

**Ex-Post Evaluation of the EcoTourism Training Program
Technical Cooperation No. ATN/MH-7092-BL**

Final Report

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Belize City
October 22, 2004

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The Consultants have prepared this report pursuant to the agreement between itself and its client, the Inter-American Development Bank, for their sole and specific use. Any other person who uses any information contained herein does so at their own risk.

Acknowledgements

The consultants would like to thank and acknowledge the assistance of all persons who made information available or took the time to speak with us as we navigated this commission. We appreciate your candour and willingness to share. We would particularly like to acknowledge and thank Dr. Vincent Palacio, Director of the BTTU and Mrs. Debbie Ordonez, Marketing Representative for their facilitation and indulgence.

Acronyms

BTB	Belize Tourist Board
BTIA	Belize Tourism Industry Association
BTTU	Belize Tourism Training Unit
DTT	District Tourist Trainer
GOB	Government of Belize
IADB/IDB	Inter-American Development Bank
MIF	Multilateral Investment Fund
PEC	Project Executing Committee

Executive Summary

In 2000, the Belize Tourism Board and the Inter-American Development Bank, signed an agreement granting non-reimbursable resources for the technical cooperation Ecotourism Training Program.

The overarching goal of the program was to increase the competitiveness of the tourism industry in Belize by developing the skills and abilities of the hospitality and tourism workforce. Specific objectives included (i) the development of modular and customized programs for small tourism entities; (ii) availability of a cadre of highly trained trainers, coaches and mentors for the industry located in each district of Belize; (iii) creation of a registry of trainers and programs available to address the needs of the sector; (iv) improved technical and organizational capacity with the Belize Tourism Industry Association (BTIA); (v) development of stronger facilitation and coordination of general and specialised skills training for tourism sector employees and new entrants to the labour market. To achieve these objectives administration design contemplated three key performance components; (i) Training Program Design, (ii) Training of Trainers and (iii) Institutional Strengthening of the BTIA. The main beneficiaries of the project were anticipated to include 1,200 new entrants to the tourism industry labour market and existing tourism industry employees who would purchase training from the BTIA.

In accordance with the technical cooperation agreement, the IABD contracted the services of consultants to conduct the ex-post evaluation of the project. This document details the findings of the consultants in accordance with the Terms of Reference provided for the commission.

The key objectives of the consultancy were as follows:

- Determine the extent to which the project goals and objectives were met;
- Determine the existence of any unforeseen obstacles and opportunities that influenced project outputs and outcomes;
- Outline and examine lessons learned in the project design and execution;
- Provide recommendations for consideration in successor projects and specifically related to the pursuit of institutional sustainability for tourism training in Belize.

Primary and secondary research were conducted from July 22 to August 6th, 2004. Interview subjects included representatives from the (BTB), the (BTIA), (DTTs), the BTTU, the (PEC) and consumers of the unit's product offerings (both proprietors/managers and trainees), countrywide. Telephone interviews were used when personal interviews were not convenient or not an option. The Literature review included documents from the BTIA, BTTU, IADB and other industry related documents.

The Findings

Component One – Training Program Design

Overall Rating: Satisfactory
 Cost: \$644, 744.73
 Budget Performance: Over

Activities Anticipated	Rating Attributed	Measure
1. Organize an annual training needs assessment country-wide	1. Satisfactory	1. Survey instrument developed and disseminated countrywide for two consecutive needs assessment activities
2. Select and configure a MIS for the industry that will manage data and information collection on a continual basis from the needs assessment	2. Satisfactory	2. Needs Assessment results were tabulated and analyzed through SPSS. Although an MIS was not realized, the basis for one exists electronically and can be transferred and updated as needed.
3. Acquire off the shelf training products/package courses that already exist for tourism training internationally and regionally	3. Satisfactory	3. Three (3) ¹ off the shelf products acquired and programs developed for participants across the country. Manuals reflect adaptation to the local context. Programs available as part of the training resource library

