



AUDIT OF OECS TECHNICAL RESOURCES

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LIST OF ACRONYMS

ACP	African, Caribbean, and Pacific
AD	Anti-dumping
CARICOM	Caribbean Community
CARIFORUM	Caribbean Forum of African, Caribbean and Pacific Countries
COTED	Council for Trade and Economic Development
CRNM	Caribbean Regional Negotiating Machinery
CSM	CARICOM Single Market
CSME	CARICOM Single Market & Economy
CSO	Civil Society Organization
DSB	Dispute Settlement Body
EC	European Community
EPA	Economic Partnership Agreement
EU	European Union
FTAA	Free Trade Area of the Americas
GATS	General Agreement on Trade in Services
GATT	General Agreement on Tariffs and Trade
GDP	Gross Domestic Product
GNP	Gross National Product
IP	Intellectual Property
IPRs	Intellectual Property Rights
LDC	Less Developed Country (of CARICOM)
ITU	International Trade Unit
MFN	Most Favored Nation
MTA	Multilateral Trade Agreement
MTN	Multilateral Trade Negotiation
NAMA	Non Agricultural Market Access
NGO	Non-governmental Organization
OAS	Organization of American States
OECS	Organization of Eastern Caribbean States
OECS	Organization of Eastern Caribbean States Secretariat
ROO	Rules of Origin
RTA	Regional Trading Agreement
SCM	Subsidies and countervailing measures
S&D	Special and Differential Treatment)
SPS	Sanitary and Phyto-Sanitary
SVG	St. Vincent and the Grenadines
TBT	Technical Barriers to Trade
TNG	Trade Negotiating Group
TPO	Trade Promotion Organization
TRIM	Trade-Related Investment Measure
TRIPS	Trade-Related Aspects of Intellectual Property Rights
TWG	Technical Working Group
UWI	University of the West Indies
WTO	World Trade Organization

PREFACE

Problems Encountered In Conducting The Research

The methodology called for visits to a limited number of countries; responses to a questionnaire and telephone interviews were the primary means of information gathering. It became clear very soon that the very problem that led to the request for an audit has manifested itself in the conduct of the audit, that is, slow response on the part of Member States (MS), even to the extent of failing to respond to email communications while urging them to do so. Many seemed inundated with work and found it difficult to find time initially to respond to request for information and to provide support to do the telephone interviews. Some complained that several consultants were going through the region asking much the same questions, and technical people are suffering from interview fatigue.

In discussions with Mr. Cadet, Director of the project, it was agreed that a second interim report would be submitted to document findings to this point (June 2005), which would be built upon for the final report. The information in the response to the questionnaire was vital to the completion of the audit of resources; and critical in informing proposals that could be made to rationalize and enhance existing resources where necessary, to respond to trade policy and negotiation demands. Due to circumstances that made it difficult to continue the work, the consultant asked to be released from the contract. Because of the urgency of completing the project, two assistant consultants were eventually brought in to visit some of the territories as a means of overcoming some of the problems encountered. (Mr. Anselm Francis and Ms. Gale Rigobert, both from the University of the West Indies, St. Augustine). Dr. Stewart, at the request of the project, agreed to collaborate with them in a supervisory capacity.

Member States (MS) never responded to the questionnaire in writing, except for providing information on the human resources utilized in trade units. Full information on human resources trained in trade, both utilized and unutilized, was not received by all. Other information and views from MS were acquired through telephone interviews and country visits. Dr. Stewart conducted telephone interviews with public and private persons in Grenada, St. Vincent and the Grenadines, Dominica, and Montserrat and visited St. Lucia. She also conducted interviews with the OECS Secretariat, the CRNM, and the OECS representative in Geneva (Mr. Elliot Paige). Mr. Francis and Ms. Rigobert visited Grenada, St. Vincent and the Grenadines, Antigua and Barbuda, and St. Kitts and Nevis and conducted interviews with public and private sector persons.

TERMS OF REFERENCE

1. To undertake an audit of trade related negotiating resources available at OECS Member State level, together with an analysis of their functional interrelationships and interaction with the National Private Sector.
2. In the context of a restructured Secretariat and the intentions of its ongoing Institutional strengthening Project, to determine whether these resources (including structures, procedures, orientation, training etc.) in the instance of each Member State provide underpinning support for promotion of the Secretariat's Trade functions and in bringing national inter-ministerially coordinated input to bear on TNG deliberations and its decision making machinery.
3. To provide practical recommendations designed to ensure the presence of organizational structure, human resource capacities, including training needs and communications support as seen necessary for achieving an effective and efficiently coordinated approach to OECS Trade Policy Development, and deployment of a related OECS Trade Negotiating strategy, to be furthered within the wider regional negotiating process.

METHODOLOGY

A questionnaire was developed and sent to Member States (MS) on May 23rd 2005 (See Appendix A for Questionnaire). The Questionnaire consists of six sections. The first four sections ask for data and information on

- Human resource capacity
- Training
- Institutional arrangements
- Information technology resources

The consultant asked for responses to these sections, and included two more sections that could serve to alert the interviewees to the kinds of information that would be sought during telephone interviews. (See Appendix B for questionnaire). Interviews were conducted with key public sector officials in the relevant Ministries, and private sector representatives, both directly in some countries and through telephone interviews (see Appendix B for list of Interviewees).

INTRODUCTION

The Organization of Eastern Caribbean States (OECS) is at a critical juncture in their socio-economic evolution. There was a decline in foreign aid with the diversion of funds to Eastern Europe at the end of the Cold War. The economic arrangements between these countries and Europe under the Lomé Convention have been severally eroded in the liberalization process. Governance of international trade rules was institutionalized in the creation of the World Trade Organization (WTO), and new areas of disciplines were introduced requiring substantial changes to domestic law. Many developing countries, including the OECS countries have had difficulties complying with these obligations. The OECS need to restructure their economies, deal with the socio-economic fall-out from phasing out production systems that fundamentally shape the economies and societies, and find new opportunities for diversification and insertion into the global economy. A challenge, and opportunity, lies in the fact that trade negotiations have evolved to include not only trade in goods, but also services. There is great potential for carving out niches in this sector, but much development planning involving innovation and industrial policy is required, and an organic linking of these to trade policy and trade negotiating positions.

The erosion of preferential market access under the Lomé Convention over the last few years has dealt a significant economic blow to the largely agricultural economies of the sub-region. The consequences have been borne by the banana and sugar producers of the sub-region. Production of these primary commodities has halved, while the global price per unit has declined dramatically. This has resulted in a significant, commensurate decline in foreign exchange earnings in what are largely economies dependent on export of single commodities and imports of basic necessities.

It is against that dismal backdrop that OECS Member States recognize the importance of the ongoing trade negotiations as representing a singular opportunity to reposition themselves in the fast changing global political economy. In many respects, the region is going through a “negotiations boom”, having to resolve many of the trade related developmental issues and to grasp the emerging opportunities that exist.

It is important to note here the demanding schedule of negotiations, as follows:

1. **WTO –Doha Development Round:** There are deadline dates of April 30, 2006 for full modalities and July 31, 2006 for commitments. Targeted date for end of negotiations: December 2006.
2. **EC- CARIFORUM Economic Partnership Agreement.**

There is a 2008 deadline date so that negotiations are completed before the end of the WTO waiver granted to the EU for the Cotonou Agreement.

There will be six technical negotiating sessions covering all sectors between February and December 2006 (two have already taken place as at April 10, 2006). CARICOM needs to complete the Services negotiations with the Dominican Republic before the EPA negotiations on Services begin.

3. **FTAA** negotiations are at an impasse, but chances are that negotiations could resume after the contending issues are resolved in the WTO, or at the close of the Doha Round of Negotiations.
4. There is a built-in agenda for continuing negotiations with the Dominican Republic, Costa Rica, Colombia, Venezuela and Cuba to expand the current Regional Trade Agreements (RTAs).
5. The process of **CSME integration** is still ongoing, involving continuing negotiations.

It is necessary to emphasize the demands of the negotiations. Rules on the following sectors are being negotiated, some in all negotiating fora and others limited to some fora:

1. Agriculture
2. Non-Agricultural Market Access (NAMA), (This includes issues of Technical Barriers to Trade (TBT), Sanitary and Phytosanitary Measures (SPS), Rules of Origin (ROR), Subsidies, and Customs Valuation)
3. Services
4. Trade Facilitation
5. Intellectual Property (IP)
6. WTO Rules: Anti-dumping/Subsidies/Countervailing Duties (AD/SCM) and Regional Trade Agreements (RTAs)
7. Investments
8. Government Procurement (GP)
9. Competition policy (CP)
10. Trade and environment (T & E)
11. Trade and labour (T & L)
12. Consumer policy and protection of consumer health
13. Personal data protection
14. Dispute Settlement (DS) (EU is trying to get CARIFORUM to negotiate good governance in financial tax and traditional areas but CARIFORUM is resisting this).

Given the demands in the various negotiating fora, the competencies of staff dealing with trade issues must therefore reflect rigorous knowledge of the multifaceted trade issues currently under negotiation. It also means that it is crucial that Member States (MS) understand the technical issues involved in negotiating each sector, the implications for their economies of positions advanced by other countries, and be able to advance both defensive and aggressive positions that would secure opportunities for restructuring, diversification and development of these economies. Moreover, it is important that MS do not view trade in isolation, but rather, as an integral part of their development strategy.

Caribbean economies are structurally linked to the global economy from its historical roots in colonialism, and global restructuring has rendered much of the existing structures obsolete. It is now evermore crucial in the changing trade environment to proactively insert OECS economies into the global economy in a manner that would secure sustainable development.

In formulating trade policy and trade negotiating positions, governments must first set up an international trade negotiating unit consisting of a team of technical experts with sector specific knowledge. Because of the large number of sectors (14) and sub-sectors (bringing that number to no less than 19) being negotiated, there is the need for at least ten (10) persons in each country with very specific sectoral skills and in-depth understanding of the respective sectors and sub-sectors, directly responsible for formulation of trade policy and trade negotiation positions.

