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DRAFT FINAL REPORT

MONITORING PROGRAM PERFORMANCE: USAID/BELIZE

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Submitted to:

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The PRISM project is being conducted through a contract to Management Systems International (MSI), with support from Labat-Anderson, Inc. (LAI) and Research Triangle Institute (RTI).

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ACRONYMS

ABS	-	Annual Budget Submission
GDP	-	Gross Domestic Product
GOB	-	Government of Belize
LAC	-	Latin American and Caribbean
LNGO	-	Local Non-Governmental Organization
NRMP	-	Natural Resources Management Project
POD	-	Program Objectives Document
PPAP	-	Program Performance Assessment Plan
PPAS	-	Program Performance Assessment System
TMP	-	Tourism Management Project
USAID	-	United States Agency for International Development

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I. INTRODUCTION

A. Purpose and Scope of Work

The primary purpose of this report is to help USAID/Belize establish a Program Performance Assessment System (PPAS) for the key programmatic areas of its portfolio. The secondary purpose of this report is to provide preliminary feedback to the Mission on substantive issues that emerged during our technical assistance assignment.

When the PPAS is installed, USAID/Belize should be able to collect the information needed on a regular basis to assess the impact of its program in two strategic objective areas: Improved use of terrestrial natural resources and Improved government fiscal resources. This information will be used for the Mission's own management purposes and for reporting to AID/Washington and Congress.

The objective of the TDY was to develop USAID/Belize's rough set of indicators (as outlined in the latest Program Objectives Document and Action Plan) into "a more precisely defined set that have been fully thought out in practical terms of how they can be measured" (Memo to T. Ware, LAC/DPP/SDPP from P. Bisek, PDO, USAID/Belize, May 13, 1992). As a result of the exercise, USAID/Belize expected to be able to (1) prepare a detailed scope of work to establish baselines and targets if not already established, and (2) provide realistic specifications to contractors and grantees on information to be collected to assess progress in terms of the indicators.

B. Methodology and Process

After three brief introductory meetings with USAID/Belize's Program Development Officer, A.I.D. Representative, and senior management staff, the TDY consultant team completed the TDY exercise in three stages. First, the team conducted a series of extensive meetings with key mission staff to refine the indicators that had been developed to date. In the course of these discussions, questions involving not only indicators but also program outputs and activities were explored.

Participants in these discussions included the following individuals: Paul Bisek, Program Development Officer, who was involved in all meetings during the first week; Harry Bennett, Economist/Program Specialist; George Like, Agriculture Development Officer; Patrick McDuffie, General Development Officer; Joseph McGann, NRMP Project Manager; and Pedro Perez, Private Sector Project Manager and TMP Project Manager. During the course of the week of meetings, the TDY team reviewed numerous documents, including the latest Program Objectives Document and Action Plan, project papers, a recent analysis of GOB environmental policies, the November, 1991, report of the first TDY exercise, and other special reports.

At the conclusion of these meetings, the TDY team prepared a list of revised strategic objectives, program outputs, and indicators and a memo discussing related issues and concerns. The list of revised objectives and indicators and the memo were then presented to

Barbara Sandoval, A.I.D. Representative, and her senior staff for review and further revision. Upon the basis of this review, the TDY team revised the list of objectives and indicators. The revised list is presented in Annex 1.

It is worth noting here that the revised list includes changes in both objectives and indicators over the list presented in USAID/Belize's revised POD (May, 1992). Details of these changes are presented in Chapter II.

During the first half of the second week of the TDY, the team met again with groups of key mission staff to develop measurement and data collection specifications and address unresolved issues related to the new set of performance indicators and program indicators. These specifications are laid out in Annex 2. The team also began preparing a draft report.

During the remainder of the second week, after Larry Beyna's departure, Paul Weatherly completed work on selected indicators -- i.e., those requiring more technical attention -- and completed a very rough draft report. The draft report was presented to Ms. Sandoval on Thursday, June 11. This report is a revision of that draft.

(Technical note: Mission strategic objectives and program outputs are typically arranged in hierarchical fashion using an "objective tree" format. This tool facilitates clarification and logical analysis of the program strategy. Key definitions used in the analysis are provided in Annex 3.

C. Organization of the Report

Chapter II begins with a brief outline of our understanding of the relationship between USAID/Belize's two strategic objectives and the mission's goal of "sustained economic growth." In the remainder of the chapter we present and discuss the indicators and data sources to be used for monitoring each of the two strategic objectives and the six program outcomes (five for the first strategic objective and one for the second). In some cases, specific recommendations are made for further refinement of the objective, for developing performance indicators, or for developing related performance monitoring systems.

Chapter III very briefly outlines the next steps for further development and implementation of the monitoring component of USAID/Belize's Program Performance Assessment System.

II. USAID/BELIZE'S GOAL, STRATEGIC OBJECTIVES, PROGRAM OUTPUTS AND PERFORMANCE AND PROGRAM INDICATORS

A. Overview of USAID/Belize's Program

1) Rationale

As stated in the latest POD submission, USAID/Belize's program goal is "Sustainable economic growth," which is supported by two strategic objectives: (1) "Improved use of terrestrial natural resources," and (2) "Improved government fiscal resources." This goal and these two strategic objectives, along with related program outcomes, are presented in a revised objective tree of USAID/Belize's program in Figure 1 on the next page. For a full list of strategic objectives, program outcomes, performance indicators and program indicators, please refer to Annex I.

The two strategic objectives in Figure 1 are as presented in USAID/Belize's revised POD/AP (May 1992), but there are two changes among the program outcomes as a result of the recent TDY: (1) Program Outcome 2 under Strategic Objective 1 (SO1-PO2) has been revised, and (2) there is now only one Program Outcome under Strategic Objective 2, instead of the original two. (SO1-PO2 used to read as follows: "Public awareness of ENR policy increased." It now reads as follows: "Increased community commitment to environment and natural resources management." The program outcome under SO2 that was dropped used to read as follows: "Policy dialogue influences decisions.")

The first strategic objective was chosen because the protection of Belize's natural resources is considered a major factor in both the nation's long-term and short-term economic growth and the ability to sustain that growth over time. Belize's strengths are its presently good rate of economic growth and the high quality and abundance of its natural resources, upon which much of that economic growth relies. Belize's forests, its many ecotourism resources, and its land used for agriculture are all valuable economic resources that must be sustained if economic growth is to be sustained over the long term.

The logical link between "improved use of terrestrial natural resources" and the LAC Bureau goal of "sustainable economic growth" rests also on the notion that better managed natural resources can and should be a key to short-term economic growth. Investment in more environmentally sound agricultural practices and in the management of eco-tourist sites will not only pay for itself through the protection of natural resources for use over the long term, but it will also lead directly to increased income and, hence, economic growth over the short term. This "alternative path" approach shows clearly in two POs--one dealing with non-sedentary ("milpa") cultivators and the other with the tourism industry. Both POs lead to increased income coming from better use of resources. This increased income is generated through efforts to increase the value of resources--in the first case, land that has been converted by milpa farmers from forest land into farmland and, in the second, tourist sites.

In the view of USAID/Belize, the nation is lacking in the capacity to protect certain terrestrial natural resources that are critical to long-term economic growth. That capacity can be divided into three categories: (1) the capacity of targeted small farmers to use environmentally sound agricultural practices instead of slash-and-burn, milpa approaches (which are causing extensive deforestation); (2) the capacity of communities to protect local areas that contain economically valuable natural resources; and (3) the ability of governmental and nongovernmental institutions to exercise strong leadership in recognizing and addressing natural resource management needs effectively and in a timely way.

USAID/Belize sees its role not only as providing the usual mix of institution-building support, but also working in a variety of ways to help that institutional capacity act on environmental issues considered by many in Belize to be crucial to the country's future. In addition to strengthening GOB institutions, USAID/Belize will work with LNGOs and communities to establish a strong environmentalism at the grassroots of society. The premise is that a 'homegrown' environmentalism will, because it speaks for Belizean society, will be able to provide a more influential and lasting presence in the decision making process.

USAID/Belize's second strategic objective, "Improved government fiscal resources," specifically means, as the performance indicator states, "reduced reliance on taxes on foreign trade." USAID/Belize believes that Belize's high taxes on foreign trade are a major impediment to both short-term and long-term economic growth. Therefore, to the extent that its very limited resources allow, USAID/Belize intends to work to help GOB modify the policy environment and other factors that maintain the nation's reliance on these taxes. At present, the only resources available for meeting this strategic objective are a limited amount of professional and technical training of GOB managers and policy makers and a limited amount of technical assistance to GOB entities that request it.

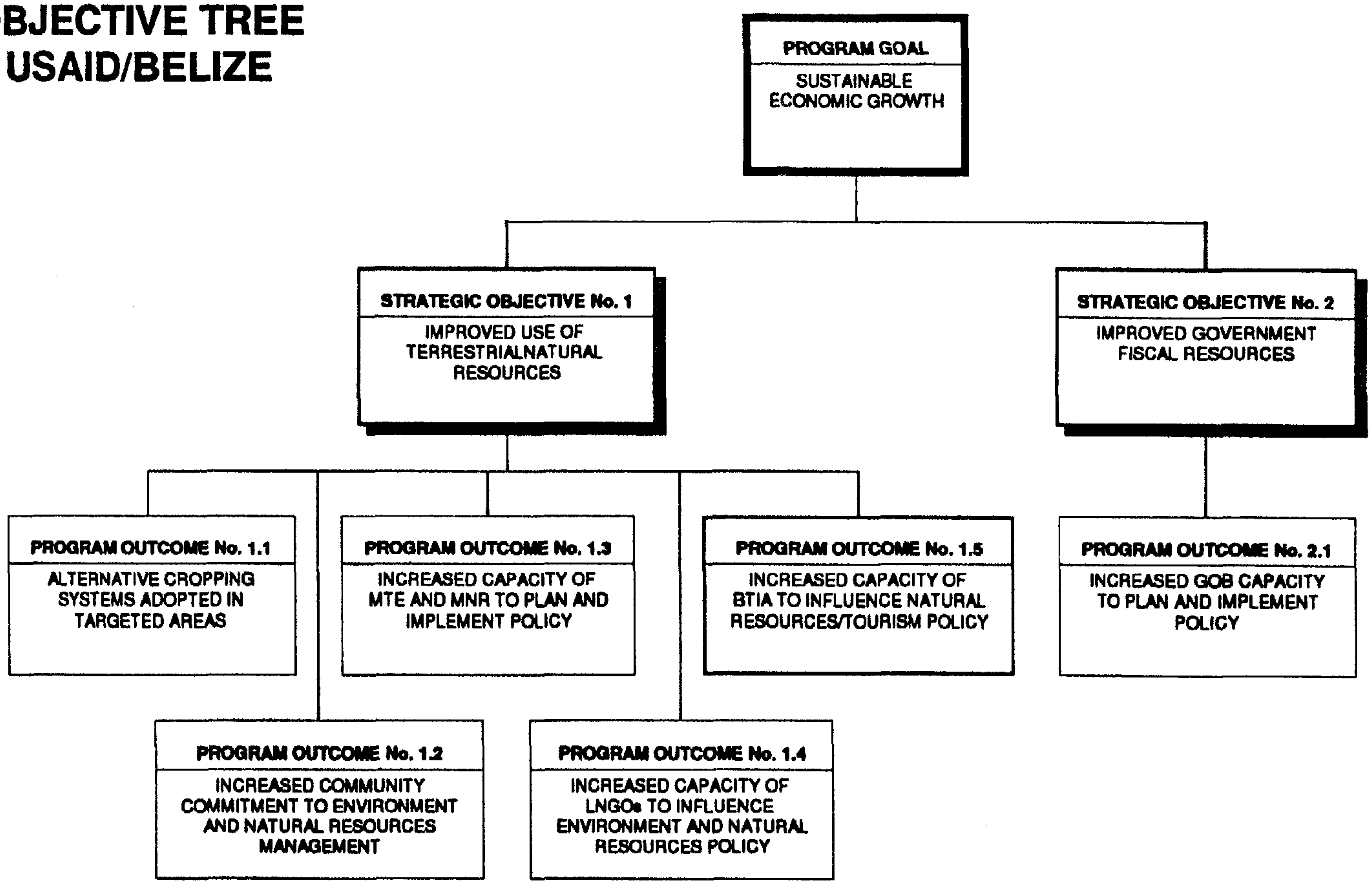
There appear to be no illusions on the part of USAID/Belize with respect to the likelihood of having significant impact on achieving this strategic objective, given the very limited "program" that is in place. We concur with the Mission's assessment that, although the GOB's reliance on taxes on foreign trade may diminish, the degree of improvement and extent to which it can be attributed to USAID activity are likely to be modest at best.

