

Hub & Spokes II

Caribbean Brief

A SUPPLEMENT TO THE HUB & SPOKES II DESIGN DOCUMENT

Prepared for:

The Commonwealth Secretariat



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Disclaimer

This report has been prepared by Ticon Holdings Inc. for the Commonwealth Secretariat as part of the *Hub & Spokes II* design. The views and opinions expressed in this report are those of Ticon Holdings Inc.

Table of Contents

1	Recommendations – Hub & Spokes II Design Document	5
2	Recommendations – Hub & Spokes II in the Caribbean	7
3	Hub & Spokes II in the Caribbean	13
3.1	BACKGROUND AND CONTEXT	13
3.2	SUMMARY OF HUB & SPOKES TO DECEMBER 31, 2009	13
4	Findings and Discussion – the Caribbean	15
4.1	THE TRADE POLICY SPECTRUM	15
4.2	SUMMARY	15
4.3	NEEDS ANALYSIS	16
4.4	CAPACITY BUILDING – EDUCATION AND TRAINING	17
4.5	MANAGEMENT AND ADMINISTRATION	18
4.6	PRIVATE SECTOR ENGAGEMENT AND MARKET ACCESS	19
4.7	COMMUNICATION	20
4.8	“MINI” SURVEY OF RTPAS AND TPAS	20
	ANNEX 1 – Allocation of Regional / Trade Advisors	A1
	ANNEX 2 – Survey Of TPAs – Current Hub & Spokes Programme	A3

1 Recommendations – Hub & Spokes II Design Document

In order that the recommendations for The Caribbean are more easily understood, the following repeats the main recommendations made in the full Design Document.

Recommendation One

The Programme Goal of Hub & Spokes II should be the building of national and regional (trade) capacity through institutional strengthening and organisation development.

Recommendation Two

Hub & Spokes II is a 5 year programme with no extensions.

Recommendation Three

Hub & Spokes II should be composed of three graduated programme levels, viz. Basic, Partnership Development and Partnership Plus with the two Partnership levels based on sharing of costs on an agreed scale between Hub & Spokes and the organisation. The largest proportion of costs in the two Partnership programmes is borne by Hub & Spokes.

Recommendation Four

Hub & Spokes II should have four main components as follows:

- The “hubs” and “spokes” model continues,
- Capacity building, i.e. education and training,
- Assistance for market access through implementation of the Policy Participation Interface, and,
- External (public) and internal (Hub & Spokes II and stakeholders) communications.

Recommendation Five

Hub & Spokes II should be expanded to include other ministries as well as non-government organizations involved in trade.

Recommendation Six

Hub & Spokes II field staff should be titled Regional Trade Advisors and Trade Advisors to reflect the broader skills, expertise and responsibilities required.

Recommendation Seven

- The Commonwealth Secretariat (Hub & Spokes) should be responsible for the design, development and overall management of the education and training component of Hub & Spokes II.

- Delivery of education and training should be by qualified, reputable education and training institutions.
- To ensure institutional capacity building, organizations must commit to establishing a human resources/training function and developing and implementing a training plan for employees

Recommendation Eight

A mandatory activity of Hub & Spokes II Trade Advisors in trade ministries is to ensure that the ministry develops and implements a Policy Participation Interface – a process for government and non-government bodies to participate in all phases of the trade policy spectrum.

Trade Advisors in non-government organizations should facilitate market access for all members of the private sector.

Recommendation Nine

- Hub & Spokes should develop and implement both an external (public) and internal (Hub & Spokes II and stakeholders) pro-active communications programme to develop heightened awareness of, and a positive attitude to, Hub & Spokes among its target audiences as well as to facilitate communications within its stakeholder group.
- Hub & Spokes should establish a high level “Advisory Board” composed of distinguished public figures to assist with image building among governments, RIOs, donors and others.

Recommendation Ten

Overall management of Hub & Spokes II should be by the Commonwealth Secretariat with significant input and cooperation with Regional Integration Organizations. Local and regional (functional) administration and implementation should be by a Commonwealth Secretariat Regional Programme Manager who also receives significant input and cooperation from the RIO.

Recommendation Eleven

- Hub & Spokes must develop and implement a Transition Plan that concludes all legal and administrative requirements of the current Hub & Spokes programme.
- A key element of the Transition Plan is a communications programme that keeps all parties advised of the status of the current Hub & Spokes and of Hub & Spokes II.

2 Recommendations – Hub & Spokes II in the Caribbean

The focus of Hub & Spokes II should be the building of national and regional (trade) capacity through institutional strengthening and organisational development.

Thus the following recommendations for Hub & Spokes II in Africa are targeted at capacity building in the widest sense and follow the four components in Recommendation 3 above. These recommendations are also consistent with those given in the Hub & Spokes II Design Document (see Section 1 above).

➡ See also Figure 6-1 in Section 6.1 of the Hub & Spokes II Design Document.

Component 1: Trade Advisors

- Trade Advisors (TAs) should continue to be located in countries currently participating in Hub & Spokes and should be offered to other Caribbean countries that currently do not have a Trade Policy Analyst (TPA), especially those needing the most assistance along the trade policy spectrum. A number of the latter have already indicated a desire to participate in Hub & Spokes II.
- Regional Trade Advisors (RTAs) should be located in Regional Integration Organisations (RIOs).
- An ACP-wide pool of “roving” experts is proposed and should be staffed with experts able to assist countries and RIOs with a variety of needs, e.g. implementing or preparing to implement the EPA, implementing WTO commitments, assisting with regional integration issues.

These experts can be located anywhere, but a small cadre (perhaps 3 – 4) should be located centrally in the Caribbean in order to respond to Caribbean-specific requests for assistance.

Countries and RIOs will provide input into the makeup of the overall pool of experts and in particular into “their” regional cadre of experts.

- Terms of engagement/position descriptions for RTAs and TAs must be precise and must explicitly set out requirements for activities and responsibilities, for direction and oversight (if any), for relationships with ministries and RIOs in the region and for liaison with Hub & Spokes colleagues in the region.
- There should be two Regional Trade Advisors and two Trade Advisors, one of each located in the CARICOM Secretariat and in the OECS Export Development Unit. There should be 6 Trade Advisors located in trade ministries throughout the region. Some TAs could be shared among countries, e.g. among St. Lucia, St. Vincent and the Grenadines and Grenada.

➡ See also sub-section 6.5.3.1 of the Hub & Spokes II Design Document for details on trade advisors.

Component 2: Capacity Building

- Government and non-government trade-related organizations wishing to benefit from Hub & Spokes II must establish a human resources function (if such does not exist); an immediate priority of this function must be

development of an education/training plan and programme for both the organization and for individuals within that organization.

- A comprehensive regional education/training programme should be developed and implemented in partnership with strong regional institutions such as UWI and/or national organisations such as BIMAP (Barbados Institute of Management and Productivity). This programme should include activities that were proposed for the current Hub & Spokes but were not fully implemented, e.g. internships and exchanges, “e-learning” and secondments.
- A merit-based process for identifying, evaluating and recommending candidates for scholarships must be established.
- Links must be established between trade ministries and think tanks, e.g. CaPRI (Caribbean Policy Research Institute), that could result in joint research activities and also be a source of internships, exchanges and secondments.

Component 3: Private Sector Engagement/Market Access

- Policy Participation Interface (PPI): TAs in trade ministries must ensure that the ministry develops, if it is not in place already, a mechanism to facilitate input into the trade policy development process by other trade-related ministries and by non-government organizations, especially business associations and academia. Once developed the PPI must also be implemented in practice as well as in theory.

➡ See also sub-section 6.5.3.3 of the Hub & Spokes II Design Document for details of the Policy Participation Interface.

- TAs can assist market access, particularly if they are located in a business association. They should investigate skills development programmes that can assist develop or upgrade the skills and knowledge of exporters. Canada’s FITT (Forum for International Trade Training) programme is a good model and is available for joint venture or licensing. This could also be done through national export promotion agencies, chambers of commerce and/or CaribExport.
- Another mechanism to enhance market access is by establishment of trade development forums (TDF). This is a role for national export promotion agencies as well as for CaribExport.
- Non-government organisations, particularly business associations, wishing to participate in Hub & Spokes II must do so via one of the Partnership programmes thus building their capacity to both provide input to the trade policy process and also to assist their members to take advantage of new or enhanced business opportunities.

➡ See also sub-section 6.5.2 of the Hub & Spokes II Design Document for details of Partnership Programme levels.

Component 4: Communications

- RTAs and TAs must take the initiative to improve communications throughout their regions and countries by continuing the public communications activities of the current Hub & Spokes.

- New activities include, but are not limited to, organisation of regional workshops for RTAs and TAs and/or for stakeholders, active use of the Hub & Spokes website (including making recommendations for improvement), active participation in events held by other trade-related organisations, by donors and by academia.
- RTAs and TAs must also participate in the communications programme proposed for Hub & Spokes II by the Commonwealth Secretariat's Communications Division.
- Communications will be enhanced through establishment of the above-noted TDFs and the PPI.
- The Hub & Spokes website, as well as websites of various export promotion agencies and business associations should publish a newsletter with market intelligence and trade related news. Responsibility for such a service rests with the private sector.

➡ See sub-section 6.5.3.4 of the Hub & Spokes II Design Document for details of the communications programme.

