

**PROGRAM PERFORMANCE ASSESSMENT
SYSTEM REPORT**

**USAID/BELIZE
November 1991**

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PROGRAM PERFORMANCE ASSESSMENT SYSTEM REPORT

USAID/BELIZE

I. BACKGROUND AND INTRODUCTION

This report presents the results of a program performance assessment system exercise conducted with the A.I.D. Representative's Office in Belize City from 21 October through 2 November, 1991. Participants in this activity included Barbara Sandoval, the A.I.D. Representative, and the following members of the AID/Belize staff: Paul Bisek, Patrick McDuffie, George Like, Jeffrey Allen, Fred Hunter, Joseph McGann, Darrell Dolley, Sammie Jones, Carolyn Leacock, Pedro Perez, and Lourdes Smith. The exercise was requested by the LAC Bureau and AID/Belize as part of a process of program focus and consolidation of the Mission's development portfolio. The exercise is part of an ongoing program planning activity, conducted throughout the Agency, which is designed to assist Missions in identifying strategic objectives, focusing program activities, and relating these to Bureau and Agency objectives.

A subsequent phase in this activity is the development of a management information system (MIS) which will permit Mission management to measure and report on program achievements relative to the strategic objective. Preliminary steps were taken to define such a system, including selection of indicators to measure achievement of program objectives and identification of sources from which to obtain data on the indicators. Because a significant portion of the Mission's portfolio is comprised of new projects, completion of the MIS must await further project development.

II. PROGRAM STRATEGY

During the 1980's the AID/Belize program was active in economic stabilization, agricultural diversification, export promotion, infrastructure development, and human resource development in selected skills and substantive areas. The Government of Belize (GOB) has made significant progress during the past decade: GDP has grown by an annual average of 8.5 percent during 1986-1990, compared to 1.6 percent during 1980-1985; policy reforms were implemented which were instrumental in maintaining economic stability and fostering private sector-led, export-oriented economic growth; production of livestock and some non-traditional export crops has increased 30 percent; significant progress was made in human resource formation and in the promotion of micro- and small-scale enterprises.

In light of national development needs, expected funding levels (\$6-\$7 million/year through 1996), and reflecting Belize's likely transition to Advanced Developing Country (ADC) status, AID/Belize has developed a revised and tightly focused program for the 1990's. It is consistent with Bureau policy to concentrate resources to achieve maximum development impact. The program will assist Belize to achieve sustainable long-term economic growth, working principally in two sectors, agriculture and tourism, in order to ensure preservation and sustainable use of the natural resource base. Program activities will enhance the Government's capacity to plan and manage Belize's resources effectively, while addressing constraints such as the shortage of managerial and technical skills.

The AID/Belize program is in transition: five projects have terminated during the past fiscal year, and nine additional projects will be phased out by the end of FY 1993. A significant program effort in the area of fiscal policy reform had also been considered for the current period, but has been suspended pending further dialogue with the GOB. Finally, support for construction and rehabilitation of rural access roads was originally considered for the present period, but has been deferred given present funding levels. Accordingly, Mission activities under consideration in this exercise will focus principally on six projects:

- 505-0043 Natural Resource Management and Protection (1991-1996)
- 505-0044 Tourism Management Project (1991-1996)
- 505-0041 Development Training Scholarship (1991-1996)
- 505-0033 Drug Awareness Education (from 1985 and continuing)
- 505-0047 Central American Peace Scholarship Program (1990-1998)
- 505-0042 Rural Access Bridges (1991-1996)

III. PROGRAM STRATEGY AND MEASUREMENT DESCRIPTION

AID/Belize's program strategy is presented graphically as an objective tree in Figure 1, below. It contains only one strategic objective, reflecting a high degree of programmatic focus.

Strategic Objective

The Mission has selected a challenging and important strategic objective: "Use of terrestrial resources improved." The objective is considered an ambitious one because the program outputs focus chiefly on management issues while the strategic objective anticipates the cumulative impact on individual land-use decisions of that improvement in management. It is expected that improved land-use (the strategic objective) will, in turn, help retard degradation of the natural resources upon which Belize depends for long-term development.

Figure 1

Program Objective Tree

USAID/Belize

Goal

Sustainable Economic Growth

Strategic Objective

Use of terrestrial natural resources improved

Alternative cropping systems adopted in targeted areas

Public awareness of ENR policy increased

Capacity of INGOs to influence ENR policy increased

Capacity of MTE and MNR to plan and implement policy increased

Capacity of BTIA to influence NR/tourism policy increased



Program Outputs



Assumptions:
political will exists to implement land-use decisions

Assumption

In the words of Mission staff "We are helping Belizeans to improve their ability to make resource allocation decisions." While the Mission is confident that natural resource management capacity will improve as a result of the program, it recognizes that implementation of changed land-use patterns remains subject to political forces beyond Mission control. Accordingly, even if all program outputs are achieved, and management capacity is improved, achievement of the strategic objective (improved land-use) will only occur if an important assumption is met: "Political will exists to implement land-use decisions." This assumption is presented at the bottom of the objective tree and is considered vital in order to achieve the strategic objective.

