Shall be a specialist in human resource development skills (e.g interaction skills, communication, leadership development).

C. Training Officer - Finance Administration

- (1) Shall be responsible to the Director for the planning development and teaching of programs in the field of finance administration. These should include
  - principles of public finance
  - financial control
  - budgeting
  - cost control
  - supply management
- (2) Shall conduct research into problems of financial administration and provide advice on financial matters to individual States as may be requested from time to time.

D. Training Officer - Planning and Project Management

- (1) Shall be responsible to the director for the planning, development and teaching of programs in the field of development planning and project management. These should include
  - development planning in the context of the political and social environment of under-development
  - principles and techniques of project management i.e. Project formulation implementation and analysis
  - use of statistics in planning and development
  - planning techniques and tools e.g. central critical path method, linear programming etc.
- (2) Shall provide advise and assistance on development planning and project management matters as may be requested from time to time by individual States.

E. Training Officer - Organization & Management

- (1) Shall be responsible to the director for the planning, development and teaching of programs in the field of organization and management. These should include
  - organization theory and design
  - job analysis evaluation techniques
  - work methods and processes
  - work simplification techniques
  - preparation of job manuals
  - approaches to administration improvement
  - record management
  - office management

- (2) shall conduct research and provide advice and assistance in solving problems in administrative systems and design that may arise in individual States.
- (3) shall be a specialist in human resources development training.

F. ADMINISTRATIVE ASSISTANCE

Shall be responsible to the Director for the efficient performance of the Administrative support facilities necessary to execute the project. Specifically shall be responsible for:

- (1) supervision of clerical support personnel
- (2) the coordination of logistics for all training courses
- (3) the production of all course materials
- (4) making travel arrangements of all technical personnel
- (5) generally; assist the Director and perform such other duties as may from time to time be assigned by the director.

G. EVALUATION SPECIALIST

The Evaluation Specialist will assist the ECCM staff in developing:

- (1) end of training session participant feedback forms
- (2) end of training session trainer feedback forms
- (3) questionnaires to be sent to a random sample of participants before training and six to twelve months after training has been completed, and
- (4) interview schedules to be used as a basis for conducting interviews with a random sample of participants before and after the training.

The Evaluation Specialist will be responsible for

interpreting and writing up results from the feedback forms, the questionnaires and the interviews. The specialist will also be responsible for carrying out observations of participants in their work settings before and after training ascertain if there is any perceivable difference in actual on-the-job performance attributable to training. The Evaluation Specialist will be responsible for writing periodic evaluation reports which will be used by program staff to refine and redesign programs.

Qualifications: Experience with the design and interpretation of feedback forms and survey questionnaires; with interview schedules and interviewing techniques; and with participant observation research techniques. A masters degree program in one of the social sciences is desirable, but not essential.

Job Descriptions - Technical Assistance

A. ECCM Program Training Consultant

Will provide assistance to the ECCM Training Unit in the following areas:

Team building - clarify definition of roles, responsibilities, decision-making and working styles.

Planning - Assist team in examining, changing and developing a final project plan utilizing the PP as a starting point. Will periodically assess progress and assist in developing annual work plans.

Design and Technique - Provide assistance in areas of training design, materials development, and training methods and techniques.

Problem Identification/Solution - Facilitate staff in identifying and solving problems that may occur as the program develops. Will provide perspective as person will return periodically and can follow-up on previous visits. Will identify needs for specialized, short-term technical assistance needed to supplement ECCM staff.

Qualifications:

At least three - five years of specific experience with experience based training.

Should be able to design materials and seminars and utilizing a variety of training techniques (e.g. lecturettes, role playing, case study, structured experience) consistent with the experience based training approach.

Should be able to create and adapt training materials/methods to West Indian situation.

Should have experience with team building activities.

Should have client centered approach to working with ECCM team. Should be adept to enabling ECCM Training Unit to exploit unique skills of each staff member while building team cohesion.