2) Strategic Objectives and Program Outputs

As stated above, USAID/Belize did not alter its program goal and two strategic objectives during our TDY. This basic framework had been established during the POD/AP review in February, 1992, and our task was primarily to help USAID/Belize develop indicators and sources of data. Nevertheless, as a result of reviewing and rethinking the program logic, SO1-PO2 was revised, and the original SO2-PO2 was dropped for lack of supporting activity.

The original SO1-PO2 emphasized public awareness and education intended to develop broad public support for management of Belize's natural resources and environment. During discussion, however, it became apparent that the real aim here is not only public awareness but also public *action* with respect to protecting Belize's natural resources and

Figure 1: PROGRAM OBJECTIVE TREE USAID/BELIZE



ASSUMPTION: POLITICAL WILL EXISTS TO IMPLEMENT LAND-USE DECISIONS

environment. It was also recognized that one of the primary targets of the old awareness/education PO is local communities, not just the public at-large. A primary aim of the awareness/education effort is, in fact, to induce local communities to become more involved in natural resource and environmental activities.

It is worth noting here that this new SO1-PO2 is strongly linked to the strengthening of LNGOs (SO1-PO4). Most of the activities constituting this SO1-PO2 are to be carried out by LNGOs, and, by engaging in these activities, the LNGOs will grow in strength and influence. Therefore, this revised PO not only elevates results to the action level, rather than just awareness, but also contributes to a more integrated program.

In addition, the team felt that placing local communities as the focus of SO1-PO2 allowed for more workable indicators at the PO level. It is difficult to measure the effects of broad public awareness campaigns, and, in this case, where the specific foci of those campaigns remain to be determined, it is impossible to target results. With activities that are more directly focused on communities and their responses to information and persuasion campaigns, it will be easier to target and measure impact.

The original SO2-PO2 (policy dialogue) was dropped to reflect the relatively small resources available to USAID/Belize to pursue the SO as a whole. As we understand it, small amounts of relatively disparate long-term training, short-term training and technical assistance are the program supporting this SO. Given this situation, it seems well beyond customary practice to consider this SO to be within any plausible "manageable interest" of USAID/Belize.

3) Issues Relating to the Program Logic

The bulk of USAID/Belize activity for SO1 will be conducted through two projects, the NRMP and the TMP. It should be stated here that, while USAID/Belize has given a great deal of thought to the basic program logic represented by Figure 1 and Annex 1, much of the activity-level thinking will not be refined until the organization(s) responsible for implementing the NRMP is in place. (Bids for the NRMP were expected at the close of the week following our TDY.) Therefore, many questions about specific activities and their implementation remained open during our review of the program. We did have a few observations at the program outcome level, however.

SO1-PO1-- "Alternative cropping systems adopted in targeted areas"--is expected to contribute to a reduction in the rate of deforestation (one of the performance indicators for SO1). This expectation is based on two assumptions with regard to deforestation. One assumption is that shifting cultivators will continue to be the greatest threat to the forests within the targeted areas. The second is that, in the analysis of USAID/Belize, shifting cultivators will become sedentary if provided with title to land, a proven agricultural "package" of inputs, and markets. The NRMP project's activities in the agricultural area are designed to provide shifting cultivators with all of these factors necessary to their adoption of sedentary cropping systems. However, other factors beyond the influence of this strategy may work to undermine this strategy. For example, giving land titles may encourage title holders to sell to other than small farmers, e.g., larger scale citrus planters. These other interest could become an economic force beyond the capacity of the NRMP project to influence.

In the tourism program outcome (SO1-PO5: "Increased capacity of the Belize Tourist Industry Association"), the perception of the industry of the role of "ecotourism" in national tourism development is critical. The industry, the GOB and Belizean society need to choose one of two paths. One path sees "ecotourism" as just another market niche to be exploited by only a segment of the Belizean industry, while the other sees ecotourism as the direction the entire industry must take. USAID/Belize seems firm in the opinion that this is a choice which the country as a whole must make. Hence, the focus of the Tourism Management project (TMP) is on building up both the GOB and the industry's capability to analyze policy options, make plans, and monitor results and trends in the industry. Such a capacity is necessary in order to make an informed choice of future pathways of development.

A key factor in the choice of pathway is whether the industry and society, through the GOB, the BTIA, and LNGOs, can come together to regulate and channel future growth. Hence there is an emphasis in the PO and SO indicators on *value* rather than income. USAID/Belize believes that Belize is already on the path toward a strong emphasis on small-scale eco-tourism, as indicated by official GOB tourism strategy and the principles adopted by the BTIA. There is also an economic basis for this choice: Belize's comparative advantage in eco-tourism.

4) Monitoring Strategic Objectives and Program Outcomes

Annexes I and II give, respectively, a list of all SOs, POs, and their indicators, and answers to a series of key questions as to the source of the data for monitoring indicator progress. Annex II also characterizes the form of data and identifies the responsibility for securing data.

B. Strategic Objective 1: Improved Use of Terrestrial Natural Resources

1) Rationale for Choosing Strategic Objective

As stated in II.A.1 above, the reasons for selecting SO1 as the primary SO relate to a pressing need in Belize. USAID/Belize also has a strong comparative advantage in being able to tap the resources of the U.S. NGO sector involved in environmental and natural resource management problems in tropical developing countries. This relationship conveys a further indirect, but by no means insignificant, advantage in that the cornerstone market for tourists, and ecotourists in particular, is the U.S. These tourists are almost exactly the same segment of U.S. society which actively supports the environmental groups. This combination of access to expertise and relation to market gives USAID/Belize's program resources extra leverage.

Even though USAID/Belize will not directly work with the private sector (other than tourism) the impact can and should spread beyond the "manageable interest" set by mission activity. An example of how this "collateral" effect might work to improve the use of terrestrial natural resources can be found by looking at the current dilemma of the Belizean orange juice industry which will lose its U.S. market if the North American Free Trade agreement allows Mexican citrus product into the U.S. duty free. One possible response would be pressure to market Belizean citrus as "green" oranges as a way to hold market share. Because such a product would have obvious tie-in to Belize's image as an "ecologically correct" tourism destination, the pay-off to both Belize and its citrus industry would provide a potentially irresistible incentive to improve the use of terrestrial natural resources (i.e. citrus lands and processing facilities) beyond the influence of mission activity.

2) Strategy for Achieving this Objective

The strategy for achieving SO1 rests on building capacity and commitment in major sectors of Belizean society to environmental goals. These sectors include individuals (small farmers), society (communities and LNGOs), the government (MTE, MNR), and the private sector (tourism industry).

The premise behind this strategy is that long-term environmental goals and concerns must be shared across society if a national will is to emerge. Without this broad base of informed support, there is a risk that a political shift, a market downturn, a recession, an international trade policy change, etc., could lead to a hasty decision to misuse a resource.

At a fundamental level the strategy for achieving the overall SO seeks to increase the security of the management regimes which oversee Belize's natural resources. One way is through improved knowledge and understanding, but another way is by creating incentives to continue wise management that will continue long after USAID's project activities are over. Thus a key element of the strategy is to seek ways to enhance resource value. Elements of the POs work to increase the income from tourism through improving the value of sites to tourists, not through having more tourists at each site. Similarly, through land titling and investment in permanent farming systems, small farmers are expected to begin to see land as having greater value and worth settling on.

3) Performance Indicators and Data Sources

Tracking the progress of SO1 calls for collecting data on four indicators: increased farm income from sedentary agriculture, increased value per tourist visit at key sites, decreased rate of deforestation in targeted areas, and reduced perceived threat to critical habitats.

All four of these indicators will require further work to establish a baseline. In all cases, this work will be conducted via the NRMP project, which has not yet begun. For the last three indicators, USAID/Belize will have to hold preliminary discussions with other groups to agree on the specifications for the survey work leading to determining a baseline and to setting targets. These other groups are, respectively, the BTIA, the British ODA-assisted forestry project, and one or more LNGOs.

4) Program Outputs and Indicators

PO1 has two indicators: increased number of farmers with titled land in the targeted areas and increased number of farmers adopting ['sustainable'] practices. These indicators will define the success of NRMP project efforts to reach enough farmers with the interventions considered crucial to achieving SO-level targets. Defining a baseline for these indicators must wait until the early phase of NRMP project activities.

PO2 has three indicators; increased number of applicants [from communities] to the Conservation Development Fund, increased number of Special Development/Protected areas established, and increased local financial support for LNGOs. Baselines for these indicators can be established shortly.

PO3 has four indicators, all relating to governmental capacity and institutional strength: establishment of a national and transparent land-use planning system, establishment of a comprehensive system of protected areas, implementation of MTE and MNR staffing, and establishment of a tourist-growth management system. These are mostly in the form of milestones which will mark progress on the way to having fully functional institutions up and running.

PO4 has two indicators: increased local financial support for LNGOs and increased number of LNGO members. Baselines for each can be readily obtained from LNGO reports to USAID. Setting targets will require discussions with the five LNGOs currently operating in Belize.

PO5 has two indicators, which are similar to those for PO4: increased local financial support for BTIA and increased number of members of BTIA. Baselines can be readily obtained from BTIA, and setting goals will require discussions with BTIA.

C. Strategic Objective 2: Improved Government Fiscal Resources

1) Rationale for Choosing Strategic Objective

SO2 calls for improved government fiscal resources. Originally this SO was not viewed as strategic, not because the goal is unworthy of attention, but because the resources available were deemed inadequate to bring the objective within the 'manageable interest' of USAID/Belize. Connecting this SO to the LAC goal presents no logical difficulty as many economists argue that a broader and more 'free trade' tax base, fairly and equally assessed and collected, contributes to 'sustainable economic growth.' The logical difficulty comes in trying to claim that USAID/Belize activities can reasonably be expected to play a determinative role in bringing this desirable end about.

2) Strategy for Achieving this Objective

The only PO is an increased GOB capacity to plan and implement policy. By itself this seems an input insufficient to bring about the SO; however, this PO itself overstates the impact of USAID/Belize's available project level resources. Therefore, it is strongly recommended that performance on this SO and its indicators not be considered in the same way as for SO1.

3) Performance Indicators and Data Sources

The sole indicator for the SO is the reliance on taxes on foreign trade. These data are readily available from the Central Bank on a quarterly basis.

4) Program Outcomes and Indicators

The sole indicator for the PO is increased number of GOB personnel (and their supervisors) who report significant impact as a result of the training or technical assistance received. This measure is inherently anecdotal and somewhat subjective. It will require the development of some criteria for determining "significant impact."

III. NEXT STEPS IN DEVELOPING AND IMPLEMENTING A PERFORMANCE MONITORING SYSTEM

USAID/Belize should continue to develop its performance monitoring information system as its next step in implementing the PPAS process. For guidance, we recommend Annex IV, which is an instrument designed for use with other USAIDs that are implementing PPAS. The following basic steps have been adapted from Annex IV for particular attention at this time:

1) Finalize the results of this most recent TDY exercise. We understand that revisions to the SOs and POs will be incorporated in the next Action Plan submission.

2) Assign responsibilities for monitoring and managing USAID/Belize's efforts with regard to each program area.

3) Determine the scope of each PI (both SO and PO level). USAID/Belize should define time periods, geographic areas, lists of critical habitats, etc. For example, are production data seasonal? In other words, is there an optimal time to collect farm data?

4) Review cooperative agreements and scopes of work for the NRMP and TMP projects to determine which data need to be collected via project staff and activities.

5) Review data sources from outside projects to determine adequacy. Conclude discussions with other donors and local NGOs to determine possible cooperative action to supply data, especially for the deforestation and critical habitat indicators. Design interview forms for farmer surveys, and determine the elements of the "index of security" to be used for the critical habitats.

6) Be certain that M&E plans for the NRMP and TMP projects include any data collection necessary for the SO/PO indicators.

7) Pilot test all proposed data collection efforts to determine practicality, especially for the deforestation and critical habitats indicators.

8) If possible calculate each PI for the most recent years to develop an understanding of trends in the baseline--again, especially important for deforestation.

9) Set targets.

10) Analyze data to determine their quality. Look for relationships, anticipated or otherwise between PO and SO level indicators. Evaluate the cost-effectiveness of data. State realistic limits on the degree of causality claimed for the data.

11) Develop a community of NGOs, LNGOs, other donors, GOB agencies, foundations, and others who share an interest in the data and who may be collecting similar data on their own.