Program Outputs

The objective tree also contains the program outputs in support of the strategic objective. Each is listed below, along with a description of how each is expected to contribute to the strategic objective.

Program Output 1: Alternative cropping systems adopted in targeted areas. Many farmers currently practice agricultural systems that will degrade the resource base in the long-term. Introduction of improved agronomic methods will enable adoption of more sustainable farming techniques that will provide increased long-term returns to farmers while preserving the natural resource base for future generations.

Program Output 2: Public awareness of environmental and natural resource issues increased. Increased public awareness is expected to encourage appropriate resource use in two ways. First, it will directly influence the behavior of individuals who are well informed on the ways in which long-term economic gains can be maximized via environmentally sound resource exploitation. Second, it will develop a political constituency for appropriate land-use.

Program Output 3: Capacity of LNGOs to influence environment and natural resources policy increased. Stronger LNGOs will constitute an important constituency to ensure that political pressures are brought to bear on bureaucrats and politicians responsible for making Belize's land-use management decisions.

Program Output 4: Capacity of the Ministry of Tourism and Environment and the Ministry of Natural Resources to plan and implement policy increased. This objective is at the heart of the strategy. The Mission hopes to enable these key ministries to provide the data and analysis to decision-makers to maximize the likelihood of appropriate land-use for long-term development. Included is a substantial effort to improve management of protected areas.

Program Output 5: Capacity of Belize Tourism Industry Association to influence environment and natural resources/tourism policy increased. Most of Belize's tourism is based on the country's natural resource base. It is hoped that strong representation by this key industry will help shape appropriate land-use policy by the GOB.

Program Indicators

Indicators selected by the Mission to measure program impact are summarized in Table 1, below.

Table 1
Program Data Collection Matrix

| Statement | Indicator | Source(Freq) | Responsibility |
|---|--|-------------------------------|----------------|
| GOAL | | | |
| Sustainable Economic Growth | A. % change in GDP per year | National Accounts (annual) | PDO |
| Strategic Objective | | | |
| Use of terrestrial natural resources improved | A. % of protected areas used appropriately | MNR/CD (annual) | ADO |
| | B. % of non-protected areas used appropriately | " | " |
| | C. Rate of deforestation decreased | Dept. of Forestry (bi-annual) | " |
| | D. Water quality (pesticides and sedimentation rates) in 5 key watersheds maintained | MTE/MNR (annual) | " |

| Statement | Indicator | Source(Freq) | Responsibility |
|---|---|---|--------------------|
| Program Outputs | | | |
| 1. Alternative cropping systems adopted in targeted areas | A. % increase in farm units using improved agronomic systems (reference to baseline) B. % of total farm units in target area using improved agronomic systems C. % increase of area in target areas using improved agronomic systems (reference to baseline) D. % of total area within target areas using improved agronomic systems | Remote sensing and on-farm surveys by project (bi-annual) " " " | ADO " " " |
| 2. Public awareness of ENR issues increased | A. Level of public awareness of ENR issues B. # of members of ENR LNGOs D. Amount of locally-derived contributions to ENR LNGOs | Sample KAP survey by Implementing PVO (baseline and bi-annual) Implementing PVO report (annual) " | ADO " " |
| 3. Capacity of LNGOs to influence ENR policy increased | A. # of members of ENR LNGOs B. Amount of LNGO annual program funding C. Outside analysis of LNGO capacity to influence policy D. # of LNGO priorities implemented by GOB | Implementing PVO report (annual) " " RENARM/M&E (baseline -- bi-annual) | ADO " " " |

| Statement | Indicator | Source(Freq) | Responsibility |
|---|---|--------------------------------------|----------------|
| 4. Capacity of MTE and MNR to plan and implement policy increased | A. National land-use planning system in use by GOE | Site visit; review of docs. (annual) | ADO |
| | B. Policy and implementation guidelines for land-use system published | GOB docs. (annual) | " |
| | C. Land-use decisions are based on technical criteria | LUA records (annual) | " |
| | D. Comprehensive system of protected areas established. | Public docs. (annual) | " |
| | E. MTE planning unit established and appropriately staffed | Site visit; GOB docs. (annual) | PDO |
| | F. Inter-ministerial planning committees established and operating | Committee meeting records | ADO |
| 5. Capacity of BTIA to influence NR/Tourism policy increased | A. Number of members of BTIA | BTIE records (annual) | PDO |
| | B. Amount of annual local financial support for BTIA | " | " |
| | C. # of position papers produced by BTIA | " | " |
| | D. Description of effects of BTIA policy initiatives | Outside evaluation (mid-term/final) | " |