Allocation of RTAs and TAs

- Trade Advisors for countries are allocated to the five countries that currently have a TPA but in order to make best use of scarce resources it is recommended that a number of TAs be shared among countries that currently have a TPA and those that do not. Since shared TAs will have a substantial amount of travel, their recommended location is based on geography (principally good air and ITC connections) e.g. those TAs based in Barbados.
- A small group of 3 – 4 “roving” TAs will be co-located with the Regional Programme Manager; these TAs are in addition to the ones allocated to countries or RIOs.
- We also recommend a TA be based at the OECS EDU in Dominica; this person should be a specialist in market access (especially the EU) and export development promotion.
- The RTA allocated to the CARICOM Secretariat should work with/from the OTN (Office of Trade Negotiations) in Barbados¹.
- NOTE: the TAs located in Barbados could work under the general (technical) direction of the RTPA located at the OTN.
- The OECS Secretariat should have a “roving” TA to assist the OECS' Trade Directorate in responding to the needs of member states².
- Since Hub & Spokes II is a demand driven programme, the actual location will depend on which countries make their requests and hiring decisions first.

¹ Having signed the EPA over a year ago CARIFORUM leaders are under considerable pressure to show results, or at least initiatives, to demonstrate EPA implementation and exploitation of opportunities (starting with identification of opportunities)! There is still resident at the OTN in Barbados substantial technical experience/expertise directly relevant to the above-identified needs/expectations. Also there are "external linkages" to the CARICOM Development Fund and the Caribbean Development Bank. Moreover, it will be significantly easier to recruit a suitable person to live in Barbados rather than in Georgetown!

² OECS economic union is slated for June 2010, thus the need to support efforts toward economic integration per the CSME agreement.

2 Recommendations – Hub & Spokes II in the Caribbean

- The following table summarizes allocation for all regions (and is expanded upon in Annex 1).

	RTAs	TAs	Total
Regional Integration Organisations	2	2	4
Countries		7	7
Total	2	9	11

Management & Delivery

- Per recommendation 9 above, overall management is by a Hub & Spokes management team located in London, supervised by a Management Board that includes senior representatives from the Commonwealth Secretariat, the European Commission, RIOs and other project partners.
- The Board's decisions are implemented by the Hub & Spokes Programme Manager under direction of a Commonwealth Secretariat Steering Committee.
- Programme delivery in the field is by Regional Programme Managers under the direction of the Hub & Spokes Programme Manager with joint supervision by the respective RIOs.
- In the Caribbean it is recommended that the Regional Programme Manager be located in Barbados as having efficient air and ITC connections to all the regional capitals to minimize travel costs, with good business services being reasonably central to all RIOs involved.
- Figure 2-1 below gives details on Hub & Spokes II management structure while Figure 2-2 does the same for the delivery structure.

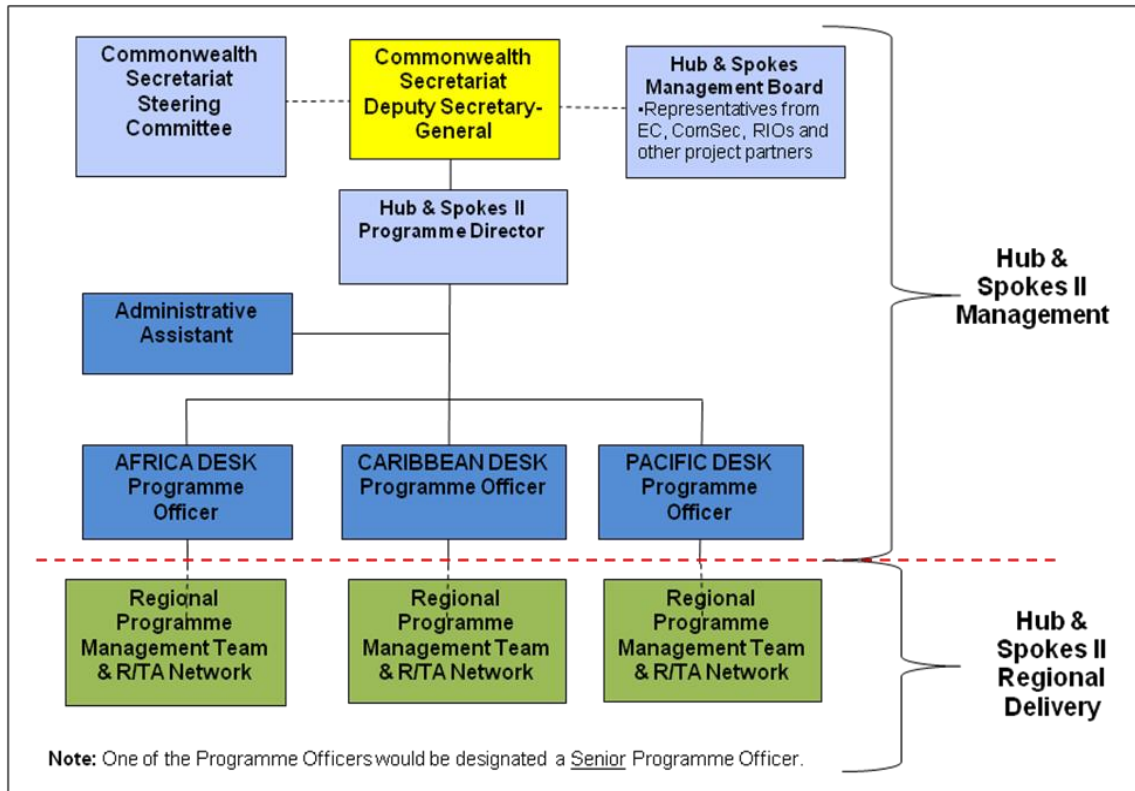


Figure 2-1: Hub & Spokes II Management Structure

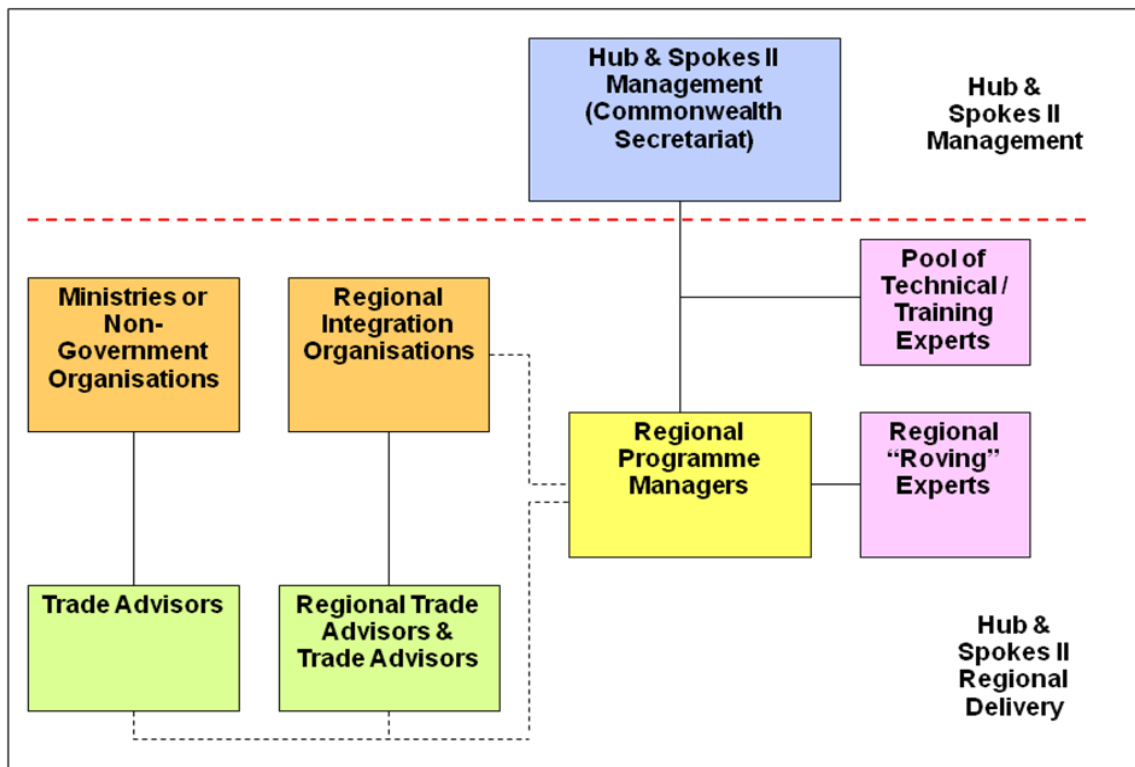


Figure 2-2: Hub & Spokes II Delivery Structure

2 Recommendations – Hub & Spokes II in the Caribbean

Budget

- The estimated budget for Hub & Spokes II for the Caribbean in Year I is €3.13 million for the Basic, Partnership Development and Partnership Plus programmes.
- The allocation of costs between London management and the balance of the programme is 9% and 91% respectively.

Caribbean	Hub & Spokes II – Year One		
	Basic	Partnership Development	Partnership Plus
Personnel	1,562,526	75,537	88,011
Administration	28,280	0	0
Seminars/Workshops/Training	601,433	0	0
Travel	580,549	0	0
Other	195,860	0	0
Sub-Totals	2,968,648	75,537	88,011
TOTAL COST	3,132,196		
London Management Cost Allocation		Amount €	Amount %
London Management		285,883	9%
Balance of Programme		2,846,313	91%

3 Hub & Spokes II in the Caribbean

3.1 Background and Context

Hub & Spokes was designed to promote the effective participation of ACP countries in international trade negotiations, especially the Economic Partnership Agreements (EPA) with the European Union.

