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DRAFT FINAL REPORT

MONITORING PROGRAM PERFORMANCE: USAID/JAMAICA

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CHAPTER I. INTRODUCTION

A. PURPOSE AND SCOPE OF WORK

The primary purpose of this technical assistance was to help USAID/Jamaica refine its program outputs and performance and output indicators, and establish the basis for a monitoring and evaluation plan for each of the three strategic objectives that comprise its Program Performance Assessment System (PPAS), as documented in this report. The secondary purpose of this report is to provide preliminary feedback to the Mission on substantive issues that emerged during our technical assistance visit.

When the monitoring and evaluation plan is implemented, the USAID should be able to track and monitor the collection and analysis of data that are needed on a regular basis to assess and report on the impact of its portfolio in its three strategic objectives. This information will be used for the Mission's own management purposes and for reporting to A.I.D./Washington and Congress.

This report documents the result of a three-person TDY conducted during the two weeks of January 19 through 29. The major objectives of the technical assistance were as follows:

- (1) Acquaint Mission staff with what a program-level monitoring and evaluation system is, and how it is to be used.
- (2) Acquaint Mission staff with the LAC Bureau's concern about impact of A.I.D. programs on the poor and on women (who by and large constitute the majority of the nation's poor) and discuss possible methodologies for collecting these data based on the Mission's ongoing data collection activities.
- (3) Revalidate or refine program outputs, indicators, and sources of information for each strategic objective.
- (4) Identify and discuss next steps that the Mission needs to take in order to complete the M&E plans and the overall Mission PPAS.

B. DESCRIPTION OF THE TWO-WEEK PROCESS

The TDY began with meetings with the program office staff and the Mission Director, followed by a 3-1/2 hour workshop for Mission staff on January 19. The purpose of the workshop was to acquaint staff with LAC Bureau requirements for developing program level M&E plans, and for measuring the impact of USAID programs on the poor and women. The two-hour segment on people-level and gender impact included an introduction on poverty and gender linkages, definitions of key concepts and their relation to program performance, followed by exercises in which the participants identified and addressed gender impact measurement issues for a section of their last Action Plan and developed an M&E plan for a sex-disaggregated indicator. Guidelines on gender impact assessment and reporting, together with information on gender indicators and data disaggregation, were provided to all participants (see Annex).

In addition to the initial people/gender workshop, a working group on social issues was set up by the Mission to identify how the Mission's program can best address poverty and gender issues. This group met twice with the TDY team to identify salient issues and suggested indicators for the three strategic objective work groups relevant to assessing impact on the poor, both men and women. During the initial meeting, a series of key measures were identified for reporting poverty impact: growth, GDP per capita, inflation, real wages, consumption patterns and employment/unemployment, to be sex-disaggregated as appropriate. The Mission was urged to make use of existing household surveys to track income distribution, and to incorporate poverty-relevant analysis into relevant project evaluations. Background materials were distributed to the participants, including the Mission's own cable on poverty reduction, LAC/DPP plans for addressing poverty issues, sections from World Bank documents on poverty reduction, including a handbook on measuring poverty reduction programs, and information on male/female workforce participation and wage gaps.

Staff from each strategic objective (S.O.) work group had three to four meetings with TDY personnel. All team members met with each work group to varying degrees, but different team members took the lead for each strategic objective. Dan Seyler worked with the S.O. 1 group on foreign exchange and employment; Erhardt Rupprecht, the team leader, worked with staff associated with the S.O. 2 group on the environment; and Pat Martin worked with staff associated with the health and population program, S.O. 3.

During these meetings, program outputs and indicators at the strategic objective and program output levels were reexamined. Substantive changes in program outputs and indicators were made for all three strategic objectives. Once these were resolved, sources for data were discussed, as was the frequency of data collection for each indicator. Only one S.O. work group recommended undertaking an additional-cost data collection activity. Where possible, baseline data were incorporated into an M&E plan for each strategic objective, and targets for future performance were developed. Where baseline data were not available, the plans indicate when data would be collected. The outcome of these discussions is presented in separate monitoring and evaluation plans for each of the three strategic objectives later in this report.

On the final day of the TDY, the work groups reported the results of this process to senior Mission management. The program objective tree appears on the following page. This report should be considered a draft document that the Mission can use to further refine its strategic framework for the upcoming FY 1994-95 Action Plan submission.

C. RECOMMENDATIONS FOR NEXT STEPS

Implementing the Monitoring and Evaluation Plan

The following are recommended for implementing the monitoring and evaluation plans by the Mission:

1) **Use the strategic objectives as a unifying framework for portfolio management.**

The Strategic Objectives framework is now being used by AID/W for Agency planning, budget, and portfolio management documents. For the LAC Bureau, these documents are the Program Objectives Document (POD) which sets out the Mission strategic objectives, the Action Plan which will be used to report on program performance and impact by strategic objective, the ABS, and the Semi-annual Report (SAR). LAC/DR sent out guidance on the SAR format which asked that Missions indicate how the project supports the Strategic Objective. These concepts are being applied in all the regional bureaus and will be applied in the future to functional (Central Bureaus) as well as in the NIS and Eastern Europe programs.

Most LAC Missions have established Strategic Objectives Committees (SOC) with the responsibility for:

- Insuring that strategic objective and program output level indicators are measurable, valid, and the data are being tracked.
- Identifying what mechanisms (i.e evaluations, on-going data collection systems, special surveys etc.) will be used to generate the data to report in the SAR and Action Plan. Commenting on scopes of work for such evaluations and surveys.
- Taking part in project design review committees to assess the contribution of the proposed project to strategic objective and supporting program outputs.
- Participating in SAR reviews which are structured around the strategic objectives.

2) **Adopt a systems approach to monitoring and evaluation (M&E) of Mission projects and programs.**

- Maintain the existing SOCs to coordinate M&E plan implementation with OPPD.
- Integrate current M&E efforts into the proposed evaluation plan, i.e. project-level M&E activities during the project review (SAR) process with the overall strategic objective process.
- The Mission should review the EOPS of existing projects to draw out program level impact indicators that can be tracked and ensure that the EOPS of old and new projects have impact indicators that fit well with program output indicator. (In most cases there will be a direct correspondence between the project EOPS and the program output.)
- Identify data needs and linkages among projects and programs to optimize data collection efforts.
- Prepare a revised Mission Order on M&E to establish roles and responsibilities of Mission staff for M&E.

- Develop a Mission-wide schedule of evaluation activities by strategic objective to facilitate the coordination of M&E activities. This would facilitate the scheduling and resource allocation to these activities.
 - Maintain contact with LACNDPP on the development of an automated SAR system which will eventually link projects to program outputs, strategic objectives, and respective indicators. The automated SAR system will highlight project outputs that are linked to the achievement of the strategic objective. It will also permit the Mission to call up evaluation schedules by program strategic objective, date, responsible office, etc.
 - Encourage donor coordination in data collection and analysis to enhance the relevance of data to Mission programs.
 - More fully utilize and analyze the excellent data available in Jamaica for program evaluation purposes.
- 3) **Review monitoring and evaluation plans in the future for of each strategic objective for:**
- Accuracy and currency of data
 - Reasonableness of the processes and activities in terms of
 - schedules
 - Costs
 - Resource requirements
 - Data availability
 - Resource and program changes
 - Assess what USAID/Jamaica can do to improve the collection of sex-disaggregated data at the project level as a basis for measuring people/gender impact. Integrate this baseline and impact data collection into project design, monitoring, evaluations, and decision making.
 - Assist Project Officers to identify poverty-oriented people/gender impact measures for their projects.

Personnel and Cost Implications of the M&E system

Implementation of the M&E system will have minimal personnel implications. It is suggested that the Mission consider the following:

- 1) Assigning a full-time local contractor or FSN in OPPD to assist with computer applications in analyzing and managing project and program data. This person could facilitate the efficient collection of data at the project level, particularly in the cases where no institutional contractor is available.

Additional Costs of Implementing the M&E Plans

The following are the additional costs of implementing the M&E plans:

Strategic Objective 1:

None, if planned project evaluations are strategically utilized to measure impact.

Strategic Objective 2:

None, if planned project evaluations are used to measure impact and data are incorporated into DEMO data collection efforts.

Strategic Objective 3:

Consumer Satisfaction Survey and supplement to Living Standards Survey to measure health care coverage of the poor and their level of satisfaction with services, to be done in 1993 and 1995 at a cost of \$50,000.

D. OTHER CONCERNS

During the discussions with the SOCs, particularly for S.O.s #1 and #2 and subsequently Mission management, key issues were raised regarding the formulation of the program outputs and indicators. Specifically there are some unresolved strategic focus problems with respect to the existing project portfolio, new projects, and planned adjustments in the project activities which affect the selection of program outputs and impact indicators. Some of the problems that USAID/Jamaica is encountering in the selection of indicators is a reflection of the need for continued strategic focus. With a completely new staff in the Office of Private Enterprise and a recently approved project in natural resources, the Mission can use the program output structure and indicators to address strategic manager's questions which need resolution.

S.O. #1 encounters some of these problems for two main reasons. First, Section 599 of the Foreign Assistance Act has curtailed critical components of the USAID's private sector strategy, notably investment promotion and training. Investment promotion activities, in particular, previously allowed the Mission to legitimately take credit for more macro gains in investment and foreign exchange performance. Given the 599 restrictions and the subsequent change in the USAID's program, the Mission will have to reconsider where to focus its efforts to maximize its impact. The second reason for the focus problem in S.O. #1 is the diverse nature of the EDIP project, which includes policy reform, investment promotion, export promotion, tourism, and financial market issues. EDIP is presently being evaluated, and implementation of the findings should help to resolve the problems of program concentration and measurement of impact.

