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PROJECT APPRAISAL REPORT (PAR)

10p

1. PROJECT NO.	2. PAR FOR PERIOD: TO	3. COUNTRY	4. PAR SERIAL NO.
586- 51 -660-100	4-3-73 6-30-74	Belize	76-1

Belize - Human Resource Development (Terminating)

6. PROJECT DURATION: Began FY	Ends FY	7. DATE LATEST PROP	8. DATE LATEST PIP	9. DATE PRIOR PAR
1968	1973	9-8-72		4-3-73
10. U.S. FUNDING	a. Cumulative Obligation Thru Prior FY: \$	b. Current FY Estimated Budget: \$	c. Estimated Budget to completion After Current FY: \$	
	303	0	0	

11. KEY ACTION AGENTS (Contractor, Participating Agency or Voluntary Agency)

a. NAME	b. CONTRACT, PASA OR VOL. AG. NO.
VITA International	PIO/T 596-100.2-3-10013
Thomas H. Miner and Associates	PIO/T 596-100.3-3-10032

I. NEW ACTIONS PROPOSED AND REQUESTED AS A RESULT OF THIS EVALUATION

A. ACTION (X)			B. LIST OF ACTIONS	C. PROPOSED ACTION COMPLETION DATE
USAID	AID/W	HOST		
X		X	<p><i>activities</i></p> <p>Terminate all projects under Project 100</p>	Dec. 1974

D. REPLANNING REQUIRES	E. DATE OF MISSION REVIEW
REVISED OR NEW: <input type="checkbox"/> PROP <input type="checkbox"/> PIP <input type="checkbox"/> PRO AG <input type="checkbox"/> PIO/T <input type="checkbox"/> PIO/C <input type="checkbox"/> PIO/P	July 23, 1975
PROJECT MANAGER: TYPED NAME, SIGNED INITIALS AND DATE	MISSION DIRECTOR: TYPED NAME, SIGNED INITIALS AND DATE
John R. Byre	Irving G. Tragan

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II. PERFORMANCE OF KEY INPUTS AND ACTION AGENTS

A. INPUT OR ACTION AGENT CONTRACTOR, PARTICIPATING AGENCY OR VOLUNTARY AGENCY	B. PERFORMANCE AGAINST PLAN							C. IMPORTANCE FOR ACHIEVING PROJECT PURPOSE (X)					
	UNSATISFACTORY		SATISFACTORY			OUT-STANDING		LOW		MEDIUM		HIGH	
	1	2	3	4	5	6	7	1	2	3	4	5	
1. VITA			X									X	
2. Thomas H. Miner and Assoc.							X						X
3.													

Comment on key factors determining rating

VITA organization was generally reliable and their representative was good, but original project design was flawed and reports on non-performance by GOB Vocational School authorities were not submitted by the contractor on a timely enough basis to have aided in redesign.

The Thomas Miner representative did an excellent job in developing teaching materials for investment promotion, working up information

(Continued on p. 5)

4. PARTICIPANT TRAINING						X								
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Comment on key factors determining rating Thirty-two Civil Servants were trained in the U.S. or third countries to help develop technical and administrative competence in the Government. The Government of Belize halted participant training, since participants either stayed in the U.S. or left Belize upon their return from training.

5. COMMODITIES Not Applicable														
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Comment on key factors determining rating

6. COOPERATING COUNTRY	a. PERSONNEL	X												
	b. OTHER	X												

Comment on key factors determining rating

A. GOB determined, after four years of activity by the VITA Contractor, that: 1) It was not sure that it wanted a Vocational Training Center; 2) That a 1 to 2 year study on the desirability of vocational training be carried out by the British Government; and 3) That activities to develop an Adult Training Fund be stopped until such time that the British Government Study recommendations became available.

B. Cabinet did not vote funds for the continuation of the Investment Promotion Office within Ministry of Commerce and Industry. Lack of available funds was the reason given for the move.