Hub & Spokes started in the Pacific as a pilot project in 2002/2003 and formally in the Caribbean in early spring of 2004 with the arrival of the two RTPAs in the CARICOM and OECS secretariats.

Since that time much progress has been made. For example at the national level St. Lucia, has published a National Export Development Strategy, Barbados has a National Strategic Plan 2005-2025, Dominica has developed an Export Strategy 2009-2013 which as of December 2009 was awaiting cabinet approval, Trinidad and Tobago has no export strategy, but is currently developing a Trade and Industry Policy which would contain elements of an export strategy, Jamaica has an Export Strategy and National Development plan and St. Kitts and Nevis has a National Strategy in response to the new EU sugar strategy.

Ongoing trade development assistance is still required however. Many Caribbean countries have wide-ranging and diverse trade policy objectives as well as limitations on their ability to implement trade-related commitments. Thus, attention has shifted to capacity needs beyond 2010 with a focus on a framework for capacity building responsive to the different needs of ACP countries.

Recognizing that even though trade policy development and implementation is an on-going process, the emphasis in the Caribbean overall will be more on implementation of the EPA as well as strengthening the market access mechanisms already in place. Some countries will still need substantial assistance in the first phases of the trade policy spectrum.

Regional integration is well on the way with agreements such as the CSME to come into force in mid-2010 and with functioning pan-Caribbean trade-related organizations such as the OTN, Carib-Export and BIMAP. The Caribbean also has a strong trade-related academic focus with the University of the West Indies³ which awards a master's degree in international trade policy.

Overall Caribbean trade ministries (and related ministries and agencies) are best positioned of trade ministries in the ACP countries to both formulate, negotiate, and implement trade agreements as well as exploit the opportunities arising from them.

3.2 Summary of Hub & Spokes to December 31, 2009

Since commencement of Hub and Spokes in 2004, Regional Trade Policy Advisors (RTPAs) have been assigned to Regional Integration Organizations (RIOs) and Trade Policy Analysts (TPAs) to those same RIOs and to government ministries responsible for trade. At the peak, there were six RTPAs in six RIOs (CARICOM, OECS, PIFS, SADC, COMESA and AUC) and 26 TPAs in RIOs and trade ministries.

³ Shridath Ramphal Centre, University of the West Indies, Cave Hill Campus, Barbados; <http://www.shridathramphalcentre.org/>

As of December 31, 2009, in Hub & Spokes as a whole there were 5 RTPAs in RIOs and 24 TPAs in ministries (6 TPAs at RIOS and 18 in countries). Of those, 5 TPAs are in ministries⁴ in the Caribbean with an RTPA and TPA in each of the OECS Secretariat and the CARICOM Secretariat.

RTPAs and TPAs have trained, advised and/or sensitised over 5,500 participants in the importance of trade as a component of economic well-being. Of these, approximately 1,500 have been from the Caribbean, however the figure is likely higher as not all hubs and spokes reported participant numbers for all events. There has been strong growth in the participation of women and indications of an encouraging increase in private sector participation in trade policy development.

These outreach efforts have been complemented by supporting analysis and technical briefs, preparation for, and support at, trade negotiations and expert advice on implementation-related issues. RTPAs and TPAs also have been involved in consultative forums to facilitate the dissemination and exchange of information relating to national and regional trade policy activities. In some countries national trade policies (e.g., national export strategies) have been developed or are in the process of being developed.

Some of the most recent activities in the Caribbean have included support for CARIFORUM members states in analysing, formulating, negotiating and implementing trade policies, assistance to member states in WTO negotiations, participation in technical working group and other trade policy related meetings, support to member states in developing national and regional networks on trade policy, drafting CARIFORUM EPA implementation schedules, work plans, comments/consultations on proposed trade and investment agreements, consultations on implications of the WTO Doha Development Agenda negotiations and other similar activities.

⁴ Commonwealth of Dominica, Guyana, Jamaica, Trinidad & Tobago and St. Vincent and the Grenadines.

4 Findings and Discussion – the Caribbean

4.1 The Trade Policy Spectrum

The point of departure for the Design Document has been the four phases of the Trade Policy Spectrum as set out in the Phase II Roadmap issued by the Commonwealth Secretariat and the *Organisation Internationale de la Francophonie*. According to the Roadmap⁵, the trade policy spectrum comprises four essential elements.

1. Trade policy formulation.
2. Trade negotiations.
3. Implementing agreements.
4. Exploiting Opportunities.

While there are four components to the trade policy spectrum that appear to progress sequentially, and as practitioners know very well, the process is actually continuous (see figure below).

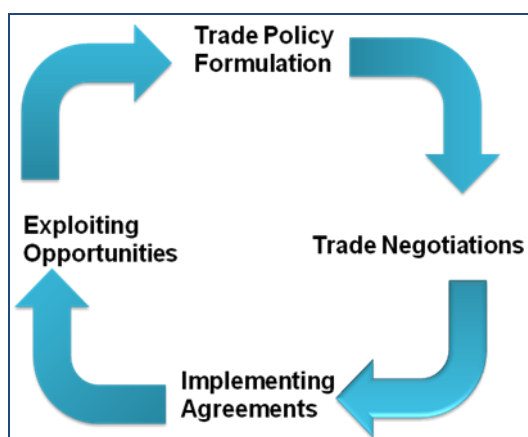


Figure 4.1: Trade Policy Spectrum

4.2 Summary

The basis for needs and gaps analysis in all regions, including the Caribbean, was the trade policy spectrum described above.

After the document research phase on-site research was carried out during the last three weeks of November 2009. Interviews were held in five countries⁶, four of which have an RTPA (in RIOs) and TPA and Barbados that has neither. A broad group of both government and non-government stakeholders were interviewed and the process culminated with a workshop at which the needs and gaps identified during interviews were validated by participants and a potential direction for Hubs & Spokes II was discussed and confirmed.

⁵ Commonwealth Secretariat and Organisation Internationale de la Francophonie "Hub and Spokes Phase II – Roadmap", July 2009, available for download at: <http://www.thecommonwealth.org/hubandspokes> (accessed on Oct 11, 2009).

⁶ Guyana, Trinidad & Tobago, Barbados, St. Lucia and Jamaica.

Hubs & Spokes and the RTPAs and TPAs have played a valuable role over the last half decade in helping (mainly) the nations of the Eastern Caribbean⁷ to strengthen their trade policy/trade development capacity and there is a strong desire to continue the programme. Overall, the Caribbean as a region (CARIFORUM) is well advanced along the trade policy spectrum with the focus on implementation of trade agreements, especially the EPA with the EU. However in some countries the focus should remain on formulating trade policies and strategies to provide credible input to the OTN. As indicated in a survey of ministries and TPAs⁸, technical assistance in all aspects of the trade policy spectrum is a necessity, not an option. This indicates a continuing need for capacity building/institutional strengthening at various levels.

Also there is a continuing need for capacity building/institutional strengthening in the public and private sectors with a focus on all facets of facilitating/enabling market access, and even though ministries say they have consultative processes, engaging all interested stakeholders in efforts to successfully exploit market opportunities. Within CARIFORUM this includes developing ways and means of exploiting CSME opportunities and strengthening domestic market competitiveness.

Management and administration of a successor programme to Hubs & Spokes will present challenges as stakeholders have less than positive opinions of the capability of the primary Regional Integration Organization's secretariat. Stakeholders would like to see management and administration of a successor programme remain with the Commonwealth Secretariat.

Communication between and among governments, the private sector and civil society needs improvement. Hub & Spokes II has the potential to be a communications intermediary/facilitator.

4.3 Needs Analysis

A number of needs and gaps were identified.

1. There is a continuing need for some governments to develop/strengthen their trade policy development capabilities;
2. A number of governments, e.g. Barbados, Jamaica, Trinidad & Tobago have progressed well along the trade policy spectrum and are able to provide the OTN with sound trade policy recommendations; their focus now shifts to implementation of the results of negotiated trade agreements, especially the EPA with the European Union.
3. There is a need for assistance for non-government organizations to build their capacities/capabilities to pursue and exploit export market opportunities. In connection with the latter, two major requirements were identified – the need for more/better sector-specific market information/intelligence; and the need for short term technical assistance to interested organizations.
4. Two “technical” needs also were identified that have an effect on resolving the needs and gaps mentioned above, i.e. the need for assistance in legal

⁷ Barbados did not participate in Hub & Spokes I as it felt it has satisfactory trade policy capacity.

⁸ See Section 4.8 for a summary of the survey of RTPAs and TPAs and Annex 2 for more detail on this survey.

drafting and the need of most stakeholders for assistance in proposal preparation that responds to/meets donor requirements.

Of the countries visited during the interview process and confirmed during the survey, several have developed trade/export policies and strategies either as separate policies or as part of a broader economic development policy/strategy. The policy development and monitoring process includes a variety of consultative mechanisms that include other ministries involved in trade, export/investment promotion agencies and the non-government sector. However, it also appears that a “standard” group of stakeholders are included in the consultation process. Frequently the consultation process is largely symbolic. Ministries should review which organisations are invited to provide input and how this input takes place in order that the most relevant stakeholders are able to comment. We strongly recommend that ministries develop and implement the Policy Participation Interface discussed in the Hub & Spokes II Design Document.