Policy formulation involves identifying the problem(s) in the domestic economy related to the themes under negotiations, identify issues which may be put on the negotiating table (and not be locked in by the issues placed by developed countries), explore options available to address the problems, and develop negotiating positions on those issues. In the process of identifying problems and developing negotiating positions, the sector specific technical officer must develop an understanding of the cause or nature of the problems in the sector, identify the objectives that any potential solution would need to achieve in addressing the problem, identify the various alternative solutions to address the problems and identify criteria for the assessment of the efficacy of each alternative solution.

The technical team must identify stakeholders in the economy and their respective interests, consult with interest groups, academics, and civil society and assess those interests and positions as to whether they serve the national good or narrow industry interests that do not provide spill over benefits to the wider society. It is crucial that the trade unit draws upon subject area specialists in the wider government institutions, in academia, in the private sector and civil society. Consultation is key to developing a view on national interest and derived national positions. Trade negotiating positions must be formulated on the basis of an understanding of the economic prospects of various sectors, including competitive industries, rising star industries, sunset industries and sensitive sectors. This would determine whether positions would aggressively seek market access, or concede phasing out particular industries while securing a buffer for restructuring, or defensively protecting sectors that are of socio-economic importance, or that are infant industries with potential for achieving competitiveness.

There should also be inter-departmental consultations amongst all relevant government Ministries to develop and assess the analytical basis for negotiating positions through collaboration to collect data and produce analysis. This, combined with findings from consultation with stakeholders should then be used to make decisions on final positions.

Finally, political consultation is critical to the success of advancing trade negotiation positions. Policy briefs should be provided for assessment by top decision makers so as to

secure political commitment and support to the trade negotiating effort. Having formulated negotiating positions, there should be regular, scheduled consultations with line Ministries, the private sector, and civil society, preferably through establishment of standing committees.

The institutional arrangements to meet this demanding schedule are critical to the successful formulation of innovation/industrial policy, trade policy and trade negotiating positions. Ideally, there should be an International Trade Unit (ITU) consisting of a minimum of ten officers (either in-house or fully assigned from another Ministry), each with responsibility in one of the following groups. Sectors have been grouped together because of linkages.

1. **Agriculture** (linked to SPS; Subsidies; Investment; Trade Facilitation; Customs valuation);
2. **Non-Agricultural Market Access** (NAMA - linked to trade facilitation; customs valuation; rules of origin; TBT; T&E; T&L; AD/CV; Subsidies; Investment);
3. **Services** (IP; T&E; T&L mode 4; Investment);
4. **Trade Facilitation; Customs Valuation; Rules of Origin** (NAMA; Agriculture)
5. **Government Procurement; Investment; Personal Data Protection** (IP; Agriculture; NAMA; Services)
6. **Competition Policy; Consumer Affairs; Anti-dumping and Countervailing Duties and Subsidies** (Agriculture and NAMA)
7. **Trade and Environment (T&E); Trade and Labour**; (NAMA; Agriculture; SPS);
8. **Dispute Settlement** (linked to all areas of negotiations); **Intellectual Property** (linked to Agriculture; NAMA; Services)
9. **Regional Trade Agreements; CSME** (linked to all areas of negotiations)
10. **Sanitary and Phyto-Sanitary Measures (SPS)** – (Agriculture); **Technical Barriers to Trade** (TBT) (NAMA)

The linkages among themes and with Ministries depicted above illustrate the critical importance of close coordination and cooperation between and among line Ministries and sector specialists within government. All Ministries depicted have valuable input into the process of developing policy and negotiating positions in the relevant sectors, given their portfolios. Ministry of Foreign Affairs has an extremely important role to play, given the responsibility for negotiations, including for Missions abroad. The chart also clearly illustrates the primary role of the Ministry of Industry, Commerce and Consumer Affairs, which is the main point of contact between government and the private sector. This Ministry will therefore have most knowledge on the condition of various industries and firms, the impact of trade measures such as TBT on exporters, the effects of regional trade agreements and the CSM on industries (both in terms of trade opportunities and negative impact as preferential treatment declines)¹, the implications of the social issues (T&E and T&L) on industries, and which are the potential sectors (goods and services)

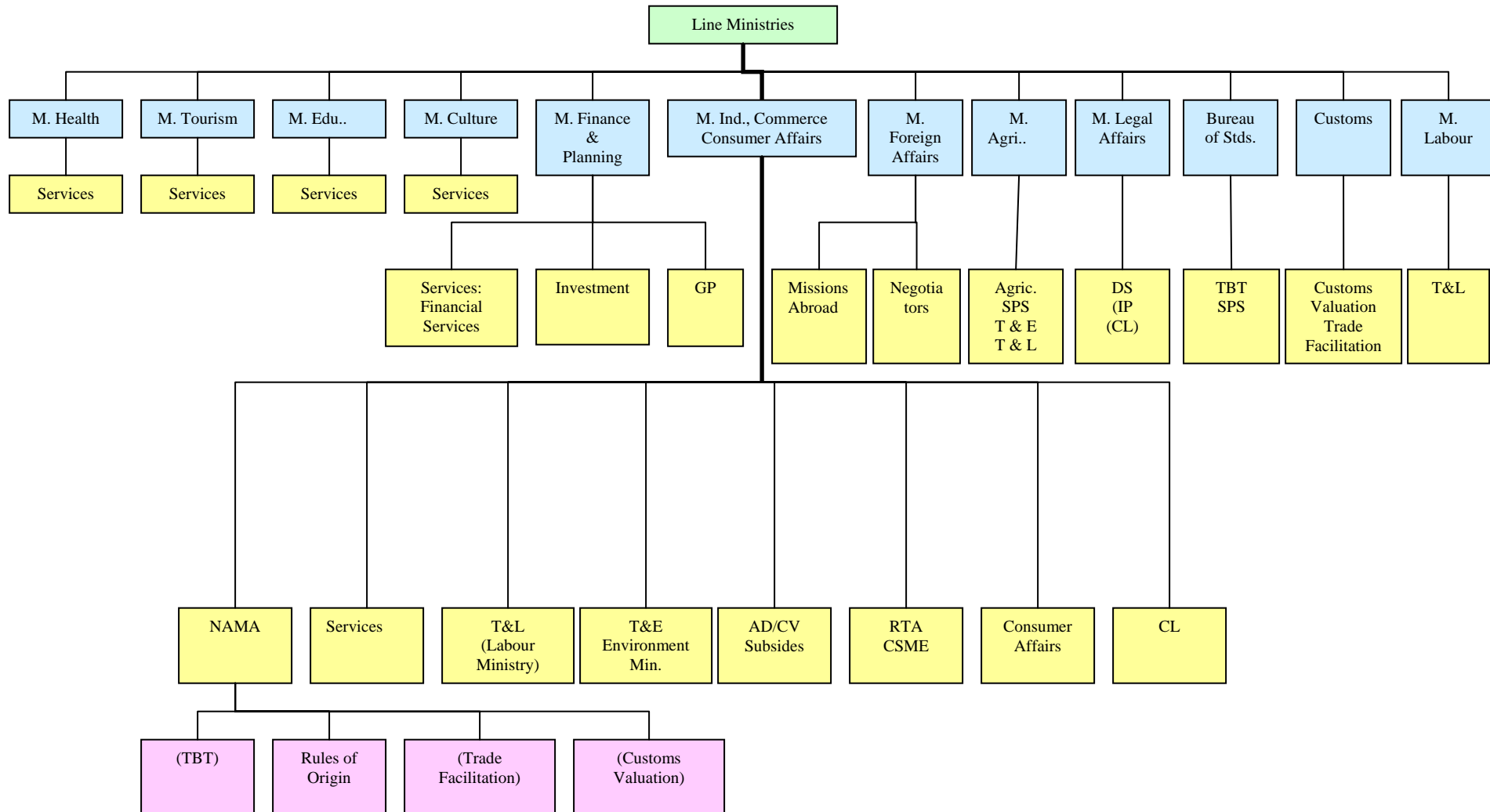
¹ In terms of preferential treatment for market access into OECS economies, there is pressure from the EC to treat the region as one market and they are reluctant to accept the variable geometry formula being put forward by CARIFORUM.

for growth and competitiveness. This would allow identification of offensive and defensive negotiating strategies. There must be very close cooperation between these two ministries, to bring the local condition and needs directly into the formulation of international trade policy and strategies, and by reverse, to bring the international economic and political-economy environment to analysis of development options. The importance of linking to other Ministries is also illustrated in Chart 1. Chart 2 shows that analysis within one sector may need input from several Ministries. For example, the formulation of policy in services would need input from the Ministries of Tourism, Finance, Education, Health, Industry and Commerce, among others.

Chart 2 shows by sector, the Ministries that must be drawn upon to fully access information and analysis to prepare policy papers and develop negotiating positions.