7. OTHER DONORS														
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(See Next Page for Comments on Other Donors)

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II. 7. Continued: Comment on key factors determining rating of Other Donors

III. KEY OUTPUT INDICATORS AND TARGETS

A. QUANTITATIVE INDICATORS FOR MAJOR OUTPUTS		TARGETS (Percentage/Rate/Amount)					END OF PROJECT
		CUMU- LATIVE PRIOR FY	CURRENT FY		FY ____	FY ____	
			TO DATE	TO END			
Civil Servants with sound technical and ad- ministrative training.	PLANNED	40	-	-			40
	ACTUAL PERFORM- ANCE	32	-				
	REPLANNED			-	-	-	-
Allocation of approx. \$3 million in new invest- ment over the three year period, FY 1973 - 1975.	PLANNED	\$3m	-	-	-	-	\$3m
	ACTUAL PERFORM- ANCE	-	-				
	REPLANNED			-	-	-	-
Two trained nationals during FY 1973-1974 for investment promotion.	PLANNED	2	-	-	-	-	2
	ACTUAL PERFORM- ANCE	1	-				
	REPLANNED			-	-	-	-
5. QUALITATIVE INDICATORS FOR MAJOR OUTPUTS	PLANNED						
	ACTUAL PERFORM- ANCE						
	REPLANNED						
1. Establishment of the Belize Vocational Train- ing Center with courses for young people and adults in the trades	COMMENT	Training Center was established, teachers trained and initial instruction begun. Training of adults was stopped because no employment was available for them upon graduation. All curricu- lum development was halted until U.K. advisor finishes his report (approx. 1 year).					
	COMMENT:						
1. Revolving loan fund for adult students estab- lished and operating.	COMMENT:	No attempt was made by the Belizean Govern- ment to collect for loans made to adults after the Fund had been lent once. None of the gradu- ates who had borrowed from the fund were able to find employment upon graduation.					

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IV. PROJECT PURPOSE

A. 1. Statement of purpose as currently envisaged.

2. Same as in PROP? YES NO

To strengthen the capacity of the GOB to plan and implement development programs and to develop conditions favorable to the expansion of private sector investment.

(See comments under General Observations, attached)

B. 1. Conditions which will exist when above purpose is achieved.	2. Evidence to date of progress toward these conditions.
<p>1. A nucleus of well-prepared Civil Servants exercising improved technical and administrative ability in planning and implementation of development programs.</p> <p>2. Investment Office attracting foreign capital to invest in priority areas of the Belizean economy and servicing potential investors.</p>	<p>None - Although 32 Civil Servants were trained, we cannot say that such a nucleus developed. The GOB cancelled participant training in the U.S. since many participants did not return to Belize upon completion of training. The GOB failed to support in-country training programs which were provided to them.</p> <p>None - The GOB legislature eliminated funding for the staffing of the Investment Office and ROCAP withdrew funding remaining for the project. Functions of the Office may be transferred to a new Development Finance Corp.</p>

V. PROGRAMMING GOAL

A. Statement of Programming Goal

To assist Belize to realize some of its potential for social and economic development in preparation for its forthcoming independence from Great Britain.

B. Will the achievement of the project purpose make a significant contribution to the programming goal, given the magnitude of the national problem? Cite evidence.

Achievement of the Project Purpose is vital to the achievement of the Goal and, had it been accomplished, would have made a significant contribution to the accomplishment of the Goal.

Part II. A. Performance of Key Action Agents (Cont. from p.2)

and investment studies and providing on-the-job training in investment promotion techniques both in Belize and in the U.S. The Belizean Cabinet, due to reduced revenues and a definitely ambivalent attitude toward foreign investment, decided that they could no longer fund the Office of Investment Promotion and the Investment Promotion Officer was given other duties within the Ministry of Commerce and Industry.

In the 1973 PAR submitted for this activity, certain new actions were proposed as a result of the evaluation:

1. Action Recommended: Conduct the final VITA vocational training course in July 1973.

Action Taken: The Government of Belize, through the Ministry of Education, determined that a thorough reappraisal of vocational training in Belize was required. An educational expert from the United Kingdom was retained and a study, of one year's duration, was undertaken. The Belizean Government further determined that no new activities would be undertaken during the period of the study or until the recommendations stemming from it could be examined. Consequently, ROCAP closed out the VITA assistance to the Belize Vocational Training Institute.

2. Action Recommended: Assign the Investment Promotion Trainee adequate time to perform promotional work without undue additional demands on time.

Action Taken: The Ministry of Commerce and Industry was unable to comply with the recommendation. The Investment Promotion Officer was given the task of reviewing all investment proposals seeking concessions prior to their examination by the Cabinet. This left virtually no time for either training in investment promotion or performance of promotional work. ROCAP attempted to arrive at some agreement with the Ministry and the Ministry sought Cabinet approval of an additional person in the Investment Office. No approval was forthcoming and ROCAP was forced to terminate the technical assistance for developing the office. The Cabinet subsequently removed the function from the Ministry of Commerce and placed it in the semi-autonomous Development Finance Corporation, still without personnel to perform the investment promotion function.