➡ See Section 6.5.3.3 of the Hub & Spokes II Design Document for details of the Policy Participation Interface.

Implementation, the third component of the trade policy spectrum, was seen by participants as both a capacity issue as well as a market access issue. Both in interviews and in the workshop, participants expressed a degree of concern regarding national capabilities and capacities to give priority commitment to developing and implementing national export strategies and plans.

The direct link to the need for capacity building was clear, especially respecting provision of the requisite enabling legal and regulatory environments. During the workshop six of the ten national views expressed in the Conclusion session gave this issue top priority with three identifying market access issues first and one the challenge of supply side issues (with two others ranking this second in importance).

Also during the workshop a cautionary note was expressed: ensure that all assistance extended complements that being offered under the EU’s 10th EDF for ACP countries.

4.4 Capacity Building – Education and Training

Capacity building was discussed in the context of both government and private sector stakeholder needs.

Respondents agreed that governments need to have more/better qualified international trade specialists, and that there is a continuing challenge for governments in retaining qualified staff. This was also confirmed in the survey. As in Africa and the Pacific, the most common mechanism for retaining staff is “bonding”⁹ under which an employee whose training has been paid for by the government must remain in his/her post for a specified term (e.g., two years) or else reimburse the government for all or a portion of the cost of the training.

Skills development and training specific to organizational gaps/needs is an ongoing need. The most pressing needs are in organization and management skills development and development of skills in technical subjects, e.g., sanitary

⁹ Not a very satisfactory one either for the employee or the employer, but a better one has yet to be devised.

and phytosanitary rules/regulations and practices, copyright, etc. Possible solutions are to utilize existing short courses at national institutions (e.g., BIMAP) or development of customized short courses perhaps modelled on the University of the West Indies' Shridath Ramphal Centre business school's outreach programme.

As part of the broader discussion on trade related training, there was a shared view that efforts to develop "cross fertilisation" of ideas and practices (in addition to that occurring because of the placement of RTPAs and TPAs from different countries) across the ACP would be worthwhile, including through use of the Hubs & Spokes web site for information sharing and discussion forums.

During the workshop it was recommended that national steering committees work with the Commonwealth Secretariat in developing training priorities and recommend training options and preferences. The subject of scholarships for worthy candidates from the Caribbean region also was raised during the workshop.

To respond to private sector needs, the idea of national Trade Development Forums (TDF) – evolving to annual Regional Trade Development Forums was raised, as was the availability of established online training for aspiring export trade practitioners such as FITT (Forum for International Trade Training).

The overriding consideration expressed by all was that training must be responsive to identified needs and gaps of individuals/groups. The preferred training mechanism is in-person training at the location where it is needed, although "e-learning" is acknowledged to be viable in some cases.

This is a significant point as in both interviews and the survey and to a lesser extent in workshops, it was clear that ministries do not have a formal education/training plan¹⁰ or programme and that education/training is done as course availability, time and budget permit. While this theoretically results in capacity building, at the same time anecdotal evidence indicates in practice it often is a waste of time and money as the employee on returning to work does not use any of the skills or knowledge gained.

During both the interviews and the workshops the concept of a "pool" of specialized trainers (on some kind of retainer) that could be deployed as and when needed, was raised. These individuals would focus on agreed/negotiated training needs and provide short courses, short term attachments, coaching, etc. as appropriate. A presentation during the workshop by a representative of CARICOM's OTN highlighted the value of such a pool of expertise in the context of nettlesome market access issues that require a precise understanding of highly nuanced legal documents such as the EU – CARIFORUM EPA.

4.5 Management and Administration

Roles and Responsibilities

As in other ACP regions, stakeholders do not have much faith in the management and administrative capabilities of their Regional Integration Organizations, in this case either the OECS or CARICOM Secretariats. Stakeholders expressed a desire for the Commonwealth Secretariat's continued management and direction of any successor programme to the current Hubs &

¹⁰ During the interviews one person wryly responded that his ministry did have a training plan – it consisted of taking whichever courses were free.

Spokes programme. A suggested option was for an experienced programme manager, located in the region, to work with a cadre of Trade Advisors in the various Caribbean countries and in response to defined and agreed needs.

During the workshop there was little open discussion of the role envisaged for CARIFORUM in Hub & Spokes II. Apparently it has been a problem in the current Hub & Spokes programme. Nevertheless it was clear that better definition of roles and responsibilities is needed. Also clear was the consensus view that insofar as “implementation and exploitation” of the EU – CARIFORUM EPA is concerned, programme development and delivery experience and expertise of the kind the Commonwealth Secretariat has developed over decades is needed. At the same time, the role and responsibility of the CARICOM/CARIFORUM Secretariat in trade negotiation and primary international interface on behalf of the region was acknowledged.

The interview process and later observation at the workshop indicated a possible problem of perception of their roles by a few RTPAs/TPAs and their relationship with ministries, the RIOs, other stakeholders and even colleagues. Thus precise terms of engagement/position descriptions are vital. They must explicitly set out requirements for activities and responsibilities, for direction and oversight (if any) and liaison with Hub & Spokes colleagues in the region.

Location of RTAs/TAs

Discussion, particularly at the workshop, indicated that TAs must be located in those countries in which there currently is a TPA, and must expand to other countries that do not have a TPA. Countries for which a full-time TA cannot be justified can be served by technical assistance provided by a “roving TA” who would be located in a specific region and have responsibility for a specific number of countries as well as by the recommended pool of experts.

Thus for example, a TA located in Barbados could have responsibility for Grenada, St. Lucia and St. Vincent and the Grenadines and could also assist the TA in a non-OECS country such as Trinidad and Tobago. Another TA could have responsibility for Guyana and Suriname while a third could have a specific role with the OECS EDU.

It was noted that there must be a role for, or liaison with, CARIFORUM and inclusion of the Dominican Republic in assignment of RTAs/TAs, given its role in, and responsibility for, regional trade policy development and negotiation. Thus an RTA and a TA in the Dominican Republic could give support to Belize and Jamaica, although ideally there should be another TA in Jamaica.

The recommended allocation of RTAs and TAs is shown in Annex 1.

4.6 Private Sector Engagement and Market Access

All respondents in both interviews and workshops expressed the need for regular, sector-specific export market opportunities awareness-raising as well as specific market opportunity identification. The Caribbean Export Development Agency (Carib-Export), owned by the 15 member governments and EU-supported, was seen as the logical implementation agency for this service.

Participants also suggested that Carib-Export has a potential role in enhancing national export strategies, plans and programs with regional, i.e. Carib-Export initiatives. Similarly, Carib-Export was seen to have a role in investment

promotion for the region, again with the proviso that it supplement, reinforce and enhance national efforts as export/investment promotion agencies fall within national jurisdiction and prerogative.

Discussion on market access highlighted the importance of dissemination of export market information/intelligence. Use of the Hubs & Spokes web site was mentioned as well as regular online and print dissemination of export opportunities newsletters such as Carib-Export's Trade Digest.

Private sector engagement in the sense of facilitating access to the trade policy process by non-government organisations, and particularly the private sector (business associations) was not an issue either in interviews or in the workshop, as business associations have long-standing arrangements for getting their views known to government.

4.7 Communication

In interviews participants frequently commented on poor communication – among governments, within governments, between the private sector and government, among private sector agencies and so on. However, this came out most strongly in the workshop where the value of face to face contact and interaction of the region's trade development officials and private sector counterparts, even with regular e-mail and perhaps frequent voice contact, was evident. The opportunity to hear views not previously heard or known was considered valuable.

Workshop participants commented on the value of establishing national public/private sector-sponsored Trade Development Forums – with the potential of extending the model to an annual regional TDF.

As previously noted, the Hub & Spokes website was mentioned as a communications tool and though not much used, was improving and had potential. Overall, as in both Africa and the Pacific, Hub & Spokes was seen as a potential communications intermediary, but how this could be implemented other than through the website was not made clear. What was clear however was that Hub & Spokes II “should do something” to improve communications among and between participants and stakeholders

4.8 “Mini” Survey of RTPAs and TPAs

Based on a survey¹¹ of RTPAs and TPAs in all ACP countries which was conducted in early February 2010 in order to measure progress since the time RTPAs and TPAs commenced work in their trade ministry or Regional Integration Organization as well as to obtain quantitative results which could validate findings from qualitative interviews or indicate needs and gaps that were not brought out in the interview process.

The results of this survey have been mentioned in previous sections – however, it is very important to be extremely careful in drawing conclusions from this survey as the results pertain only to the five Caribbean countries which have an RTPA and/or TPA. Thus the results cannot be considered statistically valid in any sense, but they can give a general direction. It is for this reason that, even

¹¹ See Annex 2.

though the survey results give numbers, those numbers will rarely be quoted when reference is made to the survey in order to not give a false sense of accuracy.

Overall, including in the Caribbean, RTPAs and TPAs feel that their assistance is still more necessary than desirable, but at the same time that ministries' capacity compared to the time they started in their present posts has improved, in some cases substantially.