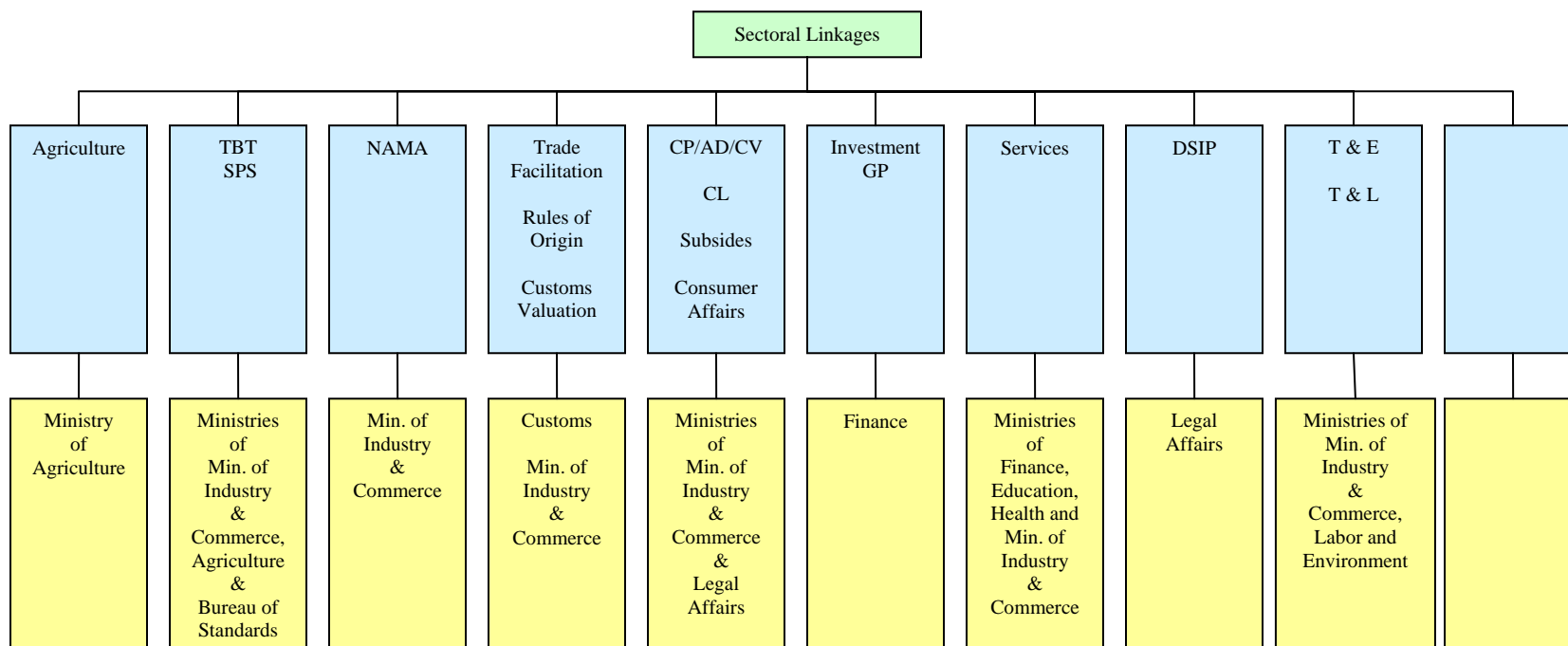
This task, of course, also requires close consultation and coordination with the private sector, so as to obtain first-hand information on their needs and interests in international markets, bearing in mind that trade policy should be formulated on the basis of an understanding of economic prospects in the various sectors, including competitive sectors, rising star industries, sunset industries, and sensitive sectors. Socio-economic consideration must be taken into account in developing industrial and derived trade policy, through consultation with civil society. Finally, political commitment and support for trade negotiations provide negotiators with the mandate to actively seek the country's interest in the negotiating fora. Lack of political support could frustrate trade policy technocrats and lead to inept performance of technical staff and negotiators. They must be assured that efforts based on careful analyses are not compromised in "green room" type advocacy.

Chart 1: Linkages Between Sectors Being Negotiated And Ministerial Inputs Required



This is not a representation of portfolio responsibilities

Chart 2: Line Ministries



Institutional arrangements should include, at a minimum, two levels of committees. There should ideally be a Trade Coordinating Committee consisting of the Director of Trade and the Sectoral Specialist (which could be inter-Ministerial). At the second level, there should be Sectoral Committees, consisting of inter-Ministerial representation, private sector, civil society and academia. There should be continuity of Committee members so as to build understanding and competence in the subject area. Given the small size of Ministries in these countries and limited staff, sectors could be grouped together into a single committee and four (4) such committees could be formed with the following groups:

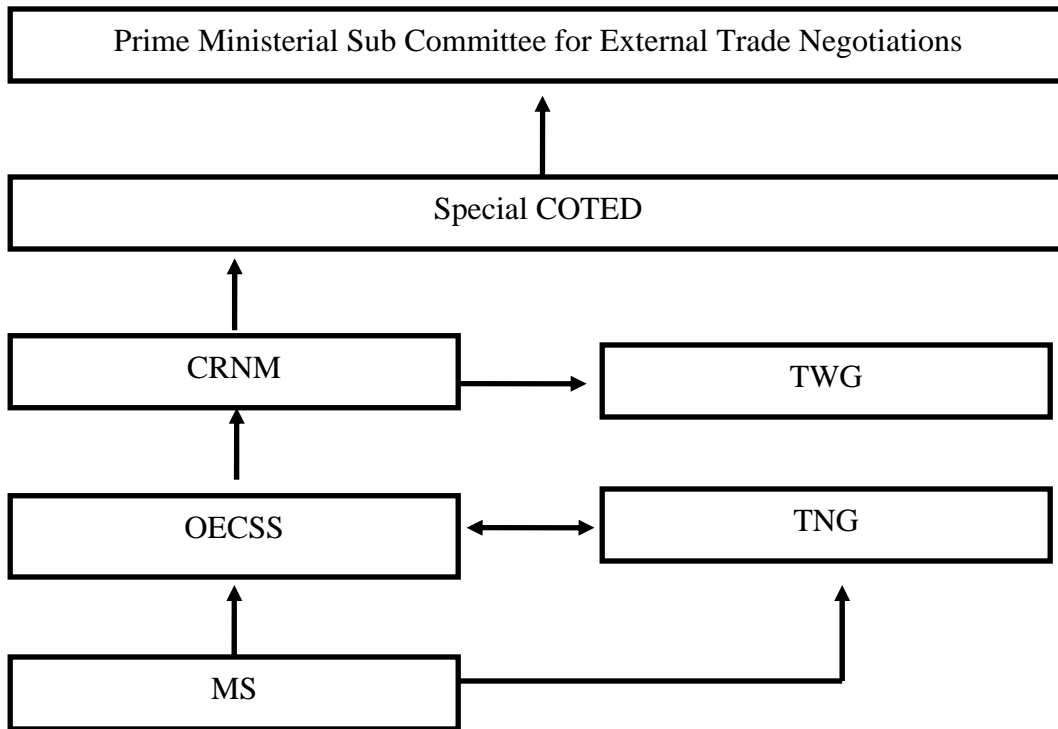
1. **Agriculture; SPS; Intellectual Property; RTAs and CSM.** (IP is included here because of the importance of access to seeds that are protected, and the possibility of innovation in this sector. The major area of interest for these countries in RTAs and CSM is also agriculture.);
2. **NAMA, Trade Facilitation, Rules of Origin, Customs Valuation; TBT, Trade and Environment and Trade and Labour** (these are all obviously linked);
3. **Competition Policy, Anti-Dumping, Countervailing Duties and Subsidies, Consumer Protection, Dispute Settlement** (Competition Law and Anti-dumping both deal with firm conduct, the latter limited to cross border effects, and all these issues are grounded in law);
4. **Investment, Services, Government Procurement.**

Meetings should be convened to dovetail with preparation for Special COTED meetings for finalizing trade negotiation positions. It is critical that thorough preparations are made for the country sectoral group meetings. The sectoral specialist (who could be either from the International Trade Unit or an appropriate government Ministry/Institution) should prepare a policy paper for each meeting, clearly outlining and explaining the issues and policy options; and should also be the person to chair the meeting. This paper should be disseminated to Committee Members in advance of meetings. Summary of decisions at Special COTED and briefings on trends in negotiations should also be sent to Committee members as follow up to the meetings. Finally, papers should be invited from the private sector, civil society and academia to be tabled at these meetings. This structure would allow for the minimum of consultation and information gathering required to feed into development of industrial policy, trade policy and trade negotiating positions at the national level. These positions should then be channeled through the OECSS and/or directly by Member States to the TNG and the CRNM towards formulation of regional positions.

The OECS Secretariat was designed to play a central role in contributing to and coordinating sub-regional development policies and is responsible for harmonization of the legal structure required to comply with obligations under trade agreements. It functions as the Secretariat of the Technical Negotiating Group (TNG), contributes to the development of trade policy and is responsible for overseeing the implementation of these policies in the sub-regional context. The Secretariat is supposed to be the conduit for input on sub-regional negotiating positions in the CRNM process.

The structure and process of formulating trade negotiating positions at the regional level is as follows: Member States feed their positions to the OECSS and the Sub-regional Technical Negotiating Group (TNG); decisions of the TNG is supposed to inform country positions in the CRNM Technical Working Group (TWG) meetings, consisting of all countries in the region. The decisions of the TWG meeting are then taken to Special COTED meetings for acceptance and political endorsement. There is a Prime Ministerial Sub Committee for External Trade Negotiations, but only difficult issues are taken to that level. (See Chart 3 below).

Chart 3: Institutional Structure For Negotiations



FINDINGS OF PREVIOUS STUDIES

There is no lack of studies, recommendations and suggested institutional structures to allow for effective formulation of trade policy and negotiating positions in Member States. These have been communicated to and shared with the OECS Trade Policy Unit (e.g., the Report on Organization and Functionality Assessment, 2000). Interviews conducted so far revealed that many of the same problems cited five years ago in the Functionality Report are still present. Part of the problem rests with the implementation of these good ideas. What seem to be lacking are optimum use of human resources available in the societies, good coordination, communication and cooperation amongst the various stakeholders, and a sense of urgency and commitment to the process.

It is worthwhile to recall some key findings in the “Report on Organization and Functionality Assessment” which included,

- Constraints on development due to limited resources
- Despite the presence of an institutional framework for developing trade policy and participating in negotiations, it is not functioning effectively
- A lack of clarity regarding the respective roles of the OECSS and the CRNM
- Lack of clarity regarding an OECS vision or position that differs from the CARICOM position
- The commitment of Members and their willingness to cooperate and share responsibility are uncertain
- National coordinating mechanisms for providing input to the OECSS are inadequate
- Although MS complain that trade decisions are frequently made without their input, they do not provide the needed policy input in an effective manner necessary for the smooth functioning of the to the “machinery”, to ensure that their interests are well served in negotiations
- Informal ad hoc procedures are used to channel information from MS to the CRNM. Some is provided through OECSS contacts while other information is provided directly to the CRNM
- Unwillingness on the part of MS to pay dues to OECSS
- Use of computer technology in MS is well established but not used to its full potential
- There is an urgent need for management of scarce human resources to deal effectively with the challenges
- Some MS appear to lack a sense of urgency regarding the need to respond to demands for information
- Senior and middle-level managers have strong technical skills but do not have the requisite management skills. There is a need for management training.
- The frequent movement of management and staff presents continuity problems and constrains the development of core competencies
- The understanding of key trade issues, implications, and positioning and the required institutional requirements must be enhanced at both the political and senior technical levels.