In S.O. #2 the DEMO Project and the Hillside Agriculture Project need to be examined for how they can best support the achievement of the program outputs and strategic objective.

USAID/JAMAICA STRATEGY
(1993)

Mission Goal

Broad-based Sustainable
Economic Growth

Strategic
Objectives

I

II

III

Increased Foreign
Exchange Earnings and
Employment

Improved Environmental
Management and Protection

Healthy, Smaller Families

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Improved Policy and
Regulatory Environment
for Trade and Investment

Increased Production and
Improved Quality of
Selected Exports

Increased Private
Investment

Improved Tourism
Product

Human Resources
Development for the
Private Sector

Improved Management of
Environmentally
Threatened Growth Areas

Increased Conservation
of Natural Habitats

Improved Public and
Private Capacity for
Sustainable Resource Use

Strengthened Health
Services Through Improved
Financial Management

Increased Effectiveness
of Family Planning
Services

Improved STD/HIV
Prevention Services

Decreased Incidence of
of Hard Drug Use

CHAPTER II. MONITORING AND EVALUATION PLANS FOR EACH OF THE MISSION'S THREE STRATEGIC OBJECTIVES

A. INTRODUCTION TO THE PLANS

This chapter lays out the information needed for monitoring and evaluating performance for each of the Strategic Objectives in USAID/Jamaica's PPAS. The following is a brief description of the items presented in the M&E tables.

Critical Assumptions: events beyond the control of the Mission which must hold, or occur, in order for the achievement of the strategic objective to be realized. For example, in a strategic objective concerning agricultural production increases, it is common to list as a critical assumption that normal weather patterns prevail and no natural disasters occur during the life of the program. Other critical assumptions have to do with relying on other donors to provide a portion of the financial resources needed for program realization, or for a ministry to pass certain legislation. If the critical assumptions are carefully thought out, the Mission would be well served to monitor these as well.

Indicator: a concise statement of what is going to be measured to monitor the achievement of a strategic objective or program output.

Unit of Measurement: precise clarification of the indicator so that there is no ambiguity about what is being measured. For example, does the indicator measure impact on all children, children under five, or children between 2 and 5 years of age? What precisely is a small farm? Is land being measured in hectares or some other unit?

Baseline Information: the starting value (or benchmark) for each indicator. The baseline frequently represents the latest date for which actual data on the indicator is available. For example, if "% agriculture as a share of GDP" is the indicator, the current level for 1992 or the next closest data point from a previous year represents the baseline. The dates for the baseline data will vary considerably across indicators (i.e., some in 1992, some in 1991, and so forth) depending upon project time schedules, availability, or the need for a USAID special study.

Targets: projections of the future value for an indicator. For an Strategic Objective, the projection should be 5 to 8 years in the future. For example, the expected value for the agricultural production example cited above refers to the expected percentage agriculture will contribute to GDP sometime in 1998. This wide "window" was selected to reflect the fact that many programs take some time for their impacts to surface at the Strategic Objective level. The measurement qualities of some performance indicators show little change from year to year regardless of the impact. This is called measurement "insensitivity." In contrast, expected results associated with Program Outputs are projected for 1 to 5 years beyond the baseline.

Data Sources: the specific sources of data for the indicator. For example, is it a government agency, extension agents' records, satellite photos, an organization conducting a special survey, or another donor?

Method/Approach: the specific method used to collect the information. For example, will extension agents make visual observations and record their observation on a standardized report form? Will monthly sampling of water sources be done to measure water quality? Will satellite photos be used to interpret the level of deforestation?

How Often: the frequency and timing of data collection and reporting. For example, will data be collected at harvest time on an annual basis? Will water samples be taken during the rainy and dry season? Will surveys on environmental awareness be conducted every year — or every two years? The plan should indicate how often these are reported, e.g. annually, if different from data collection. The cost of data collection and interpretation should be factored into this decision, as well as how time sensitive the indicator is. For example, if you know that you will not see changes in attitudes about human rights on an annual basis, set the frequency of surveys at a longer interval.

Responsible Office/Projects: the USAID office with primary responsibility for making sure that data are collected and analyzed, and the projects whose activities contribute to the achievement of the strategic objective. Hopefully the M&E systems for these projects can bear the cost and effort of data collection needed for the indicators.

B. S.O. I: INCREASE FOREIGN EXCHANGE EARNINGS AND EMPLOYMENT

1. Overview of the Strategy

Strategic Objective I - Increase Foreign Exchange Earnings and Employment

Indicator 1 - Foreign exchange earnings in priority non- agricultural areas

Indicator 2 - Foreign exchange earnings of selected agricultural exports

*Indicator 3 - Employment in assisted areas

***Program Output I.1 - Improved Policy and Regulatory Environment for Trade and Investment**

*Indicator 1 - Continued foreign exchange liberalization

*Indicator 2 - Implementation of Employee Stock Ownership Plan legislation

Indicator 3 - Adoption of pro-competition legislation

***Program Output I.2 - Increased Production and Improved Quality of Selected Exports**

Indicator 1 - Better in-plant technology adopted by export industries

Indicator 2 - Improved export crop technology adopted by farmers

Indicator 3 - Banana production

Indicator 4 - Cocoa production

Indicator 5 - Coffee production

Indicator 6 - Yam production

***Program Output I.3 - Increased Private Investment**

*Indicator 1 - Domestic and foreign privatization as a result of privatization

*Indicator 2 - Number of assisted small and micro enterprise firms

*Indicator 3 - Private sector investment in Inner Kingston

***Program Output I.4 - Improved Tourism Product**

*Indicator 1 - Cruise ship passenger arrivals in Ocho Rios

Indicator 2 - Number of miles of improved north coast roads

Indicator 3 - Population served by sanitary collection in Montego Bay

Program Output I.5 - Human Resources Development for the Private Sector

*Indicator 1 - Number of Executive MBAs graduated by UWI for private industry

*Indicator 2 - Number of UWI Business School Faculty trained

*Indicator 3 - Number of people trained through CLASP working in productive sectors (increasing foreign exchange or employment)

* - Indicates changes from the FY 1993-94 POD/Action Plan submission

Overview

Substantial progress was achieved in culling indicators and program outputs as both the S.O. committee and the TDY team thought the previous version was burdensome. Strategic objective indicators were reduced from five to three, program outputs from eight to five, and program output indicators from thirty-seven to nineteen. In all, total outputs and indicators were reduced from fifty to twenty-seven.

Changes in Program Outputs

The previous eight Program Outputs were reduced to five. The word "regulatory" was added to Program Output I.1 to more accurately describe the expected outcome. Previous Program Output's 2 (research), 3 (production), and 4 (productivity) were combined into "Increased Production and Improved Quality of Selected Outputs," the new Program Output I.2. This more succinctly identifies how the mission is using technology/technical assistance/training to increase production for exports, often with certain quality controls to ensure products are of export quality. It was decided that productivity issues can be monitored through the SARs and reported in the narrative of the Action Plan. Also, it was decided that productivity is less impact oriented than production. Previous Program Output's 5 (private investment) and 6 (Inner Kingston) were combined to focus on investment, with indicators allowing for a special focus on Inner Kingston. The previous Program Output 7 was refined slightly from a focus on infrastructure to the broader "tourism product" to better reflect various Mission efforts, such as the Tourism Action Plan. Finally the original Program Output 8 (human resources) was modified only in terms of wording (now Program Output I.5).

Changes in Indicators

Strategic Objective Level - Two of the five original performance indicators concerning foreign and domestic investment were dropped. The S.O. Committee felt that investment, in terms of cause and effect as well as impact, is really at a lower level than such impacts as jobs and foreign exchange. Furthermore, indicators were developed at the program output level to more closely tie investment trends with the specific activities undertaken by the Mission. The performance indicator on employment was reworded to make it more general in scope to include any employment generated as the result of lower level outputs. The Mission will need to more clearly specify which projects actually contribute to employment generation and are measuring such impact.

Program Output Level - Numerous changes occurred at the program output level.

For Program Output I.1 two indicators were dropped. One concerned the establishment of a Ministry of Finance fiscal unit, which is now already formed and whose impact can best be described in the narrative of the AP. The indicator on privatization was dropped in favor of a more impact oriented indicator under Program Output I.3, measuring actual privatization transactions resulting from the new legislation. The indicator on Employee Stock Ownership Plans (ESOPs) was made more impact oriented by dropping language about passage of legislation in favor of the actual number of firms, employees and the value of the plans established as a

result of the legislation. One indicator was added, "continued foreign exchange liberalization" to monitor both quantitative and qualitative changes in the foreign exchange regime, considered one of the chief issues of policy dialogue. Many other indicators, particularly those concerning regulatory concerns, were considered but not adopted. Instead, the TDY team encourages the Mission to track legislative and other developments in the performance narrative of the AP for this S.O. When final language of passed regulation is available, the Mission should attempt to pick a few indicators to measure the impact of such laws if continued Mission participation in implementation is contemplated.

Many indicators of Program Output I.2, previously Program Outputs 2,3, and 4, were dropped. All the productivity indicators were dropped in favor of such monitoring at the SAR level and succinct reporting in the AP performance narrative. It was felt that productivity could increase, but unless production increased, there was not impact; therefore, the production indicators were chosen. Garment productivity was dropped for similar reasons and the impact of Section 599. An indicator on a packaging/storage facility was dropped because it will be a one time event, which should be reported in the AP narrative upon its completion. An indicator on agricultural research on demonstration farms was dropped because it comes much earlier in the causal chain of development events when compared to the other indicators at this level.