ANNEXES

ANNEX 1

STRATEGIC OBJECTIVES, PROGRAM OUTPUTS, AND PERFORMANCE AND PROGRAM INDICATORS

USAID/BELIZE, JUNE 1992

STRATEGIC OBJECTIVE 1: IMPROVED USE OF TERRESTRIAL NATURAL RESOURCES (SO1)

Performance Indicator 1: INCREASED TOTAL INCOME FROM SEDENTARY AGRICULTURE AMONG SMALL HOLDERS IN THE TARGETED AREA (IN AND AROUND PROTECTED AREAS) (SO1-PI1)*

Performance Indicator 2: INCREASED VALUE (IN $B) PER TOURIST VISIT AT SELECTED, KEY TOURIST SITES (APPROXIMATELY 5), WHILE TOTAL NUMBER OF VISITS REMAINS WITHIN MANAGEABLE LIMITS (SO1-PI2)*

Performance Indicator 3: DECREASED RATE OF DEFORESTATION IN THE TARGETED AREA (SO1-PI3)

Performance Indicator 4: REDUCTION IN PERCEIVED THREAT IN 35 CRITICAL HABITATS (SO1-PI4)*

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* This is a replacement or reformulation of the indicator that is presented in the May 1992 Program Objectives Document/Action Plan.

Note that the Performance Indicator dealing with quality of water in watersheds has been dropped.

Strategic Objective 1: Improved Use of Terrestrial Natural Resources (SO1)

Program Output 1: Alternative cropping systems adopted in targeted areas (PO1)

Program Indicator 1: Increased number of farmers with title to land in the targeted areas (PO1-PI1)**

Program Indicator 2: Increased number of farmers in the targeted areas adopting a "model" which has been developed and disseminated through the NRMP project (PO1-PI2)*

Program Output 2: Increased community commitment to environment and natural resource management (PO2)*

Program Indicator 1: Increased number of annual applications submitted to the Conservation Development Fund (PO2-PI1)**

Program Indicator 2: Increased number of Special Development/Community Protected Areas established (PO2-PI2)**

Program Indicator 3: Increased local financial support for LNGOs (PO2-PI3)***

Note: If NRMP resources allow, it may be very useful, in terms of providing both a barometer of public awareness and attitudes and valuable management information, to conduct pre-campaign and post-campaign surveys of public responses to specific ENR-related education/persuasion campaigns.

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* This is a replacement or reformulation of a PO or PI as presented in the current POD submission.

** This is a PI that is being added to the list presented in the current POD submission.

*** This PI and PO4-PI1 are identical.

Program Output 3:	Increased capacity of MTE and MNR to plan and implement policy (PO3)
Program Indicator 1:	National and transparent land use system established and being used (PO3-PI1)*
Program Indicator 2:	Comprehensive system of protected areas established (PO3-PI2)
Program Indicator 3:	MTE and MNR staffing plans implemented (PO3-PI3)**
Program Indicator 4:	Tourist growth management system established and operating (PO3-PI4)**
Program Output 4:	Increased capacity of LNGOs to influence ENR policy (PO4)
Program Indicator 1:	Increased local financial support for LNGOs (PO4-PI1)**,***
Program Indicator 2:	Increased numbers of members of LNGOs (PO4-PI2)**
Program Output 5:	Increased capacity of BTIA to influence NR/tourism policy (PO5)
Program Indicator 1:	Increased number of members of BTIA (PO5-PI1)
Program Indicator 2:	Increased local financial support for BTIA (in B$ and as a percentage of total financial support) (PO5-PI2)*

* This is a replacement or reformulation of a PO or PI as presented in the current POD submission.

** This is a PI that is being added to the list presented in the current POD submission.

*** This PI and PO2-PI3 are identical.

STRATEGIC OBJECTIVE 2: IMPROVED GOVERNMENT FISCAL RESOURCES (SO2)

Performance Indicator 1: REDUCED RELIANCE ON TAXES ON FOREIGN TRADE (SO2-PI1)

Program Output 1: Increased GOB capacity to plan and implement policy (PO1)

Program Indicator 1: Increased number of individuals (and their supervisors?) who report significant impact as a result of the training or technical assistance they have received (PO1-PI1)*

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* This is a replacement or reformulation of a PO or PI as presented in the current POD submission.

ANNEX 2

TABLE 1: INDICATOR DATA PROFILE

TABLE 1: INDICATOR DATA PROFILE

SO1: Improved use of terrestrial natural resources.

Indicators	Level of Reporting	Source of Datasets	Form data are received	Levels of aggregation	Physical format	Where data analyzed	Who pays for data	Updating frequency	USAID person responsible
Increased total income from sedentary agriculture among small holders in the targeted areas (i.e., in and around protected areas) (1)	SO1-PI1								
Production data:		Agriculture extension agents' records	raw	Project area (2)	paper reports	USAID, NRMP office	Collection and analysis by USAID	Annual, for each of two growing seasons	Agriculture Development Office (ADO): G. Like
Market price data:		Rice: Marketing Board Corn: Mennonites Vegetables: District markets Others: BFAC	raw	Project area	paper reports	USAID, NRMP office	Collection and analysis by USAID	Annual, two growing seasons	Same as above

(1) Total income for each small holder equals the total income represented by all crops grown by the holder, whether those crops are sold or consumed at home. Income for each crop equals total number of units of production times market price per unit.
Targeted areas will be selected from among all potential target areas outlined by the cooperating PVO. A representative sample of farmers in these targeted areas will be selected and asked about their yield for each crop at two points during the year: at the end of the first growing season (Sept.-Oct.) and at the end of the second growing season (Feb.-Mar.). Since the number of farmers who can be served by the project is probably smaller than the total number of potential project participants, it may be possible to establish a control group of non-participant farmers--or a control group of sub-areas in the targeted areas--for comparison of incomes to assess the impact of the NRMP's interventions.

(2) It is likely that the small holders targeted by the NRMP will consist of Maya and Hispanic immigrant farmers. In all of these groups, the male plays the primary role in agriculture. Only among the Garifuna, who are not likely to be targeted by the NRMP, do women play a major agricultural role. Therefore, there appears to be no need, from a program management point of view, to try to gender disaggregate these income data.

TABLE 1 (continued)

SO1 (continued)

Indicators	Level of Reporting	Source of Datasets	Form data are received	Levels of aggregation	Physical format	Where data analyzed	Who pays for data	Updating frequency	USAID person responsible
Increased value (in B$) per tourist visit at selected, key tourist sites (approximately five), while total number of visits remains within manageable limits. (1)	SO1-PI2	MTE/BTIA	raw	Belizean residents v. foreigners	paper report	USAID	Collection of data by BTB and analysis by USAID	semi-annual	PDO: P. Bisek and P. Perez
Decreased rate of deforestation from clearing in the targeted area.	SO1-PI3	ODA-assisted forestry project from Royal Air Force aerial photography	photo images at a scale of at least 1:12,000 and interpretation according to criteria established by NRMP project	aggregated by target areas	paper report	ODA Forestry project office	USAID (2)	annual	ADO: G. Like and J. McGann

(1) Picking sites will require work with BTB and BTIA to determine criteria, e.g., current need to limit visitors, for selecting site.

(2) USAID and the ODA-assisted Forestry project will have to agree on an arrangement which will provide USAID with the necessary data on an annual basis. Note that the small size of a typical shifting cultivation plot (only 2 to 3 hectares) makes the use of satellite imagery unworkable.

TABLE 1 (continued)

S01 (continued)

Indicators	Level of Report-ing	Source of Datasets	Form data are received	Levels of aggrega-tion	Physi-cal format	Where data analyzed	Who pays for data	Updating frequency	USAID person responsible
Reduced perceived threat in 35 critical habitats.	S01-PI4	field survey conduct-ed by LNGO under contract to USAID	composite "index of se-curity" mea-suring the state of man-agement, legal status, local threats, etc., from raw ob-servations taken from field recon-naissance of 35 sites	an index calcul-ated by an agreed scale of weights for 35 critical habitats	paper	LNGO	USAID	annual for sub-set and once in five years for total list of 35	ADO: G. Like

Note: the number of 'critical habitat' sites to be surveyed annually will depend on the results of the baseline survey which will be conducted in the first year of the NRMP project. It is assumed that all sites will require at least the baseline visit and a second visit from three to five years later. However, many sites will be under pressure sufficient to warrant a yearly visit to determine change in status. The design of the survey instrument, selection of survey managers, and surveyors will include a careful consideration of the possible biases of different institutions so as to provide as objective a result as possible.

TABLE 1 (continued)

SO1-PO1: Alternative cropping systems adopted in targeted areas.

Indicators	Level of Reporting	Source of Datasets	Form data are received	Levels of aggregation	Physical format	Where data analyzed	Who pays for data	Updating frequency	USAID person responsible
Increased number of farmers with title to land in the targeted areas	SO1-PO1-PI1	MNR	Aggregated by targeted area	targeted areas within the project area	computer printout	USAID	USAID	semi-annual	ADO: G. Like and J. McGann
Increased number of farmers in the targeted areas adopting practices to be developed and disseminated through the NRMP project	SO1-PO1-PI2	Agriculture Extension Officers' records	Aggregated by targeted area	targeted areas within the project area	paper reports	USAID	NRMP, USAID	annual	same as above

TABLE 1 (continued)

SO1-PO2: Increased community commitment to environment and natural resources management.

Indicators	Level of Reporting	Source of Datasets	Form data are received	Levels of aggregation	Physical format	Where data analyzed	Who pays for data	Updating frequency	USAID person responsible
Increased number of annual applications to the Conservation Development Fund	SO1-PO2-PI1	NRMP	aggregated	national (1)	paper reports	USAID	no cost	annual	ADO: G. Like and J. McGann
Increased number of Special Development/ Community Protected Areas established	SO1-PO2-PI2	MNR	aggregated	national	paper reports	USAID	no cost	annual	same as above
Increased local financial support for LNGOs	SO1-PO2-PI3	LNGOs	raw data	data from each LNGO	paper reports	USAID	no cost	annual	same as above

(1) We are interested in applications only from "communities." This will be a very small number, so the indicator will assess cumulative increase over the years, rather than increase of one year over a previous year.

Note: If NRMP project resources allow, it may be very useful--in terms of providing both a barometer of public awareness/attitudes and valuable management information--to conduct pre-campaign and post-campaign surveys of public responses to specific ENR-related education and persuasion campaigns.

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TABLE 1 (continued)

SO1-PO3: Increased capacity of MTE and MNR to plan and implement policy.

Indicators	Level of Reporting	Source of Datasets	Form data are received	Levels of aggrega-tion	Physical format	Where data analyzed	Who pays for data	Updating frequency	USAID person responsible
National and transparent land-use system estab-lished and being used (1)	SO1-PO3-PI-1								
Comprehensive system of protected areas estab-lished (1)	SO1-PO3-PI2								

(1) The intention here is to develop a set of milestones for PI-1 and PI-2, similar to those for PI-4. However, as of June, 1992, it was still unclear as to how the development of these systems would unfold over time. These milestones will have to be identified sometime after the cooperating entity for the NRMP project is on board.

The NRMP Project Paper suggests that the following might serve as milestones for tracking the development of the two interrelated systems: (1) An institutional assessment of government agencies and LNGOs (to assess capabilities and examine options for coordinating roles and responsibilities) is completed. (2) The training of selected CD, LNGO, and MTE/DE staff in land-use planning and natural resource management is completed. (3) The Conservation Data Center is established and operating. (4) Proposals for creating new protected areas and changing the boundaries of existing ones are developed by LNGOs. (5) Key Government policies that ensure immutability of protected areas' boundaries are developed and implemented. (6) The number and extent of protected areas needed to preserve representative critical habitats are fixed and based on objective land-use criteria and techniques. (7) The threatened segments of the boundaries of the protected areas are delineated in the field and adequately patrolled.

TABLE 1 (continued)

SO1-PO3 (continued)

Indicators	Level of Reporting	Source of Datasets	Form data are received	Levels of aggrega-tion	Physical format	Where data analyzed	Who pays for data	Updating frequency	USAID person responsible
MTE and MNR staffing plans are implemented. Subindicators which are the level of staffing in each of the following critical depart-ments/units of the GOB	SO1-PO3-PI3	MTE and MNR			Paper reports	USAID	USAID	annual	ADO: G. Like and J. McGann PDO: P. Bisek and P. Perez
1) Department of the Environment		MTE							
2) Department of Archa-eology		MTE							
3) Tourism Planning Unit		MTE							
4) Department of Forest-ry		MNR							
5) Forest Guards		MNR							
6) Conservation Data Center		MNR							

Note that the several categories of staffing are to be followed from year to year to see how well GOB staffing targets are being met.