A number of trade ministries have a published trade policy either as a stand-alone document or as part of a national economic development policy, or they are working on such a policy. Development of such a policy is aided by established consultative mechanisms, that includes formal trade policy meetings chaired by the Permanent Secretary (or designate) and that draws in other ministries as well as the private sector, academia and NGOs. At the same time while there may be a formal consultative process, in some ministries it is seldom used and even then "if and when required".

As would be expected, the ministries most frequently consulted include the finance ministry, the commerce or industry ministry and sector ministries such as agriculture or manufacturing. The most frequently consulted private sector organization is the chamber of commerce or a similar business association followed by a manufacturers' association and sector associations.

Capacity building through education and training is available to professional staff and management most often based on the kind of course available as well as on availability of budget and time. Both professional and management staff generally attend 1 – 3 education/training activities per year with a degree of preference given to management staff. These activities are almost always short-term vs. long-term.

A very positive feature is that there is a human resources function with responsibility for education/training either in ministries or at the public service commission or equivalent. A not so positive aspect is that education/training appears to be ad hoc – generally ministries do not have an education/training plan in place, or if they do it is informal.

In conclusion, in the Caribbean TPAs would like to work in Hub & Spokes II (with some caveats).

ANNEXES

Annex 1 – Allocation of Regional / Trade Advisors

NOTE: allocation is demand-driven based on expressions of interest by a country.

Current Hub & Spokes		Hub & Spokes II	
Organisation / Country	RTPA / TPA	Organisation / Country	RTA / TA
CARICOM Secretariat	RTPA / TPA	CARICOM Secretariat	RTA / TA
		OECS EDU	RTA / TA
OECS Secretariat	RTPA / TPA	OECS Secretariat	TA
Antigua & Barbuda		Antigua & Barbuda	
Bahamas		Bahamas	
Barbados		Barbados	
Cuba		Cuba	
Jamaica	TPA	Jamaica	TA
Belize		Belize, Dominica, St. Kitts & Nevis (TA based in Jamaica to also assist there if required)	Shared TA
Dominica	TPA		
St. Kitts & Nevis			
Dominican Republic		Dominican Republic	TA
Guyana	TPA	Guyana, Suriname	Shared TA
Suriname			
Haiti		Haiti	
Grenada		Grenada, St. Lucia, St. Vincent and the Grenadines (located in Barbados)	Shared TA
St. Lucia			
St. Vincent and the Grenadines	TPA		
Trinidad & Tobago	TPA		TA

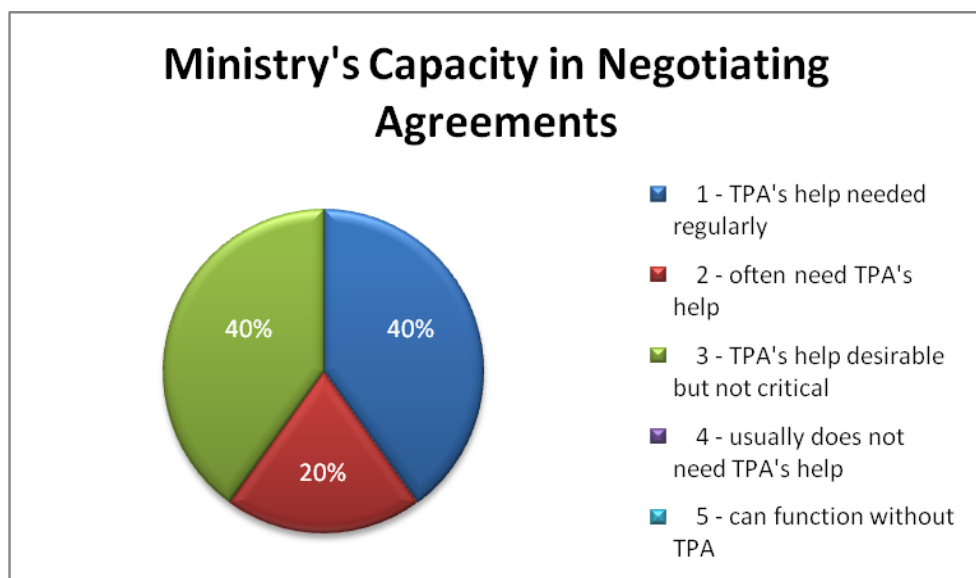
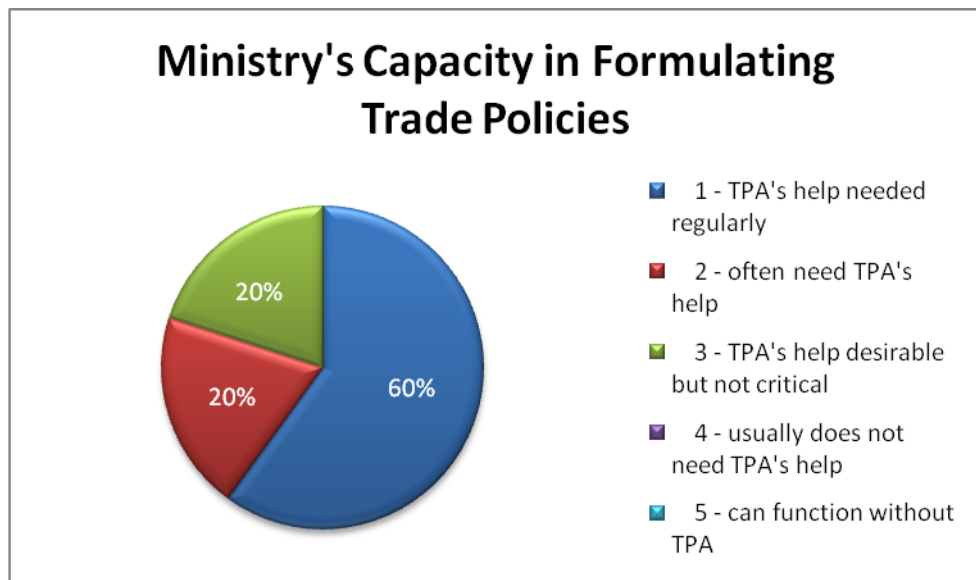
Annex 2 – Survey of TPAs – Current Hub & Spokes Programme

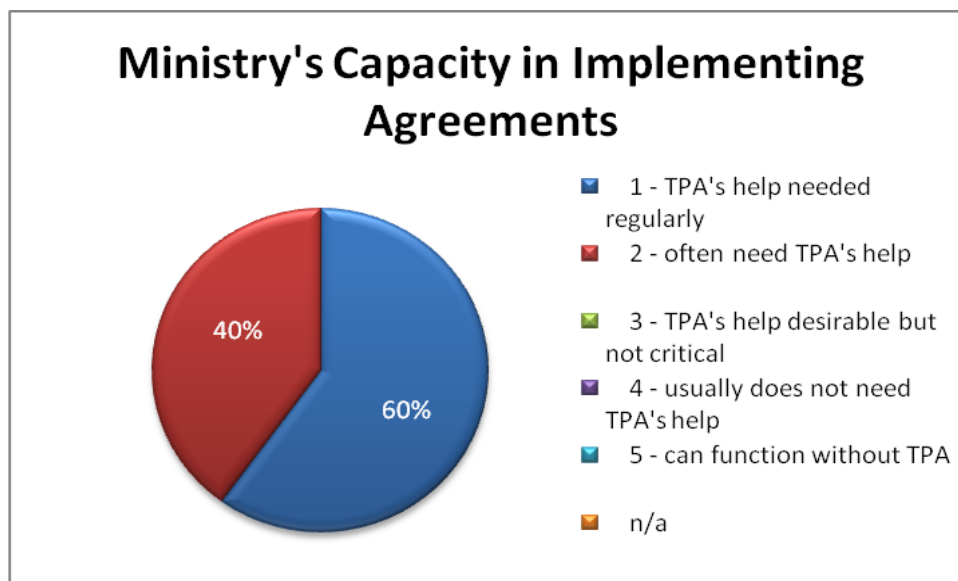
NOTE: The charts show only those responses which were chosen. Where these added up to 100% the other responses are not shown as 0%. For example, in the first chart below responses 1-3 add up to 100%; responses 4 and 5 are not shown.

RESPONSES – CARIBBEAN

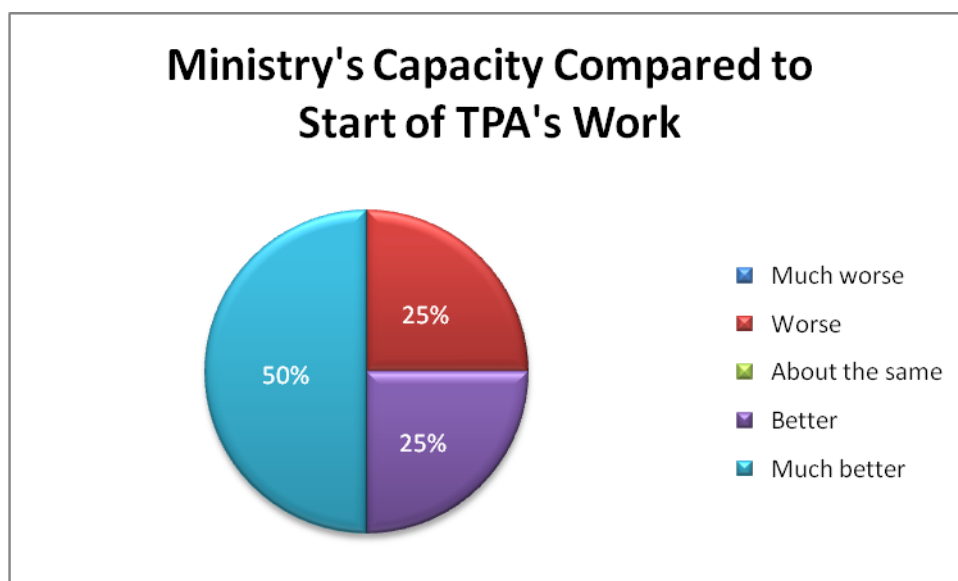
A. Trade Ministry's/Department's ("organization's") Capacity:

1. On a scale of 1 – 5 (1= TPA's help needed regularly 2=often need TPA's help 3=TPA's help desirable but not critical 4=usually does not need TPA's help 5=can function without TPA) how do you rate your organization's capacity along the trade policy spectrum





2. How do you rate your organization's capacity (without your assistance) along the trade policy spectrum today as compared to when you first started working in the ministry/department?