Objectives	Performance Indicators	Rating Attributed	Measure
<u>Specific Objective</u> To improve the flexibility and relevancy of tourism education and training in accordance with the projected growth areas of the sector in eco, nature, heritage and adventure tourism <u>Overall rating:</u> Satisfactory	1. Training rosters reflective of the growth areas developed and delivered to 200 tourism establishments and 1,200 individuals	1. Development of Training rosters: Satisfactory Delivery of Training: Highly Satisfactory	1. Based on activity ratings above Enrolment of over 2, 984 for all courses.
	2. Survey instrument developed and administered countrywide	2. Satisfactory	2. Based on activity rating above
	3. New training products and programs are offered throughout the country	3. Satisfactory	3. Based on roster of programs offered and activity rating above

¹ One with two components

Component Two – Train the Trainer Program

Overall Rating: Highly Satisfactory

Cost: \$287,321.43

Budget Performance: Under

Objectives	Performance Indicators	Activities Anticipated	Rating Achieved	Measure
Develop a cadre of locally trained experts available to deliver training and specialize consulting services for emerging and existing tourism establishments	Up to forty (40) District Tourism Trainers are identified and trained on a continuous basis to offer courses and consulting advice to tourism entities	1. Training of trainer programs for DTTs	1. Highly Satisfactory	1. 60 persons trained and are now able to train in various areas in the sector

Component Three: Institutional Strengthening of the BTIA

Overall Rating: Unsatisfactory

Cost: \$174,555.63

Budget Performance: Under

Table VI

Activities Anticipated	Rating Achieved	Measure
1. Development of a business plan	1. Satisfactory	1. BTIA does have in its possession a business plan funded by the project
2. Development of a job bank	2. Unsatisfactory	2. There is no job bank available in either the BTTU or the BTIA
3. Marketing and promotion	3. Unsatisfactory	3. See below

Table VII

Objectives	Performance Indicators	Ratings Attributed	Measure
<u>Objective</u> Facilitate the Belize Tourism Industry Association's ability to manage and respond to the human resource development needs of the tourism sector in an efficient and sustainable manner <u>Overall Rating</u> Unsatisfactory	1. That project revenues exceed operational costs after 30 months of implementation	1. This currently does occur but is still managed by the BTTU – Unsatisfactory	1. BTTU financial records
	2. Over 200 employers and job seekers use bank	2. Does not exist Unsatisfactory	2. Information exists but automation is incomplete and bank is not used as envisaged
	3. 200 pamphlets and brochures distributed on the project; 10 promotional advertisements are developed for local television/radio; project certification logo developed for participants	3. Marketing information completed and program logo developed but program continues to be branded as BTB, undermining the seamless transfer to the BTIA	3. Discussion involved parties from PEC, BTIA, BTTU

Overall Project Evaluation

Rating: *Satisfactory*
 Cost: *\$1.7M*
 Budget Performance: *Under*

Objectives	Performance Indicators	Measure used
<u>Overall objective:</u> Increase the competitiveness of the tourism industry in Belize by developing the skills and abilities of the hospitality and tourism workforce. Overall Rating <u>Satisfactory</u>	1. Increased visitors: Positive guest perceptions and improved customer satisfaction when compared to other destinations	1. Visitor statistics 2001-2003

Evaluation of the project based on the guidelines provided in the logical framework produces a satisfactory rating. In two of the three constituent components, the outputs as measured by the established performance indicators were achieved or exceeded and the purpose fulfilled. In the third component the outputs were either partially or wholly unsatisfactory, leaving the stated purpose unfulfilled. However unlike the other two components, project design provided no association between performance under component three and performance of the project. In fact in our opinion the relationship is so tenuous that even if component three was removed entirely from the project design, the project would still have been able to meet or exceed its objectives. Thus although component performance impacted the project rating to a large extent, the substandard performance under component three could not be considered a part of the evaluation criteria used to arrive at the project's overall rating.

