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**DEVELOPING
A RESULTS-ORIENTED TRAINING PROGRAM
FOR
MIDDLE MANAGERS IN THE BELIZE PUBLIC SERVICE**

by

Elizabeth I.M. Chavarria

**A Thesis
Submitted to the Faculty of Graduate Studies and Research
through the Department of Political Science
in Partial Fulfillment of the Requirements for
the degree of Master of Arts at
The University of Windsor**

Windsor, Ontario, Canada



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ABSTRACT**DEVELOPING A RESULTS-ORIENTED TRAINING PROGRAM
FOR MIDDLE MANAGERS IN THE BELIZE PUBLIC SERVICE**

All developing countries struggle to build administrative structures and institutions that have the capacity to facilitate national development. They recognize that persons in organizations are the most important resource. However, employees, especially those in managerial positions must be equipped with the skills, knowledge and abilities that promote organizational growth.

Countries in the Caribbean have learned from each other's experiences. These countries, including Belize, share a similar colonial history, similar social and economic development patterns and have adopted the same type of government and public administration. It was for this reason that this research examined the framework of management training in four Caribbean islands: Jamaica, Bahamas, Barbados and Trinidad and Tobago.

As a concept, training is seen as an intervention strategy to facilitate the induction, acceptance and implementation of government policies. Specifically, training is a planned, continuous effort to improve employee competency levels and ultimately to increase organizational productivity. The targeted areas of efficiency include upgrading of knowledge, skills and attitudes of public officials, especially those at the middle management levels.

Research and experience in developing countries have shown that the acquisition of certain competencies provides new stimulus to the performance of managers. If training efforts are to be successful, they must employ a well-planned systematic approach of altering the attitudes and behaviour of managers.

The Government of Belize has recognized the performance deficiency of officers at the middle management level. Top level administrators are in the process of identifying new ways of improving the training system to address this problem.

The model proposed for middle management training in this thesis identifies competencies required of middle managers and suggests programs which will provide the targeted skills. Process evaluation is recommended to determine the value of the training programs. A new thrust in the proposed system is the involvement and commitment of supervising managers to the entire training process.

DEDICATION

**This thesis is dedicated to the memory of my parents
(Laurence B. Garcia Sr. and Rufina Garcia nee Coleman)
who stressed the importance of education and academic
excellence. This dedication is a tribute to their love
and foresight.**

ACKNOWLEDGEMENTS

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I owe special thanks to Professor Stephen Brooks, my second reader, for his committed support during my under-graduate and graduate years. His knowledge and expertise in the field of Public Administration influenced my learning and the writing of this thesis.

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Research in the Caribbean would not have been possible without the Ministers of Government, Public Service Managers and Training Executives who completed the questionnaires and participated in personal interviews. I appreciate all the assistance afforded to me by these officials.

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TABLE OF CONTENTS

ABSTRACT	iii
DEDICATION	iv
ACKNOWLEDGEMENTS	v
THESIS	
1 BACKGROUND INFORMATION	
1.1 Introduction to Thesis	1
1.2 Demographics on Belize	5
1.3 Status of the Belize Public Service	6
1.4 Comparison of pre and post Independence Management	9
1.5 The importance of training middle managers	20
1.6 Evaluative Research	23
1.7 Plan to study Jamaica, Bahamas, Barbados and Trinidad and Tobago	27
11 ASSESSING CURRENT MIDDLE MANAGEMENT TRAINING IN BELIZE	
2.1 The CIPP model	31
2.2 Competencies to be developed through training	40
2.3 Overseas Training	42
2.4 In-service Training	44
2.5 The C.P.A program	45
2.6 The Belize Institute of Management	47
2.7 Critique of Belize's Training System	48
2.8 Conclusion	51

111 AN ANALYSIS OF RESEARCH DATA

3.1 Data Collection Method	53
3.2 Analysis of Questionnaire Data	55
3.3 Analysis of Interview Data	62
3.4 - Jamaica	63
3.5 - Bahamas	66
3.6 - Barbados	68
3.7 - Trinidad and Tobago	71
3.8 General Findings	74
3.9 Other observations	79
3.10 Conclusion	84

1V DEVELOPMENT OF A TRAINING MODEL FOR BELIZEAN MIDDLE MANAGERS

4.1 A rationale for a new training system	87
4.2 Introduction of the proposed model	91
4.3 The five competency areas:	
4.4 - Innovation/conceptualization.....	93
4.5 - Administrative	95
4.6 - Technical	97
4.7 - Leadership	98
4.8 - Interpersonal	99
4.9 Methodology for implementing the proposed training.....	101
4.10 Assessment of model	109
4.11 The role of the Belize Institute of Public Administration.....	110
4.12 Conclusion	115

BIBLIOGRAPHY	118
APPENDIX A: Organizational Chart -Belize Public Service	127
APPENDIX B: List of In-Service Management Courses	128
APPENDIX C: Questionnaire	129
VITA AUCTORIS	133

1.1 Introduction

Belize received its political independence from Great Britain on September 21st, 1981. Since then, the country has had to deal with the reality of nation-building, while simultaneously trying to cope with its external affairs. The attainment of independence was accompanied by a conviction that the State should become an active initiator and participant in the development process. This was to be done by engaging in the ownership and operation of undertakings in sectors critical to the economy. Because administrative organizations must respond to the demands of the political process, the government workforce becomes of necessity a vital component of national development. Decision-makers have realized that in the quest for economic, social and political development, one of the country's first priorities is the establishment of a well trained, highly motivated and efficient public service that can ably implement the policies and intentions of the government in power.

This thesis will discuss aspects of Belize's overall growth, the status of Public Service training, and the problems which now necessitate a systematic and results-oriented approach to the training of middle managers. It will also examine in-service training programs in four Caribbean countries, namely Jamaica, Bahamas, Barbados and Trinidad and Tobago. The key question to be answered in this research is, **which Caribbean in-service middle management training programs contribute to the best job performance? The research will also seek to determine which of these training**

programs (or parts thereof) can be adapted to the Belize Public Service. In-service training, in this thesis, will refer to all those in-house public sector courses, specifically designed by trainers to meet a basic need or to address a performance deficiency. The data collected, together with other documented information, will be used as guidelines to develop a training program for middle managers in the Belize Public Service.

Although the main focus of this thesis will be on training, it is recognized that there are other aspects of organizational development, which impact on middle management's job performance. Mills suggests that management improvement involves two complementary components: one concerns the development of personnel skills and ability; the other refers to improvement in or possible restructuring of the system. The latter refers to structures and processes in and with which personnel are required to work. Mills points out the pertinence of the biblical phrase, that one should not simply pour new wine into old wineskins.¹

Specification of the problem:

The Training Division of the Belize Public Service has conducted numerous training programs, and in particular, in-service training to prepare middle managers for higher managerial positions. Despite the plethora of such training programs, complaints about inefficient performance continue to be lodged from within and outside the civil service.

¹Gladstone Mills, "Improving the Effectiveness of Public Administration Systems," in Measures to Enhance the Capacity of Management Improvement Agencies in Developing Countries (New York: United Nations Publication, 1992), p. 20.

The major problem identified is the unpreparedness of persons at the middle management level to assume higher positions or to be more effective in their present positions. Much to the dismay of the political directorate and senior management, some middle-level managers in Belize have displayed tendencies such as a reluctance to initiate new ideas relevant to their jobs, allowing files which need some action to pile up on their desks and procrastination in making decisions. One gets the impression, that these officers are waiting for "someone else" to tell them what action should be taken.

While the training of middle management personnel has been on-going since the early 80s, there is little evidence to demonstrate the effectiveness of these in-service training programs in relation to the achievement of projected goals. The starting point for this research is that **In-service training of middle managers in the Belize Public Service has been ineffective and has fallen short of achieving targeted goals.** An effective training system in government should provide training and development of public officers so that they acquire necessary competencies to improve their personal performance and thereby, the performance of the public service.

At present, training in the Belizean bureaucracy is prescriptive and usually not based on a training needs analysis. Most in-service training programs are designed by the Training Division with no input from the other ministries and departments. This is reflected in the current training program in Belize, which is not results-oriented. Training tends to be reactive and ad hoc, rather than being proactive and strategic. As a result, there are problems of measurement in assessing its worth.

Questions regarding the objective of the programs in relation to the "return on investment" have been raised many times, but not positively addressed. Public Service studies, reviews, evaluations and assessments, are an on-going activity, but none has focused on the relevance of training programs to job performance. Administrative reform in the Caribbean has been introduced in an effort to shake up, simplify, streamline and improve program effectiveness in public sector organizations.² Decision-makers believe that any reorganization measure undertaken in government, if implemented, will bring about a desirable change in the existing state of affairs. It is within the context and spirit of administrative reform and improved performance, that most in-service management development training is taking place in the Caribbean countries to be studied.

Relevance of the Research: The data collected will examine the direction which training has taken in countries where administrative reform has made the greatest progress. They will also highlight the similarities and differences in training programs in the different islands. For example, the data could indicate a difference in approach to training in the Bahamas because it is a non-campus territory (not having a campus of the University of the West Indies), as opposed to campus territories like Jamaica and Trinidad. This research will also provide a better understanding of the relationship between training and job performance in Public Services in developing countries - with specific reference to the four countries under study and to Belize.

²Edwin Jones, "Public Sector Reform: Imperatives and Challenges to Implementation," a paper presented to the Canada-Caricom Symposium on "Public Service Reform: Implications for Human Resource Management," Belize, May 5 & 6, 1993.

1.2 Demographics on Belize:

Belize, formerly British Honduras, lies on the mainland of Central America. It is bordered to the north by Mexico, to the south and west by Guatemala and to the east by the Caribbean Sea. The size of this country is 8,867 sq. miles (approximately 22,000 sq. kilometres). The 1991 census reported the population at approximately 190,000. The population is comprised of some thirteen ethnic groups, mainly Creoles, Mestizos, Whites,³ Maya Indians (Kekchi, Mopan, Yucatecan) Chinese, Lebanese, East Indians, Garifuna and others (e.g professionals on contractual appointments from Africa, India and the Caribbean). It has a young population - according to the 1991 census, approximately 45 percent of Belizeans are under the age of 15. Belize is split almost evenly between rural and urban areas with 52 percent of Belizeans living in one of the 200-plus rural villages. The administrative capital of the country is Belmopan. The official language is English, but a majority of Belizeans also speak Spanish, Creole⁴ and other languages. Only Belizean natives hold permanent positions in government. Non-native professionals are offered renewable contractual appointments.

There are two major political parties in Belize, the United Democratic party (UDP), which since July 1, 1993 forms the government and the People's United Party (PUP) - Belize's oldest political party and that which led the country to independence

³Whites refers to Europeans and North Americans.

⁴Creole is the most common language spoken in Belize.

in 1981. Democratic elections are held every five years, and the country has enjoyed political stability since achieving its independence.

Of late, the trend in elections has been to change governments at the end of a five-year term in office. This constant change of governing political parties has also led to a turnover of politically appointed Permanent Secretaries and heads of departments. This situation pressures middle level managers to assume top management (Permanent Secretaries and Heads of Departments) positions on short notice.

1.3 Public Service status

Public administration in Belize is moving toward enhancing the capability of its public management system and it has recognized the need for some type of administrative reform. The government's first move in this direction came in May 1993 when it hosted a symposium on the theme Public Service Reform: Implications for Human Resource Management.⁵ The executive from the Public Service Union which represents public sector employees, participated in this meeting. There was also, representation from all Caricom countries and Canada (Canadian Centre for Management Development and Training and Development Canada). The government, then in the hands of the People's United Party, invited other countries to share their Administrative Reform experiences with Belizean managers. This initiative demonstrated a readiness on the part of the government to identify administrative shortfalls and to try to correct them. In part, this move reflects the

⁵Ibid, p.2.

conventional wisdom that the establishment of a modern state carries two major requirements: the development of responsible political systems and the creation of governmental structures and administrative institutions to deal with public policy matters.⁶

The Belize Public Service has approximately 4,000 members in permanent positions. Of this number, there are about 400 middle managers in the administrative and accounting sections of sixteen ministries and thirty five departments.⁷

The term middle managers, in Belize refers to officers holding managerial positions just below the level of Permanent Secretary (in a Ministry) or Head of Department (see organizational chart at appendix A). The job titles of middle management are those of Administrative Officer, Administrative Assistant, Finance Officer, Accountant, Auditor, or Head of a division or unit in a department or ministry. Middle managers work in the administrative, accounting or technical areas of government. A middle manager could have previously held clerical positions and have been promoted through the ranks, or could have entered the service already having a first degree. Middle managers in the administrative or accounting fields are subsequently promoted to the post of Permanent Secretary, while technical middle managers become Heads of Departments. Both are political appointments. Belizean

⁶Roy Crawley, "The Training of Public Servants," in Public Administration in Developing Countries, Martin Kriesberg ed. (Washington, D.C: The Brookings Institution, 1965), p. 163.

⁷These statistics are taken from the 1990 "Estimates of Expenditure" - Belize Public Service.

middle managers range in age between 25 - 45 years. The mandatory retirement age is 55, but all officers have the option of retiring with full benefits at age 50.

Fifteen years ago, administrators rose through the ranks usually on the basis of their seniority, without either tertiary education or even minimal management training. Recently, there has been a noticeable trend among public officers to take up further training opportunities that are available, both locally and overseas. This change was observed since the introduction of the **Certificate in Public Administration Challenge Program**. The latter is a government sponsored, work-study program which allows mid-level public officers to take courses in Belize and sit exams set by the University of the West Indies. Upon successful completion, participants receive a certificate from the University of the West Indies, Jamaica. The C.P.A program has been operating in Belize since 1980 and yearly at least 12 - 15 officers have completed this course. Officers who complete the C.P.A program have proceeded to university degree programs with specializations in public administration, law and accounting. It has become clear that officers exposed to the Certificate in Public Administration (CPA) program, who did not previously have a B.A. or B.Sc., tend to use in-service training as a stepping stone to complete degree programs. Studies done on the Belize Public Service have not investigated specific reasons for this new academic consciousness. However, personal observations in Belize suggest that these officers are ambitious and want to move away from traditional patterns of career advancement. In the past, most Permanent Secretaries would have completed high school and in some cases, sixth form. Thereafter, they

were sent on very short term courses in the United Kingdom (and later on, to Carleton University, Canada).

1.4 A Comparison of pre and post Independence Management

The evolution of public administration in Belize requires a discussion of pre and post independence management systems. Belize received Self-Government (in preparation for independence) in January 1964. Up to that time, the Governor had responsibility for the Public Service. Top and middle management positions were held by expatriate men who got all their directives from England. Belizeans working in government were not promoted higher than the post of First Class Clerk and their work was of a clerical/secretarial nature. After Self-Government, senior first class clerks who showed potential for leadership were sent to England on short (approximately one month) management courses and received on-the-job training. The latter was a kind of attachment-assignment with Administrators of the Colonial Secretariat. Locals were shown how to process files, document information, write memoranda and follow instructions. During that training, public administration was based on the principle "secrecy with information." Personal and policy files were kept locked up and only senior administrators had access to them. All policy decisions continued to be made in England throughout this training period of local personnel.

It is interesting to note that Public Officers who lived through the pre-independence era always make reference to the disciplined culture of the Public

Service at that time. British civil service systems demand a high degree of efficiency and productivity. Not much was left to chance. All aspects of public management were precise and clearly set out in directives. Some recall that high work standards were demanded and a job in government was considered very prestigious. Promotion through the ranks was slow and based on seniority and how well instructions were followed.

The need for skills in decision-making and innovation in public administration for Belizean public managers arrived at the same time as independence. In a struggling nation, responsibilities related to policy formulation and implementation with limited resources demand innovative thinking and a renewed commitment to one's job. Management style and structure are different and therefore the training strategy has to be different to fit current needs.

The government has made progressive efforts to professionalize the civil service and to prepare its officers for their new roles after independence. Now promotion through the ranks is faster. Government officials are paid extra salary for higher qualifications. Since 1990, the basic entry requirement for middle management positions is a first degree or its equivalent. This has made a university degree far more important for promotion. There are many cases where officers, who have many years of administrative service, are superseded by young, more academically qualified candidates.

Belize, as is the case with other Caribbean countries, uses public service training as a major instrument for national development. Mark Cannon links training very

closely to national development. In doing so, he suggests that satisfactory development requires the production of skilled managers and workers. He places education and training as top priority goals in creating high governmental competence in low-income countries.⁸

Projects involving Belize with external agencies such as USAID, E.E.C, the British Development division - O.D.A, United Nations Development Program, UNESCO and others, frequently have training opportunities as a component, and these provide another training avenue for civil servants aspiring to improve their qualifications. One must note, however, that before an officer can be considered for university training, the candidate must demonstrate an ability to absorb intensive training. The Human Resource Development Committee, which is the trainee-selecting body, would usually examine the officer's training record (in-service training and external training) and his/her performance appraisals to ascertain this capacity.

In addition to overseas training, developing countries conduct different types and levels of in-service training as a way to create the manpower skills which are required, but not available. For example, even middle managers with a first degree, who are transferred from technical fields to administrative positions are provided with specific in-service training programs. This ensures that these administrators acquire the management skills necessary for their new positions.

⁸Mark Cannon, "Interactive Training Techniques for Improving Public Service in Latin America," in Development Administration in Latin America Clarence Thurber ed. (Durham, North Carolina: Duke University Press, 1973) p. 151.

Differentiation of training from education:

Training in the context of this research, will mean "a process by which a person is prepared to perform certain tasks." There is a difference between education and training. Education refers to instruction received in schools and universities (general preparation for life). It challenges the individual intellectually, uncovers dormant talent and ability and improves performance at doing and thinking. Concepts, values, ideas, and incidents discussed in the classroom force students to think, improve problem-solving capability, and clarify their own values.⁷ Training on the other hand, teaches specific skills or procedures and refers to specialized skill instruction for job-related purposes.⁸ It is more narrow and specific than education. Many learning programs use both educational and training elements to achieve their objectives.⁹

The Potential of Training:

Training programs in government agencies can be designed to serve a variety of functions. In the past, as Haas indicates, training was viewed as a way of boosting skills and job-related knowledge of workers with the aim of increasing organizational output.¹⁰ While these goals retain their importance, contemporary managers in

⁷Ibid, p. 87.