TABLE 1 (continued)

S01-P03 (continued)

Indicators	Level of Reporting	Source of Datasets	Form data are received	Levels of aggregation	Physical format	Where data analyzed	Who pays for data	Updating frequency	USAID person responsible
Tourist growth management system established and operating	S01-P03-PI4	MTE				USAID	USAID	annual	PDO: P. Bisek and P. Perez
Milestone 1: overused sites identified		Contract with BTIA &/or Center for Environmental Studies (CES)			paper report				
Milestone 2: manageable limits set for sites		MTE			paper report				
Milestone 3: growth control mechanism chosen		MTE & BTIA			paper report				
Milestone 4: enabling policy/regulation est.		MTE			paper report				
Milestone 5: growth control implemented		MTE			paper report				

Note: This indicator has five interrelated milestones, which will be tracked over time

TABLE 1 (continued)

SO1-PO4: Increased capacity of LNGOs to influence ENR policy.

Indicators	Level of Reporting	Source of Datasets	Form data are received	Levels of aggrega-tion	Physical format	Where data analyzed	Who pays for data	Updating frequency	USAID person responsible
Increased local finan-cial support for LNGOs (1)	SO1-PO4-PI1	LNGOs	raw	national	paper reports	USAID	no cost	annual	ADO: G. Like and J. McGann
Increased numbers of members of LNGOs	SO1-PO4-PI2	LNGOs	raw	national	paper reports	USAID	no cost	annual	same as above

(1) This PI is the same as SO1-PO2-PI3.

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TABLE 1 (continued)

S01-P05: Increased capacity of BTIA to influence natural resource/tourism policy.

Indicators	Level of Reporting	Source of Datasets	Form data are received	Levels of aggregation	Physical format	Where data analyzed	Who pays for data	Updating frequency	USAID person responsible
Increased number of members of BTIA	S01-P05-PI1	BTIA	raw	categories of members	paper report	USAID	Collection by BTIA and analysis by USAID	annual	PDO: P. Bisek and P. Perez
Increased local financial support for BTIA (in $B & as a percentage of total financial support)	S01-P05-PI2	BTIA	raw	none	paper report	USAID	Collection by BTIA and analysis by USAID	annual	PDO: P. Bisek and P. Perez

TABLE 1 (continued)

SO2: Improved government fiscal resources.

Indicators	Level of Reporting	Source of Datasets	Form data are received	Levels of aggregation	Physical format	Where data analyzed	Who pays for data	Updating frequency	USAID person responsible
Reduced reliance on taxes on foreign trade (1)	SO2-PI1	Central Bank	two figures: total revenue from taxes on foreign trade & total tax revenues	national	paper report	Central Bank--USAID only has to divide numerator by denominator	Central Bank, as part of its standard data set	annual	PDO: H. Bennett

(1) Reliance on taxes on foreign trade is defined here as the percentage of total tax revenues that is derived from taxes on foreign trade. To calculate this figure, total revenues from taxes on foreign trade are divided by total tax revenues.

SO2-PO1: Increased GOB capacity to plan and implement policy.

Indicators	Level of Reporting	Source of Datasets	Form data are received	Levels of aggregation	Physical format	Where data analyzed	Who pays for data	Updating frequency	USAID person responsible
Increased number of individuals (and their supervisors) who report significant impact as a result of the training or technical assistance they have received	SO2-PO1-PI1	GOB: Establishment Department and USAID (joint)	raw responses to questionnaires or interviews and anecdotal descriptions of impact	all trainees and recipients of T.A. government-wide	questionnaire responses	USAID, General Development Office	collection: USAID and GOB; analysis: USAID	annual	GDO: L. Smith and C. Leacock

ANNEX 3

OBJECTIVE TREE TERMINOLOGY AND PROGRAM PERFORMANCE GUIDELINES

OBJECTIVE TREE TERMINOLOGY:

PROGRAM: The entire range of development activities-- projects, non-project assistance, policy reform, and other activities -- aimed at achieving a strategic objective.

STRATEGIC OBJECTIVE: The highest level development result that a Mission (or other operating unit) feels is within its overall manageable interest -- that it can materially affect and for which it is willing to be held accountable.

PERFORMANCE INDICATORS: Dimensions or scales to measure program results against objectives.

PROGRAM ACTIVITIES: The inputs provided to produce program outcomes that, in turn, contribute to achieving the Strategic Objective.

PROGRAM OUTCOMES: Represent lower-level Mission (or office) objectives that contribute to the achievement of one or more strategic objectives. A Mission's objective tree (or Program Logframe) can include several levels of program outcomes, which reflect the results of various project, non-project, policy reform, or the development interventions.

PROGRAM INDICATORS: Criteria for determining or calibrating progress in the attainment of Program Outcomes.

PERFORMANCE STANDARDS: Degree or amount of expected change in an indicator over a designated time period.

PROGRAM GOALS AND SUBGOALS: The higher order and longer-term goals to which the Mission's programs contribute.

OTHER ACTIVITIES: Activities that fall outside a Mission's core strategic objectives, but which a Mission pursues for particular political, historical, or practical reasons, or as experimental efforts. The other activities generally represent a relatively small portion of a Mission's portfolio.

CROSS-CUTTING ISSUE: An issue of programmatic or policy concern that permeates an AID field Mission's portfolio and warrants unified planning and monitoring but which does not constitute a separate strategic objective.

A.I.D.

PROGRAM PERFORMANCE MEASUREMENT GUIDANCE

February 1992

(Distributed Agency-wide, March 1992)

3D

APPR: KM ( )

DRAFT: SB ( )

DRAFT: GB ( )

UNCLASSIFIED

CLEAR: JE ( )

CLEAR: AB ( )

CLEAR: LR ( )

CLEAR: JW ( )

AID/POL/CDIE/E/SDS:GBRITAN/SBENOLIEL:LA
02/21/92 875-4178
AID/D/POL:KMORGAN

AID/POL/CDIE:JERIKSSON
AID/OPS/PRC:LROGERS
AID/AA/AFR:SSPANGLER
AID/AA/EUR:CADELMAN
AID/POL/CDIE/E:ABINNENDIJK
AID/ES:JWOLFE
AID/AA/ASIA:HHFORE
AID/AA/LAC:JMICHEL

ROUTINE AWIDE

AIDAC

E.O. 12356: N/A

TAGS:

SUBJECT: A.I.D. PROGRAM PERFORMANCE MEASUREMENT GUIDANCE

REF: (A) STATE 189250 (JUNE 1991); (B) STATE 210025 (JUNE 1991); (C) STATE 324988 (OCTOBER 1991)

1. SUMMARY

THE FRY TASK FORCE REFORMS WERE APPROVED BY THE ADMINISTRATOR ON DECEMBER 19, 1991. ONE REQUIREMENT OF THESE REFORMS IS THAT EACH MISSION DEVELOP A PROGRAM PERFORMANCE MEASUREMENT SYSTEM THAT ENSURES THE AGENCY'S ABILITY TO MANAGE FOR RESULTS. THIS CABLE PROVIDES TECHNICAL GUIDANCE ON THE IMPLEMENTATION OF THIS PERFORMANCE MEASUREMENT SYSTEM. PARA 2 PROVIDES THE BACKGROUND AND CONTEXT FOR ESTABLISHING THIS SYSTEM. THE APPROACH TO BE TAKEN TO IMPLEMENT THE SYSTEM IS EXPLAINED IN PARA 3. PARA 4 DESCRIBES MORE SPECIFICALLY HOW THE AGENCY INTENDS TO IMPLEMENT THE SYSTEM. A COMMON SET OF CORE CONCEPTS OF THIS SYSTEM ARE IDENTIFIED AND DEFINED IN PARA 5. GUIDELINES FOR SELECTING OBJECTIVES, INDICATORS, AND STANDARDS ARE CONTAINED IN PARA 6. PARA 7 DESCRIBES THE RESOURCES AVAILABLE TO MISSIONS FOR DEVELOPING AND IMPLEMENTING THIS PERFORMANCE MEASUREMENT SYSTEM.

SUPPLEMENTARY COMMUNICATION FROM EACH REGIONAL BUREAU IS PROVIDED IN PARAS 8-12.

2. BACKGROUND

MANAGEMENT EXCELLENCE--"DOING FEWER THINGS, BUT DOING THEM VERY WELL"--HAS BECOME A.I.D.'S CENTRAL MANAGEMENT THEME. TO MANAGE STRATEGICALLY, FOR BETTER DEVELOPMENT RESULTS, MANAGERS NEED A SOUND BASIS FOR ASSESSING PROGRAM PERFORMANCE. AS PART OF THE AGENCY'S STRATEGIC MANAGEMENT AND EVALUATION INITIATIVES (AS REPORTED EARLIER IN REFS A, B, AND C), CDIE HAS BEEN CHARGED WITH IMPROVING A.I.D.'S PROGRAM PERFORMANCE MONITORING BY STRENGTHENING MISSION AND OTHER OPERATIONAL-LEVEL PERFORMANCE INFORMATION SYSTEMS, BY MAKING PERFORMANCE INFORMATION MORE EASILY AVAILABLE FOR DECISION-MAKING AT ALL ORGANIZATIONAL LEVELS, AND BY DEVELOPING AN AGENCY-WIDE PROGRAM PERFORMANCE INFORMATION SYSTEM. THIS EFFORT--CALLED PRISM, FOR PROGRAM PERFORMANCE INFORMATION FOR STRATEGIC MANAGEMENT--IS A KEY ELEMENT IN THE BROADER PROGRAMMING REFORMS RECOMMENDED BY THE FRY TASK FORCE AND APPROVED BY THE ADMINISTRATOR ON DECEMBER 19, 1991. THE PRESENT GUIDANCE IS INTENDED TO PROVIDE A COMMON FRAMEWORK FOR PERFORMANCE MEASUREMENT EFFORTS THAT WILL EVENTUALLY ENCOMPASS EVERY A.I.D. MISSION AND MOST A.I.D./WASHINGTON FUNCTIONAL OFFICES.

3. APPROACH

A. GETTING AND USING PROGRAM PERFORMANCE INFORMATION IS EVERY MANAGER'S RESPONSIBILITY--IN MISSIONS, REGIONAL AND CENTRAL BUREAUS, AND AGENCY-WIDE. SIGNIFICANT STRIDES HAVE ALREADY BEEN MADE IN SOME PARTS OF THE AGENCY TO DESIGN AND IMPLEMENT SYSTEMS FOR COLLECTING AND USING PROGRAM PERFORMANCE INFORMATION. WE HAVE LEARNED FROM AND BUILT ON THIS EXPERIENCE IN DEVELOPING CONCEPTS OF HOW PROGRAM PERFORMANCE CAN AND SHOULD BE MEASURED, REPORTED, AND USED IN A.I.D. (A MORE DETAILED DISCUSSION IS PROVIDED IN THE PERFORMANCE MEASUREMENT REPORT PREPARED BY A SUBCOMMITTEE OF THE FRY TASK FORCE).

B. CDIE, ALONG WITH THE REGIONAL BUREAUS, STRONGLY BELIEVES THAT ANY EFFECTIVE AGENCY-WIDE PROGRAM PERFORMANCE INFORMATION SYSTEM MUST BE BASED ON PERFORMANCE INFORMATION SYSTEMS THAT ARE RELEVANT AND USEFUL TO MISSIONS AND OTHER OPERATING UNITS. THE KEY BUILDING BLOCK OF PROGRAM PERFORMANCE MEASUREMENT IS A STRONG MISSION (OR OPERATING UNIT) STRATEGIC PLAN, WHICH INCLUDES A CLEAR STATEMENT OF OBJECTIVES, INDICATORS, AND EXPECTED "STANDARDS" FOR RESULTS (PERFORMANCE STANDARDS).

MISSIONS {AND OTHER OPERATING UNITS THAT HAVE PROGRAMMATIC RESPONSIBILITIES} ARE REQUIRED TO DEVELOP PROGRAM STRATEGIES CONSISTENT WITH COUNTRY DEVELOPMENT NEEDS, AGENCY-WIDE POLICY PRIORITIES, AND BUREAU OBJECTIVES. EACH MISSION {OR OPERATING UNIT} IS EXPECTED TO DELINEATE A LIMITED SET OF STRATEGIC OBJECTIVES, ARTICULATE COHERENT STRATEGIES FOR ACHIEVING THESE OBJECTIVES, AND IDENTIFY APPROPRIATE INDICATORS FOR MEASURING PROGRESS. THESE STRATEGIC PLANS WILL BE NEGOTIATED WITH AND AGREED TO AT THE BUREAU LEVEL, WITH SELECTIVE REVIEW BY OPS AND POL FOR CONSISTENCY WITH AGENCY PRIORITIES.