The purpose of the project was to "increase the competitiveness of the product (destination) by developing the skills and abilities of the hospitality and tourism workforce". Thus using the relevant component ratings and the broad measures identified in the logical framework (increased visitors), the project did realize its broad objectives. According to BTB statistics, tourist arrivals increased steadily between 2001-2003, the term of the project. At the start of the project in 2001, visitors to Belize totalled 199,521. By 2003, that number had increased to 220,574 or roughly 12%. Correlating this statistic with the effort of the training unit proved more challenging. It could not be established with any degree of certainty whether achievement of the purpose in the relevant constituent components contributed in anyway to the increased arrivals. The industry has not developed a customer satisfaction index or system of measurement nor does it poll the attractiveness of Belize in comparison to other destinations² and acquiring this information through primary research was beyond the scope of the evaluation. Nevertheless industry figures suggest the increasing attractiveness of the destination. Although the visitor figures are likely the result of several internal and external factors, improved customer care and attentiveness through a more aware and skilled work force has to be considered among them.

² these were the measurements suggested at project design

Even though project execution forced a satisfactory rating based entirely on the evaluation criteria established by the logical framework, the evaluation would be incomplete without discussion on what we consider to be project design flaws and the likely impact on the real outcomes of the project. After review of the issues and discussions with the key contributors to project design, it is our opinion that ambitious, unsupported expectations, inaccurate contextual diagnosis and assumptions at project design resulted in inappropriate project objectives and activities and a generally flawed project design that subverted and diffused the focus and undermined project potential.

According to the BTB and its partners who were fundamental in the design and development of the project, there were two key aspirations for the project. The first was that the project establish an efficient mechanism to develop and deliver training urgently needed by the sector's workforce; and the second was that the project establish the foundation for a productive public/private sector partnership that would underpin the development agenda for the industry. Guided by an agenda of specific goals and activities, the program was purportedly structured to do just that. However, by the end of the project, despite adherence to the activity agenda, the process was unable to realize the key aspirations for the project.

The public/sector private sector relationship

Countries like Belize, where tourism receipts account for approximately 16%³ of total GDP and 67%⁴ of receipts from all services and growing, are obliged to shape an effective model of private/public sector partnership if it wants to compete in the industry with a viable, sustainable product. Understanding the dynamics at play in the global tourism industry, the GOB/BTB as the main project sponsors identified an opportunity under this project to build bridges with the private sector. Realizing the desired outcomes within the framework of the project however demanded an accurate diagnosis of the relevant contexts to determine if the project with its emphasis on training had the necessary resources and was in fact an appropriate conduit to broker and nurture the necessary public/private sector relationship.

This in our opinion is where the process failed. The need for an integrated approach to training was accurately identified at project design. However the prescription assumed an enabling framework and market dynamics that simply did not exist. By all accounts, Belize's tourism industry, despite the existence of a dominant private sector association is still extremely fragmented and relatively unsophisticated. In addition, while there is a clear focus on developing tourism, how and whether this translates into a priority sector in the national development agenda has still not been established. Thus there is no coherent planning mechanism that would help to define public and private sector roles and establish development policy for the sector. And there is no guidance or agreement on the nature of the public/private interaction required for the development of Belize's human capital.

The process and objectives established to encourage and engender private sector involvement under the project, suggested the following assumptions. First that a cohesive public sector able to dialogue and negotiate as a unit existed/s, and second that the private sector understands and embraces its roles and responsibilities in the

³ BTB website yr. 2002

⁴ same, yr. 1999

development equation. Neither condition existed at project implementation. To arrive at the desired outcome the activities prescribed would have had to include activities and resources that contemplated a broader, more contextually pragmatic approach to the public/private sector relationship in the sector, beyond the shared responsibility in training and human development. In fact the activities prescribed under component three were in our opinion, inadequate and in some cases discordant with the stated objective.