⁸United Nations Report, Development Administration: p. 86.

⁹Richard Eastburn, "Management Development" in Training and Development Handbook - Third Edition Robert Craig ed. (New York: McGraw-Hill Book Company, 1987), p. 583.

¹⁰Peter J. Haas, "A Comparison of Training Priorities of Local Employees and their Supervisors," in Public Personnel Management vol.20 No.2 (Summer 1991): pp. 225 - 226.

developing countries would be better able to justify training if it contributed to both organizational and individual needs.

The recognition that the individual has an interest in training reflects a new direction in Public Administration. Nigro and Nigro propose that:

the mutuality of training as a benefit to both organization and the individual, is a dominant theme of modern views of training, which see it as a process aimed at changing behaviour. The desired new behaviour must be valuable to both the organization and the individual if it is to have a positive impact on organizational effectiveness.¹¹

The main purpose of training in Belize is thus to bring about changes in terms of improving both organizational productivity and positive job ability in the government's workforce. Any training that is judged to be successful must therefore address the specific areas where the public management's performance is deemed deficient.

In developing a results-oriented model of training, the focus will be on imparting job-related skills and developmental skills. The latter include analytical/problem solving skills, flexibility/versatility skills, interpersonal skills, oral/written communication skills, time management skills, leadership qualities, self-starting capacities, initiating skills, team player skills, political sensitivity skills and an understanding of the advantages of being enthusiastic and motivated. Job-oriented skills which are appropriate to the Belize situation are the ability to work well with others, ability to gather information and make decisions, ability to work well in

¹¹Ibid, p. 225.

groups, ability to listen and give counsel, ability to give effective feedback, ability to write reports and knowledge of the job.¹² The model is adaptable to other in-service training programs which aim at correcting performance deficiencies.

What has created the need for training?

Role Changes: Gladstone Mills suggests that as developing countries attempt to modernize their societies, they concurrently experience changing roles and responsibilities.¹³ The advent of independence has made the responsibilities of government broader and more complex. Functions and activities have created a demand for special skills in the civil service. Mills notes that many of these skills, including economic planning and finance, foreign relations, environmental science and industrial relations were previously non-existent within the society. A civil service, faced with the new responsibilities of having to deal effectively with the transition from being a crown colony to self governing status and with the responsibility for national development, must undergo a reorientation in job roles to reflect its new functions. The civil service must adopt a new management attitude in public administration.¹⁴

To the casual observer, taking over the reins of government in the form of self-rule, might seem natural. Such a thought could not be further from the truth. As

¹²David Whetten and Kim Cameron, Developing Management Skills - 2nd edition (New York: Harper Collins Publishers 1991) p. 10.

¹³Mills, "Improving the Effectiveness" p. 20.

¹⁴Mills, p. 21.

governments realize that effective public administration systems are essential to the achievement of national development, they have taken appropriate measures to enhance administrative capabilities. Administrative capability is defined as the capacity to obtain intended results by means of organization.¹⁵ In addition to having to develop a new range of skills, civil servants have had to acquire abilities and experience in decision-making in a management process that is becoming much more technical and sensitive. Indigenous public managers have had to make a cognitive switch from a situation where all directives were handed down through the Colonial Secretariat, to one of formulating and executing policy and working with 5-year term politicians. Complexity is presented when a newly elected politician has neither a vision nor an understanding about the specific contribution their ministry should be making to national development. The situation gets worse when senior management is ill-prepared to support and guide the political directorate in times of doubt. Ill-prepared in this context, does not refer to the lack of will; but rather to the lack of skills and expertise which are expected of persons in top management positions.

The acquisition of the new skills cannot be left to chance. Using imported techniques, trial and error, and learning on the job, have been tried and seen to fail. This old way of staff training could also result in irreparable damage to the entire country. One must not lose sight of the fact that the *modus operandi* used under

¹⁵Department of Technical Co-operation for Development, Enhancing Capabilities for Administrative Reform in Developing Countries (New York: United Nations Publication, 1983) p. 1.

colonial rule has to be unlearned, thus allowing for the injection of skills which will facilitate national growth. Other developing countries like India, Ghana and others in the Caribbean have resorted to in-service training as a way of developing certain competencies required of their public managers.

The Belize government, for example, has committed itself to improving the standards of living of all Belizeans. This concern is a major deviation from the traditional function of government under Colonialism, which was to maintain law and order and to collect taxes. In some countries, Mills alludes, the new developmental role was reflected in a focus on improved social services - housing, health, education, community development and social welfare. With time, these societies realized that this could only be done by the establishment of a sound economy which could support the costs of social services.¹⁶

The literature suggests that this change in developmental direction forced governments in the 1960s and 1970s, to become catalysts in creating a climate conducive to promoting the role of private enterprise in the economy.¹⁷ In 1982, a year after independence, the Belize government adopted a policy of encouraging foreign investment by using fiscal and tariff incentives as well as other measures. This accommodation brought with it the challenge of having to protect the national interest against foreign domination of the economy.

¹⁶Mills, p. 20.

¹⁷Ibid, p. 20.

Decisions about what is or is not good for the country have not been easy, and overtime one might argue the government has been indecisive. A decision affecting the tourist industry in Belize is offered as an example. The Ministry of Tourism and the Environment was created in 1989. The creation of this new ministry has posed administrative obstacles to public managers within it because the ministerial goals are conflicting. On one hand, there were financial benefits for the public purse from a booming tourist industry. Simultaneously, there was concern for the environment and for the safe-keeping of natural treasures. Despite reported cases of theft from archaeological sites, to date, government has been unable to establish a policing mechanism to avoid re-occurrence of theft of artifacts. The government realized that it could not fully open the door to tourism, so cabinet created a cautious tourism policy, which is intended to "go slow" in its implementation.

These developments have had quantitative and qualitative consequences for managers in the Belize Civil Service. New responsibilities and functions which are complex in nature have caused the public sector to engage in entrepreneurial activities, while at the same time having to cope with traditional service-delivery. Overtime, as public service activities expanded, new public institutions have had to be created. Increased public spending has had an explosive effect on the public debt. The latter has put additional pressure on public management to become vigilant in the national interest.

A rationale for Management Development in creating Change Agents

Management development helps prepare managers for growing responsibilities and for dealing with more complex tasks. This mechanism provides a system for identifying people for future responsibilities and to prepare them to assume new tasks. In terms of preparing employees for future tasks, management development systems normally use training as a tool for correcting skill deficiency. Thereafter, assessment of the impact of a training intervention ensures that performance goals were achieved. The underlying assumption is that if a worker has the skill, ability and self confidence to perform assigned tasks, then that employee will become motivated and innovative. Overtime, these employees will use creativity in improving work situations - in other words, they become change agents.

Development professionals operating in a complex situation must be change agents.¹⁸ A change agent is one who identifies an inappropriate system and commits to its replacement with one that better fits the system's mission. In the case of Belize, there is need to encourage superior performance by minimizing power struggles. Reference is made to the latter because there is a "silent tendency" among middle managers, especially those with first degrees and others who merely progressed through the ranks, to ignore the need for cooperation and instead choose to "protect their turf." As personnel in different ministries begin to work on their own, the general purpose of the civil service loses its direction. Changes that are necessary do not occur because of the state of disunity. Team work, as a substitute, can lend itself

¹⁸Ibid, p. 586.

to better coordination, less duplication of effort as in a team relationship, members support each other. Close cooperation among a new breed of trained professionals would have the potential of positive psychological benefits; for example, the perception that as a team member, the common goal is national development.

The Systematic Approach to Training:

In training, as in other aspects of public administration, one should adopt a systems approach. Training cannot be considered in isolation from other aspects of personnel administration nor from other aspects of performance improvement. In fact, training can become a wasted effort if it is not harmonized with career development or other personnel activities. To be effective, training has to be integrated with programs of administrative improvement. Another stipulation for training effectiveness is that the knowledge and skills acquired by the trainees can be and is actually used for improving work performance. Training gains credibility when it helps trainees in their career development¹⁹. There is no doubt that systematic training of public servants in Belize is a necessary component of national development and of management development. Systematic training is goal oriented toward providing managers with the necessary competencies to improve their performance and ultimately the performance of the public sector. This desired situation ultimately enhances the social and economic development of the country and improves the quality of life for Belizeans. The first task in this area of administration is to

¹⁹Jay Orlin, Training to Win (New York: Nichols Publishing, 1988 p. 65).

determine "what in-service training programs (the independent variable) will produce the greatest/best impact on Public Service performance (the dependent variable).

1.5 The Importance of training middle managers

It has been often suggested that people are the key to any successful operation. Pittam argues that even though this cliché is given frequent lip service, there is a fundamental truth in it. No human enterprise can succeed without properly skilled and knowledgeable human resources. Hence, on-going employee development is critical to the short and long term goals of every profit or non profit business. All organizations, either formally or informally, must continually address the training and development of their people.²⁰

Belize's independence necessitated sizable changes in public management. One of these changes was re-direction in the way workers were trained. The new emphasis has been placed on quality training of workers and in particular, public service managers. Quality training refers to specific training which is required before certain non-routine tasks can be performed.

Joseph Procaccini argues persuasively that middle managers are the linchpins of an organization because they hold it together.²¹ This strategic position in their organization, gives them the opportunity to become change agents. Deliberate and

²⁰Jerry Pittam, "Organization and Management of the Training Function" Training and Development Handbook - Third Edition Robert Craig ed. (New York: McGraw-Hill Book Company, 1987), p. 19.

²¹Joseph Procaccini, Mid-Level Management: Leadership as a Performing Art (New York: University Press of America, 1986) p. vii.

measurable training for this management cadre is therefore important for a developing country. First, the process of development poses situations where ministries and departments expand or become complex, especially after a change of government. Sometimes too, ministries are saddled with additional responsibilities from unforeseen departmental projects with external agencies (e.g USAID, United Nations Development Program-UNDP, European Economic Community-EEC, Overseas Development Assistance-ODA). Whenever top executives no longer feel that they can single-handedly cope with all of the managerial aspects of the organization they call on middle management for support. Usually, the top executive, the Permanent Secretary (PS) does most of the deliberating and directing, while the middle management team implements these directives.

Middle managers need to understand their organization, its management, climate and norms before they are able to make beneficial decisions or contribute to organizational policies. It is not illogical to assume that if Belizean representatives do not have a position at the negotiating table, then external agencies will most likely impose an agenda for Belize. Multi-lateral agencies like the World Bank or the International Monetary Fund, or bi-lateral organizations like USAID are accustomed to negotiating with the highest level in governments. If, therefore, Belizean managers, who frequently meet with these expert agencies, are not fully knowledgeable and trained to negotiate at the expected level, Belize could end up with a package which is not in the national interest. Training and job knowledge add to an officer's self confidence.

If middle management is strong, the top leadership will also be strong and performance and productivity will increase. Similarly, if middle managers are weak and incapable of carrying out their duties, then the consequences will be negative. Middle managers form the bridge between the policy-maker and those in the organization's lower levels who actually carry out the details of policy. As a group, they form the backbone of the organization. Middle level managers are expected to be the driving force in their ministries. They guide the day to day aspects of organizational goal implementation. These tasks require considerable skills.

In the public service, middle managers spend most of their time dealing with people-related issues. There are reasons for this. Among them is the increasing realization that people are the major resource in organizations. Secondly, there are pressures from trade unions to address labour issues that directly concern their members. Another consideration is that most employees are aware of their rights and would pursue them if the need arose. Government is expected to place emphasis on adherence to personnel rules and regulations and on creating a reasonably comfortable working environment for all employees.

The work of a middle manager in government is complex. There is pressure from top managers, officers in lower positions and from the public at large. Then too, norms emphasize that they produce more with less resources. In the midst of resource-scarcity combined with increasing public demands, the mandate of current Caribbean administrators is not clear-cut; in fact, it is quite complex. This job calls for "continuous creativity" as new and complex challenges present themselves.

It follows that the process of nation-building in Caribbean countries calls for employees who are self motivated and have at least adequate analytical and planning skills.²² However, initiatives aimed at achieving positive results should use some kind of evaluative mechanism to determine whether training methods utilized are effective in achieving desired goals. An option that can be considered is evaluation research.

1.6 Nature of Evaluative Research

What is evaluative research? What is its purpose? Where does it apply? How does it relate to the research undertaken in this thesis?

Daniel Stufflebeam, in introducing his work on "systematic evaluation," proposes that in order to keep services up-to-date and to ensure that they are effectively meeting the needs of clients, professionals must continually obtain pertinent evaluative feedback. This process he continues, includes studying client needs, evaluating the approaches that are being proposed or used elsewhere, closely monitoring the delivery of service, assessing immediate and long-term outcomes, and searching for ways to make the services both efficient and effective.²³ Stufflebeam's definition of evaluation is "the systematic assessment of the worth or merit of some object," which for the purposes of this research, refers to training.

²²Jay R. Mandle, Patterns of Caribbean Development: An Interpretive Essay on Economic Change (New York: Gordon and Breach Science Publishers, Inc., 1982), p. 4.

²³Daniel Stufflebeam & Anthony Shinkfield, Systematic Evaluation (Dordrecht, Netherlands: Kluwer-Nijhoff, 1985), p. 1.

An evaluation model:

Stufflebeam promoted the CIPP model of evaluation (to be used in this study), because it presents a clear, step by step framework and process for collecting evaluation data. This model will be used in the second chapter of this thesis to evaluate the current in-service middle management training programs in Belize. CIPP is an acronym which stands for: context evaluation - which assesses the goals and objectives of a program; input evaluation - which examines the design and strategies of a program aimed at meeting organizational needs; process evaluation - which examines the actual implementation of a program; and product evaluation - which judges the outcomes of a project to decide whether to continue, terminate, modify, or refocus an activity.²⁴ In earlier work concentrating on the dynamics of human behaviour as a result of training, Weiss argues that evaluation is a process in search of insight and information to help in the assessment of program effectiveness. The purpose of evaluation research is to measure the effects of a program against the goals it set out to accomplish. This tool is used to make more accurate and objective judgments.²⁵

Evaluation research seeks to establish relationships between programs of activity and the impact of these programs on human behaviour. This is done by collecting evidence systematically from a representative sample of the units concerned and translating it into quantitative measures. These results are then compared to the

²⁴Ibid, p. 129.

²⁵Carol Weiss, Evaluation Research (New Jersey: Prentice-Hall, 1972), p.3.

criteria which were initially set. Conclusions are then drawn about the effectiveness, success and merit of the phenomenon under study.²⁶

This thesis research will employ a combination of evaluative methods. This approach is important because the phenomena (the impact of training on job performance) to be evaluated are complex and difficult to measure. Second, surveys show trends from which comparison of different training models can be made. Third, the data collected from surveys can be relied on as a base to make decisions about future training. The training model being developed for Belize deviates from the traditional approach which tends to incur expenditures without concern for accountability. Decision-makers, being mindful of financial investments (especially in developing nations), want and need to know how well the program is meeting the purposes for which it was established; or whether the training should be revised, expanded or cutback. Logical answers to these questions are attainable only through evaluative research.

In the past there has been resentment to subtle political interference in the training process. One can assume, that in instances where this happens, politicians have lost confidence in the objectivity of the process, and this prompts their intervention. The evidence gathered from rigorous and objective research can reduce this tendency and help re-establish trust in the potential of a training system which meets organizational needs. Training programs in this case would take a rational approach. That is, they would be based on a training needs assessment and be

²⁶Ibid, p. 4.

measurable and evaluated to determine their contribution to the performance need identified.²⁷

Although the literature on evaluation research alludes to the disappointing use of this measurement tool, this does not suggest that developing countries should give up an opportunity to improve their decision-making mechanism and in particular, training decisions. There is no doubt that the proper use of research data can lead to the planning of better training programs which serve program participants in more relevant, beneficial and efficient ways. Evaluation is unique in that it aims at making life better and more rewarding for the people which the program serves.

At the same time, consideration must be given to the possibility of strong resistance from some organizations to unwanted information and/or, unwanted change. Under these circumstances, research findings, projected implications and recommendations for change, make no difference to the organization.²⁸ In the case of previously colonized countries like Belize, resistance can come from managers who fear change. These officers are so entrenched in their ways that they object to any perceived threat to the status quo. Such situations jeopardize innovations aimed at moving a nation from one which was managed externally to one where the responsibility for management lies with its indigenous people.²⁹

²⁷Ibid, p. 4.

²⁸Ibid, p. 3.

²⁹Ibid, p. 3.

Relevance of the Caribbean experience to Belize

Belize shares many of the same development patterns as well as a similar socio-cultural environment with the English-speaking Caribbean. Because of British colonization, Belize and other former colonies also experience the same legacy of British political, social and administrative institutions. For example, like Belize, Caribbean countries have used the Westminster/Whitehall model of public administration. In this respect, Belize could probably benefit from experiences of its Caribbean neighbours which achieved independence earlier. A comparison of in-service training programs being used in other Caribbean countries would provide trainers in Belize with data which they can use to modify and or improve their own program content and develop results-oriented training programs.

1.7 Plan to study Jamaica, Bahamas, Barbados, Trinidad and Tobago

Data were gathered in three phases. First, the training programs that are in place in the four countries were examined as to concept, curriculum, style and types of courses and instruction. Second, a mail questionnaire was sent to a sample of middle managers in the four countries to obtain their opinions regarding the worth and relevance of these programs to their job performance. Third, personal interviews were conducted with personnel in the training units of the four countries to get their candid appraisals of the effectiveness of what they are doing in the way of training.

Mail questionnaires were sent to **thirty** middle managers in Bahamas, Barbados, Jamaica and Trinidad and Tobago. The questionnaire was designed to:

- a. identify the five best in-service management courses and their duration.
- b. determine whether the training provided follows an organizational plan.
- c. measure the past and present focus of training (in terms of positive knowledge acquisition).
- d. identify perceived changes in the workplace linked to training.

After responses to the questionnaire had been analyzed, in person interviews with high-ranking officers in managerial/training positions in the same four countries were conducted. These interviews allowed for verification of information relating to the country's in-service training programs. They also provided the opportunity to find out top management's views regarding the worth of in-service training.