B. CARICOM Consultant(s) on Participant Selection,  
Accounting, Contracting and Reporting Procedures.

Consultant services are required to provide the CARICOM Secretariat Training Staff with the following capabilities:

- (1) Management of participant training activities. This includes assessment of training needs, inventory of training resources in the Caribbean and U.S., planning participant programs with Training officers in each cooperating country, establishing documentation system for training requests, review of training requests, finalize placement at training institution or agency arranging training.
- (2) Administer contractual arrangements to implement participant training projects. This includes preparing and publicizing invitations for bids and receiving submission of bids. This would also include review of bids and awarding of contracts as well as administering contract compliance in accordance with USAID procedures.
- (3) Organize a financial management system which would handle disbursement of funds for training in the Caribbean. This includes payment of funds to training institutions to conduct special seminars as well as for paying tuition and per diem for individuals. This system of accounting will be consistent with USAID financial procedures. Train CARICOM Secretariat employees to utilize this system.

It is anticipated that approximately four months of technical assistance will be required. Consultants will need to be familiar with AID participant training, contracting, and financial procedures to perform these services.

Training Activities of Other Donors

1. The Canadian International Development Agency (CIDA).

CIDA has maintained a training program in the Eastern Caribbean for many years and has recently committed an additional U.S.\$3.9 million for LDC training over the next five years. This program will benefit the seven ECCM countries and Belize. Barbados is not included in this program.

The CIDA program provides funds for participants to attend programs in Caribbean and Canadian institutions. No new training programs or special courses are established.

The emphasis of the CIDA program is on training of longer duration than that planned under the AID program. CIDA plans to fund only participants of courses lasting an academic year or longer, and a considerable portion of its funds will go for university training. At the present time, CIDA is providing partial university scholarships for about 80 LDC students at the UWI and full scholarships for another 20 students in Canadian colleges and universities.

The CIDA program also gives major emphasis to two year diploma courses in Caribbean institutions. Institutions frequently utilized include the Jamaica College of Arts, Science and Technology (CAST), the Jamaica School of Agriculture (JSA), the Guyana School of Agriculture (GSA), the Eastern Caribbean Institute for Agriculture and Forestry (ECIAF) and the St. Lucia Teachers Training College. This type of activity seems to have been highly successful both in terms of the training provided and in encouraging regional and national institutions to serve the regional market. The AID program will permit an expansion in this type of practical training. Care will be taken to ensure that AID's activities complement existing CIDA activities.

CIDA has been interested for some time in shifting the administration of its program to a West Indian institution. Consideration was given to utilizing the CDB and the DFCs for this purpose, but this proposal was widely criticized in the

region. CIDA has indicated its interest in collaborating closely with AID in training and perhaps in shifting its funds to the ECCM or CARICOM Secretariat within the next or two years.

## 2. The U.K.'s British Development Division (BDD).

For many years the BDD maintained two programs, known as the West Indian Scholarship Scheme (WISS) and the West Indian Training Scheme (WITS). The former program funded degree courses at the University of the West Indies for students from the Associated States and Dependent Territories. The latter provided training for the public services at regional institutions.

In April 1978 the BDD reorganized these programs and created the U.K. West Indies Scholarship and Training Scheme (UK - WISTS) which combined the main features of the two former separate scholarship and training schemes. At the same time BDD increased the level of aid for individual awards to normally meet the full charge recommended by the training institution (but not UWI economic costs) plus, as before, air fares.

The new scheme extends to the Associated States (and former Associated States), the Dependent Territories and Anguilla. Under this program the BDD is placing considerable emphasis on encouraging Governments to relate their requests for aid for scholarships and training to national programs of manpower development and properly thought out training programs. The training of trainers under the AID-ECCM Public Services Training Program will complement this BDD effort.

Governments' response to the BDD scheme has generally been favorable. Although firm figures are not yet available expenditure on regional training in 1978/79 is likely to be in the region of U.S.\$785,000, which includes \$215,000 for police training.

In addition to the regional training program, BDD offers an extensive on-going U.K. training program (covering also Barbados). In 1979/80, this program will cost approximately U.S.\$1.3 million. BDD is currently attempting to integrate more closely the planning and administration of these two programs.

3. Commonwealth Fund for Technical Cooperation (CFTC).

CFTC has provided a considerable number of UWI scholarships for students from the LDCs and MDCs. In 1977/78, CFTC assisted a total of 56 students, including 16 at the Cave Hill Campus (Barbados), 28 at Mona (Jamaica) and 12 at St. Augustine (Trinidad). The amount of each scholarship is sufficient to cover tuition and maintenance. The sponsoring government is required to fund the University's economic costs, or roughly half of the total cost/student. Scholarships are given in a broad range of subject areas.