Program Output I.3 indicators no longer include measurements of industrial and commercial space renovated in Inner Kingston in favor of just increased investment in Inner Kingston, which was understood to be more impact oriented. As with other indicators that were eliminated, salient trends can be incorporated into the AP performance narrative. The indicator of the number of micro/small enterprise firms was refined to read "number of firms assisted" rather than those registered, as suggested by that project's manager. It was acknowledged that this is not truly an impact indicator but hopefully a proxy for investment. More impact oriented indicators are not readily available. Because the job effect of USAID assistance to these enterprises is measured at the S.O. level, committee members felt comfortable with this arrangement. Lastly, the indicator on privatization was expanded to encompass domestic investment resulting from privatization as well, given its considerable importance.

Program Output I.4 indicators were reduced considerably and refined. Rather than measure the completion of an Ocho Rios port berth, it was agreed to measure tourist passenger arrivals from cruise ships landing at the port. The miles of road constructed remained despite near universal discomfort with it. The only unit that remains is simply miles constructed. Although not technically an impact indicator, because roads may or may not improve quality of lives, the committee decided to retain it because of the massive investment relative to Jamaica's road network and its critical contribution to tourism. Population served by sanitary collection in Montego Bay was maintained because of its importance in regard to the overall tourism product of Jamaica and Montego Bay's strategic position in that sector. By contrast, three indicators were dropped, "resistance to flooding in Montego Bay," "population served by treatment plants in Montego Bay," and "potable water service in Negril" because they were deemed to be less critical. The Montego Bay water treatment is measured by the water quality indicator under strategic objective number two--"improved environmental management and protection."

The indicators for Program Output I.5 remained largely intact, but the wordings were refined to better reflect the actual training underway. In addition an indicator measuring the role of training under CLASP was also included to demonstrate how that program contributes to the Mission's overall strategy. Continued targeting of such training makes good strategic sense. The committee conceded that training per se is not an impact indicator. Nonetheless, gaps in private sector management remain a significant bottleneck, and the Mission is investing substantial resources to resolve that constraint. More information is needed to make these indicators meaningful. The UWI and CLASP project evaluations should specify what really happens when these persons are trained and reenter the work force, particularly in terms of foreign exchange earnings. However, such evaluations will only be meaningful if such data are collected now and reported in the narrative of future APs.

JAMAICA Strategic Objective I	INDICATOR	UNIT OF MEASUREMENT	DATA SOURCES	METHOD/ APPROACH	HOW OFTEN /WHEN	RESPONSIBLE OFFICE/KEY PROJECTS
Strategic Objective I Increased Foreign Exchange Earnings and Employment <i>Key Assumptions:</i> <i>- Gains in growth made in foreign exchange earnings will not be eroded by Jamaica's sensitivities on the import side and to external events: international price of oil and bauxite and the LIBOR interest rate.</i>	Foreign exchange earnings in priority non-agricultural export areas	Value US\$	JAMPRO, EDIP project records	Aggregate the export effect of priority non-agricultural export sectors assisted by Mission (garments, data processing, and furniture) from JAMPRO and/or project files. These data will be nationwide.	Annual	OPE -EDIP (532-0135)
	Foreign exchange earnings of selected agricultural exports	Value US\$	PIOJ - Economic and Social Survey, Commodity Industry Boards, Hillside Agriculture project records	Aggregate the export effect of priority agricultural export sectors assisted by the Mission (banana, cocoa, coffee, yam, and non-trationals) from commodity boards, PIOJ, and project records. These data will be nationwide in scope given the Mission's multifaceted assistance in these areas, including research, extension, post- harvest handling, storage, and marketing.	Annual	OPE, ARD - EDIP (532-0135) - Ag. Export Services (532-0165) - Hillside Ag. (532- 0101)
	Employment in assisted areas	Number of jobs a) Male b) Female	Project files (Microenterprise, EDIP, Inner Kingston and Hillside Agriculture), STATIN Report on Small Business, JAMPRO, PIOJ - Economic and Social Survey	Aggregate the job figures for employment in key sectors (priority agricultural and non-agricultural exports, small/micro enterprises, Inner Kingston) from specific data or project records. Some jobs are actually newly created while others are only sustained. The Mission will need to decide how to deal with tourism related employment generated from some of its tourism related activities.	Annual	OPE, ARD, RHUDO - EDIP (532-0135) - Ag. Export Services (532-0165) - Hillside Ag. (532- 0101) - Microenterprise (532-0156) - Inner Kingston (532-0120)
Evaluations/Special Studies	The majority of projects in this S.O. is to be evaluated in CY 1993. All SOWs should strongly emphasize the linkages of training/technical assistance with increased production/productivity in turn with increased jobs, income, and foreign exchange. Only then will the "so what" questions of impact be fully addressed. These 'evaluations are the most cost-effective way for the Mission to address these issues.				Project evaluation cycle	Program Office and Evaluation Officer oversee the process along with OPE, ARD, RHUDO, OPPD, and EHR. SOC for S.O. I.

PROGRAM OUTPUT	INDICATOR	UNIT OF MEASUREMENT	DATA SOURCES	METHOD/ APPROACH	HOW OFTEN/ WHEN	RESPONSIBLE OFFICE/KEY PROJECTS
I.1 Improved Policy and Regulatory Environment for Trade and Investment	Continued foreign exchange liberalization	Percent	Bank of Jamaica, IMF	Compare difference between parallel and official exchange rates based on Central Bank and IMF data	Annual	Office of the Director (Economist)
	Implementation of Employee Stock Ownership Plan legislation	a) Number of Plans b) Number of employees (M/F) c) Value of the plans	National Investment Bank of Jamaica	Check the NIBJ ESOP records for the reporting period.	Annual	OPE, EDIP (532-0135)
	Adoption of pro-competition legislation	Passage into law	Ministry of Finance	Once this law is passed, OPE and the Economist should examine the final language and identify possible quantitative benchmarks that would indicate that greater competition is indeed being achieved. The Mission will need to wait for final legislation before determining measurements to determine impact.	Annual	OPE, Economist
I.2 Increased Production and Improved Quality of Selected Exports	Better in-plant technology adopted by export industries	Number of firms	JAMPRO, project files	Count the number of firms that have received assistance and have adopted the new techniques. (This is a proxy for increased productivity)	Annual	OPE, EDIP (532-0135)
	Improved export crop technology adopted by farmers	Number of farmers a) male b) female	Ministry of Agriculture, project files	Count the number of farms that have not only been trained but actually have adopted new technologies	Annual	ARD, Ag. Export Services (532-0165), Hillside Ag. (532-0101)
	Banana production	Tons	PIOJ Economic and Social Survey and All Island Banana Growers Association	Collect banana production figures from project records. Data should be converted from boxes and pounds equivalent to tons as possible. These data are for A.I.D.-assisted areas only.	Annual	ARD, Ag. Export Services (532-0165), Hillside Ag. (532-0101)
	Cocoa production	Tons	PIOJ Economic and Social Survey and Cocoa Industry Board	Collect cocoa production figures from project records. Data should be converted from boxes and pounds equivalent to tons as possible. These data are for A.I.D.-assisted areas only.	Annual	ARD, Ag. Export Services (532-0165), Hillside Ag. (532-0101)

PROGRAM OUTPUT	INDICATOR	UNIT OF MEASUREMENT	DATA SOURCES	METHOD/ APPROACH	HOW OFTEN/ WHEN	RESPONSIBLE OFFICE/KEY PROJECTS
	Coffee production	Tons	PIOJ Economic and Social Survey and Coffee Industry Board	Collect coffee production figures from project records. Data should be converted from boxes and pounds equivalent to tons as possible. These data are for A.I.D.-assisted areas only.	Annual	ARD, Ag. Export Services (532-0165), Hillside Ag. (532-0101)
	Yam production	Tons	PIOJ Economic and Social Survey and Ministry of Agriculture	Collect yam production figures from project records. Data should be converted from boxes and pounds equivalent to tons as possible. These data are for A.I.D.-assisted areas only.	Annual	ARD, Ag. Export Services (532-0165), Hillside Ag. (532-0101)
I.3 Increased Private Investment	Domestic and foreign investment as a result of privatization	a) Number of enterprises b) value (US\$) of domestic investment c) value (US\$) of foreign investment	National Investment Bank of Jamaica	Measure annual privatization transactions from NIBJ records.	Annual	OPE, EDIP (532-0135)
	Number of assisted small and micro enterprise firms	Number a) male b) female	Project files, STATIN Report on Census of Small Business	Count the number firms assisted by gender of major owner(s). This is a proxy for investment in this sector.	Annual	OPE, Microenterprise Development (532-0156)
	Private sector investment in Inner Kingston	Value (US\$)	Kingston Restoration Company	Measure the value of increased investment during the annual reporting period.	Annual	RHUDO, Inner Kingston (532-0120)
I.4 Improved Tourism Product	Cruise ship tourist arrivals in Ocho Rios	Number	PIOJ Economic and Social Survey	Measure the number of cruise ship passenger arrivals in Ocho Rios.	Annual	North Coast Development Project (532-0168)
	Number of miles of improved north coast roads	Number	Ministry of Construction, project files	Miles of road improved from project files, SAR.	Annual	North Coast Development Project (532-0168)
	Population served by sanitary collection in Montego Bay	Percent	National Water Commission	Examine NWC data	Annual	North Coast Development Project (532-0168)