- The Ministries responsible for foreign affairs and trade need to be more closely integrated on trade related matters, especially since the distinctions between local, regional and international trade are becoming less and less meaningful in the shrinking “global village”. These functions, however, appear to be prone to overlapping responsibilities resulting in “turf battles” and related co-ordination and information blockage problems.

The present audit has revealed that all the above problems identified are, to varying extents, still present in most if not all the countries. Some level of institutional re-organization is taking place in some countries, but as yet, most are not functioning fully.

In the template provided in the Introduction of this Report of the optimum human resources and institutional arrangements needed to adequately respond to the demands of the negotiations, it was reasoned that, given the wide specialization needed in many subject areas, at a minimum, there should be ten persons in the public sector specialized in specific areas and directly responsible for leading the process of formulating trade policy and negotiating positions. The responses received from countries reveal that the existing human resources dedicated to trade negotiations in all OECS countries fall far short of the basic requirements (see Human Resource tables at end of report).

St. Lucia and St. Vincent and the Grenadines have the most dedicated trade staff, each having five persons in the unit, with several having MSc. Degrees in Trade Policy. Information on the allocation of these resources across subject areas was not provided. Yet, even this best case falls fifty per cent below the minimum recommended number. In Antigua and Barbuda, Dominica and Grenada, there are three technical persons responsible for handling trade matters in each International Trade Unit. In all these countries, there is at least one MSc. Graduate responsible for trade issues. St. Kitts and Nevis has only one person dedicated to trade. It was found that all the territories, there were persons who were trained in trade issues, but were either not being used by the government in trade policy formulation, or had left the government service. These include persons with MSc. Degrees in Trade Policy.

It is extremely important that the governments of these countries seriously address the problem of underutilization of trained human resources and enhance the capacity of the international trade units by incorporating such persons into the process of trade analysis and policy formulation. The governments should identify persons across the public sector that could assume responsibility for specific subject areas and provide training for those persons in the chosen areas so that there could be more technical input to the policy formulation process. It may be very possible to get funding for an intensive training programme on trade policy targeted to fill the urgent needs identified in these countries.

SUMMARY OF MAIN PROBLEMS AND RECOMMENDATIONS DERIVED FROM INTERVIEWS

INTRA-MINISTERIAL ISSUES

1. External Trade Divisions are not adequately staffed compared to the rest of Ministry or other Ministries. In most Ministries, only about three staff members are dedicated to working on trade issues.
2. It is difficult to **recruit new staff** because graduates are not conversant with the issues and cannot contribute right away. UWI has not been fulfilling the technical needs of the region. However, the current MSc in Trade Policy is one positive development.
3. Because of serious understaffing, technocrats are **overwhelmed by** the enormous workload and demands for responses. The lack of specialization makes it difficult to understand the issues easily and comprehensively. They therefore cannot respond on a timely basis.
 - a. For example, Grenada has only three persons in its Trade Unit, but has coped much better by delegating responsibility across Ministries: They prioritize, focusing only on issues of importance to the economy and delegate to the appropriate line Ministry. That Ministry attends meetings and develops positions: TRIPS to Legal Affairs, TBT to Bureau of Standards. TRIMS to Grenada Indus. Coop.; GP to Min. of Finance; SPS to Agriculture. The Trade Policy Advisor handles Agriculture and market access issues in consultation with Ministry of Agriculture. That division of labour among the various ministries is mirrored in part in some of the other islands, for example, as in Grenada, the Ministry of Agriculture in St. Kitts and Nevis also deals with SPS.
4. It is difficult to **specialize** in a small Ministry with limited staff. There is no time to read research papers; staff just responds to memos most of the time. Therefore, they cannot respond with expertise on heavily technical issues.
5. People are sometimes inappropriately assigned to areas where they have little interest or expertise.
6. **High Staff turnover** because technical persons are either:
 - a. sent to other Ministries, therefore losing skilled resources or
 - b. move into private sector or
 - c. leave the country
7. The **promotion structure** in the civil service is mechanical, not taking into account where skills are needed and the importance of retaining and nurturing institutional memory.
8. **Personality clashes** and **turf rivalry** lead to disharmony and lack of cooperation within and among Ministries.
9. There is too much **traveling** for meetings which could be conducted using IT. Officers do not get enough time at their desks.
10. In some states, technocrats felt that **Ministers** are not sufficiently supportive and this may be because they are not fully briefed in technical areas of trade

- negotiations. Moreover, an appreciation of the critical link between trade and development is often not fully developed:
- a. Ministers need to be sensitized on international trade issues and their importance to the domestic economy.
 - b. Some technocrats suggested that it would be better if Ministers did not micro-manage, but rather, allowed Trade Directors to allocate job assignments, manage the unit and propose policy. In two countries, Ministers provided this space to Trade Directors.
11. A core problem was the lack of a properly functioning structure and framework in which to develop trade policy. However, this has been recently remedied by the development of a trade policy framework for the sub-region.
12. Progress in setting up systems for trade policy formulation and organizing **institutional mechanisms** for consultation:
- a. Dominica has recently established a
 - i. Trade Policy Coordinating Committee which is an internal mechanism to coordinate the government's position;
 - ii. National Trade Policy Advisory Committee consisting of the private sector, civil society and a representative of the Ministry of Trade
 - iii. Cabinet Committee on Trade and Development to consider and approve policies.
 - b. SVG has put in place within the last year an International Trade Unit within the Ministry of Foreign Affairs, Commerce and International Trade. There are five staff members, two of whom has MSc. Degrees in trade policy. They are currently developing their research capability which was previously non-existent.
 - c. Grenada has a Trade Policy Unit in the Ministry of Foreign Affairs and International Trade, with a Trade Director. There is a National Trade Policy Committee in which other Ministries, the private sector, trade unions, and civil society are represented.
 - d. St. Lucia has an International Trade Policy Unit in the Ministry of External Affairs, a functioning Inter-Ministerial Committee and a newly activated External Trade Council. They have four staff members with MSc. Degrees.
 - e. The portfolio of International Trade in Antigua and Barbuda is in the Ministry of Foreign Affairs.

Member States' Recommendations on Enhancing Human Resources

a. Training

- i. In order to raise the level of awareness of international trade negotiations, there should be an annual retreat for Ministers at the national level to give an overview of trade negotiating issues of particular relevance to economic growth and development. This

should be a high level retreat, involving the Director of the CRNM, senior representatives from the CARICOM and OECS Secretariats and technical experts as needed. The retreat should be chaired by the Prime Minister to lend weight to its importance;

- ii. An annual retreat for Parliamentarians, with the view to encourage greater trickle down of information to the wider national constituency so that the national society could engage in more informed debate;
 - iii. A one-day meeting (possibly through video-conferencing) of Permanent Secretaries (PS) and Directors of Trade with the OECSS on their interface in trade matters;
 - iv. Workshops and seminars should be held at national level targeted at private sector, non-governmental organizations (NGOs) and civil society organizations (CSOs);
 - v. Continued training of technical staff to develop research and networking capability to deal with thematic areas;
 - vi. Trade newsletters (and other relevant material) should be shared with the private sector, CSOs and NGOs to bring them up to speed with developments;
 - vii. Use Web based learning tool where business sector can log on and learn about specific issues and subject areas. The UWI could be responsible for this endeavour with assistance from CARICOM Secretariat, OECS Secretariat and the CRNM, the WTO etc.
- b. **Attracting qualified staff:** Governments should move to a contract system for technical officers in Trade in order to keep them for longer periods. This would allow them to by-pass the civil service mechanical method of dealing with human resources allocation and also give them an incentive to stay, due to the prospect of better remuneration. Develop a system of upward mobility within the Unit. PS Trade/Director of Trade should hold a specialized position at senior level and therefore cannot be moved at the blind will of the system.
- c. OECSS could lend support to trade units in MS by having **roving technical persons** visit for a period of time to assist in capacity building. It is understood that the staff of the Secretariat's trade unit is overstretched. This problem could be rectified by offering contracts with good packages to qualified technicians to join the Trade Policy Unit. Existing staff could be given the option of becoming contracted staff.
2. **Prioritization of Issues:** The OECS countries should prioritize issues in international trade and focus only on what is important for their economies, defending revenue and being aggressive in growth areas. Suggestions for focus were
- a. Agriculture;
 - b. Services, particularly tourism and financial services;
 - c. Small economies and preferential issues (because of adjustment cost);
 - d. NAMA, because of revenue dependence;

- e. New areas of potential growth (sunrise industries) identified by the public and private sectors.
3. **Economizing on time and money:** Reduce traveling by officers by using information technology that is available in the region. This would reduce costs significantly, and allow technocrats more time in office. For example, the use of the following can significantly enhance communication among the various stakeholders:
- a. Email listings organized by thematic areas that can be used intra and inter Ministerially and inter-state to connect persons responsible for specific topics;
 - b. Video and Tele-conferencing (rather than travel to meetings) and web-chats (e.g, MSN Messenger).

INTER-MINISTERIAL ISSUES

1. In some of the member states, problems seem to exist between the Ministry of External Affairs and the Ministry of Commerce regarding control over international trade policy formulation and trade negotiations. This has led to serious gaps in the use of existing human resources and institutional knowledge and memory, all of which are critical to development of policy and negotiating positions. This has also tended to create a gap in institutional arrangements for communication between the public sector and the private sector.
 - a. Ministries of Commerce have direct contact with and report to the private sector and have institutional memory and human capacity that should contribute to the process of developing international trade negotiating positions. External Affairs Ministries have responsibility for negotiations and generally have small units devoted to international trade negotiations, that is being expanded gradually. These Ministries need to find a way to work together and maximize use of human resources. This would require sharing of information and close coordination and collaboration.
2. In most MS Inter Ministerial consultation, there is an absence of focus on specific issues because there are few specialists in these countries. Specialist training is needed, with specialists having limited portfolios so as to allow them time to research their area of competence. The OECSS itself has to be a source of specialist expertise as well.
3. There is need to strengthen and formalize structures for coordination and collaboration amongst stakeholders.
4. In most MS, there is a feeling that more support from Cabinet is needed for Trade Policy formulation. There is need for a clearer national commitment to trade negotiations and, politicians and Cabinets have to play a greater role to give impetus and direction to trade policy discussions.