CHAPTER 2ASSESSING THE IMPACT OF
CURRENT MIDDLE MANAGEMENT TRAINING IN BELIZE

Evaluation has been defined as "the process of delineating, obtaining, and providing descriptive and judgmental information about the worth and merit of some object's goals, design, implementation, and impacts in order to guide decision-making, serve needs for accountability, and promote understanding of the involved phenomena."³⁰ This definition introduces the main theme of this chapter which is that "evaluation" should be viewed and used more broadly and with more optimism than is commonly the case in most public services.

Evaluation should not be an after-thought; nor something which gets tagged on to the end of a training program. Instead, evaluation is one of the most fundamental components of credible professional training services. Despite this, it is recognized that in most government organizations, evaluation of the impact of training does not take a particularly prominent place. However, as the threat of budget-cuts becomes a reality and greater return is demanded by enlightened taxpayers for money spent on programs, it can be assumed that, out of necessity, evaluations will be used to demonstrate accountability or "value received for money spent." Another rationale for evaluation is that trainees deserve assistance that is directed toward satisfying their needs. The situation should never arise whereby

³⁰Stufflebeam and Shinkfield, 1985, p. 165.

people are forced to attend training courses which have no relevance to their job performance. Training must, therefore, be of high-quality, up-to-date, efficient and most important, it must address a training need. In order to keep services qualitatively up-to-date and to ensure that they are effectively meeting the needs of clients, training professionals must continually obtain pertinent evaluative feedback. This process includes studying the needs of their clients, evaluating the approaches that are being proposed or used elsewhere, closely monitoring the delivery of service, assessing immediate and long-term outcomes, and searching for ways to make the services more effective and efficient.³¹

The objective of the second chapter of this thesis is to analyze current in-service management development training programs offered by the Belize government. The success or failure of these programs will be measured by their contribution to preparing middle managers for promotion of national development. Chapter three will analyze similar training conducted in selected Caribbean islands. Both analyses will be done using a variation of the CIPP model. CIPP is an acronym for context evaluation, input evaluation, process evaluation and product evaluation.³² In essence, these evaluative principles (with the exception of input evaluation), will be used as is appropriate in the information gathering and comparative analyses of in-service training courses currently being conducted in the Caribbean.

³¹Ibid, p. 1.

³²Ibid, p. 173.

2.1 The CIPP model:

The CIPP model identifies the mission of a project and may be used before the start of or during the life of the project being evaluated. It is also possible to conduct a single type evaluation only (context, input, process or product) or some combination, depending on the need. However, a full implementation of the CIPP approach is obviously most advantageous.

CIPP is useful to this study because it is a measure which is based on a systems approach to evaluating education and human services programs. It focuses on providing guidelines for studies that aim at evaluating services for decision-makers in an institution. CIPP is based on the view that the most important reason for evaluation is to improve, not to prove. This model, as promoted by Daniel Stufflebeam, uses evaluation as a tool which can make programs work better for the people they are intended to serve.

Context evaluation:

Context evaluation seeks primarily to identify the strengths and weaknesses of some object, such as an institution, a program, a target population or a person. It provides a framework and direction for improvement. The objective of this type of study is to assess a program's overall strengths and deficiencies. Warr, Bird and Rackham, who also wrote about context evaluation, refer to the concept as the process of obtaining and using information about the operational situation. Generally,

this practice determines the training needs of people in the organization.³³ Because it identifies the strengths at hand, a creative intervention could correct a problem by using "positives" to remedy the deficiencies. This evaluation includes the program's environment. Context evaluation aims at examining whether existing goals and priorities are attuned to the needs of clients.³⁴ With the exception of the provisions of the last sentence, all Public Service Reviews done in Belize can be classified as context evaluation. The terms of reference for evaluators in these reviews provides a mandate for the identification of performance deficiencies both of the organization and of public officers. Recommendations for addressing identified problem areas also form a part of the terms of reference.

An excerpt from the introductory page of the 1982 Frankson Report of the Committee on the Re-organization and Restructuring of the Public Service in Belize, for example, reads as follows:

"We were appointed a committee with the following terms of reference:

- a) To make a general survey of and recommend any desirable changes in the organization, structure and administration of the Public Service to meet effectively, the need for increased efficiency and enhanced productivity of an independent Belize.
- b) To recommend any changes in Government personnel, recruitment, promotion, training policies, and

³³Peter Warr, Michael Bird and Neil Rackham, Evaluation of Management Training (London: Gower Press, 1971) p.15.

³⁴Ibid, p.172.

existing salary structure; and any other matters considered relevant to the above."³⁵

Context evaluation may involve a variety of measurements of the program under study and various types of analyses. A usual starting point is to interview the clients of the organization to obtain their perceptions of strengths, weaknesses and problems - as in Public Service Reviews. Several Public Service Studies have been done in Belize and in general they have found dis-satisfaction with the system's performance as opposed to recognition that all is well.³⁶

³⁵A.S. Frankson, E.G. Gegg, and E.L.L. Smith, Report of The Committee on the Re-organization and Restructuring of the Public Service in Belize (Belmopan: The Belize Government Printers, 1982) p. 1.

³⁶The following Public Service Studies were conducted:
1982 - Authors: A.S. Frankson - Former senior public officer
 E.G.N. Gegg - Business manager
 E.L.L. Smith - former senior Administrator
 This study known as the "Review of the Public Service of Belize," was sponsored by the Government of Belize.

1985 - Author: Alan Holt - Manpower Consultant conducted known as the "Holt Review". The study was funded by the Commonwealth Secretariat on the request of the Government of Belize.

1986 - Authors: Belizean Permanent Secretaries - A committee of Permanent Secretaries evaluated the status of their individual ministry. This activity originated out of their own initiative to assist the then newly elected (United Democratic Party) government in understanding the Public Service. This committee's report is known as An Analysis of the Public Service.

1990 - Author: Richard Joseph - A Management Audit of the Establishment Department and the Training Division. The study was sponsored by USAID.

Context evaluation can be used in a number of constructive ways. It may be used to convince a funding agency that a proposed project is directed at an area of urgent need or to convince an electorate of the need to pass a tax increase. It can also be used to formulate objectives for staff development and/or curriculum revision. It could also be used to help decide how to cut programs, in cases where the institution wishes to make their programs more efficient. For example, **Downsizing** in both public and private organizations is becoming a reality. Context evaluation could improve planning when these challenges present themselves. Examples of public services that have experienced downsizing are Canada, Jamaica and Trinidad and Tobago. Another possible use of context evaluation could be in the assessment and/or comparison of program achievement to needs that were identified in the initial context evaluation.

Input evaluation: Actions which will most likely create change

The main orientation of input evaluation is to prescribe a program which will bring about needed changes; in this case, government in-service training. Essentially, input evaluation should identify and rate relevant approaches to problem solution, including those already operating in the program of interest. It should also search the client's environment for barriers to success. At the same time, input assessment seeks out available resources which could be used when the program is being implemented.

Input evaluation is a way for helping clients consider alternative strategies in the context of their needs and environmental circumstances. The end product of this

approach is to develop a plan that will work for them.³⁷ It has been found that governments in developing countries are forced to create the core skills of their public managers in that many of these analytic skills are not learned in a university classroom. As well, review of the literature on academic learning reveals that many university students study merely to pass examinations, and that therefore, very little course substance is retained.

Writers agree that there is no best prescribed way for conducting an input evaluation. However, this type of assessment usually begins by reviewing the patterns of practice followed by the organization along with an assessment of the extent to which the proposed training program relates to the specified need. A review of relevant literature is most helpful at this stage. Such documentation could include reports, studies, assessments along with an examination of performance appraisals, and quarterly organizational performance reports. There are other possible indicators, such as visiting exemplary programs, consulting experts and representatives of governments, talking to the trainees themselves or even conducting a random or convenience survey of members of the public.³⁸ The latter could be done in Belize, on a Ministers' clinic-day, which is usually set aside for individuals and groups from various constituencies who come in to Belmopan to consult with Ministers of government on issues of concern.

³⁷Stufflebeam and Skinkfield, p. 173.

³⁸Ibid, 174.

An Input evaluation has a number of applications. For example, it is recommended in the preparation of a proposal for training assistance to a funding agency. In the case of Belize, all local training is funded by the government and the majority of overseas training is funded by external agencies, such as Canadian International Development Agency (CIDA), USAID and the British Overseas Development Agency. This type of evaluation has also been used to compare one's current program against what is being done elsewhere. This study is using input evaluation to compare in-service management training in Belize against similar training being done elsewhere in the Caribbean.

Process Evaluation:

In essence, process evaluation is an ongoing monitoring of the implementation of a plan. This assessment provides feedback to managers and staff about the extent to which the program activities are on schedule, or are being carried out as was originally planned. This phase allows for modification of a plan, because it is recognized that not all the details can be worked out accurately in the initial stages. Another useful aspect of this type of evaluation is the periodic assessment of the extent to which trainees accept and are able to carry out their roles after the training experience has ended. Finally, a process evaluation should provide an extensive record of the program that was actually implemented: how it compared to what was intended, a full account of the various costs incurred in carrying it out, and how participants judged the quality of the effort overall.³⁹

³⁹Ibid, 175.

There is no substitute for a knowledgeable process evaluator when this technique is being used. Useful results require that the evaluator be assigned to the evaluation project with specific terms of reference. It is normal in government to assign evaluative responsibilities to managers and staff, in addition to their regular duties, in hope that both tasks could be achieved. However, it should be pointed out that most attempts to assign public officers a double-role have failed.

Product Evaluation:

The basis for product evaluation is to measure, interpret and judge the achievements of a program. Because this phase calls for an assessment of whether the goals of the project were met, product evaluation must ascertain the extent to which the program has actually met the needs of the individual or group that received training. Thus, it looks broadly at the effects of the program, which include intended and unintended effects, as well as positive and negative outcomes.

A product evaluation usually views outcomes from several vantage points: in the aggregate, by sub-groups of program recipients who might be differentiated by needs or by the kinds of training goals originally set, or by individuals. Product evaluation in the context of the training proposed for Belize would apply to assessments of the new skills acquired in the classroom and the transfer of these competencies to the workplace. For example, if trainees were taught interpersonal skills, evaluations would later try to determine whether there is a positive difference in the way employees relate with clients or work among themselves.

It is important to remember that in any assessment, the training needs of all managers are not identical. Deficiencies can differ in areas such as type of work performed or the type of technology involved in the work. Research shows that needs can also differ between middle managers doing identical jobs, but who have different experiences on the job, are of different ages or come from different previous occupational backgrounds.

A product evaluator should gather success or failure judgments from a wide range of persons associated with the program. In an attempt to keep the training competitive, comparisons should be made between the performance of one program to the end-results of other similar programs.⁴⁰

University College of Belize's (U.C.B) role in training is important to product evaluation because it works in conjunction with the government's Training Staff to develop training courses for some middle management training, such as the Certificate in Public Administration, the Para-legal Studies program and the Association of Accounting Technicians. Thus it is important to evaluate such programs in terms of the success of similar programs in the Caribbean and elsewhere.

Techniques:

There is no prescribed method for conducting a product evaluation because need situations vary and are dynamic. Writers in this field have however, suggested ways in which this could be done most effectively. One might begin by comparing current performance to an expected standard. For the purpose of this study, the basis

⁴⁰Ibid, 177.

for such performance assessments, could rely on the ratings of employers or on the comments given by members of the public (in suggestion boxes), or informally about the quality of services that middle managers provide. Another source of evaluation could be from experts who are asked to compare current work output to previous job performance.

In measuring the impact of training, it is important to remember that organizations are made up of people with different values and therefore assessments will not always be standard. Subsequently, whenever there is a performance deficiency problem, an evaluator may encounter some difficulty in identifying the root causes of the problem. Despite differences in perception, evaluations must be based on objectivity and not subjectivity. In the process of assessing deficient performance and planning strategies for intervention, there are three fundamental questions that ought to be asked:

- a. What needs to be changed?
- b. What ought to be done to bring about this change?
- c. What evidence will show that a change has occurred?

Questions A and B must be answered before training can begin. The third is a measure for target-setting and requires follow-up, after training has occurred. The collection, assessment and effective use of the above information is referred to as evaluation.⁴¹

⁴¹Warr, et al, Evaluation of Management Training, p.15.

The importance of evaluation in the training process is constantly emphasized. Evaluation provides the trainer with information that will enable her/him to increase the effectiveness of current and future training. If the trainer is deprived of information about results of a training experience, there is no other logical way in which a trainer can effectively utilize resources for future programs.

The Role of the Training Division in training:

The training department, like all other departments, will be expected to play its part in the achievement of the organization's objectives. If trainers can demonstrate factually that they are making a genuine contribution to organizational goals, this can lead to an increase in both the standing and influence of the training department within the Public Service. This is an important consideration in Belize because the Training Division relies on the help of expert personnel from various ministries to lecture during specialized courses, e.g Finance Officers from the Accountant General's Department are best qualified to lecture on all courses which include "government accounting."

2.2 Competencies to be developed through training:

Any measurement of the impact of training of executives in a developing country, will first have to identify the competencies which the government, as an employer, expects from its officers. In the case of Belize, the skills which managers are required to display in their work are those which will promote the country's economic and social development.

The main competencies which are sought in successful senior executives have been identified. They are visionaries with a clear sense of direction, those with a dream and an agenda, and a set of values and beliefs concerning what the organization is, and what it should be. Successful executives are able to get other work colleagues (peers and subordinates) to share their vision. They communicate well, are easily accessible, and foster employee initiative and ownership. Successful managers possess personal attributes such as self-confidence, ambition, trustworthiness and sensitivity.⁴² Additionally, the challenge to nations of having to survive in a dynamic international world, demands that managers be flexible in terms of change, while remaining focused on set goals. They must develop and maintain high self-esteem and be good ambassadors for their country at all times.

These characteristics are those which the Belize government is striving to create and maintain in the job performance of its officials. An exhibition of these skills is normally used as an indication that training and academic exposure is addressing the performance deficiencies of middle managers. It should be noted at the same time, that time and appropriate environment are key to evaluating the impact of training.

Training of the Managerial and Administrative Cadres in Belize:

Employers who feel that management skills can be taught, make provision for this in different ways. Some governments are able to mount a full management

⁴²Javidan, Mansour and Dastmalchian, Ali, The Determinants of Effective Senior Management Performance: A Cross-cultural Study (Victoria, British Columbia: University of Victoria, 1993) p. 6.

training program, or an in-house modular system, tailored to the specific requirements of the organization. The Belize government relies on both overseas and in-service training and the contributions of both types of programs to management development will be discussed.

2.3 Overseas Training

Overseas training in personnel management has been a prominent feature for Belizean public officers. This type of training takes place in the Caribbean, Europe and North America. Courses vary in length and content ranging from one week certificate level sessions to three-year degree programs. Some of these courses form a segment of a ministry project e.g an agricultural project with USAID. Overseas training could also be realized from scholarships geared toward human resources development. An example of the latter is the Canada/Caricom scholarship program through which a selected number of public officials pursue degree programs at Canadian universities.

Overseas programs, particularly degree-courses, have contributed greatly to the increase of institutional administrative capability. Overtime, trainees are able to compare the systems they work with at home with more technologically advanced public sector systems. This type of academic exposure has been known to inspire new innovations in Belize. University education has the potential of providing students with traditional management skills such as directing and controlling. However, even though the generic skills acquired at tertiary institutions are

important, nation-building requires that local managers engage in a broader range of activities. Public managers are expected to engage in the use of skills associated with leadership and decision-making. These include facilitating, influencing, coaching, negotiating, problem solving. Despite all the positive aspects of a university program, Public Service Reviews or context evaluations have identified a negative aspect of overseas training. It is argued that students are subjected to a prescribed curriculum and in most cases, the courses they take do not improve job skills. Research shows that there is often a gulf between the academic exposure and a transfer of learning and, consequently, those training initiatives are generally ineffective.⁴³

On a separate but related note, the author's experience is that some trainees acquire a taste for the "greener pastures" in the North and this has resulted in a steady brain-drain from Belize. Some Belizean professionals, such as lawyers and doctors, return to Belize at the completion of their training award, but they begin to find all kinds of reasons why they cannot stay - while others merely "skip town." To a certain extent, this trend can be predicted to remain prevalent for as long as the government does not tighten its student-bonding system. Despite the fact that some of the concerns about overseas training are beyond the reach of decision-makers, nevertheless, positive actions can be taken to improve local training.

To supplement the acquisition of the innovative skills required of managers in a developing country, governments have turned to in-service training. In Belize the goal is to develop management training that is made-to-fit needs. For example, in

⁴³Peter Bramley, Evaluating Training Effectiveness, London: McGraw-Hill Book Co., 1991.

teaching middle management skills, the approach taken is to use real examples from within government to develop simulation exercises. This practical technique will help trainees relate new learning to situations at their office. The in-basket exercise, administrative case studies or management games are other teaching techniques which could be successfully used in Belize. The Caribbean Centre for Development Administration (CARICAD) has made contributions in this regard. Sometime in 1987, CARICAD arranged a working session where representatives from different countries in the Caribbean developed a few Caribbean case studies. It is hoped that similar working sessions will be conducted to produce more cases for teaching management skills.

2.4 In-service training

The training available to middle managers in Belize varies. After orientation, officers are exposed to training in either of two fields, administration or accounting. This of course, depends on work assignments or sometimes on individual choice of work field. The organizational chart below shows the upward career mobility of officers in the administrative and accounting grades. The chart shows that a first class clerk may chose to become an Administrative Officer or a Finance Officer.

ORGANIZATIONAL CHART OF ADMINISTRATIVE STAFF

PERMANENT SECRETARY

ADMINISTRATIVE OFFICER

FINANCE OFFICER

ADMINISTRATIVE ASSISTANT

ACCOUNTANT

FIRST CLASS CLERK

SECOND CLASS CLERK

Three-month clerical classes prepare second class clerks for promotion to first class clerks. The latter take a subsequent higher level of examinations in preparation for promotion to either Administrative Assistant or Accountant. The results of these yearly examinations, coupled with their job performance, are the determinants of annual increments. Exam results, seniority and overall performance determine the readiness officers for promotion up through the ranks.⁴⁴

2.5 Thereafter, senior first class clerks, administrative assistants or officers in the technical areas (e.g Customs or Immigration officers) apply for and are allowed to take lectures on a day-release basis for the Certificate in Public Administration

⁴⁴Promotions up through the ranks has tended to be fast because of transfers, early retirements, resignations and brain-drain out of the Public Service.