3. Action Recommended: Develop new PIO/T for second year of investment promotion training.

Action Taken: No action was taken due to termination of the Investment Promotion activity as cited above.

4. Action Recommended: Begin to develop on-site training possibilities using instructors in Belize, rather than training participants in the U.S. or third countries exclusively.

Action Taken: Due to the reaction of the Government of Belize to participant training given in the U.S. and its influence in encouraging Belizeans to stay, legally or illegally, in the U.S., all participant training outside of the country was cancelled.

One in-country training program was undertaken at the request of the Ministry of Agriculture. A USDA meat cutter and grader offered a short course. Before the technician's arrival, the Ministry of Agriculture stated that twenty trainees from the government and two cutters from the privately-owned Belize Meat Packers plant would attend the course. The twenty government employees plus the two private sector employees began the course; however, at the end of four weeks only the private sector employees remained. Both the U.S. Consul and the Belize Meat Packers were enthusiastic about the content and quality of the course and the ability of the technician/instructor. No further training courses were requested by the government and when the representative of the Ministry of Agriculture was queried as to the dropout rate of the government trainees he stated that the men simply could not spend that much time away from their regular jobs. Although the duration of the course was known and agreed to prior to bringing the USDA technician to Belize, the Office Directors of the Government trainees complained about their absence and the trainees were withdrawn from the course.

General Observations

The three grant activities undertaken with the Government of Belize met with varying degrees of success and a wide variety of problems common to this type of project:

1. Project Design

Project design in the case of investment promotion was carefully developed and extremely well thought-out, due principally to the abilities of the contractor, Mr. Ian MacKenzie. In the case of the vocational education program, a number of "gimmicks" were attempted in the form of "revolving" funds for materials purchases, "revolving" funds for adult student loans, etc. which did not demonstrate an understanding of the Belizean economy or society.

Both activities were ultimately cut short due to lack of government commitment to the ideas and, to a much lesser degree, a lack of available government funding for counterpart efforts.

2. Host Government Commitment

The Investment and Education projects both suffered from governmental indecision: a) investment promotion due to differing opinions within the Cabinet and within the Premier's Office as to the desirability of foreign investment, especially in tourism, and the controls which should be exercised over such investment; and b) in vocational training, due to lack of a training policy, the GOB could not decide whether it could afford adult skill training; could only train high school drop-outs; could pay vocational teachers on the same scale as other high school teachers or whether vocational training should exist at all in the light of the high unemployment rate already in existence in Belize. The basic question was - will these people be more readily absorbed into the labor force or will they simply be unemployed - with higher levels of skill? The Belizean Government could not answer the question.

3. Migration of Skilled Workers

The participant training program suffered also as a result of Belize's socio-economic condition. Very few of the civil servants trained in the U.S. returned to Belize to work. If they did return, they soon left to immigrate to the U.S. by one means or another, leading the Government to cancel such training. Until Belize can offer some reason for trained individuals to stay, such migration will continue.

4. Lack of Project Monitoring and Follow-up

Some adjustments in project design, particularly in vocational education, were made by the ROCAP project manager and some could have been made to have guaranteed more fully the success of the in-country participant training had the project manager actually been resident in Belize. Unfortunately, the U.S. Consuls who had to take direct responsibility for managing and monitoring the projects had no experience in such work and were further involved in their normal Consular duties - economic and political reporting - which left little or no time for project follow-up. The ROCAP project manager, due to the pressure of normal duties in the Mission and the amount of time required to visit Belize (given the transportation system (a minimum of 3 days is required due to airline schedules), was unable to visit the projects more than two or three times per year.

Accomplishment of Project Purpose and End-of-Project Status

The End-of-Project Status: a) a nucleus of well-prepared civil servants exercising improved technical and administrative ability in planning and implementation of development programs in Belize has not resulted due to the termination of the program for the reasons discussed above; b) the establishment of an Investment Promotion Office attracting foreign capital to invest in areas of priority in the Belizean economy and capable of providing services to potential investors was accomplished. However, the results were short-lived, since the Officer in charge was overloaded with additional duties and funding was

inadequate for the task. All promotional materials, recommendations and plans have been transferred to the newly staffed Development Finance Corporation and there are indications that the materials and training will be used to some degree.

The Project Purpose was not accomplished. There was some strengthening of the capacity of the GOB to plan and implement development programs and to develop conditions favorable to the expansion of private sector investment. However, the accomplishments were minimal and the three projects must be considered failures in terms of having realized the Outputs and the End-of-Project Status which were established in 1972.