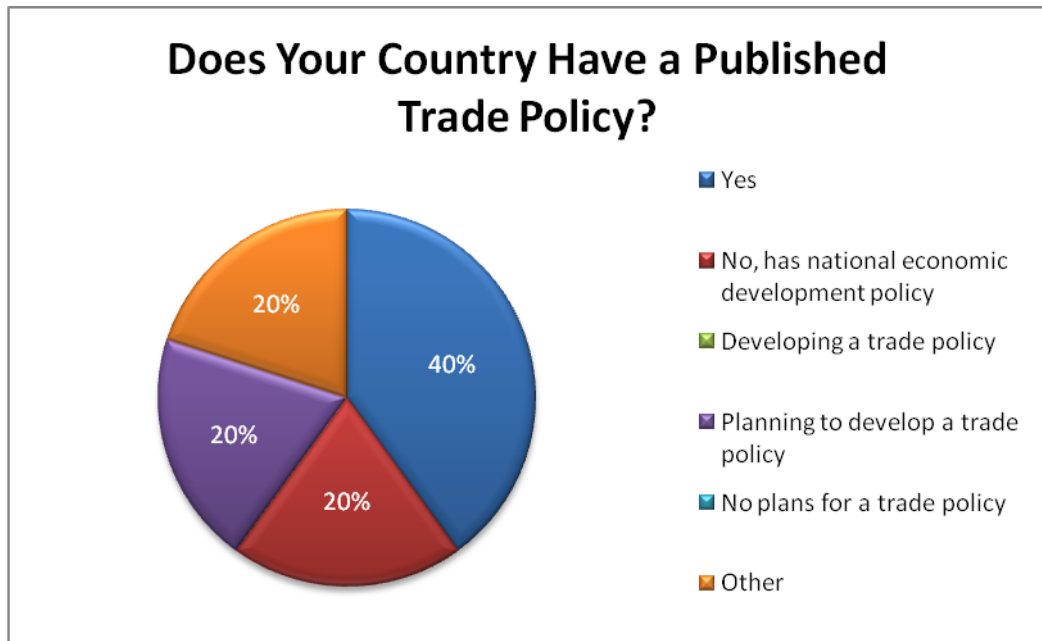


Other/Comments

Of course you have to keep in mind that the TPA is only one person, and also a relatively mid-level official. So we have to be necessarily modest and say the impact of that one person while significant, cannot be said to have to earth shattering.

The Ministry has since hired more trade officers. The development of Trade policy and the negotiation of agreements is for the most part handled at the regional level with input from the individual states.

3. Does your organization (country) have a published trade policy?



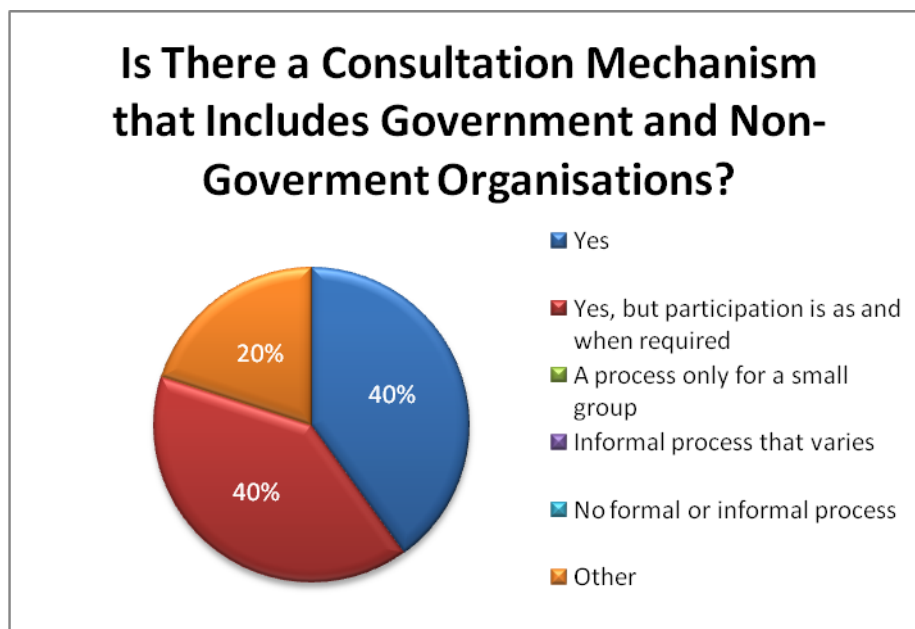
Other/Comments

Assisting Member States on Services Strategic Plan that will cover policy.

I, TPA, have prepared a draft National Trade Policy Framework Document, which is currently being considered by the Cabinet.

B. Engagement of other ministries, government agencies, non-government organizations

1. Does the organization have a consultation mechanism that includes other ministries/agencies and non-government organizations (business associations, academia, NGOs) that have an interest in trade matters?



Other/Comments

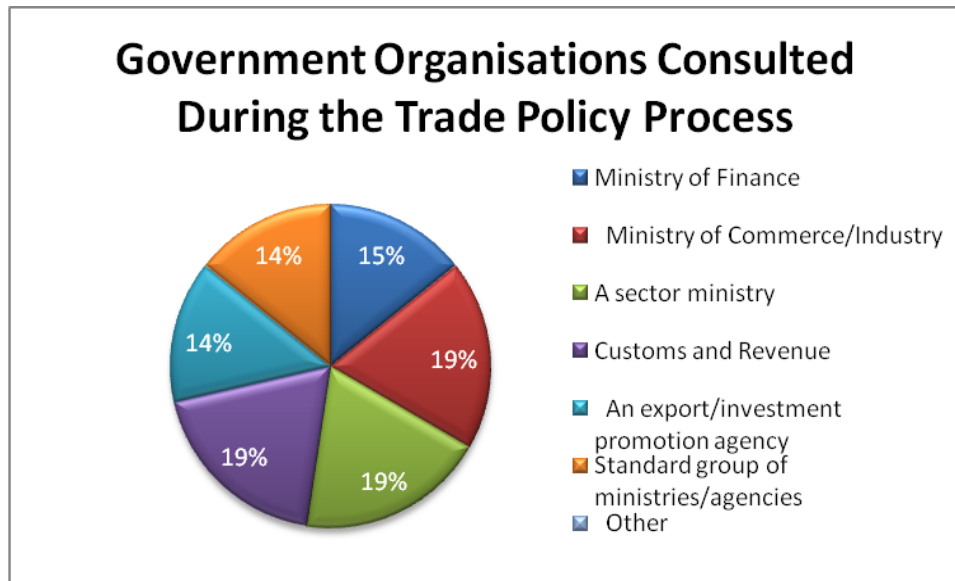
There are consultation mechanisms but they have not been effective. In the National Trade Policy Framework Document, the TPA has suggested how they could be improved and also established mechanisms where there is none.

Problem of lack of minutes and poor reach i.e. only consult in the capital and consult the "usual suspects".

The Ministry has is the coordination office for the National Advisory Committee on External Negotiations (NACEN) where a Senior Officer is the Coordinator of the Committee. The committee is comprised of the government Ministries and agencies involved in trade related activities as well as private sector representatives.

There is a formal cabinet approved consultation mechanism but it does not meet regularly. outside of this regular consultations are held on an ad hoc basis or as the need arises.