(C.P.A). Acceptance into the C.P.A program is based on merit and submissions made on behalf of applicants by their supervisors. Even though the classes are held at U.C.B, Belize, the examinations are set and marked by the University of the West Indies, Jamaica. On occasions, visiting professors from U.W.I lecture to Belizean participants of this program. In hope of a spill-over effect, other government officials are invited to attend and participate in these lectures as well. The C.P.A has equivalent certification to the first year of B.Sc. Public Administration. The Certificate in Public Administration (CPA) has been a major contributor to administrative capability since 1983. This challenge program provided an impetus for serving officers who had "doubts about tertiary training." In terms of organizational benefits, Permanent Secretaries report that productivity and motivation levels are higher among administrative officers who graduate from this program. Participants who attend the Certificate in Public Administration (C.P.A) or the Association of Accounting Technicians (A.A.T) programs on a full-time basis, are allowed one year's study leave.

An interesting trend has developed, whereby successful candidates from the C.P.A program are identified for university degree programs abroad. Our present Financial Secretary, who recently completed a Masters degree in England, was a graduate from the C.P.A Challenge program. There are other success stories of officers who have followed that path. The C.P.A program continues presently and is now a requirement for promotion to any post higher than that of first class clerk.

Classes in the Association of Accounting Technicians (AAT) program are offered to senior first class clerks and accountants on the same day release terms as officers attending the C.P.A course. Again, some lectures are provided by Belizean accountants working for the government, but the majority are given by lecturers from private accounting firms. Like the C.P.A, this program is conducted under the auspices of the University College of Belize, even though the examinations are set and marked at the Association of Accounting Technicians' headquarters in England. Successful completion of the AAT exams has become the requirement for promotion to the post of finance officer. At least six of these graduates have proceeded to pursue first degrees in Finance at different universities outside of Belize.

Other In-service training:

In addition to clerical, the CPA and the AAT courses, the Training Division also arranges in-service training courses in Public Relations, Supervisory Management, Administrative Law, Public Service Refresher courses, Performance Appraisal, Project Management and on-request programs. Normally, these are of three days to a week's duration.

2.6 Belize like its Caribbean counterparts, has a small training division and out of necessity, has sought outside assistance in the delivery of training. In addition to using intra public service resources, it is not uncommon for the Training Division to hire local and external consultants for certain specialized skills training. The Belize Institute of Management (BIM) has worked closely with the Training Unit in designing and conducting management development projects.

BIM's contribution to training: The Belize Institute of Management is a private training institution which has been operating in Belize since 1987. This organization gets most of its sponsorship from the United States Agency for International Development. This cooperative relationship became stronger under the Training for Employment and Productivity Project (TEP), a Belize/USA training project focused on the training of persons identified as having a direct link to the Tourism industry. BIM has been providing a significant portion of training requested by Government, especially in areas where the Training Division staff does not have the expertise.

BIM has been working closely with the Training Unit staff to design executive management and middle management (including technical, finance and administrative personnel) training programs aimed at strengthening public service management in Belize. A unique feature of this project is that some of the programs merge managers from both the public and private sectors. The contributions of BIM to middle management development can be considered within the framework of input evaluation. Usually, the assistance of BIM is sought to maximize the chances of achieving the skill-creation goals of Belize's management development goals.

2.7

Critique of Belize's Training System: The impact of the training courses mentioned above has not been evaluated for the following reasons: first, top management does not see evaluation as a viable activity because of the nature of the courses. Secondly, there is a shortage of expertise in this area. Third, there are financial constraints to

implement evaluation. The result of this approach to the training process is that there are set-backs in employee training and career development.⁴⁵

The only evidence for the success or non-success of these courses is anecdotal and observational in nature. At present, there is a reluctance on the part of some supervisors to work alongside Trainers in developing course content for in-service courses. Despite this, there is an on-going tendency of some ministries to call on the Training Staff to "fix" any personnel problems with training - while they stand aloof and hope that a solution is found. A teamwork spirit and approach to the training process and its subsequent results is presently absent in Belize.

Nolting suggested in 1962, that one of the set-backs of training in Western Europe was the absence of the team approach in employee - training.⁴⁶ Similar observations have been made by other American writers. Research on the topic of "team approach in the training of workers" indicate that because of the increased activities of globalization, private sector firms were forced to engage in overall organizational evaluations. The result of these evaluations, coupled with the need to become more efficient, demanded serious planning in the training of their employees. This kind of pressure for productivity and evaluation is less in the public sector and therefore the process of change is slower.

⁴⁵Edwin Jones, "Public Sector Reform: Imperatives and Challenges to Implementation." A paper presented in Belize on May 5th, 1993.

⁴⁶Orin Nolting, Post-entry Training in the Public Service in Western Europe (Chicago: The International City Managers' Association, 1962) p. 93.

Because training on a whole is not strategically planned, Training Needs Assessments have not been the norm before in-service training is developed. As a result, training is prescribed and does not address the real skill-deficiency (if that is the problem). And once the "superficial" training is completed, that is the last encounter between the trainer and the trainee. There is no provision for a process and/or the product (outcome) evaluation.

Review of course content:

A Belizean team which made up the Frankson Committee suggested that the training needed by the managerial and administrative cadre is of two types:

- i) short seminars of not more than a week's duration devoted to a particular topic and;
- ii) longer courses in the techniques of management

Both types of training are being used and are manifested in the short courses provided by the Public Service Training Unit and by BIM. The C.P.A and the A.A.T courses are classified as longer and more management-intensive training. The aim of the short seminar is to sensitize the participants on a particular issue, to assist them in finding a solution to particularly intractable problems, or simply to serve as a refresher on certain principles. A Cabinet retreat or a week-end seminar for Permanent Secretaries and Heads of Departments would fall into this category.

Given the competencies that have been identified as necessary for the effective performance of Belizean public managers, the following subject areas could be examined with a view to incorporating them into in-service training:

- a. A Strategy for Development: Discussion of the current five-year development plan.
- b. How to build an appropriate infrastructure to cope with the refugee situation and other foreign policy issues.
- c. National and global environmental politics.
- d. Personnel Management in the Public Service - How can we deliver better service.
- e. What are the main concerns of Public Officers - How can we deal with these as a team.

These suggested courses would be designed to help budding managers to think out problems and come up with rational alternatives when related challenges present themselves.

2.8 Conclusion

This chapter analyzed current in-service middle management development training programs in Belize. To do this, the concept of evaluation is described as the "process of systematically assessing" training related components. The competencies to be developed and maintained in Belizean managers are identified and described. The use of the CIPP (an acronym for context evaluation, input evaluation, process evaluation, product evaluation) training model is proposed as a possible strategy for improving the public service.

As part of the discussion on the importance of evaluation of training in Belize, questions were asked about what needs to be changed? And, what ought to be done to bring about this change? Discussions focused on training content and on

organizations and sources that provide training. The Certificate in Public Administration program, the Association of Accounting Technicians programs and other management training which managers attend were reviewed. BIM's contribution to management training and the role of overseas management courses were likewise discussed. Some recommendations are made for the improvement of the course content of in-service management training.

The issues discussed above are relevant because assessment of programs is a reliable way of determining the real position of an organization. The results of an evaluation indicate past performance, present performance and the challenges and opportunities of the future. In other words, the difference between current performance and those performance levels required to reach certain goals, are deficiencies which are identifiable during in an overall evaluation. Performance gaps can subsequently be corrected through strategic training.

CHAPTER 3

An Analysis of Research Data

As a part of the thesis plan to develop a training model for Belizean public sector managers, mail questionnaires were distributed and in-person interviews were conducted in four Caribbean countries, Jamaica, Bahamas, Barbados and Trinidad and Tobago. The research aimed at identifying the major problems related to public service training in these countries. The findings were intended to aid in developing a model applicable to the Belize situation.

3.1 Data Collection:

To this end, information related to the in-service training perceptions of middle managers and supervisors in the Caribbean was collected. The research aimed at identifying the top five in-service training programs which regional Caribbean managers classify as "having had the best effect" on improving work performance. This approach examined the views of the Users (those who are trained with the objective of improving their job-performance) as well as those of the Designers (those who design the training which is implemented). Section 1 of the questionnaire addressed this aspect of the research (see appendix C).

The research provided the opportunity to examine training as it happens in its natural environment. Specifically, the survey facilitated an observation of the current administrative, political and technological environment within which training takes place in the Caribbean. This issue was addressed by sections 2, 3 and 5 of the

questionnaire. Responses to these questions were also obtained during in-country interviews in the same four countries. This data, along with information gathered from a survey of middle managers conducted in Belize (July 1994) will be used in chapter four to develop a results-oriented training model for middle managers selected to assume higher managerial positions in the Belize Public Service.

a. Questionnaires

Thirty questionnaires each were sent to middle managers in the public sector in Jamaica, Barbados, the Bahamas and Trinidad and Tobago. The questionnaires were mailed to the respondents in January and returned by April 1994. A total of ninety one (91) questionnaires were returned, for a response rate of 75%.

Selection of sample: The respondents for the mail questionnaire were middle managers, randomly chosen from a staff list in each of the four countries. Respondents were chosen based on their training experiences - that is, those who had been on in-service management training programs. This selection method accommodated participants who, because of their exposure to training, could distinguish differences in their performance levels before and after training. The responses in the questionnaire would also answer the researcher's question concerning the differences in level of performance between public officers who had been on several in-service management training programs, as opposed to those who had not been on in-service training.

Most of the respondents tended to be 50 years of age or less. Fifty five percent of the respondents were male and 45% were female. Generally, most had completed

a first degree and were doing additional university courses. This could probably be attributed to the demand for flexibility of skills and the ambition of officers to prepare themselves for further studies and possible future jobs. Research points out that an individual will not stay in one job through-out his/her working life. Most of the respondents had served an average of twelve (12) or more years in the Public Service.

3.2 a. Analysis of the Questionnaire Data:

A basic question addressed to middle managers was which five in-service training courses were perceived to be the best in improving job performance. Other enquiries asked why these programs were considered to be the best and which method of teaching was found to be most effective.

The courses rated in the top five positions (six in the case of Jamaica and Trinidad and Tobago) are:

Jamaica:

1. Executive development training - 12 months
2. Financial management training - 6 months
3. Project management and implementation training-3 months.
4. Administrative Reform training - 5 weeks
5. Negotiating skills training - 2 weeks
6. Stress management workshops - 2 weeks

Bahamas:

1. Executive development training - 3 months
2. In-service middle management training - 2 months
3. Interpersonal Relations - 3 months (not consecutive)
4. Project management training - 3 months
5. Train the trainer program - 2 months

Barbados:

1. Executive General Management - 3 months
2. Middle Management - 2 weeks
3. Computer Management training - 4 weeks
4. Human Resources Management - 4 weeks
5. Train the Trainers - 2 weeks

Trinidad and Tobago:

1. Management training programme - 13 weeks
2. Financial management training - 4 weeks
3. Preparatory course -entry into administrative grades-6 months
4. Project Management and Evaluation - 2 1/2 months
5. Strategic Planning training - 1 week
6. Total Quality Management training - 2 weeks

Summary for all four countries:

1. Executive development training
2. Strategic planning workshops
3. Train the trainer seminars
4. Computer training programs
5. Stress management workshops

All four countries studied provide executive development training and, from the questionnaire responses, it can be said that middle managers rate it as the most useful program. In most of the countries, strategic planning is a component of executive development workshops. The duration of these courses varies according to country need. Course content is also dependent on the identified performance deficiencies. During the interviews, it was generally found that in Trinidad and Jamaica, training up to the executive level is done in an organized and systematic way - that is, the programs are initiated and monitored by top management. Each program builds on the other progressively.

Stress management workshops have become a common feature in the Caribbean. Some respondents feel that more interaction with peers and sharing of ideas on how to deal with new challenges at the workplace are necessary. It was noted that in all four countries, the criteria for choosing a facilitator for stress management courses was the same - that is, a lecturer from another country or from the local private sector was chosen to deliver the program. Dr. Neville Ying, private consultant in Jamaica and Dr. Aubrey Armstrong, management consultant in

Barbados and trainers from Caribbean Development Bank or personnel from the Caricom Secretariat head office in Guyana, were frequently mentioned as popular workshop coordinators.

Train the Trainer courses are also offered frequently in the islands. The researcher was told that this is a way of promoting the training process in each ministry/department and also lessening the dependency on foreign trainers. With the increased use of modern technology (data banks, fax modems) throughout the world, computer literacy training has become quite popular to assist officers in providing quicker and more efficient service. While officers acquire computer skills, they simultaneously develop a better appreciation for the benefits of new types of technology. During an interview, Caribbean writer Dr. Edwin Jones, noted that countries which have been able to take advantage of technological change have greatly improved their standards of living.

Training programs are not limited to the list shown above, as each country offers a host of different middle management training, some of the most popular are listed in appendix B. The following were components of training courses which made them interesting to trainees:

- a. Foreign lecturers introduce an international and broader perspective to courses which are taught locally.
- b. Courses which increased a trainee's knowledge base were found to be very useful.
- c. The training that directly related to the job (as with the computer training). This was consistently mentioned by respondents in Jamaica and Trinidad and Tobago.
- d. Courses that allowed lots of participant interaction

Table 3-1 presents in summary form the evaluations of training as revealed in the mail questionnaires. The first three items deal with whether there is a plan in place, whether training is carried out in accordance with the plan, and whether the number of training programs available have increased over the past five years.

TABLE 3-1

Overall Evaluation of Training - by Country

	Bahamas N = 16	Barbados N = 20	Jamaica N = 25	Trinidad & Tobago N = 30	Total N = 91
% Indicating training plan in place	62%	56%	60%	68%	62%
% Indicating training plan used	48%	31%	51%	60%	48%
% Indicating # of training progs increased	49%	56%	55%	58%	55%
% Indicating org performance improved due to training	53%	37%	52%	68%	53%
% Indicating they perform more complex tasks after training	57%	40%	58%	66%	55%
% Encouraged to use new skills	52%	42%	62%	78%	59%
% indicating training prog is effective in preparing people for jobs	53%	50%	61%	82%	62%

Data in table 3-2 are not overly encouraging. In Trinidad and Tobago, just over two-thirds indicate a plan to be in effect with 60% indicating that it was being followed. Sixty-two percent and 60% respectively, of Bahamian and Jamaican respondents indicate that a training plan exists, with 48% and 51% respectively indicating that it is being followed. Barbadian respondents offer the bleakest picture: only 56% indicate that a training plan is in place, with less than one third (31%) indicating that it is being followed. With respect to changes over the past five years, the situation is more positive, as overall 55% of respondents indicate that the number of training programs had increased.

With respect to the effectiveness of training programs, while there is greater country by country variation, the overall situation reported is disappointing. First, it is quite apparent that whatever is being done in Trinidad and Tobago is working: over two-thirds of respondents respond positively to each question, with fully 82% reporting that training programs are effective in preparing people to do their jobs. As was the case with the first dimension, Barbados stands out as having particular problems, with half or less of respondents offering positive responses to any of the items. A mere 37% of Barbadian respondents indicate that their performance had improved due to training, while only 42% had been encouraged to use new skills. Evaluations of training programs in Jamaica and the Bahamas fall mid way between Trinidad and Tobago and Barbados, with Jamaican respondents slightly more positive than respondents in the Bahamas.

TABLE 3-2

Preferred Objectives of Training - by Country
1 = most important and 3 = least important

	Bahamas	Barbados	Jamaica	Trinidad & Tobago
Knowledge acquisition	1	3	1	1
Problem solving	2	2	2	2
Interpersonal skills	3	1	3	3

Table 3-2 indicates which training objective are considered most important by respondents in the four countries. Knowledge acquisition is rated as most important everywhere except in Barbados where paradoxically it is accorded least importance. Problem-solving skills are accorded considerable importance everywhere, while interpersonal skills are listed as least important everywhere but Barbados where they are accorded greatest importance. These differences in ranking could relate to a number of factors. One could be the area in which the trainees feel most deficient. Another could be the thrust of the training course itself.

TABLE 3-3

Percentage of Respondents Indicating Positive Evaluation
of Training Methods - by Country

	Bahamas	Barbados	Jamaica	Trinidad & Tobago	Total
Case Study	72%	63%	63%	60%	65%
Lecture	67%	57%	63%	47%	59%
Films	34%	43%	55%	70%	51%
Role Play	71%	75%	60%	73%	70%

Table 3-3 indicates the relative attractiveness of different training methods. In general, respondents appear to prefer methods which involve them in the process, role play and case studies. Films generally were not well-received, except by respondents in Trinidad and Tobago. The lecture method also was not favourably received, except in Jamaica where it ranked with the case study as the most preferred method of instruction.

3.3 b. Analysis of Interview Data:

The second phase of the research consisted of face-to-face interviews in all four Caribbean countries mentioned above. Eighty (80) interviews were conducted (see list of interviewees in the bibliography). The interviewees were politicians (Ministers of government), top (Permanent Secretaries and Heads of Department) and senior level bureaucrats, private sector executives involved in the business of training, professors at the three campus sites of the University of the West Indies and persons in training sessions. These interviews were intended to point to training policy trends and to assess the attitudes of top management with respect to the training of the middle management cadre.

A total of five ministers of government were interviewed, (three in Jamaica, one in the Bahamas, one in Trinidad and Tobago). These interviews provided information on training policy and direction and helped to identify the level of political will and support given to training in each country. Even though the focus of research was on public service training, the private sector was included in the interviews because the researcher sought to determine the existing differences

between private sector training programs vis a vis public sector in-service training programs specifically with respect to differences in training methods used. Throughout the series of interviews, the researcher sought to identify the traditional, present and future role of the training process and its linkage and relevance to the actual job performed by the trainees. The research tried to determine the advantages and disadvantages, real opportunities and potential benefits of the training programs, and to link these to the knowledge, skills and ability required of future senior public managers.