C. IT IS IMPORTANT TO RECOGNIZE THAT THE DEVELOPMENT OF A MISSION {OR OPERATING UNIT} STRATEGIC PLAN IS NOT A SIMPLE, ROTE EXERCISE, BUT RATHER AN INTENSE AND INTERACTIVE ANALYTICAL AND CONSULTATIVE PROCESS. DEVELOPMENT CONSTRAINTS AND OPPORTUNITIES MUST BE CAREFULLY EXAMINED BEFORE A MISSION'S {OR OPERATING UNIT'S} STAFF CAN ARTICULATE PRIORITIES, IDENTIFY ALTERNATIVES, ASSESS RESOURCES, REVIEW "LESSONS LEARNED", AND BEGIN MAKING DECISIONS. THIS INVOLVES TRADE-OFFS BETWEEN A UNIT'S ASPIRATIONS AND CAPABILITIES; AND A CAREFUL CONSIDERATION OF A.I.D.'S PRIORITIES, U.S. INTERESTS, AND HOST COUNTRY NEEDS AND CAPACITIES. IN THE PROCESS OF A GENUINE STRATEGIC PLANNING EFFORT, MISSIONS ARE GIVEN AN OPPORTUNITY TO EXPLORE CONSTRUCTIVELY A NUMBER OF RELATED ISSUES, E.G. FOCUSSING AND CONCENTRATING THEIR PROGRAM TO ACHIEVE OBJECTIVES, DEFINING STRATEGIC OBJECTIVES IN TERMS OF RESULTS, DEALING WITH LEGISLATIVE OR ADMINISTRATIVE REQUIREMENTS {INCLUDING EARMARKS}, AND DEVELOPING ORGANIZATIONAL AND MANAGEMENT APPROACHES TO RELATING PROJECT AND NON-PROJECT ACTIVITIES TO STRATEGIC OBJECTIVES.

D. DEVELOPING A GOOD STRATEGIC PLAN OFTEN INVOLVES NUMEROUS ITERATIONS OVER A PERIOD OF AT LEAST SEVERAL MONTHS AS A UNIT EXAMINES THE IMPLICATIONS OF ALTERNATIVE STRATEGIES, OBJECTIVES, INDICATORS, AND PERFORMANCE STANDARDS, AND DEVELOPS "OWNERSHIP" OF ITS OBJECTIVES. ULTIMATELY, SOME AGREEMENT {BUT RARELY COMPLETE CONSENSUS} IS REACHED ON A SET OF SIGNIFICANT OBJECTIVES THAT ARE WORTH PURSUING AND THAT CAN BE ACHIEVED.

E. MISSIONS {OR OTHER UNITS} ARE ALSO RESPONSIBLE FOR MANAGING THE COLLECTION OF DATA TO PERMIT CONTINUOUS ANALYSIS AND MONITORING OF PROGRESS TOWARD ACHIEVING AGREED-UPON OBJECTIVES AS WELL AS THE ENVIRONMENT FOR ACHIEVING THOSE OBJECTIVES. THESE SYSTEMS WILL PROVIDE INFORMATION THAT WILL BE USED FIRST AND FOREMOST BY MISSIONS THEMSELVES IN MANAGING THEIR PROGRAMS TO ACHIEVE

RESULTS. THEY WILL ALSO FEED INTO WIDER BUREAU AND AGENCY-WIDE PROGRAM PERFORMANCE INFORMATION SYSTEMS THAT WILL BE USED BY SENIOR AGENCY DECISION-MAKERS TO HELP MANAGE, DEFEND AND PROMOTE THE AGENCY'S PROGRAM. MISSIONS WILL, THEREFORE, BE EXPECTED TO REPORT PROGRAM PERFORMANCE INFORMATION ON AN ANNUAL BASIS. IN COLLABORATION WITH THE BUREAUS, CDIE PROVIDES TECHNICAL ASSISTANCE TO HELP MISSIONS {AND OTHER UNITS} CLARIFY OBJECTIVES AND INDICATORS AND PLAN AND IMPLEMENT RELATED PERFORMANCE MANAGEMENT, MONITORING, AND REPORTING SYSTEMS {PARA 7}.

F. THE AGENCY-WIDE PROGRAM PERFORMANCE INFORMATION SYSTEM EMBODIED IN PRISM ENCOMPASSES, AND IS LARGELY BEING BUILT FROM, OBJECTIVES AND INDICATORS IDENTIFIED BY MISSIONS, BUREAUS, AND OTHER OPERATING UNITS. CDIE HAS AGGREGATED OBJECTIVES AND INDICATORS DRAWN FROM VARIOUS DOCUMENTS {CDSSS, ACTION PLANS, CPSPS, APIS, ETC.} INTO 18 "CLUSTERS" THAT DEFINE AN INITIAL AGENCY-WIDE PRISM DATABASE. THESE "CLUSTERS" {AND ASSOCIATED INDICATORS} WILL BE ADJUSTED OVER TIME TO REFLECT CHANGES IN MISSION, BUREAU, OFFICE, AND AGENCY-WIDE PROGRAMS.

G. WHILE THE PRISM DATABASE IS BEING EXPLICITLY DESIGNED TO REFLECT MISSION {AND OTHER OPERATING UNIT} STRATEGIC OBJECTIVES AND INDICATORS, MISSIONS PURSUING SIMILAR OBJECTIVES WILL BE ENCOURAGED TO USE SIMILAR INDICATORS {IDENTIFIED IN THE CLUSTERING PROCESS} WHENEVER THESE INDICATORS ARE PRACTICAL AND APPROPRIATE TO HOST COUNTRY CIRCUMSTANCES. TO FACILITATE AGENCY {AND BUREAU} ANALYSIS AND REPORTING, SOME STANDARDIZATION OF INDICATORS MAY BE IMPLEMENTED OVER TIME.

4. IMPLEMENTATION PLAN FOR A.I.D.'S PROGRAM PERFORMANCE MEASUREMENT SYSTEM

THE FOLLOWING BENCHMARKS OUTLINE THE AGENCY'S EXPECTED PROGRESS IN IMPLEMENTING THE AGENCY-WIDE PRISM SYSTEM:

A. EXPANDING PROGRAM PERFORMANCE MONITORING IN MISSIONS AND BUREAUS

WITH EXPANDED TECHNICAL ASSISTANCE FROM BUREAUS AND CDIE, MISSIONS REPRESENTING AT LEAST 75% OF A.I.D.'S RESOURCES SHOULD HAVE ADEQUATE STRATEGIC PLANS AND PERFORMANCE MEASUREMENT SYSTEMS IN PLACE BY THE END OF FY 1992. ALL A.I.D. MISSIONS ARE EXPECTED TO HAVE ADEQUATE STRATEGIC PLANS AND INFORMATION SYSTEMS IN PLACE BY JUNE 1993. THESE TARGETS WERE ESTABLISHED BY THE ADMINISTRATOR IN CONJUNCTION WITH THE FRY TASK FORCE REFORMS.

B. INITIATING PROGRAM PERFORMANCE MONITORING IN CENTRAL OFFICES AND BUREAUS

EFFORTS TO STRENGTHEN PERFORMANCE MANAGEMENT SYSTEMS IN SELECTED A.I.D./W OFFICES AND BUREAUS SHOULD BE INITIATED DURING FY 1992. MORE COMPREHENSIVE CENTRAL PROGRAM COVERAGE WILL BE IMPLEMENTED IN FY 1993.

C. ANNUAL REPORTING ON MISSION AND OFFICE PROGRAM PERFORMANCE

REPORTING ON PROGRAM PERFORMANCE TO BUREAUS AND CDIE WILL BE REQUIRED OF ALL MISSIONS IN FY 1992, TO THE EXTENT THIS IS FEASIBLE. AFR MISSIONS {CATEGORY 1 COUNTRIES} AND LAC MISSIONS HAVE ALREADY SUBMITTED FY 1992 REPORTS OR ARE IN THE PROCESS OF DOING SO. FOR OTHER GEOGRAPHIC BUREAUS, EXCEPTIONS MAY BE WARRANTED FOR FY 1992; SEE REGIONAL BUREAU SUPPLEMENTARY COMMUNICATIONS IN PARAS 8-12. FOR FY 1993 AND ALL FUTURE YEARS, ALL MISSIONS AND MOST CENTRAL OFFICES SHOULD BE REPORTING REGULARLY AT TIMES ESTABLISHED BY EACH BUREAU, AND AUTOMATED PERFORMANCE MONITORING ELEMENTS SHOULD BE DIRECTLY LINKED TO THE AGENCY-WIDE PRISM SYSTEM.

D. MEASURING AND ANALYZING AGENCY-WIDE PROGRAM PERFORMANCE INFORMATION

AN INITIAL REPORT TO THE ADMINISTRATOR AND SENIOR MANAGEMENT ON A.I.D.'S PROGRAM PERFORMANCE WILL BE COMPLETED BY LATE FY 1992. A MORE COMPREHENSIVE REPORT WILL BE COMPLETED IN THE EARLY SPRING OF FY 1993 {AND EACH SPRING THEREAFTER} BASED ON DATA AVAILABLE IN LATE FALL/EARLY WINTER. THIS WILL PERMIT SENIOR MANAGEMENT TO USE PERFORMANCE INFORMATION SUPPLIED BY PRISM FOR CONGRESSIONAL HEARINGS IN THE SPRING. BY THAT TIME, MORE ASSISTANCE WILL HAVE BEEN PROVIDED TO MISSIONS AND BUREAU REPORTING SYSTEMS WILL BE STRENGTHENED. THE ANNUAL REPORT WILL USE DATA PROVIDED THROUGH REGIONAL AND CENTRAL BUREAU PROGRAM REPORTING SYSTEMS, AS WELL AS INFORMATION FROM OTHER SOURCES, TO ASSESS PROGRESS AGAINST THE CLUSTERS AND ASSOCIATED INDICATORS {PARA 3F}.

E. REVIEWING MISSION AND OFFICE PROGRAM PERFORMANCE INFORMATION SYSTEMS

A PRELIMINARY REPORT ON THE STATUS OF MISSION PROGRAM PERFORMANCE INFORMATION SYSTEMS, PREPARED IN CONJUNCTION WITH CDIE'S DECEMBER 1991 BRIEFING FOR THE ADMINISTRATOR, WILL BE FINALIZED THIS SPRING AND UPDATED AS PART OF OUR END-OF-YEAR REPORT. THIS REPORT WILL BE FURTHER UPDATED

ANNUALLY, IN CONSULTATION WITH BUREAUS, ON THE BASIS OF MISSION {AND OTHER UNIT} REPORTING AND SELECTED SITE REVIEWS.

5. CORE CONCEPTS OF A.I.D.'S PROGRAM PERFORMANCE MEASUREMENT SYSTEM

THIS SECTION PRESENTS COMMON TERMS THAT WILL BE USED BY CDIE TO FACILITATE COMMUNICATION IN THE AGENCY ON STRATEGIC PROGRAM PLANNING, PERFORMANCE MEASUREMENT AND EVALUATION. THEY ARE PARTLY INTENDED TO ORIENT STAFF IN THOSE BUREAUS WHERE THIS APPROACH TO PROGRAM PLANNING AND EVALUATION IS RELATIVELY NEW. WE RECOGNIZE THAT SOME OF THESE TERMS MAY DIFFER FROM TERMS CURRENTLY IN USAGE IN BUREAUS ALREADY VERY EXPERIENCED WITH THIS APPROACH. SINCE THE MEANING AND PRINCIPLES ARE GENERALLY SIMILAR, WE INTEND TO BE REASONABLY FLEXIBLE ABOUT ACTUAL TERMINOLOGY.

A. ACCOUNTABILITY FOR RESULTS:

AS NOTED IN ADMINISTRATOR ROSKENS' WORLD-WIDE CABLE {REFTEL A}, A.I.D. MANAGERS ARE "FULLY ACCOUNTABLE FOR 'MANAGING FOR RESULTS': FOR VIGOROUSLY PURSUING WELL DEFINED OBJECTIVES; FOR GETTING AND USING INFORMATION ON PROGRAM PERFORMANCE; FOR UNDERSTANDING WHY PROGRAMS ARE SUCCEEDING OR FAILING; AND FOR CONTINUOUSLY REORIENTING RESOURCES AND ACTIVITIES IN MORE EFFECTIVE AND PRODUCTIVE DIRECTIONS."