2. When other ministries/agencies are consulted, which are consulted most frequently (check all that apply)?

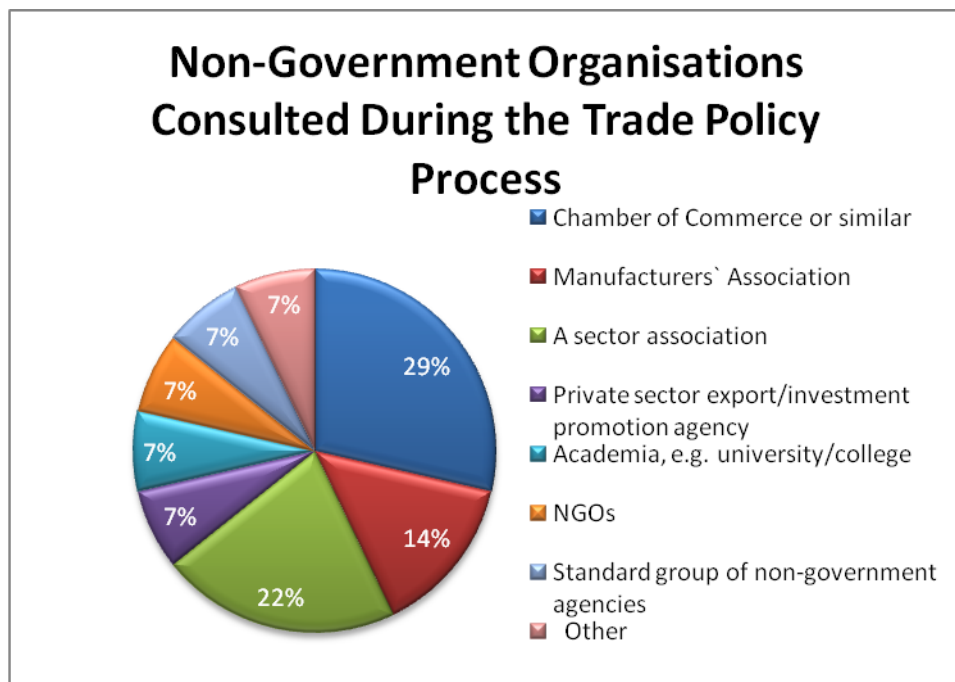


Other/Comments

The Investment Authority is normally engaged by the Ministry during workshops and seminars, as and when required!!

All the above are usually consulted but it also depends on the nature of the issue at hand.

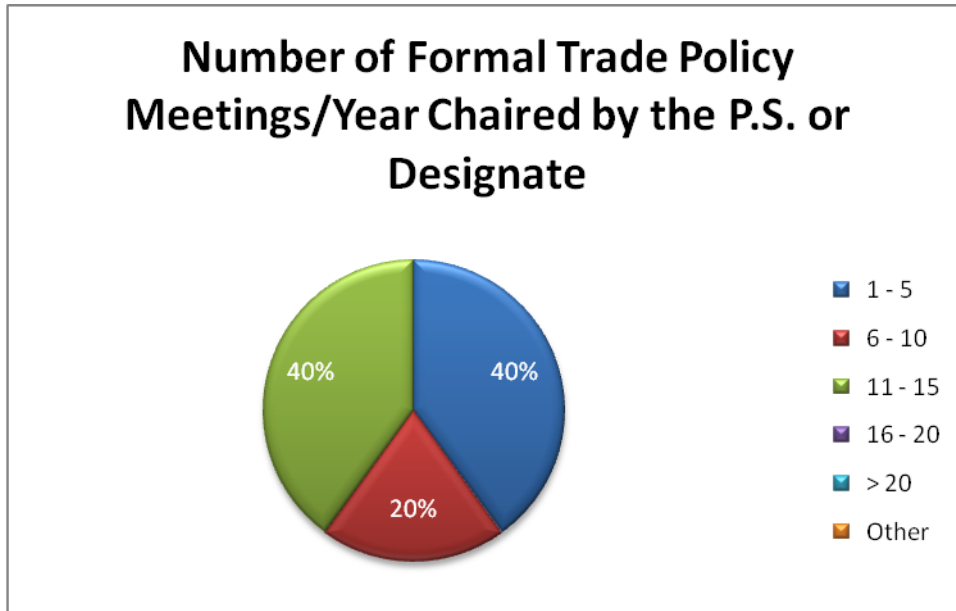
3. When non-government agencies are consulted, which ones are consulted most frequently (check all that apply)?



Other/Comments

The Private Sector Commission is normally consulted and engaged as a coordinating organ for all the private sector companies which are members.

4. In a year, how often, on average, are there high-level (chaired by the PS or designate – not work group) trade policy related consultative meetings?

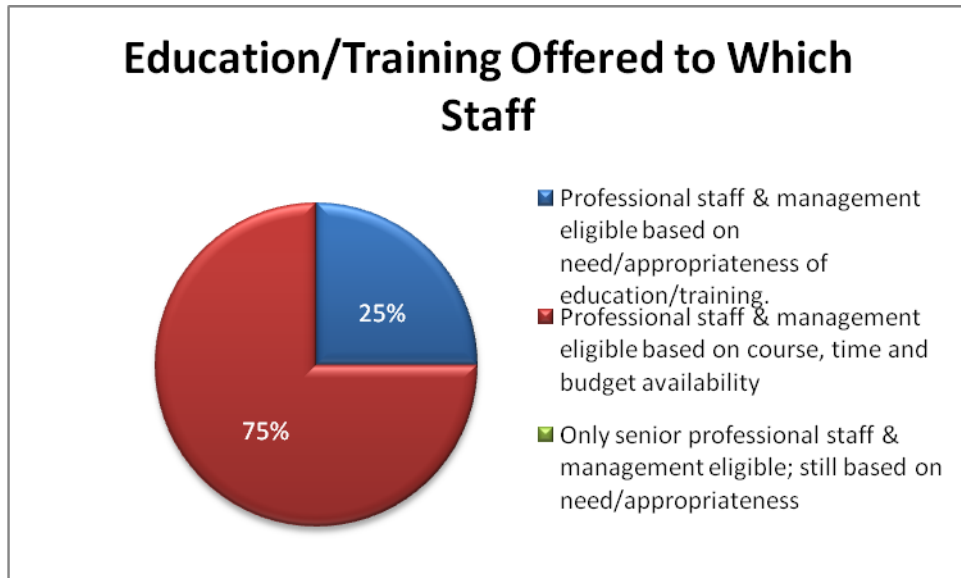


Other/Comments

No comments.

C. Education/Training:

1. How is education/training offered to professional staff and management in your organization?

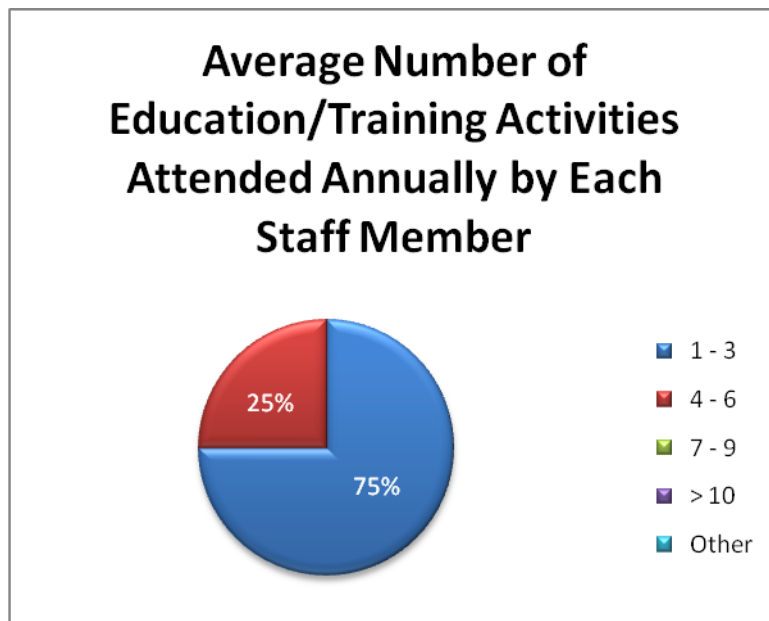


Other/Comments

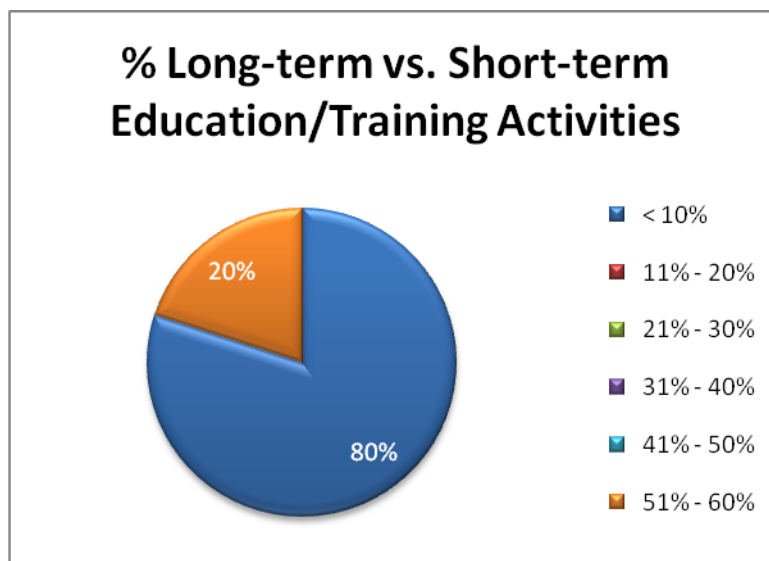
Only professional staff have been allowed to go for training so long as there is time. There are some incidences where staff have been denied to attend fully funded relevant training programmes merely because it was felt no other officer would handle their schedules during the relevant period. courses are available and funding is normally by reputable organisations including WTO and WIPO.

There is no specific ministry training programme. As opportunities become available at the region or online costs notwithstanding all members are encouraged to apply. where restrictions apply limiting number of participants nominees are chosen by the Permanent Secretary based on his discretion.