3.4 Jamaica

In Jamaica, the entry requirement for new entrants into the managerial positions is a first degree. All respondents up to the age of 41 have a first degree. This indicates a high potential to absorb in-service training. Progression up the promotional ladder is decided by outstanding performance and additional training acquired. Survey participants with higher level qualifications felt that in-service training boosted their ability to assume more responsible positions. The number of respondents with qualifications below a first degree was not significant enough to enable the researcher to generalize on overall perceptions.

Support for training - political - The Minister for the Public Service seemed involved in the administrative reform process and recognized the need for constant evaluation of the impact of training. He was satisfied with the level of progress made with training to facilitate the reform process. Usually, to show support, the Minister gave

the opening speech or presented attendance certificates to participants at management training sessions.

Administrative support - At the time when Administrative reform was introduced, each ministry was asked to devise a Training Plan for its staff. It was noted that the Ministry of the Public Service and the Management Institute for National Development (MIND was formerly known as the Administrative Staff College) work as a team on training ventures, even on decisions to contract out training for middle managers.

Training resources - MIND is the training division for the Jamaican Public Service. It liaises with the Ministry to plan, design and implement specialized training. MIND has opened up its executive and financial management courses to other regional territories.

Government and the private sector co-operate in training ventures. Some middle management training is contracted out to private trainers. Private and public sector personnel complained that none of the U.W.I campuses cater to the real management training needs of their society's organizations. The result of this insensitivity to sectoral need is that the regional university produces managers who are ill-prepared for work in either of the sectors.

The Institute of Management and Production (IMP) is a private training organization, which has continuously provided training in certain managerial-skill training areas for Jamaican public officers. Dr. Neville Ying, IMP's executive director was conversant with training needs of the Public Service. He indicated that IMP has

been involved with MIND and the Ministry for the Public Service on issues related to training as a component of the Administrative Reform movement in Jamaica. IMP's involvement in public service training is indicative of the collaboration between the public and private sectors toward a common goal.

The University of the West Indies (UWI) which has a campus at Mona Jamaica, has a tradition of participating in in-service training mainly through the Human Resource Development Division of the Department of Extra-Mural Studies. However, this service was underdeveloped and over the years, non-campus territories complained of being under serviced. The university has made tangible efforts to correct this situation.

One of UWI's responses to the training needs of smaller countries came in 1982, through a program of distance teaching. Through University of the West Indies Distance Teaching and Education (UWIDITE) non-campus countries were able to participate in campus programs by satellite. This new technology was a major innovation in the promotion of in-service training. In 1983 the Certificate in Public Administration program was put on satellite for the benefit of non-campus territories. This challenge-based program has been a major development in Caribbean public service training. It has had great success as an established in-service training program.

Training problems

The Jamaican training model has experienced problems in implementation. It was noted that because the trainee selection system was weak, officers attended courses for self-aggrandizement, thereby placing organizational objectives secondary.

Further, the large number of lay-offs created insecurity in those employees who stayed on. It was difficult to motivate persons in this frame of mind.

3.5 Bahamas - Even though the data collected indicated that Bahamas had a training plan, through interviews it was found that there is an unstable pattern of adherence to that plan. The Director of Training has proposed an out-reach program to work with the different ministries to regularize this situation.

Respondents in the Bahamas gave positive knowledge acquisition the most important outcome of training. Acquisition of problem-solving skills was second and interpersonal skills was third. Participant rating given to interpersonal skills (listed in table 3-2) is interesting in view of the fact that the Bahamian government has given the tourism industry such high priority. Since interpersonal skills closely relate to the promotion of tourism, one might have expected that participants would have rated the human relations skills as the most important.

Support for training - There is much political support for training. As a part of efforts for administrative advances, the Bahamian government contracted personnel from the Canadian Centre for Management Development (CCMD), to conduct a management audit. Some of the recommendations made by CCMD are now being implemented, e.g. a job classification exercise as the first step to developing a macro training plan and subsequently career plans.

Administrative - Specific mention must be made of the working relationship between the present Minister for the Public Service (Minister Tommy Turnquest), the

director of training (Mrs. Albertha Byer) and the Permanent Secretary (Mrs. Lois Symonette). All three are in agreement regarding what needs to be done and regularly discuss progressive ideas about the training of Bahamian managers. The team spoke of the need to employ a holistic approach to individual and organizational renewal to be able to deal with the challenges of the 90s.

Respondents indicated that they had identified some changes needed in the Bahamian Public Service as a result of training. There was for instance, a noticeable effort on the part of supervisors to reach out to needs of their staff. There was in return, a higher staff motivation level and involvement in office activities. The new attitude created unity among staff. Supervisors tended to encourage more input from staff on training issues.

Training problems - Several Bahamian respondents noted that most in-service training programs were too general in content and therefore failed to address individual staff development needs. The training team found that because of their inability to motivate all supervisors to become involved in the training process, the cycle was broken. Participants in the survey also felt the effects of this gap.

In discussions with the Director of Training about training related problems, she felt the use of pre-packaged training materials should be replaced by indigenous case studies. Ms. Byer explained that in most of the "post course evaluations," participants commented that they would prefer to discuss Bahamian Public Service cases rather than the hypothetical cases used. This situation made a transfer of

learning difficult because trainees were unable to relate classroom work to their actual jobs. Barbados experienced similar problems.

3.6 Barbados

Responses in the questionnaire indicated that only 40% of public officers were assigned more complex tasks after training. The low percentage (42%) of departmental encouragement to use new skills indicates a negative pattern of this practice in Barbados. Interviewees in Barbados did not feel that their training was specialized enough (in some cases individualized enough) to prepare them to assume more responsible jobs. In other words, they felt their training was too general. Researchers in this field argue that traditional training approaches that tend to emphasize knowledge transfer, fail to meet their objectives because they give standardized training to groups of unrelated trainees at a particular facility.

Support for training - The Training department was experiencing frequent transfer and turnover of staff. The interviews held with persons responsible for training did not convince the researcher that there was a strong commitment to training as a process. Overall, government personnel interviewed did not mention any specific program for management development. However, the executive director of the Barbados Institute for Management and Productivity (BIMAP) spoke about some successful training interventions made by that organization.

Middle managers indicated that the morale of some staff had improved as a result of training programs. Specific mention was made about the usefulness of

project management training put on by the Caribbean Development Bank. The location of CDB's headquarters in Barbados, facilitates the attendance of greater numbers of local trainees at their project management courses.

Training resources - The Caribbean Development Bank (CDB) has its head office in Barbados, and conducts all the project management training programs for the Public Service in Barbados and throughout the region. Additionally, the CDB offers other kinds of support to the Barbados Public Service, for example, it shares research information and would provide personnel with specialized skills to facilitate lecture/discussion session.

The Cavehill campus of the University of the West Indies is located in Barbados and it helps with in-service training programs. An example of programs offered is the Executive Management - MBA program. This program allows part-time study and is open to personnel in both the public and private sectors. The Executive Director of this program noted that half of the present class comes from the Public Service.

The Barbados Community College provides much of the vocational training for Public officers. The Principal of the College said that the Director of Training in the Public Service has an input when the school's yearly work plan is being developed. The College provides special managerial training for secretaries who use this qualification for matriculation into degree programs at the University. Computer training is also a popular program at this school for serving public officers.

The Caribbean Centre for Development Administration (CARICAD) with its headquarters in Barbados, has as a role "Promoting, strengthening and upgrading the managerial capabilities and systems in the Caribbean for public policy formulation and implementation in support of sustainable development programs in the region." CARICAD gets support from international agencies like the International Labour Organization, the Commonwealth Secretariat, United States Agency for International Development, Canadian International Development Agency and others. CARICAD identifies and recruits people with high levels of skill and expertise for different public service projects (i.e Public Service Reviews). CARICAD is known to be very active in in-service public administration training in the region.

CARICAD is working on a directory of regional consultants along with representatives from other Caribbean countries. Once this project is complete, Caribbean states will have the option of using regional consultants in locally and internationally funded projects. Regional consultancy is another avenue for retired public service professionals.

The International Labour Organization (ILO) has an office in Barbados and has made its contribution in the area of Labour management training. It holds several labour-related training workshops in Barbados and throughout the region. Additionally, the ILO was instrumental in negotiating with the UWI for the addition of a Certificate in Labour Management and later for a degree program in Labour Administration.

3.7 Trinidad and Tobago

Training in Trinidad enjoys a lot of political support and as a result, related training efforts experience considerable success. Respondents there indicated that there was an active training plan. Since the advent of Administrative Reform, all Permanent Secretaries have been requested to submit their Ministry's training plan to the Training Division. This exercise forced them to link the plan to the mission and vision of their ministry.

In response to the changes participants had seen as a result of their training, the following were listed. Some offices reported the introduction of administrative decentralization, increased management development training and improved human resource management. Some respondents mentioned the introduction of systems (i.e. quality service) that were being set up to assist with the timely and efficient delivery of public service to customers. Survey participants also noted the improvement of the documentation and circulation of policy and procedures, the increase in professional staff and the improvement in reciprocal communication among top management and the rest of the staff. As opposed to Jamaica and Barbados, respondents in Trinidad felt that local training was more systematic and organized.

Administrative - There is less resistance to Administrative reform among government officials in Trinidad. Overall, there was a feeling that training had a purpose. Respondents to the questionnaire and those interviewed commented that they perceived training as a process for helping to improve worker and organizational performance. As a result, managers seemed comfortable with their jobs. Some of the

persons interviewed pointed to components of the training process that required changes, but understood that these would be done over time. The Trinidad training model seemed to be the only one which monitored adherence to a Training Plan and where training was directly linked to trainee jobs.

As shown in table 3-2, Trinidadian respondents rated positive knowledge acquisition as most important, problem-solving skills at an intermediate level and interpersonal skills as least important. These ratings tend to reflect a low importance to the tourism industry and the high emphasis on knowledge acquisition. In Trinidad, both in the questionnaire responses and during interviews, senior officers were more concerned with using training as a way of progressing within government.

Training Resources - The UWI campus in Trinidad offers both a diploma and a first degree in Public Administration. Some public officers have attended this program on a part-time basis. Additionally, the university offers several management development courses.

Despite the positive aspects of the Trinidad training model, the Director of Training indicated that there is not enough follow-up on the impact of training after the trainee returns to his/her workplace. Because of this reality, it was difficult to determine whether in fact, the training was addressing problems of performance deficiencies. Although the Trinidadian model is not flawless, it appears to have the best qualities in the region. Suitable segments of the model could be adopted in Belize.

Other Training to come on stream

Training divisions in the countries studied, namely Bahamas and Barbados have expressed interest through CARICAD in engaging in new areas of training. Trainers in these countries feel that in order for training to be meaningful, it must address the real problems encountered at the office. The new areas proposed are:

1. Political sensitivity training for managers at different levels of the service. Some of the lectures/experience sharing would be done by politicians and senior bureaucrats.
2. Developing service strategy - understanding the importance of customer satisfaction to the organization.
3. Gaining Upper Management's support
4. The Mentor System as a training process.

Trinidad's Minister Gordon Draper has been active in promoting these types of manager-training programs throughout the region. The rationale is to promote a better understanding of goals between the politician and the bureaucrat and to lessen the hostility that exists when an agreement is not reached - the politicians cry sabotage and the public officers complain about political interference in administration.

A second positive side to political sensitivity training is that management development and related training activities have better success in situations where the political directorate takes a leading role. Trinidad and the Bahamas are good examples of this.

Problems with training

An area of concern for trainers is that most managers and supervisors do not go beyond identifying a training need and deciding who will be sent on training. Training therefore begins and ends in the classroom and there is little follow-up or encouragement when the trainee resumes duty. This trend also works against any initiative to evaluate training as a process. Selection of trainees is another problem area. A Permanent Secretary said that selection is often done simply on the basis of an applicant's interest in attending the training. At some offices, attendance at training sessions is interpreted to be a form of punishment.

3.8 General Findings:

Several factors were found to impact on training in the Caribbean. Firstly, the priority given to human resource development, including training, is determined by the interest given to the area by the political directorate, specifically by the Minister responsible for training. Trinidad and the Bahamas are good examples of this. Minister Gordon Draper, who presently has responsibility for the Public Service in Trinidad, was previously a Trainer in government and later became a private management consultant. He is now the force behind the administrative reform movement in Trinidad. Throughout the Caribbean, Minister Draper has gained much respect and recognition for his work with CARICAD in promoting the concept of "improvement of Public Services" in the region. Minister Tommy Turnquest in the Bahamas is also a strong advocate for "quality customer service" in government. This

positive attitude could have stemmed from his previous private sector involvement. In an interview with Minister Turnquest, the researcher learned that at the political level there was a definite "plan of action" for the training of Bahamian managers. The latter was part of their 5-year National Plan.

The state of the economy is a second determinant of the amount of resources actually allocated to training. This is seen clearly in Jamaica and Barbados, where the sum allowed for training fluctuates, (recently with decreases more likely than increases), depending on the country's economic performance.

A lesser, but still important consideration, is the strength of arguments put forward by the Training division and other concerned management advocates to the political directorate. Examples of innovation in this area can be cited in Trinidad and the Bahamas. The Director of Training and the Permanent Secretary in both countries believe in and vigorously promote training. These officials are known to be proactive in taking a lead in securing a government's support for training programs and activities.

A common feature in all the four islands studied was that training was being conducted within the context of **Administrative Reform**. The rationale for this is that training is being used as a vehicle through which key managerial skills, such as leadership, decision-making, negotiation and planning skills, can be achieved. Most of the in-service training programs in Jamaica and Trinidad were linked in some way to the reform movement.

A United Nations publication defines administrative reform as "the deliberate use of authority and influence to apply new measures to an administrative system so as to change its goals, structures and procedures with a view to improving it for developmental purposes."⁴⁷ George Briggs, Permanent Secretary for the Jamaican Public Service describes administrative reform as a new wave of administration which involves restructuring and right sizing public organizations to improve productivity.⁴⁸ Mr. Briggs indicated that Administrative reform would require the merging of ministries as well as the termination of permanent secretaries and programs. The reaction from civil servants, especially in Jamaica, is that these types of changes create uncertainty in the minds of all public officials. Movements toward Administrative Reform are in different phases in each country. The perceptions of those officials affected by this policy could be a determinant of the level and type of reception given to restructuring.

Effects of Administrative Reform on Training

For the last five years in Jamaica, training has been officially used as a direct response to the restructuring movement. However, while the government's objective

⁴⁷Department of Technical Co-operation for Development, Enhancing Capabilities for Administrative Reform in Developing Countries, New York: United Nations, 1983, p.1.

⁴⁸This interpretation confirms what was found in the literature review for this thesis, that the term administrative reform has different interpretations. Basically, administrative reform has been conceived as an effort to apply new ideas to an administrative system with a conscious view to improving the system. The movement aims to change or redirect the conventional ways by which people in government think and act.

is to provide officers with training as a tool for efficient performance, employees view training as an opportunity to make their skills more marketable in case they are laid off. Jamaica's Management Institute for National Development (MIND) continues to put on programs designed to retrain officers to take on additional responsibilities - that is, with downsizing, lesser numbers have to carry on the regular duties of the office. It was interesting to note that the Jamaican Public Service conducted vocational re-orientation training programs (e.g. entrepreneurial business management, catering, wood-work and hotel management) for employees who were laid-off. Personnel from MIND shared some success stories about persons who had taken the skill upgrading programs. Some individuals found the training helpful in obtaining employment elsewhere. In other cases, the individuals established their own small businesses.

Another finding was that initiatives for administrative reform, could be either externally (the International Monetary Fund or the World Bank) or internally (the local political directorate) driven. Usually the implementation of such policies resulted in cutting down the numbers in Public Services. Downsizing brought about not only increased unemployment but a need for retraining. This situation led to human relations problems as well. The human dimensions arose as individuals, groups and the system sought to achieve a new equilibrium - this required a process of change. It was noted that the attitude of lower level public officers⁴⁹ to the

⁴⁹It was found that persons holding lower level positions resisted downsizing because their jobs were the most vulnerable. These persons are involved in Union and other group activities as a way of protecting their job security.

implementation of Administrative Reform was negative. This was the case especially when the movement involved dramatic changes in public service size.

The perception of the origin of a "reform" exercise is also a factor of importance in the outcome of the effort. For example, in Jamaica, there was resistance to downsizing because the movement was known to be externally driven. Two Jamaican officials commented that they felt defenceless and became defensive because they interpreted restructuring as another imposition where they were being "told" to change. On the contrary, in Trinidad, because the reform is perceived to be a local initiative, resistance is less. Dr. Gordon Draper involvement in Trinidad's administrative reform is accepted as the source of advocacy for change and for improved public service. A Trinidadian senior official explained that they have adopted a strategy based on understanding the issue of change. If and when Belize chooses to implement an administrative reform policy, the model and approach used in Trinidad is the option which offers a better promise of success.

Thus, in countries where local political will was the driving force for improved public service performance, change agents⁵⁰ and activities met less resistance. On the contrary, in cases where it was clear that the government was merely carrying out an International Monetary Fund or World Bank mandate or condition, there was resistance from policy implementors and from members of

⁵⁰Change Agents are those persons who actively promote administrative reform or any kind of related change within an organization - for example in the public service, change agents are usually politicians, administrators, local activists or external agencies i.e the I.M.F, the world bank, U.S.A.I.D.

society. People voiced negative feelings about social and economic consequences of adhering to foreign conditions. This subject was a regular feature on the radio "call-in" programs, especially the popular "Breakfast Club" in Jamaica.

It has been argued that public officers embrace current in-service training opportunities for personal aggrandizement and to improve their future marketability. The latter cannot be confirmed, even though some cases were identified in Jamaica. Information gathered in Trinidad, Bahamas and Barbados indicate that officers attend training to strengthen their ability to analyze real problems and to be able to choose the best method for addressing these issues at their workplace. It was deduced from interviews, that officers who attended five or more in-service training programs tended to be creative with project-assignments. On the other hand, those who attended less than two courses displayed weaker motivation.

3.9 Other Observations:

Small states still have a lot of administrative catching up to do. In particular, governments of non-campus countries must pay keen attention to the establishment of training schools which would provide specialized training. A second related thought is that if training is to be meaningful and results-oriented, it must be seen as a process aimed at achieving certain levels of performance.