PROGRAM OUTPUT	INDICATOR	UNIT OF MEASUREMENT	DATA SOURCES	METHOD/ APPROACH	HOW OFTEN/ WHEN	RESPONSIBLE OFFICE/KEY PROJECTS
I.5 Human Resources Development for the Private Sector	Number of executive MBAs graduated by UWI for private industry	Number a) male b) female	University of West Indies	Count the number of graduates from UWI files that are working for private industry.	Annual	EHR, UWI Management Education (532-0129)
	Number of UWI Business School faculty trained (long-term)	Number of graduates a) male b) female	University of West Indies	Count the number of graduates from UWI files.	Annual	EHR, UWI Management Education (532-0129)
	Number of short-term senior managers of export industries trained	Number trained a) male b) female	University of West Indies	Count the number of those trained from UWI files.	Annual	EHR, UWI Management Education (532-0129)
	Number of people trained through CLASP working in productive sector (creating foreign exchange or jobs)	Number trained a) male b) female	CLASP	Count the number of those trained and working in industries that contribute to this strategic objective. The CLASP project is presently improving its system for participant follow-up; these indicators and the strategic objective framework should be completely integrated into that CLASP activity	Annual	EHR, CLASP (532-0169)

Strategic Objective III - Healthy, Smaller Families

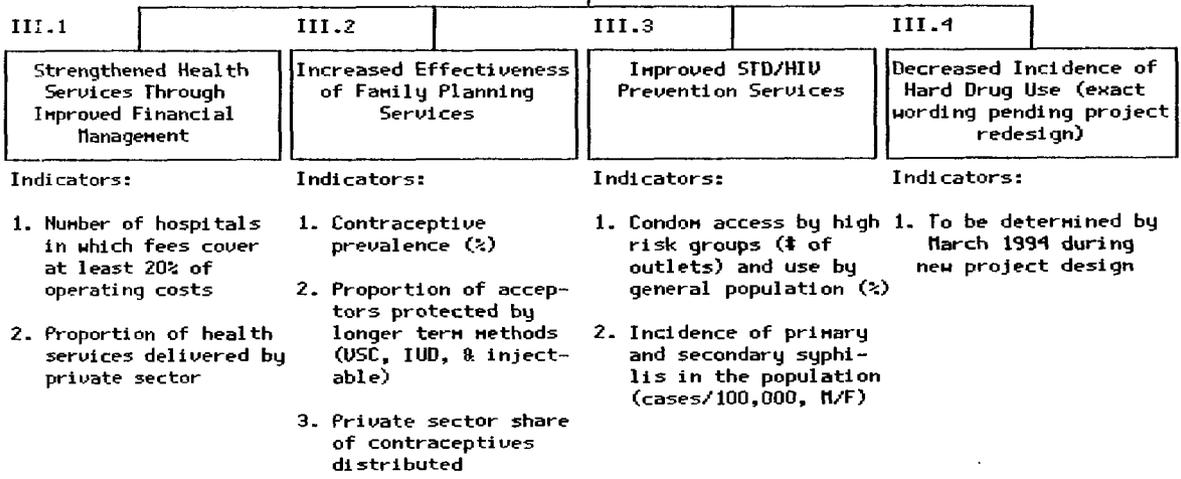
Performance Indicators:

1. Health care for the poor maintained (% covered, satisfied)
2. Total fertility rate (%)
3. Incidence of HIV among STD clinic attendees (% M/F)

Strategic Objective

Healthy, Smaller Families

Program Outputs



PROGRAM OBJECTIVE OR OUTPUT	INDICATOR	UNIT OF MEASUREMENT	BASELINE INFORMATION												
					1993		1994		1995		1996		1997		
			Year	Amount	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	
Strategic Objective I - Increased Foreign Exchange Earnings and Employment	Foreign exchange earnings in priority non-agricultural export areas	Value US\$ (000)	1990	1,023	1,159										
	Foreign exchange earnings of selected agricultural exports	Value US\$ (000)	1990	63,273	79,110										
	Employment in assisted areas	Number a) Male b) Female	1990	290,928	311,800										
Program Output I.1 - Improved Policy and Regulatory Environment for Trade and Investment	Continued foreign exchange liberalization	Percent difference between parallel and official rates			less than 10%		less than 10%		less than 10%		less than 10%		less than 10%		
	Implementation of Employee Stock Ownership Plans	a) Number of plans b) Number of employees 1. Male 2. Female c) Value of plans			legislation passed										
	Adoption of pro-competition legislation	Passage into law			legislation passed										
Program Output I.2 - Increased Production and Quality of Selected Exports	Better in-plant technology adopted by export industries	Number of firms adopting these technologies/technical assistance	1990	93	104										
	Improved export crop technology adopted by farmers	Number of farmers a) Male b) Female	1990	8,500	10,000										
	Banana production*	tons	1990	61,066	67,172										
	Cocoa production*	tons	1990	1,900	2,090										
	Coffee production*	tons	1990	771,000	825,000										
	Yam production*	tons	1990	8,286	9,000										

PROGRAM OUTPUT	INDICATOR	UNIT OF MEASUREMENT	BASELINE INFORMATION											
			1993		1994		1995		1996		1997			
			Year	Amount	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual		
Strategic Objective 1 Program Output I.3 - Increased Private Investment	Domestic and foreign investment as a result of privatization	a) Number of enterprises divested b) Value (US\$) of domestic investment c) Value (US\$) of foreign investment**	1990											
				c) 110 million	c) 155 million									
	Number of assisted small and micro enterprises	Number of firms by gender of owner a) Male b) Female	1990											
	Private sector investment in Inner Kingston	Value of Investment (US\$)	1990	J\$ 50,328 (needs to be converted to US\$)	J\$ 60,828									
Program Output I.4 - Improved Tourism Product	Cruise ship tourist arrivals in Ocho Rios	Number of passenger arrivals in Ocho Rios	1990											
	Number of miles of improved north coast roads	Number of miles	1990											
	Population served by sanitary collection in Montego Bay	Percent of the population served	1990											
Program Output I.5 - Human Resources Development for the Private Sector	Number of executive MBAs graduated by UWI for export industries	Number of graduates a) Male b) Female	1990	30	30									
	Number of UWI Business School faculty trained (long-term)	Number trained a) Male b) Female	1990	0	1									
	Number of short-term senior managers of export industries trained	Number trained a) Male b) Female	1990											
	Number of people trained through CLASP working in productive sector (creating foreign exchange and jobs)	Number trained a) Male b) Female	1990											

These figures, which are from the last AP, appear nationwide in scope and therefore need to be adjusted for the AID-assisted portion as discussed.
This indicator on investment from privatization should be clarified to indicate whether the data presented here is cumulative or not. A year to year may be clearer.

2. Special Linkage and Evaluation Studies

None are recommended at this time, but the Mission should strive to integrate issues highlighted in the M&E plan and the manager's questions sheet into the scopes of work of the evaluations of S.O. I. These scopes of work could then be reviewed by OPPD and the SOC for S.O. I as appropriate. This is the most cost-effective way for the Mission to resolve these issues.

3. Outstanding Concerns, Issues, and Recommendations

EDIP MIS

Both OPE and the Director asked the TDY Team to look at the Management Information System (MIS) that was developed in 1992 for EDIP related activities. This review was needed given the high staff turnover in the OPE office from when the MIS idea began.

The assumption that a MIS was the best answer to EDIP's and OPE's information problem was somewhat questioned by the TDY Team, working with the benefit of hindsight, given the diverse institutional arrangements of EDIP. It seems the implementation of the MIS experienced several problems, both technical and conceptual. The MIS design process eventually included data for institutions' operations in addition to monitoring/reporting system for numerous and diverse institutions with very different missions, an unattainable goal in our opinion. The origin of the additional data capabilities of the system remains unclear. This new system seemed to parallel, to varying degrees, systems in place or anticipated. Moreover, usage of the system was never really enforced. Therefore, the system was never really able to demonstrate its potential contributions.

The MIS presently is not operational and should probably not be revived for several reasons. First, it is doubtful that a reasonably priced MIS could be developed at this stage given the institutional framework of EDIP (financial institutions, promotion institutions, quasi-NGOs); their operational and reporting needs are too diverse. Second, the USAID is not willing to enforce the usage of the system given this situation. In addition, the MIS problems are closely linked with to the complex nature of EDIP. In the short term, OPE should specify precisely what types of data it needs from its counterparts on a regular basis and deal with that reporting manually, probably in spreadsheet form. The EDIP evaluation, now on-going, should indicate which institutions need the most assistance to provide timely information and then their existing systems should be upgraded.

Data Collection and Information Systems

The Director also requested that the TDY Team comment on how best to solve its information system problems, particularly in the cases when there is not an institutional technical assistance contractor to perform such duties.

TDY Team member Dan Seyler examined this problem and determined that the Mission should strongly consider hiring an additional ADP staff member to handle such tasks. Given potential conflicts between operating and program expenses, a troubleshooting arrangement with

an individual or firm should be considered. Using a local consultant is the most cost effective way to go given the need in information systems development for continual improvements, maintenance, and training. The database designers should work closely with technical offices and the Mission's ADP staff to ensure the types of products that the Mission and the counterpart truly desire. These consultant(s) could be used to design, assist, and support a wide variety of projects.

AP Narrative

Considerable amount of time in the SOC meetings was dedicated to discussions of what is material for the performance narrative of the AP versus indicators. We review some major areas to be considered for the narrative below.

A major area for the narrative of the AP is the policy reform dialogue of the USG and the GOJ, as has been done previously. The need for such narrative will increase as the Mission goes beyond economic stabilization to regulatory reforms, which are critical to Jamaica's growth becoming more broad-based. Measuring the success of the regulatory reforms is much more complicated than macro-economic policy reforms, which are very quantitative by nature. As outlined in the most recent PAAD and the SAR for EDIP, these reforms include: foreign exchange liberalization (beyond changes in rates), the general consumption tax, the fiscal policy process, privatization, pro-competition legislation, employee stock ownership plans, securities regulation, credit union reform, customs reform, and fiscal and monetary policy dialogue of the GOJ with the IMF.