Satisfying the Urgent Demand for Training

Component one is underpinned by the assumption that there is “strong demand from all segments of the industry for quality training”⁵ and component two qualifies the assumption by building the personal sales effort into the responsibilities of the DTT/trainer.

We submit that the assertion of an urgent need for training was not erroneous. However the assumption that the market also shared this perspective and would respond favourably was. This postulation was inspired by a vision of tourism growth and competitiveness that allowed the policymakers to recognize the deficiencies in the industry and which later informed their assumptions and decisions in designing the project, but which were not necessarily shared by a majority of industry practitioners. The needs of industry practitioners become more apparent to them and they may be more willing to respond favourably to satisfying these needs when they are able to determine for themselves the insufficiency in the current level of service vis-a-vie the growth objectives for the industry, articulated through industry standards, guidelines, and a broad vision. If as a first step the GOB/BTB does not engage the industry in charting the course for the development of the industry and in actively developing the attendant policy instruments, we predict that the BTTU will continue to endure significant challenges in securing the response it requires from the market.

Conclusions and Recommendations

In the final analysis, the project met its objectives as defined by the logical framework. This has had a positive impact on the tourism sector, by creating a awareness of the need for training, improving the standards and delivery of training and by inspiring those responsible to design and deliver a model for sustainable tourism training. Yet, even after expending just under \$2M Belize dollars, the project did not realize its potential.

Private Sector ownership in the process and a responsive market that will ensure the critical mass of trained individuals needed to elevate the standards across the industry are still elusive. These will continue to demand urgent attention given the rapid growth and changes in the industry and the increasing dependency on the industry as a productive sector. With project design assessments and activity prescriptions more attentive to the desired outcomes, perhaps these issues could have been better addressed here. Nevertheless, it was a valiant attempt to address a problem with an activity prescription that was inadequate or discordant with key elements of the issue.

⁵ Annex 1, Logical Framework, Donor's Memorandum IADB

Lessons Learned

For the policy makers:

developing the human capital for the tourism industry is part of a wider process which must contemplate an enabling environment built on:

- ➔ Government endorsement of tourism as a priority sector and the creation of effective policy responses that focus on coordinating infrastructure development and competitiveness, including development of human capital.
- ➔ Agreement on the roles and specific responsibilities of the public and private sectors in the industry's development. One of the two has to bring a model to the table for discussion. Given that the model must itself reconcile with a wider, country economic agenda, this responsibility rests with the public sector
- ➔ Continue to engender structures that promote dialogue and negotiation

For the Private Sector

- Focus on the broader issues. Jean Holder of the Caribbean Tourism Organization put it best "It is clear that the demarcation of the public and private sector roles that existed formerly in tourism no longer applies and will apply even less as this century grows older. It is even clearer that in this world of globalisation and consolidation, fragmentation and duplication is the surest recipe for disaster for the Caribbean. Small has ceased to be beautiful"
- Prepare and organize to influence the development agenda of the tourism sector. Adjust the focus to take on issues that affect the entire sector such as competitiveness, standards, and education, environmental protection, product quality improvement, international and regional trade in services.
- Find the best way of educating the membership on the issues so they recognize and are willing to invest in opportunities for development.
- Continuously dialogue with government and the public sector to arrive at an acceptable model that will allow private sector to accept and drive the development of human capital in the industry

For the IADB

- Sustainable development programs insist on accurate diagnosis of the issues and appropriate prescriptions. Invest in these prior to project approval.

- Capacity exists locally

Recommendations

Institutional Sustainability for Tourism Training in Belize.