There are unstable patterns of training plan usage and discussion of plans among supervisors in the Caribbean. The concern about this practice is that officers who work in non-participatory environments have unclear impressions about individual and organizational goals. The helplessness they feel in these situations

soon results in de-motivation and less productive offices. Involvement of top management not only shows support, but gives training the status it requires to enhance performance.

Where supervisors encouraged the use of newly acquired skills, managers were seen to be high-spirited and self-driven. These persons were described by their bosses as being "self-starters" who displayed lots of innovative skills. These officers were considered as "great assets to their organization and country."

Areas of Concern to the Political Directorate

Ministers of government were concerned about the high turnover of qualified personnel and the resulting inability of government to "stop" the brain-drain to North America and other places perceived to promise "greener pastures." One Minister noted that the government loses control after it trains its people. An example cited was the current problem which the Jamaica Ministry of Works and Construction faces in keeping newly qualified engineers. In this respect, a move out of the Service into the private sector is less detrimental to the country than when professionals leave for North America.

The Ministers in Jamaica, Bahamas and Trinidad felt that training of human resources should hold a high ranking among national priorities. One minister noted that development as a project has two objectives: a direct objective to improve organizational performance and an indirect objective to enhance an organization's ability (through the training of its human resources) to function effectively within a changing environment. The Permanent Secretary in this Ministry spoke of the general

capacity-building approach of the ministry. All agreed that more local funds should and will be allocated to this important activity.

When asked about his expectations for training middle managers, one minister said he hoped that specialized training would increase the number of assertive middle managers and lessen the incidence of managers who do not provide technical advice to politicians. A Jamaican politician felt that a deliberate effort should be made to use local training to build a management culture which is reflective of the Jamaican people. He explained that training in foreign institutions is unable to provide specialized training in this regard. Another minister indicated his willingness to support training which inspired managers to take tough decisions and to take responsibility for the effects (back-lash) of decisions taken.

Concerns of top Bureaucrats

Bureaucrats complained about the fish-bowl effect of public management. Especially in Jamaica and Trinidad, public officers complained about the constant public attack on call-in programs and on radio and television talk shows. This is becoming a strong feature in Belize, now that the government is practising an open-media policy.

In discussions regarding work relationships, at least three quarters of the managers interviewed felt that they worked best with politicians who allowed them a free-hand with the administration of the office. In such situations, managers felt in control of administrative issues.

Concerns from University Personnel as these impact on Public Management Training

The management of a state is complex and therefore the tasks of public sector managers are becoming more difficult. The University of the West Indies recognizes that public service management training is a regional problem and that they must shift their programs to accommodate changing needs. They also note with concern that pressures coming from outside of the Caribbean, (for example through national external loans), tended to impact negatively on society in the long run. The subsequent reaction from the public makes public sector management difficult.

Professor Michael Witter describes this latter situation as one where public officers are trained at the University and through various in-service management courses, but their working environment is so dynamic that it seems almost impossible to prepare them for the realities of their demanding jobs. Dr. Ina Barrett, who teaches Administrative Principles and Practices at the University of the West Indies feels that public officials who participate in her course are first given a basic understanding of regional social systems. Additionally, she said, students get academic knowledge, and a conceptual framework. However, a number of courses have a project component which presents an opportunity for participants to translate theory into practice. Most professors acknowledge that class work will not stand alone and therefore there is a need to complement this with "continuous practice of theory" at the office.

The professors interviewed felt that a different approach to "centralized administration" in Caribbean bureaucracies is now necessary. This practice would allow middle managers to progressively take on more complex responsibilities

instead of being suddenly "promoted to a point of incompetence." Top managers in Belize and throughout the region must go beyond current practices of centralized management. This would mean that Permanent Secretaries and Heads of Departments would help newly trained staff by giving them more responsibility and authority. Eventually, such practice will establish a Public Service Management culture which will shape and nurture efficient managers.

One of the objectives of the research, was to determine whether there was a difference in the delivery of public sector training as opposed to the implementation of training in the private sector employees. The difference was found in the general thrust of training programs. For example, in an interview with Dr. Neville Ying of the Institute of Management and Production (IMP), he explained that the training which his organization provides, focuses on identified performance deficiencies of individual employees. Mrs. Eloise Roger, a private management consultant commented that because the training provided by her firm is systematic, the first stipulation in all her training intervention contracts, is that a Training Needs Analysis be the first step in any training intervention. In the civil service, the practice is to design training for a group based on trainee needs identified solely by supervisors. It is uncommon to find Public Service training which is based on a Training Needs Assessment. Dr. Ina Barrett, lecturer in Administrative Studies refers to this practice as "prescriptive training" which does not correct performance deficiencies.

3.10 Conclusion: In summary, some of the key findings emerging from both the questionnaires and the interviews are as follows:

- a. Executive management courses are perceived to have the greatest positive impact on job performance. These executive type programs are offered throughout all four countries studied;
- b. Most of the training, especially in Jamaica and Trinidad and Tobago was being conducted within the context of Administrative Reform. The latter movement was in different phases in each country and the perceptions of those implementing reform as well as those on the receiving end, varied in each country;
- c. Respondents in all four countries included in the survey indicate that their bureaucracies had a Training Plan. However, there were unstable patterns of the use of this plan in the training of middle managers. There were also varying patterns of assigning more complex tasks to middle managers following training;
- d. To be effective, training has to have the support of the political directorate and top management. Ministers with responsibility for training in the Bahamas and in Trinidad and Tobago are deeply involved with training and management development in their countries. As a result, the training effect is greater than in those countries where the political directorate is less involved;
- e. There are differences between private and public sector training. This can be seen in the overall delivery of training.

Changes that are taking place as a result of training, fluctuate and make it difficult to trace its real impact. Additionally, it is difficult to isolate training as a single factor and measure its true contribution to a country's development. However, based on the results from the questionnaires and the interviews, it can be said with a high level of certainty that all four countries studied have made positive progress in identifying their primary areas of human resource development needs. So far, the extent to which the countries studied have been able to address these needs depends on the interest and power of the proponents of management development.

It is not the intent here to come up with prescribed remedies for deficiencies in individual training programs because the problems are complex and situational. And at the end of the day, each country has to deal with its challenges and opportunities in ways that it feels are best. However, certain proposals for improvement of the management of local programs may be useful, provided that the following conditions are met:

- a) governments are committed to the goals of in-service education, as a means of improving public service performance;
- b) trainees are selected on the basis of a rational criteria and with some relation to their future roles in the public service; and
- c) course content is relevant to the performance deficiency of individuals, groups or departments.

Given these conditions, it is important that:

- i) senior management be involved from the onset of the training process, through the designing of the learning event. This will avoid loopholes in the cycle of the training process and attach more status and meaning to training interventions;
- ii) returning trainees be encouraged to use newly acquired skills through an assigned project at his/her workplace; and
- iii) In an effort to move away from pre-packaged training, course content must be determined and designed from Training Needs Analyses and be linked to national priorities. Since the interest is in management training, an important start is for countries to decide on the skills they need to have, then design training content based on the competencies required.

Evaluation of training is another key component. Most of the countries found that not enough time was dedicated to this important aspect of training. Evaluation provides valuable feedback. Overall, it was found that the Caribbean region is engaged in a massive struggle to find the best ways of surviving. Subsequently, in

some countries crisis management places training in a reactive position. Regardless of what one may want to call it, in reality the dynamics of a changing world tend to undermine and overpower any good intention to proactively "plan for the future." This thought must not, however, deter developing countries from continuously seeking to build administrative structures and models which can facilitate the process of national development.

CHAPTER 4

Development of a Training Model for Belizean Middle Managers4.1 A Rationale for a New Training System

Global political and economic changes have impacted dramatically on national organizational life. As in the case of Jamaica, Bahamas, Barbados and Trinidad and Tobago, public service managers are faced with increased local and external demands, fewer employees and a reduced budget. These governments that have experienced expansion in administrative responsibility realize that effective public administration structures and systems are essential to the achievement of national development. The response of these governments has been to take appropriate measures to enhance administrative capabilities⁵¹ for more efficient planning and implementation of development programs, projects and for the delivery of government services. For example, training in all four islands studied, is being conducted within the context of Administrative Reform, and through institutions which support and facilitate that movement. Similar support systems for training in Belize are not at the same level with its Caribbean neighbours. Despite this, the country's public managers need training that will lead them with confidence through difficulties of transition and change.

⁵¹A United Nations document defines "administrative capability," as "the capacity to obtain intended results by means of organization."

Specific concerns in the Belize situation:

1. The complexity of the administrative, social, political and economic environment within which Belizean public managers work, makes it is necessary for the training system to develop multi-skilled supervisors and managers who can fit into a variety of positions at any given time. Transfer of officers from one ministry to another is a frequent occurrence, along with a continuous turn-over of staff due to reassignments, resignations and dismissals. Even though the public service is expected to anticipate its future demands for the mix of skills relevant to continued operational effectiveness, these factors make it difficult to predict the exact number and types of vacancies that will arise at a given time. In addition to disrupting planning, this reality creates a pressing demand for the increased availability of skilled persons.

2. Present job descriptions outline responsibilities, but do not describe the required competencies/skills needed by middle managers.

3. In-service training is taking place, but training objectives begin and end in the classroom. The minimal involvement of supervisors in the training process does not encourage the "transfer of learning" to the workplace.

4. It is not easy to compile or follow through the records kept on training programs because they are located in different files. Neither are there training profiles for officers who attend public service training. The absence of documentation showing clear training initiatives and evaluations, makes planning difficult.

5. In terms of the social aspects, small population size has contributed to personalization of most activities in the civil service - everyone knows each other. This situation tends to lessen objectivity and rationality in decision-making. This factor also has far-reaching implications and demands that managers be sensitive to certain political realities, e.g. requests for service from certain persons in a minister's constituency.

6. Limited resources, shortage of staff and related factors do not allow administrators to specialize in any one area. As a matter of fact, depending on the size of offices, one officer may carry out the financial and administrative responsibilities of an entire section concurrently.

The government of Belize has been spending hundreds of thousands of taxpayer dollars on the training of public officers. This investment is being made based on a recognition that its human resources are key to the goal-achievement process. Secondly, the government recognizes the need to strengthen administrative capability. However, despite all the efforts in training, there is still a noticeable gap between expected standards of performance and actual performance levels. This observation was made in the 1982 "Review of the Public Service of Belize." Permanent Secretaries complain of the frustrations experienced when middle managers do not provide the administrative back-up required of them. Middle managers on the other hand, indicate that they feel ill-prepared to deal with certain challenges. Public Service studies and discourse on this topic trace the performance deficiency in the management cadre to failures in the training system.

Dr. Michael Witter, economist and lecturer at the University of the West Indies, Jamaica, has been involved in the training of middle managers in Belize for many years. He is a visiting lecturer for the Certificate in Public Administration (CPA) Challenge program. Additionally, he has been a key player in the development of Belize's 5-year development plan. In an interview, the professor was asked to give his views on ways to provide in-service training for middle managers in Belize. He observed that the absence of a strong management culture was directly related to the absence of a strong training system. He explained that a strong training system sets performance targets and designs training to address those problems.

The problem however, is not an insurmountable one for Belize. Developing countries like Jamaica and Trinidad and Tobago, which got their independence in the 1960s, are still constantly engaged in looking for the best ways of addressing problems related to administration which include training. Public Service Reviews and the performance level of middle managers, indicate that the training system is faulty, Belize's next step is to replace the current system with one that will yield the desired results. A competency-based training model is proposed, which differs in its approach from what is presently offered. The basic difference lies in a goal-oriented approach taken in providing trainees with managerial skills and competencies which have direct bearing on their present and future jobs.

4.2 INTRODUCTION OF THE PROPOSED MODEL

This model relies on a comprehensive framework that outlines levels of skill and knowledge or competencies needed by managers at different levels in an organization. It proposes to build on present programs provided by the Belizean Training Unit. The program has five essential elements: 1) the participants, 2) the competencies required by managers, 3) the intended goals, 4) the involvement of supervisors, and 5) evaluation.⁵²

The aim of this skill-development training in government is to develop a systematic, analytical, critical and creative approach to the solution of administrative problems in the various ministries and departments. It is intended to increase the knowledge of participants, to make them aware of modern management thinking and the effective utilization of resources. This training will also teach participants how to improve organizational methods and procedures of work.

In developing the model proposed, ideas were used from training models in Jamaica, Bahamas, Barbados and Trinidad. It also used ideas from the "Competency Domain Model" developed by Paul Sandwith. This line of research focuses on "skills of an effective administrator" and was originally proposed by Robert Katz.⁵³ However, it must be noted that this training model is presented in a way which

⁵²Gary Hunt, Communication Skills in the Organization 2nd edition, New Jersey: Prentice Hall 1989, p. 294.

⁵³Paul Sandwith, "A Hierarchy of Management Training Requirements: The Competency Domain Model," Public Personnel Management vol. 22 no. 1 (Spring 1993) p. 45.

reflects the uniqueness of conditions in Belize, in particular the social, economic, political and administrative environment.

Belizean Managers

Managers in Belize engage in a wide range of activities as a part of their daily tasks. They are expected to utilize skills associated with leadership - negotiating, problem solving, coaching, getting things done through other people, being innovative and so on. Another skill area which public managers must have is decision-making. Any training intervention for supervisors must assume that managers apply their knowledge, experience and skills to work situations to solve problems. During this process, supervisors think about the situation, wonder what to do about it, what is the best way to deal with it, who to talk to, how to talk with them. Finally, managers decide on a course of action.

Five areas of competency have been identified as important for managers (including managers in the Belize Public Service) at all levels, these are: Conceptual/Innovative, Leadership, Interpersonal, Administrative and Technical.⁵⁴ Even though all five areas have been found necessary, it is not practical to expect that every managerial task will require the use of all competency areas simultaneously. Take for example a Director of Training who is conducting a budget planning workshop for the training division. This officer must:

- * be clear about the expectations and constraints placed on the division by the Ministry of Personnel (conceptual and technical)

⁵⁴Ibid, p. 45.

- * be knowledgeable about the work process and capabilities of the department (technical)
- * have a clear sense of purpose for the meeting (conceptual)
- * plan and lead the meeting in a way which will encourage the participation of those attending (leadership)
- * ask questions, listen to and reflect on what is being said by staff members and give feedback (interpersonal)

Thus, the ability to deal with tasks like these requires that a manager possess skills in four areas.

4.3 THE FIVE COMPETENCY AREAS

4.4 1. Innovation/Conceptualization

The innovative aspect of management refers to the cognitive skills associated with comprehending important elements of the job. This is an area in which Belizean middle managers are weak. Public Service Studies have shown that managers in the Public Service of Belize need to understand their roles and how they relate to others within the ministry where they are posted. Line managers need to become aware of how their jobs are inter-related with lower levels, peers, supervisors, other departments and the public at large.

For a Permanent Secretary, role comprehension would include relations with ministers of government, political officers, senior and middle managers, the staff in general, public service commissions, unions, the general public, the media, other government ministries and departments and fellow Permanent Secretaries.

The innovative dimension is added to conceptual to reflect a better understanding of an active mind and the role of creative thought in managerial behaviour. Creativity is recognized in actions which are based on a mixture of new and existing ideas as a way of responding to challenge and change in the workplace.⁵⁵

Training to develop the conceptual/innovative skills of the participants will be designed to create:

- * awareness of the Public Service's mission
- * understanding of the organization's interaction with its external environment
- * sensitivity to the organization's culture - the values, beliefs and norms developed over time
- * a vision for the future of the organization
- * minimal upheaval in adaptation responses to unexpected changes e.g a change of government, or an administrative reform movement
- * short and long term planning, including work scheduling

Course Content

- How are national priorities determined
- Understanding the role of the Public Service in society
- Reflection on the mission of Public Service ministries
- Reflection on the roles of different levels of staff
- Understanding one's role in government

⁵⁵Ibid, p. 47.

- An understanding of the role of the private sector
- What constitutes the external environment of a Ministry
- Developing one's ideas
- Planning strategies

The objective of this training is to provide a better understanding of the role of the Public Service in national development.

4.5 2. Administrative

Administrative skills and knowledge are those qualities that are required to effectively run an organizational unit, but which are not a part of technical and interpersonal skills. The term administrative in this model refers to the personnel and financial management aspects of the ministry. Ministries operate within guidelines set out in administrative legislation such as the General Orders (these specify conditions of service), Financial Orders and others. Additionally public organizations must abide by the terms of collective agreements with unions. Specific policies are developed to ensure proper compliance, and managers in training need to be aware of these guidelines. However, at the point of implementation, public managers are expected to be sensitive to the human element in the policy process.

Administrative discretion goes beyond the strict application of the law to include rational judgement about what is the best decision in a situation. A sound understanding of the principles of decision making will help officers to take time to think well before they act.

Course Content

- Discussions on key issues of the General Orders, Financial Orders, circulars on administration
- Orientation to basic accounting procedures and budgeting
- Procedures to be followed in disciplinary actions, recruitment, promotions, selection of trainees, performance appraisals.
- Effective communication in management
- Writing skills - memoranda, letters
- Crisis management vis a vis strategic management
- The principles of Administrative law
- Supporting top management
- Understanding change processes
- Sorting information
- Standards of managerial performance
- Time Management
- Setting priorities

The objective of these subject areas is to present the realities of the environment within which the budding administrator works. These topics are intended to help participants to gain a better understanding of government and the way it operates. In particular, officers will be able to effectively apply the "rules" that relate to public service management.

4.6 3. Technical

Technical ability refers to specialized activities of a position that are easily recognizable, for example computer programming, the provision of health or agricultural services, budgeting or accounting. Managers in this situation are answerable for the service provided. Competence involves knowledge and skills associated with service standards, work processes and methods. Technical skills for this purpose also include monitoring, reporting and evaluating processes that relate to service output. Public financial management, as laid down in the "financial orders," is categorized as being technical because the system exists to monitor technical functions like budgeting, accounting and reconciliation of public accounts.

Course Content

- The negotiation process - Getting consensus
- Writing cabinet papers and report writing
- Building teams
- Decision-making and problem- solving skills
- Developing yearly action plans based on the 5-year development plan
- Dynamics of group interaction
- Acquiring listening and questioning skills
- Research processes
- Using the computer for efficiency in public management

The objective of this training is to teach the trainee the "know how" of public administration. During these sessions, participants develop the practical skills they must have to handle the logistics of public management. It will be noted that the differences between the administrative and technical spheres are not clearly distinguishable.