B. PROGRAM:

THE ENTIRE RANGE OF DEVELOPMENT ACTIVITIES--PROJECTS, NON-PROJECT ASSISTANCE, POLICY DIALOGUE, FOOD AID, AND OTHER ACTIVITIES--AIMED AT ACHIEVING A STRATEGIC OBJECTIVE. {IN SOME BUREAUS, "PROGRAM" HAS ALSO BECOME SYNONYMOUS WITH "COUNTRY PROGRAM;" I.E., THE ENTIRE RANGE OF MISSION ACTIVITIES IN A COUNTRY.}

C. PROGRAM GOAL{S}:

THOSE OBJECTIVES ABOVE THE MANAGEABLE INTEREST OF A MISSION. A.I.D.'S STRATEGIC OBJECTIVES CONTRIBUTE TO THE ACHIEVEMENT OF ONE OR MORE PROGRAM GOALS. {ALL BOXES ABOVE STRATEGIC OBJECTIVES ON A MISSION'S PROGRAM OBJECTIVE TREE.}

D. STRATEGIC OBJECTIVE {SO}:

THE HIGHEST LEVEL DEVELOPMENT RESULT THAT A MISSION {OR OTHER OPERATING UNIT} BELIEVES IS WITHIN ITS OVERALL

MANAGEABLE INTEREST; I.E., THAT IT CAN MATERIALLY AFFECT AND FOR WHICH IT IS WILLING TO BE HELD ACCOUNTABLE. MISSIONS WOULD TYPICALLY PURSUE A RELATIVELY SMALL NUMBER OF STRATEGIC OBJECTIVES {ONE TO FIVE}, COMMENSURATE WITH THE FINANCIAL AND HUMAN RESOURCES AVAILABLE FOR IMPLEMENTING EFFECTIVE STRATEGIES.

E. BUREAU OBJECTIVES:

SOME BUREAUS HAVE SPECIFIED BUREAU OBJECTIVES. THESE REPRESENT BUREAU DEVELOPMENT PRIORITIES--CONSISTENT WITH AGENCY-WIDE PRIORITIES AND LEGISLATIVE MANDATES. MISSION SOS SHOULD GENERALLY BE CONSISTENT WITH BUREAU OBJECTIVES, BUT NEED NOT CORRESPOND TO THEM ON A ONE-FOR-ONE BASIS. BUREAU OBJECTIVES REPRESENT RESULTS THAT BUREAUS EXPECT TO ACHIEVE THROUGH MISSION PROGRAMS, REGIONAL PROGRAMS, CENTRAL PROGRAMS, AND OTHER ACTIVITIES. IT IS ANTICIPATED THAT BUREAUS WOULD REPORT ANNUALLY ON PERFORMANCE AGAINST BUREAU-WIDE OBJECTIVES THEY HAVE ESTABLISHED.

F. PROGRAM OUTCOMES {POS}:

PROGRAM OUTCOMES REPRESENT LOWER-LEVEL MISSION {OR OFFICE} OBJECTIVES THAT CONTRIBUTE TO THE ACHIEVEMENT OF ONE {AND IN SOME CASES TWO} STRATEGIC OBJECTIVES. A MISSION'S OBJECTIVE TREE {OR PROGRAM LOGFRAME} WOULD USUALLY ENCOMPASS SEVERAL PROGRAM OUTCOMES THAT RELATE THE RESULTS OF VARIOUS PROJECT, NON-PROJECT, POLICY REFORM, OR OTHER DEVELOPMENT INTERVENTIONS TO THE STRATEGIC OBJECTIVES. {IN LAC, THESE HAVE BEEN CALLED "PROGRAM OUTPUTS" AND IN AFR, "TARGETS".}

G. PROGRAM PERFORMANCE:

THE ACCOMPLISHMENT OF SIGNIFICANT DEVELOPMENT RESULTS. {AFR HAS CLEARLY EQUATED PROGRAM PERFORMANCE WITH PEOPLE-LEVEL IMPACT.}

H. OTHER ACTIVITIES:

ACTIVITIES THAT FALL OUTSIDE A MISSION'S CORE STRATEGIC OBJECTIVES, BUT WHICH A MISSION PURSUES {WITH BUREAU AGREEMENT AND SOMETIMES UNDER AGENCY OR BUREAU MANDATE} FOR PARTICULAR POLITICAL, HISTORICAL, HUMANITARIAN, OR PRACTICAL REASONS, OR AS EXPERIMENTAL EFFORTS; THESE "OTHER ACTIVITIES" COULD INCLUDE EARMARKS. CALLED "TARGETS OF OPPORTUNITY" IN THE AFRICA BUREAU, THEY USUALLY REPRESENT A RELATIVELY SMALL PORTION OF A MISSION'S PORTFOLIO.

I. PERFORMANCE INDICATORS:

DIMENSIONS OR SCALES TO MEASURE PROGRAM RESULTS AGAINST OBJECTIVES, WITH AN EMPHASIS ON PEOPLE-LEVEL, GENDER-DISAGGREGATED MEASURES WHEN APPROPRIATE.

J. PERFORMANCE STANDARDS {EXPECTED RESULTS}:

DEGREE, AMOUNT, OR TYPE OF EXPECTED CHANGE IN AN INDICATOR OVER A DESIGNATED TIME PERIOD. IN LAC, THESE ARE REFERRED TO AS "TARGETS".

K. OBJECTIVE TREE ANALYSIS:

METHODOLOGY FOR THINKING THROUGH THE LOGICAL LINKAGES AMONG PROGRAM OBJECTIVES AND FOR RELATING STRATEGIC OBJECTIVES TO PROGRAM OUTCOMES AND ACTIVITIES. THESE ARE THEN DEPICTED IN GRAPHIC OR TABULAR FORMAT {E.G., AS OBJECTIVE TREES, PROGRAM LOGFRAMES, PROGRAM/PROJECT MATRICES, ETC.}. A PROGRAM OBJECTIVE TREE OR LOGFRAME IS TYPICALLY SUBMITTED TO A.I.D./W AS PART OF A MISSION {OR OPERATING UNIT} STRATEGIC PLAN.

L. STATEMENT OF OBJECTIVES, INDICATORS, AND STANDARDS:

A KEY COMPONENT OF MISSION {OR OTHER UNIT} STRATEGIC PLANS, PROVIDING A NARRATIVE DESCRIPTION OF THE PROGRAM STRATEGY, OBJECTIVES, INDICATORS, AND PERFORMANCE STANDARDS. IN AFR, THIS FORMS THE BASIS FOR THE MANAGEMENT CONTRACT.

M. PERFORMANCE MONITORING SYSTEM:

A COMMON, EASY-TO-USE, AT LEAST PARTIALLY AUTOMATED FORMAT FOR MONITORING, ANALYZING, AND REPORTING PERFORMANCE TOWARD THE ACHIEVEMENT OF PROGRAM OUTCOMES AND STRATEGIC OBJECTIVES BY MISSIONS, BUREAUS, AND AGENCY-WIDE {USING EACH MISSION'S OWN OBJECTIVES, INDICATORS, AND STANDARDS}.

CDIE IS CURRENTLY DEVELOPING AND FIELD-TESTING SUCH SYSTEMS {AS PART OF PRISM} IN COLLABORATION WITH REGIONAL BUREAUS AND IRM, AND CONSISTENT WITH EXISTING REPORTING PROCEDURES {SUCH AS THE AFRICA BUREAU'S PARTIALLY AUTOMATED ASSESSMENT OF PROGRAM IMPACT}.

N. COLLECTING PERFORMANCE DATA:

MISSIONS COLLECT MUCH PROGRAM PERFORMANCE DATA THROUGH PROJECT MECHANISMS, OFTEN USING MONITORING AND EVALUATION

CAPABILITIES OF ONE OR MORE KEY PROJECTS ASSOCIATED WITH A STRATEGIC OBJECTIVE. OTHER DATA CAN BE GATHERED FROM SECONDARY HOST COUNTRY OR INTERNATIONAL SOURCES OR THROUGH DISTINCT DATA COLLECTION AND ANALYSIS ACTIVITIES MANAGED BY A PROGRAM OFFICE, TECHNICAL OFFICE, OR OTHER MISSION UNIT. THESE DATA SHOULD BE GENDER-DISAGGREGATED WHEN APPROPRIATE AND FEASIBLE. COST-EFFECTIVENESS IS AN IMPORTANT CRITERION IN SELECTING THE MEANS BY WHICH SUCH DATA WILL BE COLLECTED.

O. USING PROGRAM PERFORMANCE DATA:

PROGRAM PERFORMANCE INFORMATION IS ESSENTIAL TO "MANAGING FOR RESULTS" AND SHOULD BE REFLECTED IN PROGRAM AND POLICY DECISIONS BY MISSIONS, OFFICES, BUREAUS, AND TOP AGENCY MANAGEMENT. WHILE PROGRAM PERFORMANCE DATA MAY HAVE CLEAR IMPLICATIONS FOR PROGRAM FUNDING DECISIONS, SUCH DATA SHOULD NOT BE DIRECTLY OR MECHANICALLY APPLIED IN SETTING ANNUAL COUNTRY LEVELS OR ALLOCATING PERSONNEL. THE "FRONT-LINE," CRITICAL USE OF PROGRAM PERFORMANCE INFORMATION IS TO MANAGE FOR RESULTS IN MISSIONS. ANOTHER "CRITICAL USE" OF PROGRAM PERFORMANCE INFORMATION IS TO REPORT TO PRIORITY AUDIENCES, INCLUDING REGIONAL BUREAU SENIOR MANAGERS, OPS, THE POLICY DIRECTORATE, THE ADMINISTRATOR, CONGRESS, GAO, AND OMB.

P. PERFORMANCE MANAGEMENT:

PERFORMANCE MANAGEMENT IS THE APPLICATION OF THE ABOVE CONCEPTS AND PRINCIPLES BY MANAGERS AT ALL ORGANIZATIONAL LEVELS, SO THAT STRATEGIES BECOME INCREASINGLY EFFECTIVE IN ACCOMPLISHING SIGNIFICANT DEVELOPMENT RESULTS. INFORMATION ON PERFORMANCE AND REGULAR MONITORING OF THIS INFORMATION ARE NECESSARY TO ENABLE MANAGERS TO ASSESS THE EFFECTIVENESS OR FAILURE OF STRATEGIES AND THEIR CONSTITUENT ACTIVITIES. ADHERENCE TO THE CRITERIA SET FORTH BELOW IN PARA 6 IS AN IMPORTANT ELEMENT OF PERFORMANCE MANAGEMENT.

6. GUIDANCE FOR SELECTING OBJECTIVES, INDICATORS, AND PERFORMANCE STANDARDS

THIS CABLE PROVIDES GUIDANCE ON PROGRAM PERFORMANCE MEASUREMENT, NOT ON THE COMPLEMENTARY CHANGES IN PROGRAM PLANNING THAT ARE ALSO NEEDED AND WHICH MOST REGIONAL BUREAUS AND THEIR MISSIONS HAVE BEEN PURSUING. THIS GUIDANCE WAS DEVELOPED TO SUPPORT THOSE CHANGES AND TO PROVIDE A COMMON FRAMEWORK THROUGHOUT THE AGENCY IN THE AREA OF PERFORMANCE MEASUREMENT. THE CRITERIA PRESENTED BELOW WILL BE APPLIED BY BUREAUS IN REVIEWING MISSION

PROGRAM PERFORMANCE PLANS IN MISSION STRATEGIC PLANNING DOCUMENTS. ISSUES OF ADHERENCE TO THESE CRITERIA SHOULD BE RAISED DURING A.I.D./W REVIEWS OF MISSION PROGRAM PLANS.

A. STRATEGIC OBJECTIVES SHOULD BE:

A.1. SHORT PRECISE STATEMENTS OF THE IMPACTS SOUGHT, RATHER THAN DETAILED DESCRIPTIONS OF THE MEANS OF ACHIEVING RESULTS OR LABELS FOR SECTORS OR CATEGORIES OF ACTIVITIES;

A.2. THE MOST SIGNIFICANT RESULTS IN A PROGRAM AREA FOR WHICH A MISSION (OR OTHER OPERATING UNIT) IS WILLING AND ABLE TO BE HELD ACCOUNTABLE;

A.3. SIGNIFICANT IMPROVEMENTS IN THE WELL-BEING OF PEOPLE OR THE SUSTAINED PERFORMANCE OF AN ECONOMY OR INSTITUTION. (UNDER THE DFA, THE AFRICA BUREAU REQUIRES A FOCUS ON "PEOPLE-LEVEL IMPACT.");

A.4. PURSUED THROUGH CLEAR PROGRAM STRATEGIES THAT TRACE LOGICAL CONNECTIONS TO PROGRAM OUTCOMES (ACHIEVABLE IN 2-5 YEARS) AND A COHERENT SET OF UNDERLYING PROJECTS, NON-PROJECT ASSISTANCE, POLICY DIALOGUE, AND OTHER ACTIVITIES.