2. In a year, how many education/training activities on average, does each professional staff member attend?



- 2a. Of these what % would be long-term education (diploma or professional designation) vs. short-term training (practical - with or without a certificate of completion)?

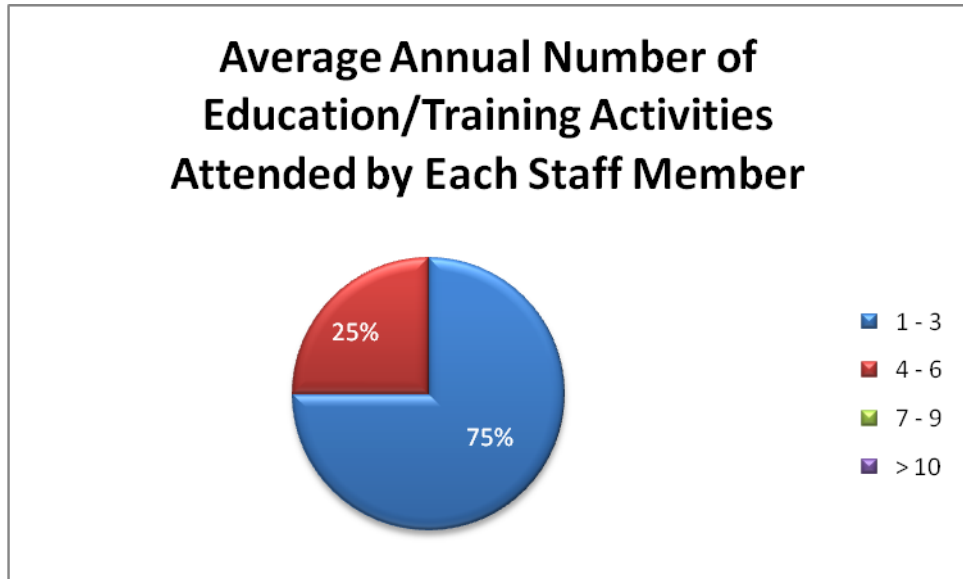


Other/Comments

Only short term courses have been undertaken....normally 3 months.

None. These are usually short term training organised by the regional institutions and other international organisations.

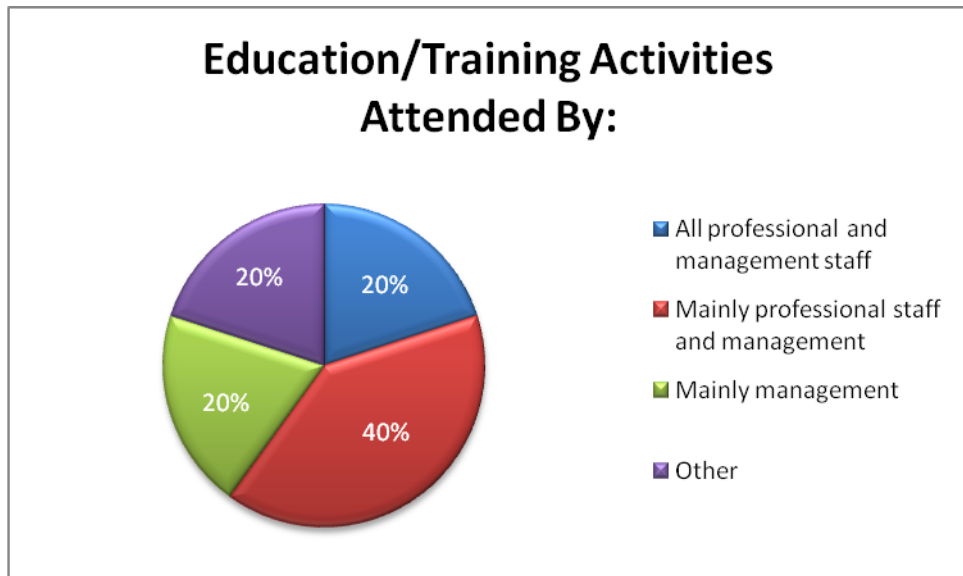
3. In a year, how many education/training activities on average, does each management staff member attend?



Other/Comments

No comments.

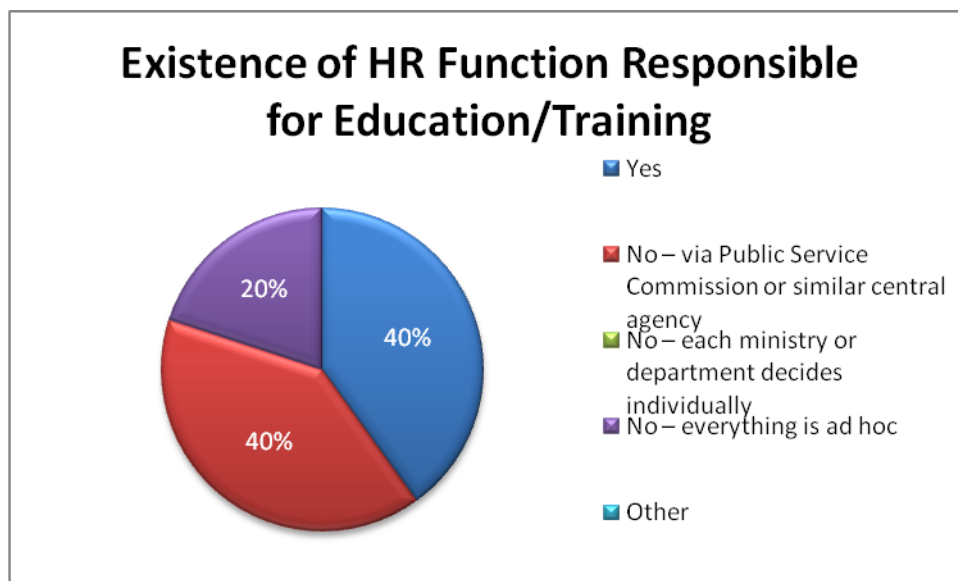
4. Education and training activities are attended by:



Other/Comments

Only professional staff have accessed training to the best of my knowledge.

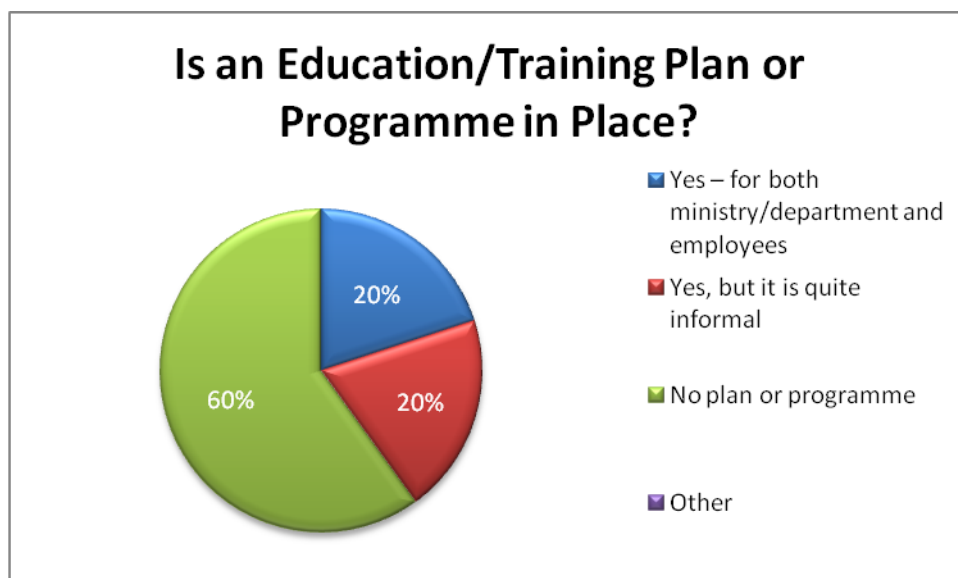
5. Is there a human resources function (department or person) in the organization that is responsible for employee career development including education and training?



Other/Comments

And also there are *ad hoc* scholarships and courses on offer

6. Is there a trade-related education/training plan and programme in place for employees?



Other/Comments

At least am not aware and everything seems to ad hoc at the whims of the PS. There is a need to formalize the plan. However, because of staff turnover and low retention of personnel, it has been difficult to pin down a cohort of cadres

over a sufficiently long period in order to develop a formal training schedule for staff.

D. Other

And finally, would you be willing to continue working in Hub & Spokes II (assuming there are equitable terms and conditions for all parties)?



Other/Comments

Willing to continue to work with Hub and Spokes II project provided that the terms and conditions are better and that there is a an opportunity to relocate to another duty station.

Provided conditions are equitable, remuneration is improved, funds are made available for the work programme, and many of the bottlenecks and problems identified in the mid-term review and the recent Phase II assessment are addressed satisfactorily. We would also like to see increased visibility for the project.

I would prefer to relocate to another station,...preferably nearer my home country and with improved terms and conditions of service.

I'm not sure. It would depend on the new Terms of Reference and whether or not we would be given the opportunity to change regions. It would also depend on how the new phase would provide the TPA with the opportunity for personal career advancement /growth and opportunities to actively participate in regional and international trade fora so as to keep abreast of current issues.

Additional Comments (any topic)

There has been an overall satisfaction here in Jamaica with Phase I, and indications from all stakeholders were that they would like to see a Phase II. However, we would like to increase the visibility of the project, and its reach and the scope of the projects we can engage in.