4.7 4. Leadership

The leadership aspect of the model links the conceptual/innovative area with the other skill areas. While innovation/conceptualization is concerned with understanding a phenomena and generating ideas for action, it is leadership that turns thought into productive action. The following qualities will form themes for classroom sessions on leadership:

- * the identification of strategic opportunities
- * strategies for influencing people
- * successfully managing attention and trust
- * team building
- * networking and making useful contacts
- * goal setting and evaluation

Course Content

- Representing your organization to the wider community
- Leading effective meetings

- Coaching staff
- Developing the qualities of a role model
- Managing complaints
- Providing orientation to new employees
- Delegating work and authority
- Conducting interviews.

At the end of the series of training sessions, successful leaders will be judged as to whether they have become good role models, in that they display enthusiasm, competence, diligence and concern for the involvement of the staff they supervise.

4.8 5. Interpersonal Skills

Interpersonal skills refer to those necessary for positive interaction with others. This is especially useful because the worth and effectiveness of the public service is measured by the level of its service-delivery to the general public.

Supervisors are said to be effective when they can competently relate to others. In addition to the basic skills of listening, reflecting, probing, summarising and expressing ideas in face to face communication, manager-training must include the following skills:⁵⁶

- * oral presentation
- * telephone personality
- * conflict management

⁵⁶Paul Sandwith, "A Hierarchy of Management Training Requirements", p. 49.

- * negotiating
- * interacting with clients
- * writing skills

Not much has changed in the style of letter and memoranda writing since the colonial days. The rigidity in the tone of bureaucratic correspondence used in our civil service is not reflective of the amicable relationships existing within the Belizean population.⁵⁷ Another consideration which makes training in written and oral communication necessary, is that of late, efforts are being made to bring the Public Service closer to society. An example of this is the popular radio "call-In" program in Belize, where members of the public voice their complaints about the Public Service. Improved communication mechanisms will have to be devised to achieve this goal. The expected outcome of this training is that trainees will be able to identify and evaluate relationships with key stakeholders.

Target Group - Participants in training programs will be all officers below the level of a Permanent Secretary. Trainees selected can be either from the administrative, financial, technical or senior secretarial fields of the public service. They must display potential for career advancement. The selection of these officers will be done by the Human Resource Development (HRD) committee, based on recommendations from individual ministries and departments. Participants will be interviewed by the HRD committee before final selection is made. As is the case with the Certificate in Public

⁵⁷An example is starting a letter or memorandum with "I am directed to inform you....."

Administration Challenge program, training in public management includes personnel from quasi-government bodies (namely the Development Finance Corporation, the Belize Social Security Board, and the Belize Telecommunications Limited). The same *modus operandi* could hold for the proposed specialized training, however, preference will be given to public officers.

4.9 Methodology for implementing skill-development program: Training to impart the skills in the five areas mentioned above, will require an activity-based methodology. The teaching techniques chosen include such things as simulation, role-playing, in-basket exercises along with lecture/discussions and an assigned project at the end of the classroom sessions. All these methods are easy to use, less costly to construct and have a wide use in developing countries.

Simulation: In simulation exercises, trainees are expected to act as if they were at work. Simulation training has been found to be an effective way of teaching problem-solving and decision-making skills. Management games are considered to be the most complicated form of simulation exercise and these games have been successfully used in the military to teach soldiers strategic planning and decision-making in competitive situations. Likewise, Canadian and American bureaucracies have used several kinds of games, differentiated by subject matter, complexity, participation, scoring and method of computation in teaching public

administration.⁵⁸ In Belize, trainees in the proposed management skills program will be asked to act as though they were permanent secretaries. The focus of the exercise will be on specific aspects of administrative situations and problems.

Role-playing: Each participant in a role-play exercise is assigned a specific role, which he/she is to act out as if the situation was real. Trainees can experiment with how they would handle a real life situation in a risk-free environment. Other trainees who do not have an assigned role can objectively critique the behaviour of the players. A replay of the initial roles after the critique creates a better understanding of weak and improved performance.⁵⁹ Video-taping of role-playing will provide another form of immediate feedback for trainees. Role-playing will be used in leadership and interpersonal skills sessions.

In-basket exercises: When using this technique, the trainee is given a basket of in-coming written communications (documents, letters, memoranda, messages). All these papers contain administrative matters which would normally be sent to a public manager. Each item in the basket requires a choice among a number of alternatives. Trainees are asked to deal with these as they would if they were the manager. This exercise is designed to focus on individual decision-making, to examine the reasons for making a specific decision and to analyze the action taken by the participant. Observers provide feedback to the participating trainee. This

⁵⁸Department of Economic and Social Affairs, Development Administration: Current Approaches and Trends in Public Administration for National Development (New York: United Nations Publication, 1975) p. 93.

⁵⁹Ibid, p. 94.

feedback includes comments on the tone of his/her out-going responses. The patterns of these responses reveal differences in management styles and a variety of approaches to problem solving and decision-making. Assessments will be made, in terms of certain appropriate criteria, on the relative merits and/or defects of the action taken on the materials in the basket.⁶⁰ The technique is helpful in correcting defects common in the Belize bureaucracy, such as evasive or non-committal correspondence, failure to identify relevant and irrelevant information, avoidance of risk-taking and a general lack of good judgement.

Project assignment: At the end of each skill training (administrative, leadership, interpersonal, technical or innovative), trainees will be assigned a project task. The implementation of the project chosen by the trainee must require the use of the skills learned in the class. An assessment of the project and the processes of implementation will form a major basis of evaluating the impact of the skills training program proposed.

Such project-related training has experienced much success in Jamaica and Trinidad at both the individual and organizational levels. In interviews with senior public officers in Jamaica, Bahamas and Trinidad and Tobago, they commented that trainees felt a sense of accomplishment when they complete a project assignment and are given feedback on it. Ministries, on the other hand, find it rewarding when trained staff initiate work on a office-related problem which has existed for a long time.

⁶⁰Ibid, p. 93.

Classroom delivery of the skills training is very important and must be well planned so that it can be effective. The general teaching strategy will be to:

1. present the topic and supporting information
2. discuss the application of techniques and practices
3. apply and practice competency skills development exercises
4. apply new knowledge and skill to the Belize situation.

In terms of teaching trainees the steps involved in the key competency areas as these relate to their actual job content, one session would cover the following.

A. Administrative

In a case involving hiring, the administrator is advised to:

- * collect facts about all applicants (qualifications as required, suitability of candidate in terms of the job to be performed)
- * screen applicants - security vetting
- * arrange departmental interviews with Heads of Departments
- * conduct interviews
- * review notes of interviews and short list candidates
- * inform unsuccessful applicants why they do not qualify
- * submit short list to the Public Services Commission (PSC)
- * follow up after PSC's decision

B. Interpersonal

- * open interviews in an objective but pleasant way
- * state the purpose up-front
- * state clearly the qualities sought to fill the vacancy

- * encourage a dialogue with the applicant
- * initiate cautious cross-questioning about interviewee's interests
- * allow applicant to ask questions
- * summarize the interview and establish follow-up

C. Technical

- * interviewer must be knowledgeable about the skills and knowledge required to fill the position
- * the interviewing panel must comprise persons who are directly involved with the post being filled.

Training of each of the five skill areas will be delivered in sessions ranging from three to five days of instruction and activity. It is estimated that the teaching of the entire five skill areas would be stretched over a three month period to accommodate other training activities i.e clerical lectures and the CPA programs. Trainers and supervising managers will be able to modify the program design where necessary.

Learning assignments In addition to classroom work, there are other methods which would complement the acquisition of administrative skills. The attachment approach is a possible method which has been used by some countries to expose officers to administrative situations in a department other than their own. Even though the method of short-term attachments is practised as a part of training models in Jamaica and Trinidad, its use in Belize would require further research.

A second avenue for manager-potential experience and assessment is through an "acting appointment" in a higher position. The latter is a regular administrative practice in the Belize Public Service. Normally, persons are made to "fill in" in more

responsible positions when the substantive office holder is away for three weeks or more. For example, when a Permanent Secretary leaves the country on official duties for more than three weeks, the administrative officer in that particular ministry "acts" as Permanent Secretary. As part of the skill-development strategy, these stints can be used as an effective test-run to evaluate the performance of a budding public administrator. A positive aspect of this administrative arrangement is that line managers learn the challenges of another job position. This is an effective way to "train by doing."

Conferences Trainees in the skill development program will be encouraged to attend in-country conferences and workshops which focus on different aspects of macro planning (i.e the 5-year development plan), Joint Staff Relations Council meetings with unions, budget preparation, career counselling workshops conducted by the Belize Institute of Management (BIM). At the moment these conferences are relatively few, but there will be others which will be advertised from time to time by the Training Unit. This type of training is a non-formal, "risk-free" method of strengthening their negotiating and interpersonal skills and planning abilities.

There is another way through which trainee managers can acquire competency skills. This can be done by facilitating meetings of managers to meet once a month to discuss subjects of common concern such as administrative procedures, dealing with unions and running meetings) - critical issues considered essential to managerial effectiveness. It has been found that peer-brainstorming in

informal sessions produces better results because participants engage freely in discussions.

It will be noted that within the proposed context of managerial capacity building, as officers move up the managerial ladder, they add new competencies to those they already possess. These phases of training are necessary because senior managers must know the content of jobs in lower levels to be able to later supervise persons in those jobs.

The new approach to enhance the skills component of management training, is new. The program focuses attention on how issues are processed and it addresses the realities of the manager's environment. The proposed training approach is different from what currently exists because it involves middle management supervisors in program design, implementation and in the assessment of training-impact (i.e the entire training process). There is also a difference in the origin of the components which make up the training. The ideas for this training model were first proposed in May 1994, during interviews with Belizean students at the UWI (who are middle managers on study leave). The suggested ideas were further discussed (in July 1994), in Belize with ten middle managers and six Permanent Secretaries, who provided feedback.

Training Strategy

Once skill competencies are identified, a training strategy can be devised. The model will build on training and other avenues that already exist. The first step,

therefore, is to assess those programs presently offered by the Training division to determine the competencies that are being addressed and how well they meet training requirements. For example, an examination of the course content of the Certificate in Public Administration can help in modifying the proposed skills competency training.

A key requirement which has to be done at an early phase is to set up a Training Management Information System (TMIS) to facilitate competency profile documentation, evaluation and easy reference. Job competency profiles will be developed for officers once they are promoted to the position of first class clerk or an equivalent first line manager position. This profile will serve dual purposes. First, training information will be used to identify candidates for further management training. Second, this computerized program will be set as a master training plan for middle managers who participate in the skill-development program. This data bank will also be a source of feedback to participating trainees to let them know their progress in the skill-training program. Since the aim of the training process is to create behaviour changes, trainees must be given periodic (quarterly) feedback concerning how their performance meets with expectations. The data in the TMIS will be accessible by different ministries, but all the updating will be done at a central point -that is by the Training Division.

4.10 ASSESSMENT OF THE MODEL

Formal process evaluation of this model and its course-content would take place one year after implementation of the plan. This will be done by using two surveys and through the assessment of project-assignments at the end of each skill training. The first survey will be designed to measure the perceived overall effectiveness and content of the modules. A questionnaire will be sent to a large, randomly selected group (3/4 of the participants) who attended two or more sessions. Key questions in the survey would ask participants how satisfied they were with each skill training, how much they learned, which competencies or skills they had gained and in what ways were they using these at their workplace, and whether the cases, simulations used in class were relevant to their jobs.

The second survey will involve interviews with the supervisors of the trainees. This information will provide knowledge about how the competency program is working and allow for the input of top managers into its revision. Supervisors might wish to comment on organizational improvements, adequacy of time spent in training sessions, and other issues which were not considered during the initial planning phase. For example, constant complaints about the disruption caused in ministries because administrative officers were off for three days every week to attend CPA classes, created a re-thinking of program efficiency. Presently, administrative officers are given a year's study leave to complete the program. This arrangement has facilitated a smoother delivery of service at the ministry level, while training takes

place. The results of this survey will be used to improve future training content and as feedback to course participants and principals in government.

In assessing the rationale for adopting a different training system, one would first look at the content, objectives and the projected impact of the proposed training on the improvement of employee performance.

Advantages of using this model include:

1. Whenever vacancies arise, or considerations are made on further training, the competency requirements of individuals can be determined against the competency profile for a particular job or job group.

2. Appropriate learning or training responses can be identified to accommodate competency needs in one or more domains for individuals.

3. A complete set of managerial competency profiles provides a comprehensive framework for the planning of training and development in organization.

Even though the Training Unit can implement the proposed skill-development program, it does not have the capacity to deliver training on a long-term basis at the desired level. And as discussed, the training of civil servants is a long-term process. The Unit would have better potential if it is upgraded to the level of an institute.

4.11 The role of Belize Institute of Public Administration (BIPA)

As countries experience new developments, they likewise recognize the wisdom of building institutions which will facilitate the processes of growth. Many countries have created institutions charged with the exclusive responsibility for improvement of management. Since the early 1960s, which marks the period during which many countries attained independence and statehood, governments in several

developing countries established training institutions to provide related services aimed at making their public administration systems more responsive to the increasingly complex demands of economic and social development. There is no doubt from earlier discussions in this thesis, that education and training play a vital role in national development. Training schools teach local decision-makers the principles and skills needed to prepare them to deal with new challenges. Cases can be cited where many developing countries establish institutes of public administration primarily to provide in-service training at the lower and middle management levels. This training may entail orientation courses to acquaint new entrants with the public service's nature and functions, its environment and conditions of work.

In the context of thesis interviews, two Permanent Secretaries commented that a training school helps break down service exclusiveness and increases utility of study and discussion of common national issues. Regardless of how good the recruitment process is, there is always the need to improve the capability of civil servants through training. In France, for example, public administrators must first go through a period of training in a national school of administration before they are recruited into the central government public service.

Like the governments of Jamaica, Trinidad and Tobago, Barbados, Bahamas and others which have engaged in finding the best ways for training administrators

and managers, Belize should carry through its plan to establish a Training School.⁶¹ As a developing country, it is necessary for Belize to set up an indigenous administrative educational structure which would lessen dependency on external academic institutions. The present government of the United Democratic Party (UDP) has been discussing the possibility of implementing some form of Administrative Reform. This was a subject of concern of the previous government (the People's United Party), so it is almost certain that an administrative reform policy will be forthcoming. BIPA's role in training government workers for this movement would be strategic. Belize can learn from the related experiences of Jamaica (Management Institute for National Development), Trinidad (Trinidad Public Service Training Centre) and Canada (Training and Development Canada and the Canadian Centre for Management Development) that a training school facilitates such processes. A local training school has the capacity to provide customized training programs that aid strategic human resource development plans. This will be possible through a training institution which has a specific mission.

The training of civil servants must be conceived in very broad terms. It is a long term process which involves many programs, and no single program of training is able to cover all the areas of performance deficiency. The entire process of training - practice - feedback is to ensure the internalization of newly acquired skills. This

⁶¹MIND (Management Institute for National Development) is Jamaica's Training School. Barbados trains its public officers at BIMAP (Barbados Institute for Management and Productivity). Trinidad and the Bahamas have their own training schools as well.

process can, however, become a wasted effort if trainers do not have the proper physical facilities to conduct training sessions.

At present, one of the set-backs to public service training is that there is no building equipped to conduct training programs. As a result, training programs are held in hotel conference rooms and other locations which are not necessarily conducive to learning. In addition to the high cost of renting these rooms, long-term scheduling of training becomes difficult.

An important consideration and condition in establishing BIPA is that the Institute must ensure that there is an adequate supply of qualified and motivated trainers. Because of its expanded role, BIPA's staff must understand, support and have the ability to engage in management development related activities. At present the Training Division has provisions for a Chief Training Officer (C.T.O), six Training Officers and a secretary. The C.T.O and four Trainers have been on specialized training programs, but because of the turnover of staff, provisions must be made to continuously train and re-train trainers.

The establishment of the Belize Institute of Public Administration (BIPA) is to be seen as providing a training institute which will commit to the preparation of Belizean officials for the challenge of nation-building and the process of social development.

The Reference Library

The Public Service Training Unit presently has a small library which is primarily for the use of public officers. Among other management development activities, BIPA could take up the responsibility of expanding the services of the library. One of the functions of BIPA would be to expand the holdings and services of the library. This activity would keep public officers abreast of management development practices elsewhere and could be a source of reference materials for research. Middle managers should be offered formal membership to the library. Presently the library's collection comprises material in a variety of disciplines, but the concentration is in management, public administration and training. As a part of the competency-based training of middle managers, the library will be expanded so that it can provide the following services:

- A book-lending service

- A collection of Public Service Studies

- A collection of case studies

- A collection of journals

- A reference collection to include gazettes, dictionaries, encyclopedias, acts, handbooks etc.

- A collection of annual reports

- A collection of speeches, commentaries given by ministers of government, senior public officers, prominent citizens, international agencies

- Newspaper clippings from the Amandala, Belize Times, reporting on issues of interest to the Public Service

4.12 Conclusion

Research has shown that one of the most serious constraints to development in third world countries is the acute shortage of trained personnel, particularly at the management levels. The Belize government is pressured nationally and internationally to develop multi-skilled officers in public administration. This chapter discusses some forces at work which have created the need for a replacement of the present training system, in favour of one which is results oriented.

The proposed training model uses ideas from Paul Sandwith's competency domain model as a framework. Suggestions for course content and implementation were obtained from middle and top managers in Belize, because they are the proposed users of the training. Certain aspects of training trends and models used in Jamaica, Trinidad, Bahamas and Barbados were found to be useful. The model of training used in Trinidad was found to be most useful for Belize because of its specific focus. The other appealing aspect of training in Jamaica and Trinidad is the project assignment at the end of a program. The assignment of projects is a reliable way of assessing the extent to which there has been a transfer of learning to the workplace. It also helps to determine the level of acquisition of administrative skills.