Member States' Recommendations on Inter-Ministerial Cooperation

1. There is urgent need for recognition at the Ministerial level of problems that exist between Ministries of External Affairs and the Ministries of Commerce, Investment and Consumer Affairs in some countries and an acknowledgment that the existing structure is not working. Direct Inter-Ministerial intervention is needed for dealing with this problem.
2. **Inter-Ministerial Cooperation:**
 - a. An Inter-Ministerial Committee should be set up chaired by the Minister responsible for trade to deal with trade negotiations within the CSME, Bi-laterally, EPA and WTO. It should be a policy-oriented committee.
 - i. It should receive reports of people returning from trips.
There should be a central repository of documentation versus any one person (s) or Ministry laying claim to that information. That information then becomes more easily accessible to technicians (across the various Ministries) and to other interested persons when needed.
 - ii. It should ensure that recommendations are followed through and implemented.
 - c. Opposition parties should be briefed periodically so they could be brought into the process.
 - d. The public should be made aware of negotiating issues arising out of these meetings.

INTER-STATE RELATIONS

The OECS Secretariat

MS Views

1. While acknowledging that there are technically sound staff members in the OECSS, it was generally felt that the Trade Policy Unit is severely short staffed and overwhelmed by the workload. Technocrats in some MS suggested that an audit of that division should be done so as to improve its efficiency and image in the sub-region. Issues raised include:
 - a. There is a view from some that the OECSS needs to apply pressure on MS and coordinate implementation of the OECS Development Strategy. There is no perceived impetus coming from OECSS in that context. Other states were of the view that this is the responsibility of the MS at the national level and disagreed that the OECSS should play that role;
 - b. The Economic Affairs Committee has not been meeting sufficiently and this is a serious problem in terms of the signals being sent to MS. There is a need to review how it works and a way to encourage Ministers to attend;
 - c. There is need for better structured agendas for meetings;

- d. MS would like to see the OECSS produce more analytical work, rather than placing undue reliance on MS to do so. Both the OECSS and MS have severe staffing constraints.

OECSS View

The Secretariat gets little response from Member States, or responses come from the same small group of technocrats who are interested. This is very discouraging. In response, MS complained that they are given too little time to respond to policy requests. Eventually, when time lags, officers feel that the process will go on with or without their input. The pressure is so great that officers can become disinterested and stop responding because they feel that the system does not seem to recognize the limited capacity in MS.

The CRNM

2. Concerns were expressed by MS that
 - a. The CRNM does not give sufficient weight to the interests of the OECS countries. It is not clear how the CRNM absorbs the OECS' position into the general CARICOM position;
 - b. The CRNM staff treats the OECS with scant respect. There is the feeling that the technical staff is not listening to the OECS concerns, and is not willing to work on issues with the MS.
 - c. The CRNM technocrats have full calendars and cannot service the sub-region adequately
 - d. CRNM resources are stretched to the limit

Yet, the Director General of the CRNM, when interviewed, expressed a great willingness to help the MS, recognized the severe lack of capacity and limited specialization within the MS and feels that the best solution is that the MS allow the technical staff of the CRNM to work with them in producing the analyses. Also, the CRNM has dedicated a member of their staff to the OECS Secretariat but he is overloaded with responsibilities and is unable to visit member states to assist in policy formulation. The CRNM will be placing a second person in the OECS Secretariat to help the MS.

The TNG

3. There is general consensus that the Trade Negotiating Group (TNG) is functioning with some reasonable success. The quality of discussion is high and solutions proffered are good. MS are of the view that the TNG should remain as a permanent structure.

However, problems include:

- a. An effort to allocate subject areas to MS was unsuccessful because the assignees did not follow up with their responsibilities. This could be because of existing workload.
- b. MS were supposed to contribute to a Negotiating Fund, but this did not materialize.

- c. There is a view that recommendations of the TNG are not being carried forward effectively to the Special COTED meetings. Therefore, the effort becomes wasted if there is no follow through.

THE MINISTERIAL LEVEL

1. Ministers need to attach more importance to trade related responsibilities. A meeting mandated by Heads of Government of Trade Ministers to look at enhancing participation of MS in developing trade negotiating positions had to be cancelled because there was not a quorum (June 2003). The OECSS tried to hold the meeting in August 2003, but many MS were represented by Ministers from other than Trade Ministries.
2. There was a view that politicians make commitments at the regional level and do not implement at the national level.

Member States' Recommendations To Deal With Inter-State Cooperation

Inter-state Cooperation: The TNG would function better if:

- a. Persons assigned with responsibility for a subject area to be provided with the time to focus on that responsibility;
 - b. Structures are put in place to ensure information flow to other member states and mechanisms for consultation so that there is confidence that the assigned person is representing the interest of other MS;
 - c. OECSS should provide support to the persons assigned with specific areas;
 - d. TNG recommendations are carried through to TWG meetings and the Special COTED and implemented;
 - e. Since the TWG is fully supported by the OECS Trade Policy Project which is due to expire, it is important that funding is sourced to continue the work of the group. The quality of the debate is high and the group is functioning well in the region's interest;
 - f. Ambassadors of Trade and Director of Trade in Ministries should be able to attend the TNG meetings.
3. The **OECS Development Policy** resides more in social policy and there is a need to revisit the document to link it more directly with trade. There is a need to recognize trade as the underpinning vehicle to development.

CONSULTATION WITH THE PRIVATE SECTOR

1. National Trade Negotiating Committees are supposed to be formed in every country. Yet, several countries do not have a functional institution in this regard.
2. Very few private sector associations are keeping abreast of trade issues and have research capabilities in this area, and therefore cannot contribute substantively to trade policy formulation.

3. Business associations are dominated by large firms because they have interest in trade issues, while smaller firms are focused on the domestic market. This leads to a marginalization of small firms' interests. In the services sector, small firms could play a vital role in carving out new product markets in the non-traditional sector.
4. The implementation of the idea of developing an annual Regional Business Forum and a Regional Private Sector Organization was problematic initially. However, the forum has now been recently established and the Regional Private Sector Organization now has to be pursued.
5. In one MS, the private sector expressed concern that their national negotiators are de-linked from the realities on the ground, future trends in the economy and the needs of the private sector in relation to trade negotiations. It was felt that
 - a. While the negotiators are very conversant with the rules of trade in the CSME and WTO, some do not know what the private sector wants, what they would like protected, what they see as the emerging markets, and what relationships they have abroad that need to be protected;
 - b. Some negotiators have their sights focused on historical trends and sunset industries rather than on rising star industries, and rely too much on quantitative analysis and econometric modeling, which have the effect of intimidating and further marginalizing the private sector.
6. However, in some cases the private sector recognized that it should be more assertive in expressing its views and influencing the process of policy formulation.

CONSULTANTS' COMMENTS AND RECOMMENDATIONS

The problems that have been identified in this study are fundamentally systemic and structural. The shortfalls of the current arrangements (more so in some countries than others) can be clearly seen against the grid of the optimal arrangements provided in the introduction to this report. The fundamental problems could be encapsulated into three areas: insufficient technically trained trade officials, leading to weak research capacity; weak institutional arrangements; and limited communication amongst Ministry officials and with stakeholders whose input is key to policy formulation. It is therefore necessary to embark upon targeted training of more trade officials, develop stronger institutional linkages and committees with safeguards to ensure that the desired end is achieved, and embark on team-building training workshops.

While there are many committees in most states, there is a need to streamline them into more focused activities, with continuity of participation by the same officials to ensure cumulative knowledge building and thereby elicit more technical inputs to discussions. The sectoral approach and groupings suggested in the introduction may be used to reorganize existing arrangements. In the final analysis, institutions and committees would only function as intended and be useful, to the extent that individuals are willing to work as a team. For this reason, and in the context of the many shortcomings identified in

communication and sharing of information, knowledge and experiences, the team building exercise proposed earlier is fundamental to achieving any change for the better.

The Consultants tried to deal with the subject in a practical way, and while it is not part of their remit to deal with the financial implications of implementing the recommendations, it is important to emphasize that most of what is suggested can be dealt with within existing budgets or possibly with small incremental funding. Some suggestions may require additional funding. The recommendations are more a requirement to restructure existing resources and institutional arrangements in a more focused way so that they serve the needs of preparations for trade negotiations. The suggested arrangements in the template provided at the beginning of the report is achievable if there is the political will to do so, and there is willingness on the part of technocrats to work together, share information and assume specialized responsibilities.

RESPONSE TO SPECIFIC ISSUES RAISED IN THE INTERVIEWS

1. The proposal offered by interviewees to bring technical people on contract and offering existing staff to resign and come back on contract is not a viable one since civil servants would lose the benefits that come with service, including pension. It may be more viable to offer a special allowance to middle and top-level technical officers in Trade Units that is tied to their knowledge and competence in the area. Junior officers should not be offered the special allowance, and this could serve as an incentive for them to work their way up to higher ranks. At the same time, senior officers may have an incentive to stay. While this may cause some jealousy in other Ministries, the country has to decide what is important for the economy and act upon it.
2. The idea of giving line Ministries control over trade negotiating issues in their areas could be problematic if the recommendation above is adopted, as then these officers would want an allowance. This could be tricky. An alternative could be that the link with other Ministries could be with a liaison officer who provides information, analysis and support. An incentive for this officer to cooperate with trade is to provide them with specialized training and invite them to travel to meetings when their issues are being discussed. While it is accepted that funding for travel is problematic, again, the government needs to prioritize. Savings from travel that occurs now could be directed to travel for attending negotiation meetings if teleconferencing and other forms of IT communications are seriously adopted in the region. The full potential of ICTs is not being exploited and MS should endeavour to train their staff in the maximization of ICT resources – including maximizing the use of emails for communication and internet searches for research purposes.
3. The proposed retreat for Cabinet should also include the Permanent Secretaries and should be opened by the Prime Minister who should also attend the retreat. Issues should be presented showing linkages back to areas of the economy, and the importance of trade arrangements to sustaining those sectors.