A.5. WITHIN A MISSION'S (OR OTHER UNIT'S) MANAGEABLE INTEREST, THAT IS, SUBSTANTIALLY ACHIEVABLE THROUGH THE MISSION'S (OR UNIT'S) MANAGEMENT OF ITS AVAILABLE RESOURCES;

A.6. THE BASIS FOR "PERFORMANCE CONTRACTS" BETWEEN MISSIONS AND BUREAUS;

A.7. AMENABLE TO SUBSTANTIAL PROGRESS IN THE MEDIUM TERM (USUALLY 3-8 YEARS);

A.8. CONSISTENT WITH CONGRESSIONAL, AGENCY, AND BUREAU PRIORITIES IN THE CONTEXT OF COUNTRY-SPECIFIC OPPORTUNITIES AND CONSTRAINTS.

A.9. INTEGRAL TO THE ACHIEVEMENT OF AN OVERALL COUNTRY PROGRAM GOAL.

B. PROGRAM PERFORMANCE INDICATORS SHOULD:

B.1. BE CLEARLY AND OBVIOUSLY LINKED TO THE STATEMENT OF INTENT ARTICULATED IN THE STRATEGIC OBJECTIVE (I.E., MEASURE AS DIRECTLY AS POSSIBLE PROGRESS IN ACHIEVING

OBJECTIVES};

B.2. REPRESENT THE MOST USEFUL {RELEVANT, OBJECTIVE, VALID} DIMENSIONS FOR MEASURING PROGRESS IN ACHIEVING OBJECTIVES;

B.3. BE PRACTICAL, DERIVED IN A COST-EFFECTIVE MANNER FROM NATIONAL OR INTERNATIONAL DATA, OTHER DATA SOURCES, OR MISSION DATA COLLECTION AND ANALYSIS, DEPENDING ON APPROPRIATENESS AND AVAILABILITY;

B.4. ENCOMPASS, WHENEVER APPROPRIATE, PEOPLE-LEVEL {GENDER DISAGGREGATED} PROGRAM IMPACT;

B.5. PROVIDE MEASURES OF RESULTS THAT CAN BE RELATED TO THE MAGNITUDE OF A.I.D.'S INVESTMENT, MEASURED BY USING, FOR EXAMPLE, DOLLAR OBLIGATIONS REPORTED UNDER ACTIVITY CODES IN THE ANNUAL BUDGET SUBMISSION;

B.6. BE COMPARABLE, TO THE EXTENT FEASIBLE, ACROSS COUNTRIES AND GEOGRAPHIC REGIONS.

C. PERFORMANCE STANDARDS {EXPECTED RESULTS} SHOULD:

C.1. BE TIME-BOUND, REPRESENTING THE DEGREE OF CHANGE ANTICIPATED DURING THE PLANNING PERIOD;

C.2. BE AS PRECISE AS POSSIBLE {BUT MAY BE QUANTITATIVE OR QUALITATIVE, AS APPROPRIATE};

C.3. PROVIDE CONVINCING EVIDENCE THAT OBJECTIVES ARE, OR ARE NOT, BEING ACHIEVED;

C.4. INCLUDE A BASELINE REFLECTING, IF POSSIBLE, CONDITIONS PRIOR TO THE START OF A.I.D.'S PROGRAM;

C.5. REFLECT WHAT IS ACHIEVABLE, GIVEN COUNTRY {OR REGION} SPECIFIC OPPORTUNITIES AND CONSTRAINTS;

C.6. REQUIRE EXPLANATION OF SUBSTANTIAL POSITIVE OR NEGATIVE DEVIATIONS.

7. A.I.D./W ASSISTANCE

CDIE STAFF AND PRISM SUPPORT CONTRACTORS {MANAGEMENT SYSTEMS INTERNATIONAL; LABAT-ANDERSON; RESEARCH TRIANGLE, INC.} PROVIDE TECHNICAL ASSISTANCE TO HELP MISSIONS DEVELOP AND/OR REFINE PROGRAM PERFORMANCE INFORMATION SYSTEMS. FOR FURTHER INFORMATION ON TECHNICAL ASSISTANCE,

CONTACT YOUR REGIONAL BUREAU PROGRAM OFFICE AND/OR ONE OF THE CDIE BUREAU COORDINATORS--SHARON BENOLIEL {FOR LAC OR ASIA} OR LOIS GODIKSEN {FOR EUR, NE, OR AFR} AT 703-875-4819. CDIE WILL WORK CLOSELY WITH THE REGIONAL BUREAU TO COORDINATE REQUESTS FOR TECHNICAL ASSISTANCE.

8. AFRICA BUREAU SUPPLEMENTARY COMMUNICATION

THE AFRICA BUREAU FULLY SUPPORTS THE EMPHASIS WHICH THE AGENCY HAS PLACED ON MANAGING FOR RESULTS. SINCE THE INCEPTION OF THE DFA, THE BUREAU HAS STRONGLY EMPHASIZED THE NEED TO FOCUS AND CONCENTRATE, DEVELOP CLEAR OBJECTIVES AND INDICATORS OF PERFORMANCE, AND REPORT ON ACTUAL RESULTS. THE 1989-92 DFA ACTION PLAN SERVES AS THE OBJECTIVE STATEMENT FOR THE BUREAU. THE ACTION PLAN HAS BEEN WIDELY DISSEMINATED AND WAS DISCUSSED AND REVALIDATED MOST RECENTLY AT THE MISSION DIRECTOR'S CONFERENCE IN MAY 1991. THE AFRICA BUREAU HAS DEVELOPED THE COUNTRY PROGRAM STRATEGIC PLAN {CPSP} AS THE MECHANISM FOR MISSIONS TO SPECIFY AND JUSTIFY THEIR STRATEGIC OBJECTIVES AND HOW THEY PLAN TO MEASURE PERFORMANCE. THE BUREAU HAS HAD AN IQC WORK ORDER IN PLACE WITH MSI, NOW THE LEAD CONTRACTOR FOR PRISM, TO TEAM WITH U.S. DIRECT HIRE STAFF FROM AFR/W AND REDSOS TO HELP MISSIONS DEVELOP THEIR PERFORMANCE MEASUREMENT SYSTEMS. BY THE TIME THE WORK ORDER ENDS, THE BUREAU WILL HAVE IN PLACE A BUY-IN TO THE PRISM CONTRACT TO FACILITATE ACCESS ON THE PART OF AFRICAN MISSIONS TO CONTINUED TECHNICAL SUPPORT.

MOST OF THE CATEGORY 1 COUNTRIES IN AFRICA HAVE PROGRAM OBJECTIVES IN PLACE OR ARE ON THE AGENDA TO HAVE THEIR CPSPS/CONCEPT PAPERS REVIEWED BY THE END OF CALENDAR YEAR 1992. WE ARE ALSO RECEIVING PERFORMANCE REPORTS {I.E. APIS} FROM ALL THE CATEGORY 1 MISSIONS. THE BUREAU IS PRESENTLY ANALYZING HOW TO MAKE THE MOST EFFECTIVE USE OF BUDGETARY AND STAFF RESOURCES TO ENSURE THAT OBJECTIVE STATEMENTS ARE DEVELOPED FOR NON-CATEGORY 1 COUNTRIES WITH BILATERAL PROGRAMS. THE REQUIREMENTS WILL REFLECT PROGRAM SIZE AND STAFF LEVELS. SEPTELS WILL FOLLOW WITH DETAILS ON REQUIREMENTS FOR THE NON-CATEGORY 1 COUNTRIES, AND ON HOW TO ACCESS TECHNICAL ASSISTANCE FOR DEVELOPING OBJECTIVES AND REPORTING SYSTEMS. IN THE MEANTIME, COUNTRIES THAT FORESEE A NEED FOR TECHNICAL SUPPORT SHOULD ADVISE THEIR GEOGRAPHIC OFFICES WHO WILL COORDINATE WITH AFR/DP TO ENSURE APPROPRIATE TIMING AND SKILL MIX ON THE PART OF THE TA TEAM. AFR/DP REMAINS IN REGULAR CONTACT WITH CDIE ON PRISM SUPPORT SERVICES. FOR THE MOST EFFICIENT SERVICE, PLEASE CHANNEL YOUR REQUESTS THROUGH THE GEOGRAPHIC OFFICES AND DO NOT CONTACT CDIE DIRECTLY.

9. ASIA BUREAU SUPPLEMENTARY COMMUNICATION

PRISM HAS BEEN DESIGNED PURPOSELY TO BUILD ON THE ASIA BUREAU PROGRAM PERFORMANCE INDICATOR {PPI} SYSTEM, AND NOT CREATE A PARALLEL AGENCY PERFORMANCE TRACKING PROCESS. WE FULLY SUPPORT THIS EFFORT AS IT WILL HELP THE AGENCY BETTER RECORD AND REPORT ON RESULTS, YET PLACE MINIMAL ADDITIONAL DEMANDS ON MISSION STAFF.

OUR PPI SYSTEM IS IN PLACE FOR MOST OF THE ASIA REGION, WITH CAMBODIA AND MONGOLIA CURRENT EXCEPTIONS AND THE SOUTH PACIFIC YET TO ESTABLISH FIRM BENCHMARKS UNDER ITS INDICATORS. THE FOCUS AND CONCENTRATION EXERCISE RESULTED IN MANY MISSIONS REVISING THEIR OBJECTIVES. SPECIFIC REVISIONS TO INDICATORS AND BENCHMARKS ARE NOT EXPECTED UNTIL THE SECOND ANNUAL SUBMISSION OF THE PPI REPORT THIS APRIL. THEREFORE, THIS GUIDANCE CABLE IS OPPORTUNE FOR MISSIONS TO ENSURE THAT THEIR WORK IN THIS AREA WILL BE COMPATIBLE WITH PRISM.

THE BUREAU IS WORKING WITH CDIE TO PROVIDE RESOURCES TO HELP MISSIONS ENSURE THAT THEIR PPIS ARE CONSISTENT WITH THE AGENCY'S PRISM SYSTEM. OUR EXPERIENCE IS THAT TOGETHER WE CAN STRENGTHEN THE QUALITY OF THE REPORTING AND IMPROVE THE UNDERSTANDING OF OUR OBJECTIVES. ULTIMATELY THIS WILL HELP THE BUREAU AND THE AGENCY BETTER DEMONSTRATE DEVELOPMENT RESULTS.

10. EUR BUREAU SUPPLEMENTARY COMMUNICATION

THE BUREAU SUPPORTS THE SUBSTANCE OF THIS GUIDANCE. WE ARE CURRENTLY CONSIDERING APPROACHES FOR IMPLEMENTING THE GUIDANCE WITHIN THE UNIQUE CIRCUMSTANCES AND REQUIREMENTS OF THE EUROPE BUREAU.

11. LAC BUREAU SUPPLEMENTARY COMMUNICATION

LAC MISSIONS SHOULD BE FAMILIAR WITH THE CONCEPTS AND APPROACH OF CDIE'S PRISM PRECEPTS CONTAINED IN THIS GUIDANCE BECAUSE THE PROGRAM PERFORMANCE ASSESSMENT SYSTEM {PPAS} WE HAVE BEEN DEVELOPING IN LAC IS FULLY CONSISTENT WITH PRISM. IN PARTICULAR, MISSIONS WILL NOTE WHY CLEAR CONCISE AND MEASURABLE STRATEGIC OBJECTIVES WERE STRESSED IN THE PPAS STRATEGIC OBJECTIVE TDYS THAT WERE CARRIED OUT DURING THE PAST YEAR. LIKEWISE, THE NEED FOR MEASURING PERFORMANCE AND ESTABLISHING A DATA COLLECTION AND MONITORING PLAN IS NOW EVIDENT AS WE WILL ALL BE REQUIRED TO REPORT ANNUALLY ON PROGRAM PERFORMANCE. COMPLETING DEVELOPMENT AND INSTALLATION OF THE PPAS IS IMPORTANT FOR ALL OF US TO BE ABLE TO REPORT ON OUR PROGRAM PERFORMANCE.

WE ENCOURAGE YOU TO CHANNEL YOUR ASSISTANCE REQUESTS TO COMPLETE THE DEVELOPMENT AND INSTALLATION OF PPAS THROUGH LAC/DPP/SDPP. LAC/DPP WILL COORDINATE THIS ASSISTANCE WITH CDIE. WE RECOGNIZE THAT SOME STRATEGIC OBJECTIVE PERFORMANCE INDICATORS WILL NOT NECESSARILY SHOW PROGRESS ANNUALLY BUT MISSIONS WILL BE EXPECTED TO MONITOR THE STRATEGIC OBJECTIVE PERFORMANCE INDICATORS AND THE PROGRAM OUTPUTS {PROGRAM OUTCOME} INDICATORS. YOUR NARRATIVES AND ACTION PLAN TABLES WILL PRESENT YOUR ASSESSMENT OF PROGRAM PERFORMANCE PROGRESS AND STATUS. THE LOTUS 1-2-3 REPORTING FORMAT FOR YOUR PROGRAM OBJECTIVES DOCUMENT AND ACTION PLAN TABLES THAT WAS DEVELOPED WITH CDIE MEANS THAT THE PERFORMANCE MONITORING SYSTEM CONCEPT MENTIONED IN THE CABLE IS COMPATIBLE WITH THE CDIE SYSTEM AND THAT YOU WILL NOT BE REQUIRED TO DUPLICATE REPORTING REQUIREMENTS TO CDIE. WHEN YOU PRESENT YOUR ACTION PLAN, THE PERFORMANCE DATA WILL BE PROVIDED TO CDIE TO INCLUDE IN PRISM.