4. Caribbean Development Bank (CDB).

The Caribbean Development Bank finances an Eastern Caribbean Student Loan Program administered by the Development Finance Corporation of each country. The CDB provides about US\$1 million annually, drawn from its own soft resources. CDB plans to continue this program at least through 1982.

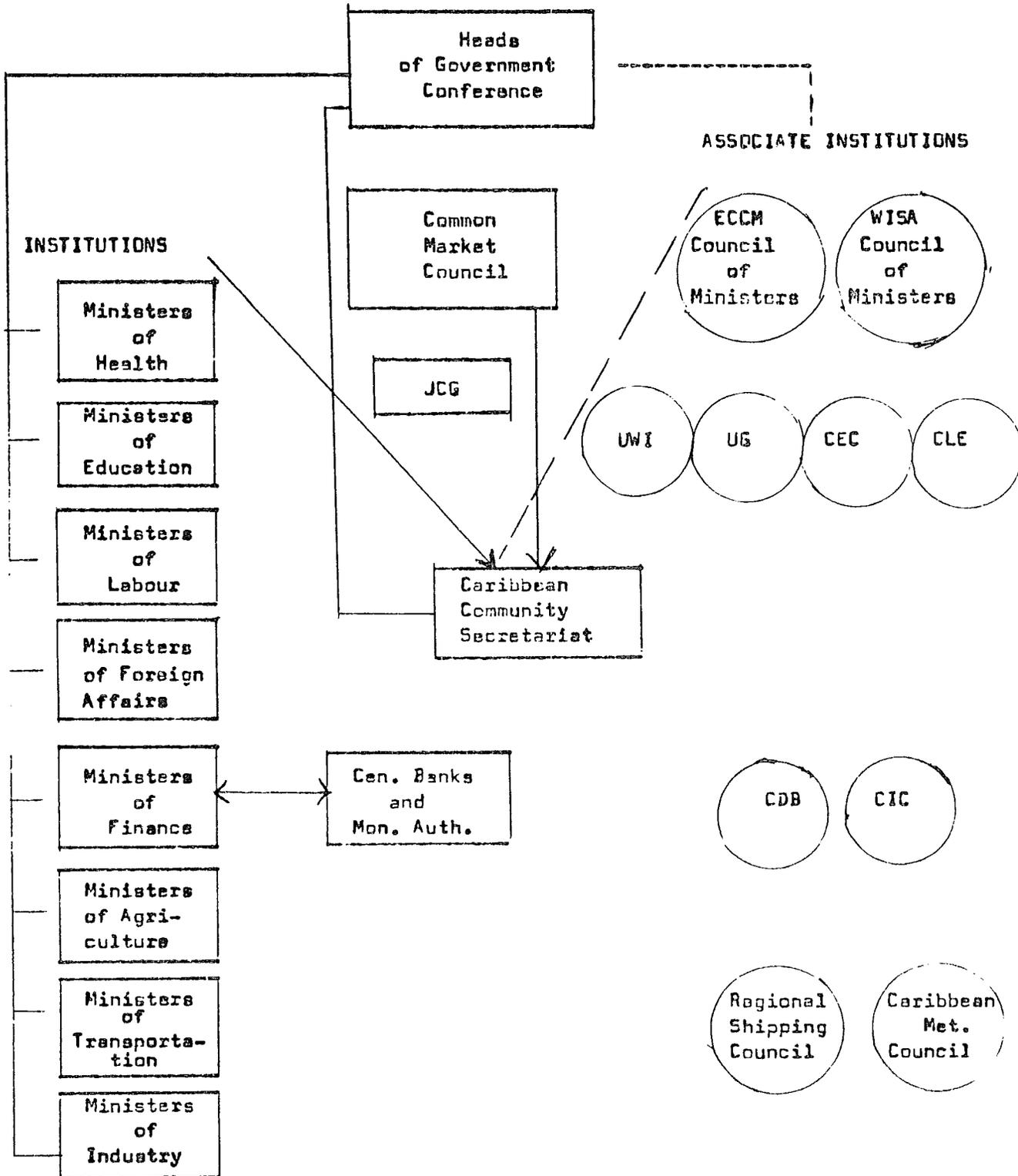
The plan requires loan guarantees, generally in the form of mortgages from the students' families. Loans are limited to \$2,000 per year for three years.