With the exception of the goal and program output 5, indicators for the Mission's objectives will all require collection of data not now readily available. The data will be collected as part of the project monitoring and evaluation components of the Mission's two new projects in tourism management and natural resources. Thus, the program monitoring system should require little additional data collection effort beyond that which will be required for project management. Due to the nature of the program, indicators reflect little direct "people-level" impact. For this reason, indicators -- other than for training -- are not disaggregated by gender. Mission staff felt that gender considerations did not merit special attention given the program focus and gender dynamics in Belize.

Table 1 is generally meant to be self-explanatory. Supplementary information is presented below, however, for the strategic objective and its program output 1.

Strategic objective. With assistance from A.I.D., the Land-Use Authority will establish guidelines for appropriate land-use for different regions throughout Belize. The natural resources project will assist the GOB to observe actual land-use patterns to determine the extent to which land use reflects agreed-upon uses.

Program output 1. As part of its efforts to introduce more sustainable agronomic practices, the natural resources project will establish a framework for determining the extent to which farmers are using "improved agronomic systems."

IV. TARGETS OF OPPORTUNITY

Ancillary to the Mission's basic program strategy are other areas of significant importance which will receive attention during the current period. These are areas which will be pursued because they may become central program components in the future, or because they represent important political and tactical priorities or opportunities.

- A. Fiscal Policy Reform. Considerable progress was achieved during the past five years in the areas of fiscal and monetary reform. The current tax system, however, is antiquated and inefficient. The problems include heavy reliance on import duties, widespread tax evasion and a patchwork of exemptions and exceptions. Although the GOB initially requested assistance for tax policy reform, they have recently indicated they no longer consider this a priority. AID/Belize will continue policy dialogue in this area because it considers tax reform to be critical for sustainable long term economic growth.
- B. Drug Awareness Education. As with some other countries in Central America, Belize is a major transshipment site for drugs moving northward to the United States. Additionally, marijuana is grown and used by some sectors of the population, and cocaine use and alcohol abuse are also considered to be serious problems. AID/Belize activities focus on education to promote awareness and knowledge about the dangers of drug and alcohol use among high school students and among the general public. Implementation is through PRIDE Belize, a PVO which conducts educational activities and which will receive staff support and TA to develop additional monitoring and evaluation research capabilities.
- C. Rural Access Bridges. This activity is a follow-on effort to a Rural Access Roads and Bridges project initiated in 1983. Under that project, bridge sets were acquired from U.S. excess property for spanning 54 stream crossings. Due to operational and logistical constraints only 12 bridges were installed and an additional 10 bridges are expected to be completed by the GOB prior to the initiation of this project. This effort will enable the GOB to install approximately 24 additional bridges and rehabilitate 120 miles of rural access roads. The result

will be to increase economic activity, particularly in agriculture and tourism, by providing all-weather access to key rural areas.

V. CROSS-CUTTING ISSUES

AID/Belize has additional programmatic concerns which permeate the Mission portfolio but which do not constitute separate strategic objectives. These are referred to here as cross cutting issues, and they represent priority program activities which are present in many different projects.

- A. Training. The development of human resources has been a major area of program activity of AID/Belize and it will continue to have high priority. Belize has an extremely thin human resource base, and this constitutes a serious and continuing constraint to national development. Training activities are important components in most projects currently underway or contemplated, and represent a key component in the achievement of the strategic objective. A monitoring system will be developed to track the number of individuals trained by gender, area of training, duration of training and -- where available -- current employment. Current PTMS and SIS will be employed for this purpose together with systems developed to produce the Country Training Plan.

- B. Maintenance of benefits after project completion. An unusual feature of AID/Belize's portfolio is that it is currently phasing out of a number of project areas as it focuses on natural resources. The Mission also recognizes that Belize is on a growth trajectory that would place it in a position of relative affluence in the universe of developing countries, possibly resulting in decreases in donor assistance in the future. The Mission feels it is important to place special emphasis in all its interventions on easing these transitions -- both at the individual project level and on a national level. Accordingly, the Mission will make a concerted effort to ensure that benefits will continue to flow from terminating projects and to equip Belizeans for the transition to full economic independence. Interventions will utilize community empowerment approaches, human resource development, and institutional strengthening to develop national capacity to manage Belize's resources for long-term growth. The Mission will not report separately on these efforts or on their impact but will endeavor to maximize their effect.