Another major area for the performance narrative in the AP consists of the major intermediate outputs, usually reported in the SARs, that are demonstrating positive trends toward impact at the program output or strategic objective level. Many of these indicators were dropped during the TDY because they were deemed to be precursors in the development chain of events rather than results in of themselves. For example, positive trends in agricultural export productivity, which represented four indicators eliminated at the program output level, would be an excellent topic for reporting to demonstrate momentum. Likewise, productivity gains in other sectors, such as garments, would be noteworthy.

Other areas that are not entirely or adequately captured by the indicators and need to be incorporated into the narrative are issues related to Inner Kingston, the Tourism Action Plan, and the HIG loans. None of these easily lend themselves to quantitative indicators that adequately describe their full impact.

Finally, several manager's questions are presented on the following page which also help set the contextual setting for the AP in regard to S.O. I.

4. Key Manager's Questions for S.O. I

- 1) What areas should the USAID emphasize to maximize its impact on foreign exchange and employment? Macroeconomic policy reform, regulatory policy reform, investment promotion, export promotion, tourism promotion, traditional agriculture, non-traditional

agriculture, light industry, or services? How can the USAID use 599 and the EDIP evaluation to increase the focus of its private sector portfolio?

- 2) How deeply does the USAID wish to get involved with policy issues? How involved does the USAID need to get involved to legitimately take credit for policy-related successes (i.e. implementation)? If the USAID does not choose to involve itself deeply with policy and is not able to take credit for policy-related successes, should it be involved in policy?
- 3) Are increases in production, investment, and productivity leading to increases in foreign exchange and employment? How are those benefits being distributed by class and gender?
- 4) How does the USAID's efforts at increasing investment compare with national trends? Is there a relationship?
- 5) Are the USAID's activities related to increases in tourist arrivals? Does the USAID need a tourism strategy? Can the USAID play a useful role in tourism?
- 6) Can the USAID take credit for increases in non-traditional agricultural exports? Why?
- 7) What are the trends in the USAID-assisted export sectors vs. national export trends?
- 8) How do national trends in employment/unemployment compare with similar trends in the USAID-assisted sectors/subsectors?
- 9) What role has/will the storage facility play in increasing agricultural exports?
- 10) Has increased commercial and industrial space in Inner Kingston led to increased investment and employment? Has the revitalization of Inner Kingston really led to increased tourism?
- 11) How do trends in the USAID-assisted micro and small enterprises compare with national trends as depicted by STATIN (Statistical Institute of Jamaica) data, in terms of income, firm size, sectors, and gender?
- 12) Overall, how do the trends at the program output level relate to trends at the strategic objective level? Are they related?

C. S.O. II: IMPROVED ENVIRONMENTAL MANAGEMENT AND PROTECTION

1. Overview of the Strategy

Strategic Objective II - Improved Environmental Management and Protection

- *Indicator 1 - Deforestation in national parks and protected areas
- *Indicator 2 - Water quality in Montego Bay
- *Indicator 3 - Percent of survey respondents indicating environmental awareness (M/F)
- *Indicator 4 - Number of NRCA environmental actions

Program Output 1 - Improved Management of Environmentally Threatened Growth Areas

- Indicator 1 - Volume of untreated waste water entering Montego Bay
- *Indicator 2 - Protected areas managed in SITE locations(Number and Area)
- *Indicator 3 - Number of environmental enhancement projects implemented in SITE locations
- Indicator 4 - Area under soil management practices
- *Indicator 5 - Number of farmers adopting soil conservation practices(M/F)

Program Output 2 - Increased Conservation of Natural Habitats

- *Indicator 1 - National Parks and protected habitats(Number and Area)
- *Indicator 2 - Percent of operating costs covered by Park fees

Program Output 3 - Improved Public and Private Capacity for Sustainable Resource Use

- *Indicator 1 - Number of national park visitors
- *Indicator 2 - Fees and revenues from NRCA services
- *Indicator 3 - Number of NGOs managing environmental activities
- *Indicator 4 - Key policy reforms enacted

* - Indicates changes from the FY 1993-94 POD/Action Plan submission

Changes in Strategic Objective or Program Outputs

No changes were made in the strategic objective. However, the number of program outputs was reduced from four to three.

There was considerable discussion regarding the composition and the wording of the program outputs. Basic concerns included how to incorporate the soil/water management activities of the Hillside Agriculture Project and the urban services (solid waste collection and water treatment) of the North Coast Development Project (NCDP). There was also debate

whether a program output for institutional strengthening was necessary. It was ultimately decided that reoccurring public/private institutional weaknesses were a key element of the Development of Environmental Organizations (DEMO) Project.

Program Output II.1 combined two of the previous program outputs that focused on soil/water management and urban services in Montego Bay. The revised program output "Improved management of environmentally threatened growth areas" more accurately reflects the Mission's objective to focus environmental management activities on watersheds and coastal areas, the mismanagement of which would affect future economic growth, i.e. through tourism and crop production. This program output would therefore incorporate the waste water treatment activities of the NCDP, the soil/watershed management activities of Hillside Agriculture, and the SITE activities of the DEMO Project. The focusing of future Hillside Agriculture and DEMO SITE activities to key coastal areas would lead to this improved environmental economic linkage.

Program Output II.2 was reworded to focus on the conservation/protection activities of DEMO which are directed at the National Park system. However, "Increased conservation of natural habitats" reflects the broader consideration of protecting natural habitats that can encompass current and future environmental activities under LAC regional environmental grants and EAI debt reduction environmental activities that would reinforce natural habitat conservation.

Program Output II.3 targeted at strengthening environmental organizations was maintained but the wording was changed to highlight that both public (National Resources Conservation Authority--NRCA) and private (NGO) institutional capacity for sustainable resource use would be enhanced. A significant element of this output would be to assist the NRCA move toward institutional sustainability by making it rely on fees and revenues for services.

Changes in Indicators - Strategic Objective Level

Four program performance indicators were selected emphasizing the expected higher level impacts of the Mission's environmental program. These represent a change from the five previous indicators that included indicators which could not adequately be measured i.e. "Functioning/operational National Park System" or process oriented i.e. "increased environmental monitoring of biological habitats". The previous indicator on acreage under soil management practices will be monitored at the program output level. Two key impact indicators will be: 1) a measure of public environmental awareness (reflecting the overall impact of the environmental program) and 2) the effectiveness of the NRCA as measured by environmental enforcement actions. Finally deforestation in national parks and protected areas will measure the effectiveness of the national park system and other NGO entities in not only establishing but protecting the national parks and "protected areas".

Changes in Indicators - Program Output Level

Program Output II.1- Two indicators for soil management activities were retained from the previous Action Plan and the volume of waste water entering Montego Bay. Two indicators were selected to focus on the involvement of NGOs in local environmental activities. One measures the number and area covered by NGOs managing protected areas; the other measures

the number of various environmental enhancement projects. The latter is not adequately defined as yet in our opinion, and the Mission should carefully consider exactly what these projects might consist of and how impact could be measured.

Program Output II.2- The indicators chosen for this program output consist of a variant of the previous indicators used by the Mission, number and area of the national parks. However, two indicators covering institutional sustainability, "Percent of operating costs covered by park user fees and an economic impact dimension "Number of National Park Visitors," were added.

Program Output II.3- Indicators chosen for this output were reworked from the previous Action Plan by eliminating old indicators that were too process oriented or that could easily be reported in the Action Plan narrative as a one time event, e.g. "Fully staffed NRCA with clear operating guidelines" and "Environmental Fund for Jamaica established and operating." In their place indicators were picked that could track sustainability of the NRCA and an increased NGO involvement by measuring the number of NGOs managing environmental projects. The latter could be subject to elimination if it duplicates the indicators already measuring the number of NGO activities in Program Output II.2. An important indicator that the Mission will need to develop when it has more information will be some key policy reforms required to adequately carry out environmental management and protection activities. We understand that the Mission will be assessing these shortly.

Jamaica Strategic Objective II	INDICATOR	UNIT OF MEASUREMENT	DATA SOURCES	METHOD/ APPROACH	HOW OFTEN/ WHEN	RESPONSIBLE OFFICE/KEY PROJECTS
<p>Improved Environmental Management and Protection</p> <p><i>Key Assumptions:</i> -GOJ continues to implement and monitor environmental policies and regulations. -No significant natural disasters occur during the life of the program.</p>	Deforestation in national parks and protected areas	Acres	National Park System	Characteristics of national park lands/protected areas would be obtained when park/protected area is established and monitored by national park management entity. Aerial photography or satellite.	Status monitored and reported every two years.	-DEMO (532-0173) -LAC Environ. grants
	Water quality in Montego Bay	Coliform Count PPM	National Water Commission Engineering Department	Counts taken in South Gulley and downstream of the water treatment plant. Note: Narrative in AP could provide additional information on water quality counts for selected sites in Montego Bay from DEMO and NCDP.	Baseline 1992. Annually thereafter	-North Coast Dev Support (532-0168) -DEMO (532-0173) -Urban Technical Support Services
	Percent of survey respondents indicating environmental awareness(M/F)	Percent a) Male b) Female	Public Opinion Survey	Questions on public awareness on environment would be added to existing national public opinion surveys. Mission to determine whether more proactive questions would be included i.e. respondents taking active role by participating in environmental groups, employing environmental practices. Questions would have to be the same each time survey undertaken. Cost: Existing public opinion surveys with an existing sample could be used to add additional questions on the environment. Estimated cost per question is \$500. Should a separate survey be required the cost should not exceed \$10,000.	Baseline 1993. Every two years thereafter	-DEMO (532-0173)
	Number of NRCA environmental enforcement actions.	Number	National Resources Conservation Authority (NRCA)	NRCA Action plans and reports. Enforcement actions defined as punitive e.g. penalties levied, court proceedings which indicate NRCA is implementing its natural resource management mandate. Note: Narrative in AP could highlight key accomplishments of NRCA.	Baseline 1993. Annually thereafter	-DEMO (532-0173)