The focus is on five competencies which managers should possess if they are to function effectively. These skill areas are **innovative/conceptual, administrative, technical, leadership and interpersonal**. The strength of a training intervention of this nature lies in its ability to identify the required skills/competencies of middle managers. Another strength of this new initiative is the ability of the program to

involve top managers as supervisors and sources of feedback in the training process. Even though new initiatives are traditionally met with suspicion, the proposed training can experience success because it builds on what is already in place. The mission of the Belize Public Service, as a part of society, is to provide services not covered by the private sector. Training for public managers should therefore sensitize and motivate participants to respond to public needs and expectations. Proficiency in performance is based on several factors. A first stipulation is that training is perceived as relating to one's job. Secondly, training effectiveness is fostered in environments which encourage new ideas and a transfer of learning. In Belize, this new wave of training requires the active involvement of supervisors in the training process. There is truth in the assumption that the "only good training is training which starts at the top." Unless upper-level management is sold on the potential benefits of a program, it will not succeed. Lastly, training must be seen as a meaningful on-going process rather than as a single isolated event. Staff development, including training in management skills, is a continuing need that must include all levels of personnel and must cover different management functions. The initial requirement is a series of seminars for policy makers and top administrators to make them aware and appreciative of the importance of training and its unique contribution to management development. This kind of orientation is essential to win top-level support for the institutionalization of training in Government. The following are principles which need to be applied in the implementation of the proposed skills-development training:

- i. Training must be considered a continuous need;
- ii. The training process should involve all supervising managers working in collaboration with Trainers at BIPA;
- iii. Time-off for staff to attend training and development should be respected. The pressure of work and similar reasons should not be encouraged as excuses to deter staff from attending training.
- iv. Trainers at BIPA should be persons with proven aptitudes, skills and interests in the training process;
- v. Suitable fellowships should be established for the advanced training of Trainers and Management analysts;
- vi. The formation of local professional management associations should be encouraged;
- vii. Supervising managers must participate in the project-assignment aspect of the training process.

Training does not guarantee solutions to all of the civil service's problems. It is recognized that despite training strategies, the trainee who does not want to implement new learning covered in the program will not use new ideas. Likewise the participant who cannot relate a present job to the new teaching, loses interest. And finally, the trainee who does not perceive an idea's inherent value to him or her will dismiss the training.

The main benefit of utilizing training in a systematic and results oriented way is that Belize will develop a more productive public service. This desired goal is achieved by enhancing the knowledge, skills and attitudes of public officers, who in the future will be capable of assuming leadership roles. In the long run, middle managers will assist government in providing better services and in making better decisions about an improved quality of life for all Belizeans.

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Arthurton, Edmund, Director of Planning	- May 6, 1994
Barrett, Ina, Administrative Studies Department	- May 3, 1994
Bowie, Margarite, Permanent Secretary, Education	- May 11, 1994
Briggs, George, Permanent Secretary	- May 11, 1994

Brown, Ron, Permanent Secretary, Works	- May 9, 1994
Brown, W., Executive Director - MIND	- May 9, 1994
Buchanan, Donald, Minister for the Public Service	- May 9, 1994
Burn, Steven, Belizean student - UWI	- May 4, 1994
Chong, D., Director of Planning	- May 6, 1994
Coye, Adrian, Belizean student - UWI	- May 4, 1994
Douglas, George, Deputy Minister, Public Service	- May 13, 1994
Durant, Pat, Foreign Service Officer	- May 2, 1994
Fraser, Sadie, Managing Director - MIND	- May 12, 1994
Gordon, Cynthia, Planner Administrative Reform	- May 11, 1994
Harrison, Beverly, Administrative Secretary	- May 5, 1994
Henriquez, E., Belizean student - UWI	- May 4, 1994
Henriquez, Kingsley, Belizean student - CAST	- May 4, 1994
Hibbert, A., Administrative Secretary	- May 4, 1994
Isaacs, Heidi, MIND	- May 11, 1994
Irons, Anthony, Permanent Secretary	- May 11, 1994
Jones, Edwin, Dean of Social Science	- May 13, 1994
Knight, D., Administrative Officer	- May 2, 1994
Love, Lorna, Senior Trainer, MIND	- May 12, 1994
Magdaleno, Lorraine, Belizean student - UWI	- May 4, 1994
Martin, Clinton, Project Director, Construction	- May 6, 1994
Masters, Trudy, Inland Revenue Officer	- May 6, 1994

McDermott, David, Managing Director	- May 3, 1994
Miller, Ula, Training Coordinator	- May 5, 1994
Murray, Bruce, Director of Training	- May 6, 1994
Sanchez, Hugh, Department of Pathology, UWI	- May 2, 1994
Shako, Joseph, Permanent Secretary, Construction	- May 2, 1994
Shaw, Roy, Management Consultant	- May 2, 1994
Slyfield, Marie, Administrative Reform	- May 13, 1994
Smiling, Ilona, Belizean student - UWI	- May 5, 1994
Straughan, Micahel, Belizean student - UWI	- May 4, 1994
Thompson, J., Permanent Secretary	- May 9, 1994
Whiteman, Berchel, Minister of Education	- May 11, 1994
Witter, Michael, Economics lecturer, UWI	- May 3, 1994
Ying, Neville, Vice President, IMP	- May 9, 1994

* All the Jamaican interviews were conducted in Kingston

NASSAU, BAHAMAS *

Byer, Albertha, Director of Training	- May 18, 1994
Poiter, Eugene, Deputy Head, Ministry of Tourism	- May 16, 1994
Strachan, Beryl Administrative Officer	- May 19, 1994
Senorita Strachan, Chief Training Officer	- May 19, 1994
Symonette, Lois, Permanent Secretary, Public Service	- May 18, 1994
Turnquest, Tommy, Minister of the Public Service	- May 20, 1994

* All the Bahamian interviews were conducted in Nassau

BARBADOS*

Applewaite, Lolita, Permanent Secretary, Education	- May 26, 1994
Armstrong, Aubrey, Regional Management Consultant	- May 26, 1994
Bradshaw, Nigel, Barbados Community College	- May 24, 1994
Charles-Soverall, Wayne, Sr. Training Officer	- May 25, 1994
Clarke, Lionel, Permanent Secretary, Public Service	- May 26, 1994
Duncan, Neville, Dean, Social Science Department	- May 23, 1994
Gibbons, Rudy, Executive Director, BIMAP	- May 24, 1994
Gomes, P.I., Executive Director, CARICAD	- May 26, 1994
Hinkson, Pamela, Sr. Education Officer	- May 26, 1994
Layne, Anthony, Director Human Resource - UWI	- May 25, 1994
Layne, Maxine, Deputy Principal, Training	- May 26, 1994
Roach, Roddy, Management Consultant	- May 27, 1994
Smith, Selwyn, former Executive, CARICAD	- May 23, 1994
Young, Elsworth, Permanent Secretary, Labour	- May 27, 1994

* All the Barbadian interviews were conducted in Bridgetown

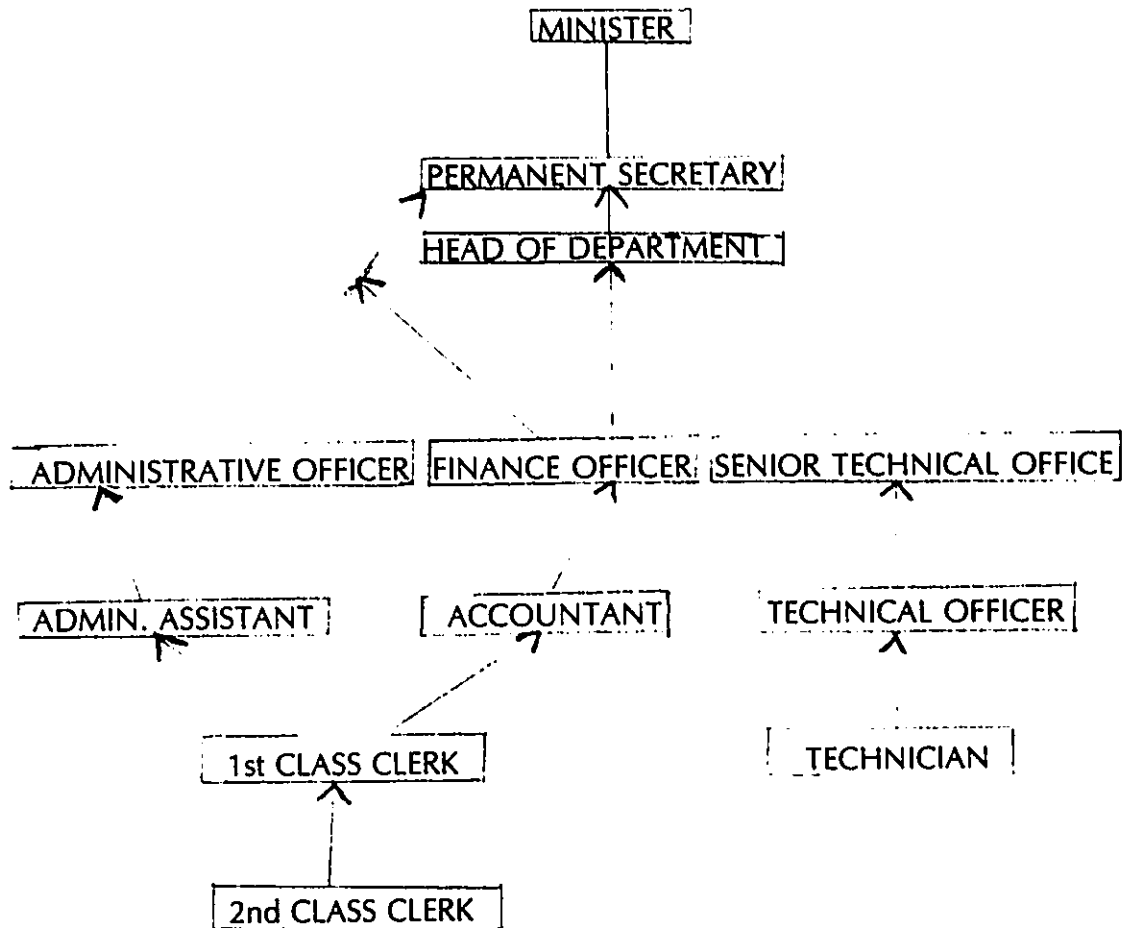
TRINIDAD AND TOBAGO*

Baptist, Roland, Chief Personnel Officer, U.W.I	- June 1, 1994
Blanchard, Cyril, Foreign Service Officer	- May 31, 1994
Borely, Elizabeth, Training Executive, ROYTECH	- June 3, 1994
Brown, Roselee, Dept. Head, St. Stevens College	- June 2, 1994

Bryan, Louis, Permanent Secretary, Social Services	- June 3, 1994
Carrington, A., Administrative Officer	- May 30, 1994
Clarke, Gwen, Administrative Officer	- May 30, 1994
Charles, Teddy, Senior Trainer	- June 1, 1994
Draper, Gordon, Minister for the Public Service	- June 1, 1994
Franklin, Nadine, Human Resource Consultant	- June 2, 1994
Guy, Gail, Foreign Service Officer	- May 31, 1994
Harris, Sirena, Joint Services Staff College	- June 1, 1994
Jorsling-Pantin, Christine, Trainer	- May 30, 1994
Kidney, David, Deputy Head, NIHERST	- May 30, 1994
Maitland, Carlyle, Director of Training	- May 30, 1994
Robinson, Brenda, Administrative Officer	- May 30, 1994
Roger, Eloise, Management Consultant	- June 2, 1994
Ryan, Selwyn, U.W.I	- May 31, 1994
Tang nain, Gemma, Women's Management Centre	- June 2, 1994
Tsoi-a-faat, Ronald, Administrative Officer	- June 1, 1994

* All Trinidadian interviews were conducted in Port of Spain

APPENDIX - A
BELIZE PUBLIC SERVICE
ORGANIZATIONAL CHART OF A MINISTRY



APPENDIX B

Other In-service Management CoursesJamaica

1. Budget planning workshops
2. job classification
3. Managing change workshops
4. Permanent Secretaries workshops
5. Understanding management and human behaviour

Bahamas

1. Financial Management training for supervisors
2. Attitudinal Improvement Development
3. Personnel/Training Officers information sharing meetings
4. Effective Secretaries as managers training
5. Records management training
6. Effective writing in government

Barbados

1. Policy making and contributions from middle managers
2. The changing environment of the Public Service
3. Preserving Public Service standards
4. Performance standards

Trinidad and Tobago

1. Training in Planning and Project Cycle Management
2. Public Service Reform Update workshops - once a month
3. Development training for senior clerical officers
4. Managing mergers and transitions
5. Change management
6. Human Resource Information Systems Implementation
7. Complementary roles of the private sector and the public sector in national development
8. Legal perspective - authority of the manager
9. Performance management - practical application
10. Industrial Relations - Handling Grievance.
11. Workshops for Finance Officers.

QUESTIONNAIRE

As a requirement for my M.A Degree from the University of Windsor, Canada, I am doing a survey regarding the general effectiveness of training programs in the Public Services of CARICOM countries. In addition, I hope to use the results of the survey, to improve the Public Service training program in Belize, where I work for the government. The main purpose of this study is to find out your perceptions of the impact that in-service training has had on your work performance. This information will help to identify the best features of Public Service training programs. Your views are therefore, very important to this study. Please give your opinion on each question.

INSTRUCTIONS FOR COMPLETING QUESTIONNAIRE

In order to assure you of anonymity, please do not identify yourself. Please put your completed questionnaire in the envelope provided and seal it before mailing it back to me.

Section 1

List in order of priority, five of the best in-service management training courses that you have attended over the last three years. Give title or topic of the course you attended. Please rank order the programs with 1 being the best.

- | | |
|----------|----------------|
| 1. _____ | Duration _____ |
| 2. _____ | Duration _____ |
| 3. _____ | Duration _____ |
| 4. _____ | Duration _____ |
| 5. _____ | Duration _____ |

1.B What characteristics of the best course listed above, made it especially helpful to you?

Section 2 Please check off one response for each question.

a. My organization has a training plan: Yes___ No___ Don't Know___

b. My training is based on an organizational training plan:
Yes___ No___ Don't Know___

c. I have discussed my training plan with my supervisor or other manager.
Strongly disagree___ Disagree___ Neutral___ Agree___ Strongly agree___

d. Since joining the Public Service, I have participated in management training programs:
Never___ one___ two-four___ five-seven___ eight or more___ (times)

Section 3 Please check off one response for each question.

a. The present public administration training programs adequately prepare me for my present tasks.

Strongly disagree__ Disagree__ Neutral__ Agree__ Strongly agree__

b. The Public Service is able to attract highly motivated employees.

Strongly disagree__ Disagree__ Neutral__ Agree__ Strongly agree__

c. Is there one training program which your organization does not provide that you think would improve your work performance? If so, which program is it?

Section 4 - Focus of the training program

a. Training programs have a number of objectives. From your experience, rank from 1 - **most important** to 4 - **least important**, the following objectives in terms of which are most important to your job performance. Programs which emphasize:

positive knowledge acquisition ____

Problem-solving skills ____

Interpersonal skills ____

Other (please specify) ____

b. I learn more job-related skills from in-service training programs which use **case studies** for training:

Strongly disagree__ Disagree__ Neutral__ Agree__ Strongly agree__

Training session (s) **did not use** case studies__

c. I learn more job-related skills from in-service training programs which use the **lecture with discussion** method for training:

Strongly disagree__ Disagree__ Neutral__ Agree__ Strongly agree__

d. I learn more job-related skills from in-service training programs which use **films** for training:

Strongly disagree__ Disagree__ Neutral__ Agree__ Strongly agree__

e. I learn more job-related skills from in-service training programs which use **role playing/skill practice/games** for training:

Strongly disagree__ Disagree__ Neutral__ Agree__ Strongly agree__

Training sessions **did not use** role play/games__

Section 5 - Perceived changes

a. I have seen positive administrative changes in my workplace over the last five years.
Strongly disagree__ Disagree__ Neutral__ Agree__ Strongly agree__

b. If you agree with the above, please list up to three changes.

c. In terms of the number of training programs conducted over the last five years, I have seen the number:

Decrease__ Remain the same__ Increase__ Don't Know__

d. My department's overall performance is improving because of the training it provides to its officers.

Strongly disagree__ Disagree__ Neutral__ Agree__ Strongly agree__

e. As a result of my training, I am assigned more complex tasks.

Strongly disagree__ Disagree__ Neutral__ Agree__ Strongly agree__

f. As a result of my training, I am asked to participate in discussions pertaining to better management in the office.

Strongly disagree__ Disagree__ Neutral__ Agree__ Strongly agree__

g. I am encouraged to use newly acquired skills at my workplace:

Strongly disagree__ Disagree__ Neutral__ Agree__ Strongly agree__

h. I generally do not use the skills I learn in training courses.

Strongly disagree__ Disagree__ Neutral__ Agree__ Strongly agree__

h. Overall, how effective is your training program in terms of preparing Public Service personnel to do their jobs?

Very ineffective__ Ineffective__ Neutral__ Effective__
Very effective__

Section 6

1. Country _____

2. What was your entry level? _____

3. What is your current level? i.e (Administrator) _____

4. Period of time in present position _____ years

5. Length of service _____ years

7. What is your age? Under 25 yrs _____
26 - 30 yrs _____
31 - 40 yrs _____
41 - 50 yrs _____
51 - 60 yrs _____
61 and over _____

8. What is your gender? Female _____ Male _____

9. What is your level of education?
a. Some secondary education _____
b. Completed secondary education _____
c. Some university courses _____
d. Undergraduate degree _____
e. Post graduate work _____

THANKS FOR TAKING TIME TO COMPLETE THIS QUESTIONNAIRE.

VITA AUCTORIS

Elizabeth Chavarria was born on March 14, 1952 in Orange Walk District, Belize. She completed a Certificate in Public Administration at the University of the West Indies, Jamaica in 1980. In 1983, she received a Diploma in Personnel Management from the International Labour Organization Vocational Training Centre in Turin, Italy. In June 1993, she completed an Honours degree in Public Administration at the University of Windsor, Ontario, Canada and is currently a candidate for the M.A. degree in Political Science at the University of Windsor.

Elizabeth joined the Belize Public Service in December 1970. She is presently the Chief Training Officer in the Ministry of the Public Service.