4. Given the division of labour that exists in many of the MS between Ministries of Commerce and Ministries of External Affairs, there is a dire need to implement mechanisms that will facilitate interaction, cooperation, and knowledge sharing amongst the technocrats, with regular, smooth and timely information flows.
5. In regard to the problems of communication and coordination between Ministries of Trade and Commerce and Ministries of External Affairs, this issue should be resolved at the Ministerial level with urgency, given the importance of the linkages between these Ministries for trade negotiations, as illustrated by Chart 1 in this report.
6. There needs to be a more efficient mechanism for gathering and sharing information. This may be achieved through the proposed research to be done by Sectoral Specialists who would be responsible for writing policy papers and disseminating information before Committee meetings. Research findings could also be shared with members of the Committee on an ongoing basis.
7. There is no shortage of committees in MS. However, in many cases, meetings are held sporadically with poor attendance and limited participation. This may in part be attributed to the fact that there is considerable overlap in the membership of the committees and committee portfolios. Hence there is need for streamlining of the committees so that public officials would not be over-burdened by attending too many meetings.
8. In the main, the comments on the training courses are favourable but what is lacking at the moment are courses of a shorter duration which target specific areas of trade, for example, a two-week course on trade facilitation or competition policy. This could be addressed through collaboration with the University of the West Indies.
9. As clearly outlined in the introduction, MS should have no fewer than ten (10) persons with technical expertise working on trade negotiations and related issues in the public sector. A tremendous depth of knowledge is required to respond to the range of issues and develop trade policy and trade negotiating positions.
10. The current structure in some of the MS has serious implications for institutional memory and continuity. Where there exist one primary trade advisor or director, it is advisable that understudies work closely with these persons and be allowed to participate more fully in negotiation exercises, so as to ensure continuity of purpose, and to guard against a situation where the institutional memory resides solely with one individual who then leaves the system.
11. The positive roles of the OECS Secretariat and the CRNM in enhancing the capacity of the OECS to respond to external trade negotiations is acknowledged, but concerns were expressed by all MS about the insufficiency of technical support from the OECSS and the perception of being marginalized by the CRNM. In respect of the former, MS recognized that the Trade Unit of the OECSS is overstretched and pointed to the urgent need to increase technical capacity in the OECSS so that MS could be more adequately served. Regarding the CRNM, it may be possible for the OECS to maximize the opportunity to have its positions adopted as the regional positions by fully utilizing the process by which regional negotiating positions are formulated (as outlined earlier in this Report). In that regard, MS should formalize in a position document the consensus positions

arrived at in each TNG meeting, which should be submitted by the OECSS to the CRNM in advance of TWG meetings. While this facility exists, no CARICOM MS has fully utilized. By submitting positions in advance of TWG meetings, the CRNM is obliged to incorporate these position into the background papers prepared for the meeting, at which the regional position is formulated. In this way, the OECS position is fully articulated in advance of TWG meetings, and becomes part of the documents informing the TWG meetings thus reducing perceptions of marginalization.

12. In respect to the problem cited of decisions of the TNG not being presented in the Special COTED, it may be that MS revert to sovereignty positions at meetings of the TWG; otherwise the coordinated positions adopted in the TNG should be put to the TWG. It may help if the OECSS exercise its responsibility to remind countries of these coordinated decisions, and to initiate caucusing of the OECS at the TWG meetings to re-iterate common positions and strategise a coordinated approach to presenting these positions at the table. Essentially, the TWG meetings are negotiating meetings where divergent interests within the region must be reconciled and a common position adopted or the majority position override others. It would also be useful if MS communicate with the CRNM through the OECSS, rather than go directly, as this would ensure both coordinated positions, and also strengthen the OECSS in its relation to the CRNM. Further, the OECS should fully utilize the avenue of submitting policy and position papers to the CRNM in advance of TWG meetings, as suggested above, so as to have its positions incorporated into the background paper for the meeting.

CONCLUDING REMARKS

Given the plethora of negotiations currently taking place, it is evermore urgent that MS give serious consideration to the issues and recommendations identified herein. The current negotiations are very complex, and demand rigorous preparation so that MS can make an adequate representation of their interests. MS can ill afford to continue the under-utilization of resources and lack of technical response to the demands of negotiations. While indeed a strong case has been presented for securing more Human Resource personnel with trade specific skills, for that talent to be fully harnessed there is need for urgent implementation of the recommendations made here.

If the enabling structures are instituted, much more can be realized given the HR currently involved in trade negotiations and related activities. In particular, the need for institutional strengthening, by implementing mechanisms to facilitate the efficient, open and seamless interaction among the stakeholders involved in trade and related activities. Additionally MS need to make greater use of IT so as to reduce the need for travel, and to enhance communication structures - reducing time lags for information flow and exchange among stakeholders (within the public service, among member states, intra-regionally and extra-regionally).

MS can ill afford to lose trained personnel to the Private Sector or to other Ministries where they are not utilizing the trade specific skills they would have acquired. Therefore,

in a situation of already limited HR in trade, more has to be done to ensure that the government not only retains those personnel (and not lose them to the private sector or migration) but that they are absorbed into positions that allow them to utilize their trade related skills. Having said that, however, if it is that in their respective capacities within the private sector they are given the opportunity to continue to employ their trade skills, this could be a welcome development for building capacity in the private sector. Perhaps, instead of governments having to bear the brunt of research (activities related to trade and trade negotiations), the private sector too could assume some of that R&D role as it pertains to their sector in particular and reduce their dependency on the government.

Perhaps the relative lack of participation and limited input at negotiations is in part attributable to the fact that trade personnel are overwhelmed and do not have the sector specific skills to treat with the depth and breadth of issues on the table. Most importantly, there should be a sense of commitment to defending the interest of the country, and not individual interest, and this becomes very difficult when the workload is so burdensome.

Much concern has been expressed by MS on the role of the OECSS and the CRNM. However, these two institutions are vital to these countries capacity to interface with the international community. Therefore, the concerns articulated should be addressed frontally so as to maximize the potential for technical assistance in developing policies and positions.

The audit shows an imbalance of gender in staffing that is also reflected in access to training. There may be a need to offer more training opportunities to females. In addition, trade policy decisions in MS should incorporate a gender analysis, linking into the institutional strengthening project of the OECSS funded by CIDA, in which gender equity concerns form part of its mandate. The following tables are a compilation of information on persons with trade specific skills currently employed with the governments, both those working on trade related issues and those who are not specifically engaged in that area.

HUMAN RESOURCES IN TRADE PER COUNTRY²

Table 1: ANTIGUA AND BARBUDA
Ministry of Foreign Affairs and International Trade,
Staff dedicated to Trade Policy and Negotiations

Staff Name	Colin Murdoch
Gender	Male
Date of placement	April 2003
Qualifications	- MA in International Law and Diplomacy
Specialization	Services: - Financial services - Internet gaming - CSME issues
Additional Training	- All WTO Agreements - CRNM Negotiation Skills
Current portfolio	All aspects of International Trade, especially services
Research output	None

² The researchers recognize that all persons trained in trade, are not necessarily captured here. These tables in large measure represent those persons with trade specific skills currently employed with the government, and more importantly working on trade related issues (as there are those with trade related skills within the government service who are not necessarily using their trade-specific skills).

Table 1 (Cont'd): ANTIGUA AND BARBUDA
Ministry of Foreign Affairs and International Trade, Staff dedicated to Trade Policy and Negotiations

Staff name	Natasha George	Dia Christian *
Gender	Female	Male
Date of placement	June 2003	January 2004
Qualifications	BSc. Political Science and International Law	BSc in Economics
Specialization	Services, Trade Facilitation and Intellectual Property	EPAs Agriculture RTAs
Additional Training	Training in all WTO Agreements, CRNM Negotiation Skills training, Training in specific areas of SPS, TBT, Services and Investment, Training in FTAA, and was trained on the importance of representing various elements of trade in national statistics ³	Interned at CARICOM Secretariat for 3months in 2003; received training in all WTO Agreements, Investment, Services and trade in statistics
Current portfolio	Very wide international trade portfolio but still mostly responsible for services	Very wide international trade issues but mostly responsible for EPAs, RTAs, and Agriculture
Research output	None	None

* Currently on study leave at the University of the West Indies, Cave Hill Campus doing an Msc in International Trade Policy which is organized by the OAS Growth for Trade and Competitiveness

³ Concerns have been raised for example about the lack of detailed data on trade in services in particular (disaggregated data).

Table 2: ANTIGUA AND BARBUDA
Human Resources in government service trained in Trade but unutilized

Name	Sean Cenac
Gender	Male
Qualifications	B.A. Sociology, MSc Planning & Development (International)
Additional Training	World Trade Organization -Regional Trade Policy Course (ongoing); Negotiation Skills: Caribbean Regional Negotiating Machinery
Specialization	Development Planning
Current placement	Senior Development Planner - Economic Policy and Planning Unit (EPPPU), Ministry of Finance and the Economy
Current portfolio	National planning; Project management and monitoring; Regional and international initiatives; Research and reporting
Potential contribution to trade	Services (telecommunications, information communication technologies); services schedules; trade and development issues
Research output	None

Table 2 (Cont'd): ANTIGUA AND BARBUDA
Human Resources in government service trained in Trade but unutilized

Name	Valique Gomes
Gender	Female
Qualifications	BSc in International Relations
Additional Training	EPA Trade Negotiation Skills training, Training on Investment in China, training on the Chemical Weapons Convention for establishing the National Authority for Antigua and Barbuda
Specialization	Protocol and Research
Current placement	Ministry of Foreign Affairs and International Trade (Protocol Section)
Current portfolio	Protocol in all areas
Potential contribution to trade	Negotiation Skills
Research output	None