PROGRAM OUTPUTS	INDICATOR	UNIT OF MEASUREMENT	DATA SOURCES	METHOD/ APPROACH	HOW OFTEN/ WHEN	RESPONSIBLE OFFICE/KEY PROJECTS
II.1 Improved management of environmentally threatened growth areas	Volume of untreated waste water entering Montego Bay	Millions gals/day	National Water Commission, Engineering Department.	NWC information.	Baseline 1992. Annually thereafter	-North Coast Dev Support (532-0168)
	Protected Areas Managed in SITE locations a)Number b)Area	a)Number b)Acres	Local Environmental Management Councils (LEMC) from implementing entities.	LEMC reports would be aggregated by T.A. contractor. Evaluations: Key questions concern economic impact on people affected by these activities and sustainability of the subprojects. Larger subprojects should collect baseline information.	Baseline 1993. Collected and reported annually.	-DEMO (532-0173)
	Number of environmental Enhancement Projects implemented in SITE locations	Number	LEMCs from implementing entities.	LEMC reports would be aggregated by T.A. contractor. Evaluations: See note above.	Baseline 1992. Annually thereafter	-DEMO (532-0173)
	Area under soil management practices.	Acres	Ministry of Agriculture, Rural Physical Planning.	Project Reports.	Baseline 1992. Annually thereafter	-Hillside Agriculture (532-0101)
	Number of Farmers Adopting soil conservation practices(M/F)	Number	Ministry of Agriculture, Rural Physical Planning.	Project Reports. Project Evaluation: Should also focus on economic impact of farmer adoption of these management practices and gender differentials in adoption if appropriate.	Baseline 1991. Annually thereafter	-Hillside Agriculture (532-0101)
II.2 Increased conservation of natural habitats	National Parks and protected habitats: a)Number b)Area	a)Number b)Area	National park System and Other Implementing Entities.	Project reports.	Baseline 1990. Every two years thereafter	-DEMO (532-0173) -LAC Environ. grants
	Percent of operating costs covered by non-public income sources	Percentage	National Park System.	National Park System budgets and/or reports. Evaluations: Key point is sustainability and should assess financial plans and performance.	Baseline 1993. Annually thereafter	-DEMO (532-0173)

PROGRAM OUTPUTS	INDICATOR	UNIT OF MEASUREMENT	DATA SOURCES	METHOD/ APPROACH	HOW OFTEN/ WHEN	RESPONSIBLE OFFICE/KEY PROJECTS
	Number of national park visitors	Number	National Park System	National Park System reports. Evaluations: Mission may consider requesting park system carry out surveys on percent of tourists visiting parks to demonstrate foreign exchange linkage. The impact on the local economy adjacent to the parks would be useful. However some baseline data on the local economy adjacent to parks should be collected and later compared to assess park related employment and income increases.	Baseline 1993. Annually thereafter	-DEMO (532-0173)
II.3 Improved public and private capacity for sustainable resource use	Fees and revenues from NRCA services	Amount US\$ (converted from Jamaican dollars)	National Resources Conservation Authority	NRCA budgets. Evaluation: Key question is sustainability of NRCA. Details on NRCA budget (revenue sources) should be tracked during the LOP. NEST financial status should also be tracked in a similar manner.	Baseline 1992. Annually thereafter	-DEMO (532-0173)
	Number of NGOs managing environmental activities	Number	NRCA and National Environmental Trust (NEST)	Project reports. Evaluations: Should assess impact of NGO activities by examining their reports and site visits. NGOs receiving project assistance in proposal preparation and implementing environmental projects through other funding sources should be examined on a sample basis to assess achievement of subproject purpose and economic impacts.	Baseline 1992. Annually	-DEMO (532-0173)
	Key policy reforms enacted (To be Determined by Mission)			Evaluation: Should address role of NRCA and NEST in identifying key policy reforms and role of NRCA in their implementation.		

USAID/Jamaica
Strategic Objective II - Improved Environmental Management and Protection

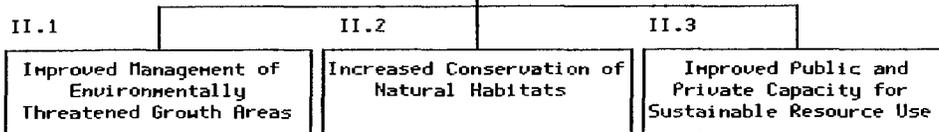
Strategic Objective

Improved Environmental
Management and Protection

Performance Indicators:

1. Reduced deforestation in national parks and protected areas (acres)
2. Water quality in Montego Bay (coliform count)
3. Environmental awareness (% of those surveyed)
4. Number of NRCA enforcement actions

Program Outputs



Indicators:

1. Volume of waste water entering Montego Bay
2. Protected areas managed in SITE locations (acres)
3. Number of environmental enhancement projects implemented in SITE positions
4. Number of farmers adopting soil conservation practices (M/F)

Indicators:

1. National parks and protected habitats (number and acres)
2. Percent of operating cost other than public sources
3. Number of national park visitors

Indicators:

1. Number of NGOs managing environmental activities
2. Fees and revenues from NRCA services
3. Key policy reforms enacted (to be determined)
4. Number of people trained by CLASP in environmental studies working on environmental matters (M/F)

PROGRAM OBJECTIVE/ OR OUTPUT	INDICATOR	UNIT OF MEASUREMENT	BASELINE INFORMATION		1993		1994		1995		1996		1997	
			Year	Amount	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
Strategic Objective II														
Strategic Objective II - Improved Environmental Management and Protection	Deforestation in national parks and protected areas	acres	1992	10,000			8,000				5,000			
	Water quality in Montego Bay	Coliform Count parts per million (PPM)	1992	5 Million (south bay) 15 million (Montego river)	5 million 5 million		less than 10,000 1 million		less than 1,000 1 million		less than 1,000 1 million		less than 1,000 less than 1,000	
	Percent of survey respondents indicating environmental awareness	Percent - male - female		To be determined										
	Number of NRCA environmental enforcement actions	Number	1992	0	5	20	35	50	50					
Program Output II.1 - Improved management of environmentally threatened growth areas	Volume of untreated waste water	Millions gallons/day	1992	2 million	2 million	0	0	0	0	0	0	0	0	
	Protected Areas managed in SITE locations: a) Number b) Area	a) Number b) Acres	1992	a) 0 b) 0	a) 1 b) 8	a) 2 b) 20	a) 2 b) 100	a) 2 b) 4	a) 1 b) 6					
	Number of environmental enhancement projects implemented in SITE locations	Number	1992	0	2	2	1	1	2					
	Area under soil management practices	Acres	1991	6,700	10,000		20,000		30,000					
	Number of Farmers adopting soil conservation practices	Number - male - female	1991		10,000		20,000		30,000					
Program Output II.2 - Increased conservation of natural habitats	National Parks and Protected Habitats: a) Number b) Area	a) Number b) Acres	1990	a) 0 b) 0	a) 2 b) 200,000	a) 4 b) 300,000		a) 6 b) 350,000						
	Percent of operating costs covered by non-public income sources	Percent	1990	0	10%	20%	30%	40%	50%					

PROGRAM OBJECTIVE OR OUTPUT	INDICATOR	UNIT OF MEASUREMENT	BASELINE INFORMATION											
					1993		1994		1995		1996		1997	
			Year	Amount	Planned	Actual								
Strategic Objective II														
	Number of national park visitors	Number	1990	0	50,000		75,000		100,000		150,000		200,000	
Program Output II.3 - Improved public and private capacity for sustainable resource use	Fees and revenues from NRCA services	US\$ (converted from J\$)												
	Number of NGOs managing environmental activities	Number	1992	0	3		6		10		12		15	
	Key Policy Reforms enacted (To be determined)													

2. Special Linkage and Evaluation Studies

None are recommended at this time, but the Mission should be aware of incorporating into its project evaluations some key issues such as the impact of NGO environment activities under SITE on local economies. It should also highlight sustainability of NGO projects where appropriate. These are covered more specifically in the M&E plans.

3. Outstanding Concerns, Issues, and Recommendations

The indicators that were chosen for tracking the impact of the environment strategic objective are the same ones that are being tracked by ongoing projects or that will be tracked by the new DEMO Project. The DEMO Project data system and reporting requirements are just beginning. Therefore, the Mission intends to use the M&E plan indicators as an element in this data collection and reporting system. Thus, no new costs will be incurred for data collection and analysis beyond that which has already been planned and allocated.

Setting Performance Targets

Once baseline data have been collected, performance targets must be set for each indicator. Not all indicators should be measured each year. For reasons of expense, for example, data on some indicators will be collected and analyzed every two years.

In the case of data for progress on the key policy reform agenda, targets for the year of expected passage of decrees and legislation should be based on the Mission's knowledge of the relevant institutions.

North Coast Development Project Activities

There was considerable discussion whether NCDP activities such as waste collection and water treatment belonged in S.O.I or S.O. II. The rationale for solid waste collection activities staying in S.O. I related to improved tourism product are convincing. The placement of the waste water treatment in S.O.II was the result of its very direct impact on water quality in a coastal zone. If the Mission were to embark on significant waste collection activities then the argument for a "brown" issues program output would make sense. It is our opinion that the current delineation is defensible and an accurate reflection of the Mission's strategy.

4. Key Manager's Questions for S.O. II

- 1) What are the key policy dialogue items in the natural resource management area needed to achieve the strategic objective? Which policies are needed to achieve: a) increased conservation of natural habitats program output, (e.g. National Parks); b) the improved management of environmentally threatened growth areas? (The Mission should review its country environmental profile for review of policy items.)