12. NE BUREAU SUPPLEMENTARY COMMUNICATION

THE ABOVE GUIDANCE PROVIDES THE BACKGROUND NECESSARY TO BEGIN PREPARATION OF THE NEW STRATEGIC PLANNING DOCUMENT YOU WILL BE RECEIVING FROM THE BUREAU. THE NEW STRATEGIC PLANNING DOCUMENT IS CURRENTLY IN THE BUREAU CLEARANCE PROCESS AND YOU CAN EXPECT A DRAFT FOR MISSION COMMENTS AND CLEARANCE. THE ABOVE PROGRAM PERFORMANCE MEASUREMENT GUIDELINES WILL BE AN INTEGRAL PART OF THIS NEW DOCUMENT AND PROVIDE THE BASIS FOR ITS UTILIZATION AND STANDARDIZATION ACROSS THE BUREAU.

THE MOST IMPORTANT THING MISSIONS SHOULD KEEP IN MIND IS THAT THE NEW PLANNING DOCUMENT AND PROGRAM PERFORMANCE MEASUREMENT GUIDELINES ARE NOT REPEAT NOT MEANT TO INCREASE YOUR REPORTING REQUIREMENTS. NEITHER ARE THEY DESIGNED TO INCREASE YOUR OVERALL WORK LOAD. ON THE CONTRARY, THEY SHOULD ENABLE YOU TO REDUCE YOUR REPORTING AND STILL PROVIDE THE INFORMATION AND DATA NECESSARY TO MEET THE OBJECTIVES STATED IN YOUR PLANNING DOCUMENT. BY FOLLOWING THE ABOVE GUIDANCE, AND DESIGNING DATA COLLECTION ACTIVITIES THAT CAN BE IMPLEMENTED FROM ONGOING OR PLANNED PROJECT ACTIVITIES, YOU NEED NOT HAVE SPECIAL REQUIREMENTS FOR DATA COLLECTION THAT USE VALUABLE STAFF TIME BEYOND NORMAL PROJECT IMPLEMENTATION. LIKEWISE, CAREFUL CRAFTING OF STRATEGIC OBJECTIVES AND INDICATORS THAT ALLOW FOR DATA COLLECTION AND VERIFICATION THROUGH NORMAL PROJECT IMPLEMENTATION WILL ALSO HELP REDUCE YOUR REPORTING REQUIREMENTS.

ADDITIONAL CLEARANCES:

AID/AA/AFR:SSPANGLER { }
AID/AA/ASIA:HHFORE { }
AID/AA/EUR:CADELMAN { }
AID/AA/LAC:JMICHEL { }
AID/AA/NE:RBROWN { }

AID/AA/R&D:RBISSELL {INFO}
AID/AA/FHA:ASNATSIOS {INFO}
AID/PRE:JMULLEN {INFO}
AID/FA/IRM:BGOLDBERG {INFO}
AID/DD/POL:LSAIERS {INFO}
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ANNEX 4

STEPS TOWARD INSTALLING AND USING AN EFFECTIVE PROGRAM PERFORMANCE ASSESSMENT SYSTEM

OVERVIEW

In order to install and use an effective Program Performance Assessment System (PPAS) in USAID, each Strategic Objective (SO) manager and SO team must oversee the completion of five basic tasks: (1) define the "program" represented by each SO, (2) tie program-level indicators to on-going projects, (3) gather the data necessary to track performance on each SO and on each SO's Program Outputs (POs), (4) analyze the data gathered, and (5), perhaps most importantly, use and report the findings from these analyses.

These five tasks assume that the Mission has already (a) determined the program areas in which SOs will be established and has also (b) established 4-6 specific SOs. The remainder of this document details the specific steps which must be completed for each specific SO.

RESOURCES AVAILABLE:					
SO Mgr	SO Team	Proj Mgr	USAID M&E	Proj Dir	Proj M&E

STEP #1: DEFINE THE "PROGRAM"

* Confirm the appropriateness of each SO, making changes if necessary. An appropriate SO (a) directly supports one or more LAC and/or AID objectives (as stated in PRISM), (b) represents a commitment between the Mission and the LAC Bureau, (c) precisely states the impacts being sought (not the means to achieve those impacts, and (d) accesses sufficient resources to attain the objective.

* Establish the relevant Program Outputs (POs) for each SO. Each PO (often equal to project purposes) should represent accomplishments for which the Mission accepts direct responsibility during the shorter term 2-5 years) in its efforts to achieve each SO.

* Confirm the appropriateness of each PO, making changes if necessary. An appropriate PO (a) accurately reflects the purposes and/or outputs of project and non-project activities supporting the PO, (b) is clearly linked to the SO, (c) when combined with other POs, represents a necessary and sufficient contribution for reaching each SO, and (d) reflects interim progress toward reaching that SO.

RESOURCES AVAILABLE:					
SO Mgr	SO Team	Proj Mgr	USAID M&E	Proj Dir	Proj M&E

* <u>Create a detailed objective tree for each SO</u>. These visual displays of a Mission's program typically contain the LAC Bureau objectives and sub-objectives being supported, the specific Mission SO, each PO supporting the SO, and the specific lower-level activities supporting each PO.

* <u>Establish 2-4 Program Performance Indicators (PPIs) for each SO</u>. PPIs are the objective criteria, usually quantifiable, for determining or measuring progress toward accomplishing the SO. An appropriate PPI (a) measures a useful (relevant, objective, valid) dimension of the SO, and (b) ideally represents people-level impact of the program.

* <u>Establish Output Indicators (OIs) for each PO</u>. OIs are the objective, usually quantifiable measures of progress toward accomplishing each PO.

* <u>Precisely define each PPI and OI</u>. Decide if each indicator can be measured directly or requires a "proxy" measure, and see if multiple measures can be obtained with little additional effort. Keep each PPI and OI as simple as possible.

* <u>Determine the scope of each PPI and OI</u>. Establish the time periods, geographic areas, populations of interest, and specific actions to be measured. If sampling is required, develop an appropriate sampling strategy based on these decisions.

* <u>Determine how frequently each PPI and OI needs to be measured</u>. Some PPIs and OIs might need to be measured monthly, quarterly, semi-annually, or annually, while others might be needed less frequently.

STEP #2: TIE PROGRAM-LEVEL INDICATORS TO ON-GOING PROJECTS

* Examine all projects under the "program portfolio" to determine what data each project is already collecting. If certain PPIs or OIs are already being measured in exactly the proper form, these data can be used for the PPAS with no extra effort.

* Determine which, if any, PPIs and OIs are not being measured via current project efforts. If certain PPIs or OIs are currently not being measured, special plans will be needed to begin measuring each one.

* Determine what data exist in sources outside specific projects. To the extent possible, PPIs and OIs should be obtained from secondary data (from censuses, routine surveys, administrative records, economic and trade statistics, etc.) which are already available or easily retrievable. Original data collection efforts should be kept to a minimum.

* For project-specific PPIs and OIs, build into the M&E plan any project special data-collection efforts which are needed. Add these data-collection efforts to the plans already in place for the project.

* For PPIs and OIs which cut across projects, develop special data-collection efforts which combine projects and/or exist independent of projects. Certain PPIs or OIs may need to be collected via joint efforts of multiple projects or via extra-project efforts.

RESOURCES AVAILABLE:					
SO Mgr	SO Team	Proj Mgr	USAID M&E	Proj Dir	Proj M&E

STEP #3: GATHER THE DATA

* Determine the best sources for any new data which are needed. Use easily accessible sources whenever possible, and use multiple sources if they can be accessed with little additional effort. In some cases it may be appropriate to strengthen the capacity of public, non-profit, or private entities to collect on a regular basis the needed data.

* Pilot-test all data collection procedures and instruments. Before investing in a large effort, actually try out all data collection procedures as planned in order to ensure that the needed data can be collected and that what results is what is needed.

* Gather the needed data. Depending on the data needed, use document reviews (of various types of documents), group discussions, sample surveys, mail questionnaires, (for certain types of respondents), focus groups, downloading existing computerized data, site visits, case studies, remote sensing, rapid rural appraisal techniques, tests/demonstrations, role playing, client-level record reviews, unobtrusive measures, interviews, systems analysis, true experiments, observations, formal operations research methods, and/or retrieving program data or statistics.

* If possible, calculate each PPI and OI for recent years. To compare current vs. past performance trends, develop as long a "pre-intervention" baseline as possible for each PPI and OI.

* Establish performance targets for each PPI. These targets represent the performance improvements expected in each PPI, usually on an annual basis, for the next 2-3 years.

RESOURCES AVAILABLE:					
SO Mgr	SO Team	Proj Mgr	USAID M&E	Proj Dir	Proj M&E

RESOURCES AVAILABLE:					
SO Mgr	SO Team	Proj Mgr	USAID M&E	Proj Dir	Proj M&E

STEP #4: ANALYZE THE DATA

* <u>Verify the quality of the data</u>. The overall accuracy, timeliness, and relevance of data should be certified before any analyses are conducted. This can be done by looking for internal consistency or by cross-checking against data known to be of high quality.

* <u>Compare current performance against multiple criteria</u>. For each PPI and OI, display current performance compared to (a) past performance, (b) targeted performance, and (c) as many other relevant benchmarks as possible.

* <u>Look for relationships among PPIs and OIs</u>. In order to discover which POs might be "causing" overall program-level improvements, search for those OIs which correlate most closely with progress on PPIs.

* <u>Analyze cost-effectiveness, if appropriate</u>. Divide the total impacts of the program by the total costs of the program activities to approximate the value received for each dollar expended.

* <u>Specify the limits of each finding</u>. Be clear what each finding does and does not convey, so that findings are not over-generalized beyond their true meaning.

STEP #5: USE AND REPORT THE FINDINGS

* <u>Display all findings in "user-friendly" ways</u>. Use carefully designed graphics and tables to allow all audiences to easily understand exactly what was found.

* <u>Bring the findings to life</u>. Include direct quotes, anecdotes, true-life incidents, case studies, photographs, etc. with all analyses in order to retain the humanity of the findings and their implications.

* <u>Initiate a formal, Mission-wide process to interpret the findings</u>. Rather than accept the numerical results as given, hold free-flowing discussions of the possible meanings and implications of each finding. As part of this process, bring in all other relevant information. Possibly marshal evidence to support three separate interpretations for each finding: (1) an optimistic interpretation attributing as much credit to USAID as possible, (2) a pessimistic interpretation attributing very little credit to USAID, and (3) a moderate interpretation between the two extremes. Encourage "Devil's advocating" and "point-counterpoint" discussions to highlight these different possible interpretations.

* <u>Determine what additional information would be useful/ needed</u>. If the process of interpreting the findings raises additional questions or reveals gaps in the Mission's knowledge, determine what information is needed and how it can best be obtained (including special small-scale studies when appropriate).

* <u>Feed the findings and interpretations directly into the SAR, Action Plan, and every other aspect of the Mission's management process</u>. For example, the findings could be presented and discussed during: budget discussions, programming decisions, SOWs for new designs or evaluations, briefings on evaluation reports or audits, development of the CDSS, periodic reviews of programs with government and non-government organization counterparts, staffing analyses, senior management individual performance reviews, office retreats, etc.

RESOURCES AVAILABLE:					
SO Mgr	SO Team	Proj Mgr	USAID M&E	Proj Dir	Proj M&E

RESOURCES AVAILABLE:					
SO Mgr	SO Team	Proj Mgr	USAID M&E	Proj Dir	Proj M&E

* <u>Determine the relevant other audiences for the findings</u>. Outside the Mission, many others are also interested in the PPAS findings and interpretations: AID/Washington, government counterparts, non-government collaborating organizations, the Ambassador, etc.

* <u>Develop recommendations for future actions</u>. Based on the Mission's best interpretations of the findings, recommend specific actions for each program or project.

* <u>Report the findings - with the Mission's best interpretations - to these audiences</u>. Provide personal briefings, videotapes, written reports, etc. to each audience as appropriate. Written products can include formal reports, internal memos, personal letters, speeches, policy dialogue tools, reports to the Ambassador, newspaper items and op-ed columns, articles in development journals, contributions to AID newsletters, "lessons learned" memos on substantive or procedural issues, etc.

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