Table 3: ST. KITTS AND NEVIS
Human Resources in Trade Ministry

Description	Samuel Berridge
Gender	Male
Qualifications	B.A. French and International Relations (IR)
Additional Training	<ul style="list-style-type: none"> • World Trade Organization - Regional Trade Policy Course (Jan-April 2004); • Effective Negotiating Skills Workshop Commonwealth Secretariat, (Dec 2001) • Trade Negotiating Skills Workshop: Caribbean Regional Negotiating Machinery (March 2001) • Advanced Training Course for Government Officials “Multilateral and Regional Trade Issues for the Americas” WTO, OAS, Georgetown University (June 2001) • International Economic and Diplomacy Course, Chile, (Sept-Oct 2002) • Regional Workshop on Government Procurement (Oct 2004) • EPA Market Access Negotiating Skills Workshop (Sept 2005) • NAMA Negotiating Skills Workshop (June 2005) • Trade Facilitation Workshop (Oct 2004)
Specialization	Trade Facilitation
Current placement	Assistant Secretary
Current portfolio	<ul style="list-style-type: none"> • Provide technical support to Permanent Secretary and Minister of Trade; • Research, preparation of briefing papers; • Participate in technical meetings at sub-regional level; • Implementation of trade-related projects • CSME National Focal Point
Potential contribution to trade	Services (formulation of revised offers); trade and development issues, trade facilitation,
Research output	None

Table 4: ST. KITTS AND NEVIS

Human Resources in government service trained in Trade but unutilized

Name	Nicola St. Catherine
Gender	Female
Qualifications	B.A. Spanish and French
Additional Training	WTO Trade Policy Course (Jan-Apr 2001)
Specialization	Protocol matters
Current placement	Assistant Secretary (Protocol)
Current portfolio	Coordination of Protocol; translation matters, research, preparation of briefing papers
Potential contribution to trade	Assist in preparing technical analyses
Research output	None

Table 5: GRENADA
International Trade Unit

Name	Alain Bain	Oliver ⁴ Joseph	Junior Toussaint	MOHAN, Charmaine
Gender	Male	Male	Male	Female
Date of placement	2004	1999	2001	2005
Qualification	BSc	MSc	MSc	Non-graduate
Specialization	CARICOM, EPAs, Bilaterals	International Trade	Trade policy
Additional training		Attendance at Workshops	Attendance at Workshop	
Current portfolio		Policy Formulation, Negotiations		
Research output				

In Grenada, there is one person with a MSc in Trade Policy, who is located in the Ministry of Finance. She could be utilized in negotiations of Financial Services, Government Procurement and Investment.

Table 6: ST. VINCENT AND THE GRENADINES
International Trade Unit

Name	Ferguson, Faye	Harry (Director)	John-Patrick, Okolo	Delpesche, Daniel	Jack, Sylvonne
Gender	Female	Male	Female	Male	Female
Qualifications	BSc	MSc	BSc	MSc	BSc
Specialization	Attendance at workshops	International Trade	-----	International Trade	-----
Additional Training	Attendance at workshops	Attendance at workshops	Attendance at workshops	Attendance at workshops	Attendance at workshops
Current portfolio	Trade Facilitation	Director	Services	Coordination of Commerce and Consumer affairs	CSME, Gov't Procurement
Research Output	-----	-----	-----	-----	-----

⁴ Mr. Oliver is the Director

Table 7: DOMINICA
International Trade Unit

Name	Caitolin, Flyod	James, Richards	Magloire, Brenda
Gender	Male	Male	Female
Date of Placement	2004	1995	2004
Qualifications	BSc Economics	MSc International Political Economy	BSc. Economics
Specialization	-----	Economic Development	-----
Additional Training	WTO	WTO	-----
Current portfolio	CARICOM matters	Director	Research Assistant
Research Output	-----	-----	-----

No information was available on human resources outside of the Trade Unit, but trained in Trade.

Table 8: SAINT LUCIA
Ministry of Commerce, Investment and Consumer Affairs
Staff Dedicated to Trade Policy and Negotiations

Description	Mac Donald Dixon	Lisa Louis Philip
Gender	Male	Female
Date of placement		April 2002
Qualifications		MA International Affairs and Development
Specialization	International Trade Policy	International Trade Policy
Additional Training	Training in Intellectual Property, Trade Remedies	Training in WTO Agreement, Trade Remedies, Services Negotiations
Current portfolio/s	Trade Policy	Responsible Trade Policy and Trade Facilitation
Research output	Special and Differential Treatment for Small Island States	None

Table 9: St. Lucia - Human Resources in government service trained in Trade but unutilized

Name	Emmanuel Gerald	Delores Gregg	Leo Titus Preville
Qualifications		MSC International Trade Policy	
Additional Training			
Specialization			
Current placement	Ministry of Commerce	Ministry of Commerce	Ministry of Commerce
Current portfolio	Processing of Trade License Applications, Construction, Chemical and Printing Sectors	Fashion, ICT and Services sectors	Deputy Permanent Secretary (Ag)
Potential contribution to trade			

Table 10: St. Lucia External Affairs Human Resources in Trade

Name	Stephen Fevrier	Clenie Greer-Lacascade	Juliet Sutherland
Gender	Male	Female	Female
Date of placement	01 December 2002	20 March 2003	February 2004
Qualifications		Diplomatic Studies (Post grad.) Oxford, UK October 1999 to July 2000	
Additional Training	Workshops and Seminars in the following: Trade Facilitation; Regional Trade Agreements; Notification; Agriculture; Special and Differential Treatment; Investment and Services	WTO Regional Trade Policy Course 24/01/05 to 15/04/05 Kingston, Jamaica; WTO Intensive Course on Trade Negotiations Skills, April 3-7, 2006, Saint Lucia; WTO-IDB/INTAL Regional Workshop on Dispute Settlement Procedures and Practices, Barbados, April 22-25, 2003; WTO-IDB/INTAL Regional Workshop on the Relationship between Trade and Investment, Jamaica, April 28-29, 2003; ACS/ECLAC Seminar, The Greater Caribbean in International Trade Negotiations, Port of Spain, July 14-15, 2003; Seminar on Trade and Mutual Investment between the Caribbean and China, Beijing, June 15 to July 5, 2004; The UWI Institute of International Relations Workshop for the Ministry of	WTO Regional Seminars on NAMA, Dispute Settlement, Services, Negotiation and Toolkit for Negotiators. OAS Seminar on Services Statistics European Institute for Public Administration course for trade administrators and negotiators

		<p>External Affairs, International Trade and Civil Aviation, Saint Lucia, August 9-13, 2004;</p> <p>WTO Regional Seminar on the WTO and Regional Trade Agreements, Guyana, 28-30 September 2004;</p>	
Specialization	<p>Trade specialist – Tasked with the review, implementation and management of Saint Lucia’s Trade Policy. Responsibilities include: Investment, Competition, Services (shadow) Bi-laterals and CARICOM and CARIFORUM – EC (shadow)</p>	<p>Linguistics/ Language UWI, St. Augustine, Trinidad, 1989</p>	<p>International and Financial Economics</p>
Current placement	<p>Investment, Competition, Services (shadow) Bi-laterals and CARICOM and CARIFORUM – EC (shadow)</p>	<p>Responsible for Trade issues in CARICOM/OECS and Trade facilitation Government Procurement; Trade and Environment; Fisheries</p>	<p>Agriculture</p>
Research Output	<p>Strategies for Strengthening CARIFORUM Political leverage within EPA negotiations</p> <p>Trade Facilitation – Implications for Saint Lucia</p>	<p>None</p>	<p>Analysis of NAMA tariff reduction formulas and parameters for choosing coefficients for negotiation.</p> <p>Analysis of the current state of negotiations for the proposed FTAA and political and economic reasons for impasse.</p>

Table 11: St. Lucia External Affairs Human Resources in Trade Cont'd

Name	Maura Felix
Gender	Female
Date of Placement	
Qualifications	Masters level
Specialization	International Political Economy (focus on International Trade Issues)
Additional Training	<p>OECS-TPP sponsored training activities on Trade in Services; Intellectual Property Rights, Trade and Environment.</p> <p>Georgetown University Advanced Course on International Trade Issues for Public Sector Officials</p> <p>WTO Trade Policy Course (Geneva)</p> <p>WTO Regional Intensive Course on Trade Negotiations Skills</p> <p>WTO Seminar on Regional Trade Agreements</p> <p>WTO Seminar on NAMA</p> <p>WTO/IDB Seminar “Toolkit for Negotiators”</p> <p>Commonwealth Workshop on Trade and Gender</p> <p>CRNM Seminar on Trade and Labour</p>
Current placement	All matters pertaining to international trade
Research Output	None

Table 12: St. Lucia - Human Resources In Government Service Trained In Trade But Unutilized

Description	Emmanuel Gerald	Delores Gregg	Leo Titus Preville
Qualifications		MSC International Trade Policy	
Additional Training			
Specialization			
Current placement	Ministry of Commerce	Ministry of Commerce	Ministry of Commerce
Current portfolio	Processing of Trade License Applications, Construction, Chemical and Printing Sectors	Fashion, ICT and Services sectors	Deputy Permanent Secretary (Ag)
Potential contribution to trade			

Appendix 1: AUDIT OF OECS TECHNICAL RESOURCES QUESTIONNAIRE

Consultant: Dr. Taimoon Stewart, UWI, St. Augustine

The purpose of this exercise is to determine, at the request of OECS Trade Ministers, the trade related negotiating resources available at OECS Member State level, together with an analysis of their functional interrelationships and interaction with the National Private Sector.

As such, the consultant will be requesting information about

- Human resource capacity
- Institutional structures to facilitate formulation of trade policy and negotiating positions
- Mechanisms for information gathering and analysis within the government and with the private sector
- Utilization of information technology to enhance frequency and quality of intra and inter-Ministerial communication

The consultant is particularly interested in understanding the constraints and problems encountered in formulating trade policy and negotiation positions and the transmitting of these to the OECS Secretariat *on a timely basis*.

The following information is needed from Ministries responsible for trade policy formulation and development of negotiating positions.

Human Resource Capacity

1. Names and positions of persons in the Ministry who are assigned exclusively to
 - a. Development of trade policy and preparations for external trade negotiations?
 - b. What is the level of skill of each of these staff members:
 - i. Educational level?
 - ii. Subject specialization, including knowledge of the relevant sector in the economy?
 - iii. Whether the person engages in trade-related research
 - c. Percentage of total staff of Ministry involved in trade negotiations and related issues?
2. Names of persons in your Ministry with skills in trade policy formulation who are *not being utilized* for that purpose? Please specify subject areas of knowledge.
3. Names of technical officers/persons with competence in trade policy whose skills are not utilized for formulation of trade policy and negotiation positions
 - a. in other Ministries?
 - b. in the private sector?