While most of the funds are used to support training at regional institutions such as the UWI, in some of the islands funds are used to support technical training provided locally, e.g. training for carpenters or plumbers. Such courses are relatively low cost and generate little impediment to emigrate.

The CDB also has grant funds to organize and finance training for project development, analysis and implementation. The CDB has indicated that its limited training funds will be used for support of its lending program. The Bank sees its activities as building upon and complementing the proposed project and has encouraged RDC/C and CARICOM to proceed.

An expansion of CDB's role in project related training has recently been proposed in an IDB-financed study, "Training Needs in Project Administration," conducted by George Eaton. Implementation of Mr. Eaton's recommendations would result in some duplication of effort with the planned AID-ECCM program. This conflict has been brought to the attention of the IDB and the CDB, and a regional workshop is planned in June to determine what additional training activities the CDB should in fact undertake.

INSTITUTIONAL ORGANISATION  
OF THE CARIBBEAN COMMUNITY



LEGEND

Indicates flow of authority

Indicates a relationship with an Associate Institution

Indicates consultation and two-way flow of information

JCG - Joint Consultative Group	CEC - Caribbean Examinations Council
UWI - University of the West Indias	CLC - Council of Legal Education
UG - Univercity of Guyana	CDB - Caribbean Development Bank
	CIC - Caribbean Investment Corporatior

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SCHEDULE TO THE CARICOM TREATY

Areas of Functional Cooperation

1. Shipping
2. Air Transport
3. Meteorological Services and Hurricane Insurance
4. Health
5. Intra-Regional Technical Assistance
6. Intra-Regional Public Service Arrangements
7. Education and Training
8. Broadcasting and Information
9. Culture
10. Harmonisation of the Law and Legal systems of Member States
11. Position of Women in Caribbean Society
12. Travel within the Region
13. Labour Administration and Industrial Relations
14. Technological and Scientific Research
15. Social Security
16. Other Common Services and Areas of functional Cooperation  
as may from time to time determined by the Conference.

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Table XII-A

Estimated Value of In-Kind Counterpart Contribution

1. ECCM Program

Participants Salary

Top Mgt.:	250 persons x 18 days @ \$24/day	=	U.S.\$108,000
Middle Mgt.:	570 participants x 12 days @ \$18/day	=	123,120
Junior Mgt.:	775 participants x 18 days @ \$10/day	=	139,500
Clerical:	140 participants x 5 days @ \$5/day		3,500

Trainers in each Territory

Training Officers:	7 persons x 4 years @ \$6,000/yr.	=	168,000
Part Time Training Officer Assistants:	14 persons x 4 years @ \$3,000/yr.	=	168,000

Local Facilities and Support Costs

7 territories x 4 years @ \$1,000/yr.	=	280,000
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Sub-Total	990,120
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Inflation Factor (20%)	198,024
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Sub-Total	U.S.\$1,188,144
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\*Only the pilot effort is shown. Assuming the territories will implement this program as planned, the cost would be approximately U.S.\$522,000, i.e. 2,900 participants x 36 days @ \$5/day = \$522,000.

2. CARICOM Program

Participants Salary

Individual Training Grants:

1,566 person-months @ \$18/day or \$450/month = \$704,700

Special Focus Seminars

Private Sector

Island-specific: 48 seminars x 20 participants  
x 3 days x \$18/day = 51,840

Regional: 8 seminars x 20 participants  
x 5 days x \$24/day = 19,200

Public Sector: 12 seminars x 20 participants  
x 12 days @ \$18/day = 51,840

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Sub-Total 827,580

Inflation (20%) 165,516

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Sub-Total U.S. \$993,096

TOTAL U.S. \$2,181,240

Table XII-B  
Foreign Exchange Cost Estimate  
(U.S. \$000)

ECCM	<u>294</u>
Technical Assistance	175
Equipment	40
Special Focus Seminars	30
Inflation	49
CARICOM	<u>814</u>
U.S. Training	650
Technical Assistance	28
Inflation	136
TOTAL	<u>1,108</u>