- 2) Will future Hillside Agriculture Project watershed activities be targeted at specific watersheds that also affect the coastal areas under the DEMO Project?
- 3) Should SITE activities under DEMO be given a more structured framework so that resources are targeted at more specific geographic areas where the Mission can demonstrate impact later on?
- 4) Is the financial sustainability of public and private (NGOs) environmental entities an objective of DEMO?

D. S.O. III: HEALTHY, SMALLER FAMILIES

1. Overview of the Strategy

Strategic Objective III - Healthy, Smaller families

*Indicator 1 - Health care for the poor maintained or improved

Indicator 2 - Total fertility rate

*Indicator 3 - Incidence of HIV transmission among STD clinic attendees (M/F)

***Program Output III.1 - Strengthened Health Services Through Improved Financial Management**

*Indicator 1 - Number of hospitals in which fees cover at least 20% of operating costs

Indicator 2 - Proportion of health services delivered by the private sector

Program Output III.2 - Increased Effectiveness of Family Planning Services

*Indicator 1 - Contraceptive prevalence

Indicator 2 - Proportion of acceptors protected by longer term methods (VSC, IUD & injectable)

Indicator 3 - Private sector share of contraceptives distributed

***Program Output III.3 - Improved STD/HIV Prevention Services**

*Indicator 1 - a) Condom access by high risk groups; b) condom use by general population

*Indicator 2 - Incidence of primary & secondary syphilis in population (M/F if available)

***Program Output III.4 - Decreased Incidence of Hard Drug Use**

(Exact wording of output and indicators to be determined during design of new project, no later than 3/94)

* - Indicates changes from the FY 1993-94 POD/Action Plan submission

Changes in Program Outputs

Two of the original six program outputs in the 93-94 POD/Action Plan were dropped: the food stamp program (Output 6) was transferred to USDA; it was decided that cost containment (Output 2) did not need to be measured at the program output level. Three of the remaining four program output statements were modified. Program Output III.1 was revised to emphasize the desired impact of improved financial management to strengthen health services. STD prevention was added to Program Output III.3. The current wording of Program Output III.4 is provisional, pending design of a new drug awareness project by early 1994.

Changes in Indicators

Strategic Objective Level - Three of the original five performance indicators were eliminated (one of these, for drug use, will be revised and reinstated when the new drug project is designed). Infant and maternal mortality rates were eliminated as performance indicators because the Mission's program does not support services which would directly affect these indicators; however, it may be possible to refer to such general indicators in the Action Plan narrative as evidence of strengthened health services. The indicator on contraceptive prevalence was shifted to Program Output III.2, since it is a lower level indicator than total fertility rate, which remains as a performance indicator. Indicator 3, HIV transmission, was changed to measure incidence rather than transmission rate, and is now disaggregated by sex. One new performance indicator was added, health care for the poor, to measure the impact of strengthened health services on achievement of the strategic objective. Privatization and cost recovery are being undertaken to ensure quality sustainable health services for those who can afford to pay for services, while reducing the burden on the public health system and conserving resources to provide care for those with little or no ability to pay (for purposes of this indicator, "the poor" are defined as those meeting eligibility criteria for the Food Stamp program). Both coverage and satisfaction of the poor will be measured as an indicator of access to and quality of service by those most dependent on the public health system.

Program Output Level - Two of the original indicators for Program Output III.1 were combined into the new Indicator 1, to measure cost recovery.

Indicator 1 on contraceptive prevalence was added to Output III.2.

Indicator 1 under Program Output III.3, on condom access and use, was modified to clarify the different target groups for the access and use components of the indicator. The program addresses access by high risk groups by adding non-pharmaceutical retail outlets (e.g. bars and small grocery stores) to help reach groups not reached by traditional outlets. The use component refers to the percentage of the general male population using condoms. Indicator 2, on syphilis reduction, will be sex-disaggregated if data are available.

Jamaica Strategic Objective III	INDICATOR	UNIT OF MEASUREMENT	DATA SOURCES	METHOD/ APPROACH	HOW OFTEN/ WHEN	RESPONSIBLE OFFICE/KEY PROJECTS
Healthy, Smaller Families <i>Key Assumptions:</i> - The MOH budget will not deteriorate further - The Cabinet will authorize privatization of services - The GOJ will identify a reliable source for contraceptives or increase its budget for this line item	Health care for the poor maintained or improved	percent of poor - covered - satisfied	OHNP URC Ministry of Health	Living standards survey supplement Consumer satisfaction survey	1993 repeated 1995	OHNP (532-0152)
	Total fertility rate	percent	Ministry of Health	Contraceptive prevalence survey	1993 1997	OHNP (532-0163)
	Incidence of HIV transmission among STD clinic attendees	percent - male - female	Ministry of Health, Epidemiological Division	Sentinel surveillance sites system Laboratory reports	Collected every 6 months, reported annually	OHNP (532-0153)
Evaluations/Special Studies 1) Health care for the poor	Purpose To determine health system coverage of the poor and satisfaction with care received		LSMS	Living standards survey supplement Consumer satisfaction survey	1993 and 1995 Cost: \$50,000	OHNP (532-0152)

PROGRAM OUTPUTS	INDICATOR	UNIT OF MEASUREMENT	DATA SOURCES	METHOD/ APPROACH	HOW OFTEN/ WHEN	RESPONSIBLE OFFICE/KEY PROJECTS
III.1 Strengthened health services through improved financial management	Number of hospitals in which fees cover at least 20% of operating costs	number of hospitals	Ministry of Health/HSIP	Facility reports MOH financial records	Collected every 6 months, reported annually	OHNP (532-0152)
	Proportion of health services delivered by the private sector	percent	Ministry of Health, Health Information Unit RAND	RAND Study Living standards survey Data from insurance sector on market share (PSOJ)	1993 1993 & 1995 Every 2 years	OHNP (532-0152)
III.2 Increased effectiveness of family planning services	Contraceptive prevalence	percent	National Family Planning Board	Contraceptive prevalence survey	1993 and 1997	OHNP (532-0163)
	Proportion of acceptors protected by longer term methods (VSC, IUD & injectable)	percent	National Family Planning Board	Contraceptive prevalence survey	1993 and 1997	OHNP (532-0163)
	Private sector share of contraceptives distributed	percent	National Family Planning Board Ministry of Health	Contraceptive prevalence survey Retail audits	1993, 1997 Annual	OHNP (532-0163)
III.3 Improved STD/HIV prevention services	a) Condom access by high risk groups b) Condom use by general population	a) number of outlets b) percent of population	National Family Planning Board Ministry of Health FHI	a) Condom audits b.1) KAP surveys/focus groups b.2) Sexual behavior study	a) Annual b.1) Annual b.2) 1993 and 1997/98	OHNP (532-0153)
	Incidence of primary & secondary syphilis in population	cases/100,000 (M/F if available)	Ministry of Health, EPI Unit	Morbidity reports from STD clinics	Collected every 6 mos. reported annually	OHNP (532-0153)
III.4 Decreased incidence of hard drug use*						

*Exact output wording and indicators to be determined by 3/94.

USAID/Jamaica
Strategic Objective I - Increased Foreign Exchange Earnings and Employment

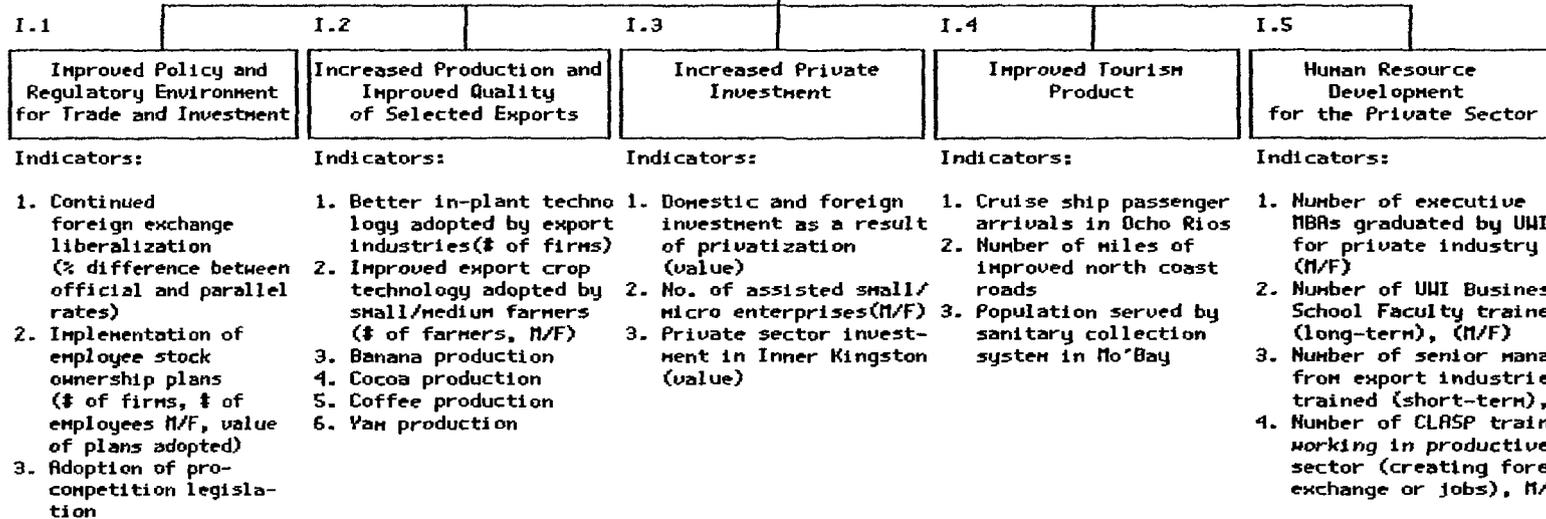
Performance Indicators:

1. Increase in foreign exchange earnings in priority non-agricultural areas (%)
2. Increase in foreign exchange earnings of selected agricultural exports (%)
3. Employment in assisted areas (M/F)

Strategic Objective

Increased Foreign Exchange Earnings and Employment

Program Outputs



PROGRAM OBJECTIVE (OR OUTPUT)	INDICATOR	UNIT OF MEASUREMENT	BASELINE INFORMATION		TARGETS											
			Year	Amount	1992		1993		1994		1995		1996		1997	
					Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
Strategic Objective III - Healthy, smaller families	Health care for poor maintained or improved	percent of poor - covered - satisfied														
	Total fertility rate	percent	1989	2.9												
	Incidence of HIV transmission among STD clinic attendees	percent - male - female	1991	10	10	9	8						5 Target			
Program Output III.1 - Strengthen health services through improved financial management	No. of hospitals in which fees cover at least 20% of costs	number of hospitals														
	Proportion of health services delivered by the private sector	percent	1990	15	15	17							25 Target			
Program Output III.2 - Increased effectiveness of family planning services	Contraceptive prevalence	percent	1990	55	55	56				58					60 Target	
	Proportion of acceptors protected by longer term methods (VSC, IUD & injectable)	percent	1990	43	43	50	60 Target									
	Private sector share of contraceptives distributed	percent	1990	20	20	30							60 Target			
Program Output III.3 - Improved STD/HIV prevention services	a) Condom access by high risk groups b) Condom use by general population	a) number of outlets b) percent of male population	a) 1992 b) 1990	a) 0 b) 42	b) 42	b) 45			a) 2000 Target					b) 49 Target		
	Incidence of primary and secondary syphilis	cases/100,000 (M/F if available)	1990	60	43	45							40 Target			
Program Output III.4 - Decreased incidence of hard drug use *																

* Exact wording and indicators to be determined by 3/94.

2. Special Linkages and Evaluation Studies

The new performance indicator on care for the poor will be measured by obtaining supplementary information based on the living standards survey, and through a consumer satisfaction survey, both to be done in 1993 and 1995 through existing mechanisms. The cost is estimated at \$50,000.

3. Outstanding Concerns, Issues, and Recommendations

The most important outstanding issue is the lack of clear definition of a revised approach to drug use reduction. The approach supported in the current drug-related activity has not been successful; the project is being phased out. A provisional program output statement has been retained because of the importance of drug use as a public health issue in Jamaica, but the Mission is still in the process of exploring alternative approaches for a new project. The deadline for completion of the new project design is March 1994.

Another issue is the lack of annual data for some indicators. However, for indicators based on the Contraceptive Prevalence Survey, annual projections can be made, since the survey has been conducted every four years since approximately 1968, using standardized methodology.

4. Key Manager's Questions for S.O. III

- 1) Given the lack of demonstrably effective approaches to date, will USAID/Jamaica be able to develop a new approach for reduction of hard drug use by the March 1994 deadline? Is it realistic to expect that a project within the scope of USAID resources can achieve such impact? If not, what are the implications?
- 2) How can donor coordination with respect to studies and surveys related to health and family planning be improved to give USAID greater input into the type of data collected and how it is analyzed, and thus make these studies more relevant to the USAID program?

GENDER WORKSHOP

PPAS Monitoring and Evaluation TDY Kingston, Jamaica, January 19, 1993

Presented by Patricia A. Martin
LAC Bureau Gender/WID Advisor

I. Overview (30 minutes)

- In trying to achieve people-level impact and reduction in poverty, gender is a major factor.
 - About 45% of Jamaican households are headed by women overall, and women-headed households are among the poorest; further, women are 45% of the labor force, but suffer an unemployment rate over twice that for men (22.5% vs. 9.1%). This implies that there are significant differences in family income due to gender, and that there are gender-related barriers to increasing the economic well-being of a significant number of poor families that we need to take into account. These affect the next generation as well, reducing access to education and upward mobility and aggravating crime and drug problems.
- First, let's examine our terms more closely so we can all share a common context:
 - Impact: What does this mean? Getting beyond inputs and outputs to the development effect achieved. If poverty reduction is a goal, we're looking at impact on people--whether interventions have improved well-being or standard of living: not just training, but employment; not just employment, but income; not just income, but better health, nutrition, education, more stable and secure individuals and families, and hence more equitable and stable socioeconomic conditions. Impact can be measured at different levels, but is also the ultimate measure of project and program success.

Such ultimate people-level impact may be beyond "manageable interest", but the "so what" questions that help define impact (if you do something, so what? what happens?) need to be asked so that activities at all levels contribute to positive people-level impact. The handout on the Sustainable Development Continuum illustrates how different levels of inputs and activities are linked to achieve people-level impact.
 - Gender: In determining impact on people, we need to know who benefits or suffers, since it is clear that not everyone always benefits equally. Different income, age and ethnic groups may be affected differently, as may urban and rural residents. Within all these groups, however, gender may also determine the degree of participation and benefit.

Example - Structural adjustment programs have different effects on men and women. Cuts in public services weigh heavily on women, who are often forced to take up the slack through increased time spent obtaining scarcer services or through substitution of their own unpaid labor for lacking services. Women may be pushed into the labor force to provide family income just when support services such as child care are cut back. Cuts in government employment, which is less discriminatory against women than the private sector, often affect women more, since they predominate at the lower and middle level where most cuts are made. On the other hand, creation of new, non-traditional or non-gender-stereotyped productive activities can create new opportunities for both women and men.

The terms "sex", "gender" and "WID" are often confused. **Sex** refers to fixed biological characteristics, that is, "male" and "female". Data is sex-disaggregated to reveal whether men or women participate and benefit. **Gender** explains why. It refers to the socially determined roles, activities, constraints and relative positions of men and women in societies, that is, "masculine" and "feminine". Gender looks at the way men and women participate and benefit in development activities because of these gender roles and differences. Therefore, it is not just about women, but about comparisons between men and women. **WID** came about because women as a group had been overlooked and marginalized in economic development programs, even suffering unintended negative effects because their roles, interests and constraints were not understood or considered.

AID's focus has now shifted from WID to gender, although it is still necessary to pay extra attention to women to overcome their disadvantage relative to men. Gender neutral approaches are problematic because they assume equal access which may not exist, and don't take into account the constraints which gender differences often impose. It is necessary to understand the effects of gender differences and work to eliminate the constraints they impose.

Example - Women have failed to benefit equally in credit programs when procedures, locations and hours are inconvenient for them. Also, training programs which maintain traditional sex-stereotyped occupational segregation contribute to increasing the concentration of women in low-paying, overcrowded fields, and thus reduce the economic payoff of training for women. For women especially, training programs should consider the potential economic payoff--employment and income--as much or more than the number trained. Some training programs may also discourage female participation by requiring long periods away from home.

WID as now practiced in AID does not leave men out, it brings women in. It emphasizes sharing of resources and responsibilities, not confrontation and competition. The goal is to increase the size of the pie by bringing in all of a

society's productive human resources and enhancing their ability to participate in and benefit from socioeconomic development.

- What does this mean for program performance?

- Consideration of gender is essential to achieving people-level impact, especially in reducing poverty. As we saw at the beginning, women are disproportionately poor, precisely because of the disadvantages gender roles have imposed on them. A WID focus can also serve as an excellent proxy for people-level impact. If the most disadvantaged, women, are effectively included, that is a clear indication of impact on the poor.

- Consideration of gender is essential to the success of any program that intends to contribute to socioeconomic progress; even if the immediate activities are not "people-level", the ultimate effects on various social groups need to be considered. It is important to remember that development programs not only benefit women and men, but that the participation of these women and men benefits development, i.e. achievement of program objectives.

Example - Gender effects are especially relevant to the success of non-traditional exports and microenterprise, which should be seen in a growth rather than subsistence context. It is necessary to break the "subsistence barrier" for women as well as men, through promoting economic linkages and growth, and thus bringing women's heavy burden of family responsibilities and limited access to resources into greater equilibrium.

- Attention to gender does not mean adding an extra data collection burden; it means focusing on the data really needed to illuminate impact--not necessarily more, but better information. It is necessary to identify who really needs to participate and benefit in order to ensure achievement of program objectives, and how this can be achieved by taking into account gender and other relevant variables. It is not necessary to disaggregate all data by sex; it is necessary to do so when gender differentiated effects are likely to be relevant to achievement of objectives, e.g. employment figures, given the marked difference between male and female unemployment rates in Jamaica.

- Sex-disaggregated data indicate where such gender differences occur and measure progress in overcoming barriers to participation and benefit; to explain why these things occur, analysis of gender impact is needed. For example, demonstration of impact for training programs requires more than just input data such as number of women and men trained. Linkage of training with employment, promotion and/or income is needed to reveal differences in impact due to gender. This can either be done through direct statistics, sample studies and evaluations, or, as a gross measure, by comparing training sectors with employment rates and average wage levels, by sex.

- The need for sex-disaggregated data and gender analysis should be taken into account at all levels--project design, project impact evaluations, SAR reports, Action Plans, PODs--so that impact can be demonstrated. This will facilitate effective design and implementation, and also make more efficient use of time and resources, by simplifying reporting and eliminating the need for most of the current ad-hoc requests for information on people-level and gender impact.

II. Exercises (90 minutes)

- Exercise I

In small groups, analyze a strategic objective set (handout) for gender issues; identify appropriate changes in objective and program output statements (if any) and performance and output indicators.

Report out on changes recommended.

- Exercise II

Either in small groups or plenary, develop a monitoring and evaluation plan to obtain needed data and monitor performance for at least one gender-relevant indicator.

- Discussion of issues which arose during the exercises and feedback.