- i. Please provide information on their specific subject area and level of training where possible
4. What is the optimum number of persons required in your Ministry to fully meet the requirements of responding to the needs of ongoing trade negotiations, including responding to requests for information and analysis from the OECS Secretariat on a timely basis?
 - a. In each subject area
 - b. Identify any specific function/role that could be performed which is now not fulfilled
5. What are the gaps in skills at your Ministry at present, and what suggestions do you have to fill those gaps?
6. Is there a high level of staff turn-over at your Ministry's trade division? If so, can you indicate
 - a. the numbers of staff who have left over the last five years
 - b. some of the main reasons why staff leave?
 - c. how did the Ministry deal with the vacuum created by the departure of the member of staff?
 - d. were you able to replace them with persons of equivalent skills?
7. Do you have suggestions on how to reduce the level of staff turn-over?
8. Please indicate who is the national representative on the Trade Negotiation Group (TNG), the position that that person holds, in which Ministry, and the person's qualifications and experience in trade policy formulation and trade negotiations?
9. Do you have a high incidence of travel amongst staff members? Please give an indication of the regular meetings attended by staff outside of the country? How often do staff members travel on average?

Training

10. What training courses related to trade policy or external trade negotiations have been offered during the past five years?
11. Names and positions of persons sent to these training workshops?
 - a. Please indicate for each person
 - i. the theme of each workshop attended
 - ii. the date
 - iii. whether those persons are still part of the technical staff dealing with external trade negotiations or formulation of trade policy and what are their specific duties
 - b. If not, then please indicate where those persons are now and why they are no longer with the trade division of the Ministry
 - c. Is there any mechanism for in-house training of remaining staff after workshop attendees' return to office?
12. Has Ministry staff found these workshops and other training courses useful?
 - a. Which were most useful for the practical exercise of developing trade policy and negotiating positions?

Institutional Arrangements

Describe the institutional arrangements for the following:

13. Internal consultation amongst staff (regular meetings, use of group listing email to discuss issues, shared research and analysis)
14. Consultation and coordination of trade negotiating positions with other Ministries on specific subject areas (e.g., agriculture, financial services, trade-related environmental issues etc.).
15. Is there an Inter-Ministerial Coordinating Committee?
 - a. How does it function?
 - b. How often does it meet and for what purpose?
16. Coordination of activities and division of labour between Ministry of Trade/Commerce and Ministry of External/Foreign Affairs?
17. What institutional arrangements have been made to manage demands of negotiations in different fora? How is this coordinated within the Ministries and with the private sector?
18. Consultation with the private sector?
 - a. Is there a structured format for imparting information to and soliciting the views of the private sector, such as an External Trade Council (or equivalent body of public and private sector representatives) and how does it function?
 - b. Is the private sector regularly informed of progress and issues in external trade negotiation? By what mechanism?
 - c. Mechanism for private sector coordination with and briefing of the national representative on the Trade Negotiation Group (TNG)?
19. What structures and mechanisms exist to facilitate communication with the Trade Policy Unit of the OECS Secretariat? How efficiently do they function?

Information Technology Resources

20. Please list the number of computers available to the trade policy officers.
 - a. Does each officer have a dedicated computer?
21. Do you have ADSL connection?
22. For what purposes are the computers used?
23. Do all staff members have research capability on the internet?
24. Do staff members utilize email and group listings as part of their regular communication instruments, even with colleagues in their own department?
25. Does your Ministry use teleconferencing as a means of communication?
26. Has your Ministry tried to cut down on travel for intra-OECS meetings by utilizing email communications, perhaps followed by conference calls?

Processes for Trade Policy Formulation

27. Has the OECS Development Strategy been adopted in your country and is it being implemented?
28. Is your Ministry guided by the OECS Development Strategy in formulating development plans, and derived trade policy?
29. If not, on what basis is trade policy developed?

- a. Is there a document that outlines the vision for development and how international trade could support or detract from that vision?
- 30. Is there a deliberate effort to link trade to development, or is this done intuitively?
- 31. By what mechanism does the Ministry coordinate and sequence various activities related to trade policy and external trade negotiations?
 - a. Are technical studies conducted, providing analyses, and are these used in consultations with stakeholders?
 - b. Is there a data base for providing critical information for trade policy formulation such as a data base of firms in specific sectors, such as services, and information about the business they conduct?
- 32. Consultation with the private sector
 - a. To what extent are documents shared with the private sector to keep them abreast of developments in external trade negotiations?
 - b. Do small businesses take an active part in consultations, or are business representatives generally from the large businesses?
 - c. Is there an effort to flesh out and explain the issues to private sector persons and engage them in critically evaluating sectoral interests in the context of overall development policy?
 - d. Is there an effort to gather useful **data** from the private sector, relevant to trade negotiations? By what mechanism?
- 33. What are the processes by which the national representative on the TNG communicate with the rest of the public sector and the private sector for:
 - a. Developing positions to be taken at TNG meetings
 - b. For communicating the results of meetings to national stakeholders
- 34. To what extent is the Permanent Secretary involved in the technical work of trade policy and negotiation position formulation?
- 35. To what extent do Permanent Secretaries attend meetings and workshops related to trade policy and negotiations?

General Questions

- 36. To what extent are Ministers and Cabinet interested in, and support the work on trade policy and negotiation preparedness?
 - a. Are their priorities more focused on internal matters?
- 37. Do you think that the TNG should be sustained beyond the life of the Trade Policy Project?
- 38. Do you think that Member States would be willing to financially support staff to attend meetings of the TNG?
- 39. Do you think that staff travel could be cut down to a minimum and IT formats be used to facilitate communication and discussions within the sub-region?
- 40. The OECS Secretariat has indicated that it is very difficult to get responses from Member States on a timely basis when proposed negotiating positions are sent for comment.
 - a. Can you explain what the hindrances to rapid response are? Do you have any suggestions on how these could be removed?
- 41. What are your views on the development of trade negotiation positions by staff at the OECS Secretariat?

42. What are your views on the development of trade negotiation positions at the CRNM?
43. What are your views of the relationship between the CRNM, the OECS Secretariat and the Member States?
44. What can Member States do to improve this relationship and facilitate the region's engagement in external trade negotiations?
45. What needs to be changed, and how?

Appendix 2: OECS Audit List of Interviewees

1. OECS Secretariat

- a. Mr. Charles Cadet (Director, Trade Policy Project)
- b. Ms. Virginia Paul (Trade Policy Unit)
- c. Mr. Allan Paul (Hobbs and Spokes Project)

2. Antigua and Barbuda

- a. Mr. Colin Murdock (PS, Min. of Trade)
- b. Ms. Natasha George (Min. of Foreign Affairs and Trade)
- c. CSME Team:
 - i. Kariyma Baltimore
 - ii. Barbara Williams
 - iii. Sylvia Samuel
 - iv. Mr. Weston (Permanent Secretary)
- d. Ambassador Collin Murdock (Permanent Secretary)

3. Commonwealth of Dominica

- a. Mr. Ricardo James (Director, Trade Policy Division)
- b. Mr. Michael Astaphan (Private Sector)
- c. Mr. Allan Paul (in his capacity as former Director of the Trade Policy Division).

4. Grenada

- a. Mr. Oliver Joseph (Director of Trade)
- b. Mr. Patrick Antoine (Non-Resident Ambassador to WTO)
- c. Ms. Lima Fredrick (Senior Technical Officer, Min. of Tourism)
- d. Mr. Nigel John (Former President of Chamber of Commerce)
- e. Mr. Chris Deallie (President of Chamber of Commerce)
- f. Mr. Chris Deriggs (Executive Officer, Chamber of Commerce)
- g. Mr. Aaron Francis (Ministry of Agriculture)
- h. Mrs. Sally Ann Bagwham-Logie (Ministry of Finance)
- i. Mr. Cenac (Comptroller of Customs)
- j. Mrs. Arlene Buckmire-Outram – Permanent Secretary
- k. Mr. Oliver Joseph – Director of Trade

5. Montserrat

- a. Mr. Kenneth Cassel (Past President of Chamber of Commerce)
- b. Mr. Kenneth Scotland (President of Chamber of Commerce)

6. Saint Vincent and the Grenadines

- a. Mr. Nathaniel Williams (Director of Trade in Ministry of Foreign Affairs, Commerce and International Trade)
- b. Ministry of Foreign Affairs, Commerce and International Trade
 - i. Mr. Daniel Delpesche
 - ii. Ms. Faye Ferguson
 - iii. Ms. Sylvonne Jack

- iv. Mrs. Okolo John-Patrick
- c. Mr. Lennox Lampkin, Chamber of Commerce
- d. Ms. Gatlin Robert, Central Statistical Office
- e. Ms. Suzanne Joachim, National Investment Promotion

7. Saint Lucia

- a. Mr. Ben Emmanuel (Permanent Secretary, Min. of Commerce, Investment and Consumer Affairs)
- b. Mr. Cosmos Richardson (Permanent Secretary, Min. of External Affairs, International Trade and Civil Aviation)
- c. Mr. Leo Titus Preville (Director of Commerce and Industry)
- d. Ms. Maura Felix-Richardson (Senior Foreign Affairs Officer)
- e. Mr. McDonald Dixon (Trade Advisor, Min. of External Affairs)
- f. Ms. Calixte Leon (Trade Advisor, and TNG representative, Min. of External Affairs)
- g. Mr. Lench Feurier (Min. of Agriculture)
- h. Mr. Brian Louisy, President of the Chamber of Commerce

8. Saint Kitts and Nevis –

- a. Samuel Berridge (Trade and Foreign Affairs Officer)
- b. Ambassador Hazelle (Ambassador Plenipotentiary, Ministry of Industry and Commerce)

9. Geneva Diplomat

- a. Mr. Elliot Paige (OECS Representative in Geneva)

10. CRNM

- a. Ambassador Richard Bernal
- b. Dr. Claudius Preville