At the conclusion of the project in the first quarter of 2004, the project commissioned a Feasibility study and Business Plan for the unit, which provided a blueprint for the way forward. We have no argument with it. We take the liberty of augmenting the core recommendations from this plan with our own observations to result in the following:

- Replace the PEC with a cross-sectoral advisory council that will take a more proactive role in the functioning of the TTU
- Allow the TTU to assume more of a regulatory and research function, establishing standards and training designed to satisfy sector training needs. Continuing to dialogue with the market on demand and supply for training and trainers is an important condition. Determine ways to identify and support ongoing development of skills for all level of trainers.
- Reduce the overhead costs of delivery through strategic partnerships with formal education institutions including under the TVET program and other industry private sector organizations, Exploit synergies and economies of scale where possible
- Consider the design and delivery of an accessible market-monitoring network which would link reliable tourism market information with data on employment. Make the job bank a component of the network
- Longer term activities need to envisage BTIA assuming a more dominant role than that envisioned by the study. This role needs to be defined by an organized, strengthened private sector.

Project Design Recommendations

- Ensure expectations and assumptions of project proponents are clearly and where possible measurably defined. Invest in appropriate assessments and diagnostics to ensure a basis for the expectations and assumptions. Ensure that these directly inform project design.
- Invest in a diagnostic of the beneficiary agency prior to project design to ensure that it has or can be provided with the appropriate institutional structure and systems to support sustainability and desired yields from bank investments. Ensure this directly informs project design
- Ensure that there are specific performance deliverables for the management of the unit that are constructed and linked to the broad project objectives, but which focus on function and process rather than outcomes

- Where sustainability is an issue, ensure the farming of appropriate data and statistics by the project to allow for informed decision making about the way forward.
- Ensure that all the performance indicators are SMART⁶ and that a direct correlation can be established between activities, outcomes, purpose and broad objectives.
- Where realization of desired outcomes are in doubt, build in a feature that demands an analysis and prescription for corrective action. Provide the management with the authority and flexibility to adjust direction, if necessary. Ensure the IADB is provided with regular performance and implementation reports.
- Ensure appropriate support is available to project administration and allow specialists to provide sensitisation and/or training to personnel required to satisfy conditions under IADB agreements.

⁶ specific, measurable, attainable, realistic, and time bound

1.0 BACKGROUND

In 2000, the Belize Tourism Board and the Inter-American Development Bank, acting in its capacity as Administrator of the Multilateral Investment Fund (MIF), signed an agreement granting non-reimbursable resources for the technical cooperation Ecotourism Training Program.

The overarching goal of the program was to increase the competitiveness of the tourism industry in Belize by developing the skills and abilities of the hospitality and tourism workforce. Specific objectives included (i) the development of modular and customized programs for small tourism entities; (ii) availability of a cadre of highly trained trainers, coaches and mentors for the industry located in each district of Belize; (iii) creation of a registry of trainers and programs available to address the needs of the sector; (iv) improved technical and organizational capacity with the Belize Tourism Industry Association (BTIA); (v) development of stronger facilitation and coordination of general and specialised skills training for tourism sector employees and new entrants to the labour market. To achieve these objectives administration design contemplated three key performance components; (i) Training Program Design, (ii) Training of Trainers and (iii) Institutional Strengthening of the BTIA. The main beneficiaries of the project were anticipated to include 1,200 new entrants to the tourism industry labour market and existing tourism industry employees who would purchase training from the BTIA.

The grant beneficiary and executing agency was the quasi-government entity the Belize Tourism Board (BTB), but the activities of the program were executed by a separate entity, the Belize Tourism Training Unit (BTTU), working under the direction of a Program Execution Committee (PEC). Representing a wide cross section of the project's stakeholders, together the PEC and the BTTU were responsible for project administration and delivery of objectives. Total cost of the three year program was estimated at US \$1,000,000.00 of which the equivalent of US \$700,000 was provided by the MIF and the equivalent of US \$300,000 was provided by the BTB as local counterpart funding.

In accordance with the technical cooperation agreement, the IABD contracted the services of Celene Cleland and Deanna Peyrefitte of Launchpad Consulting to conduct the ex-post evaluation of the project. This document details the findings of the consultants in accordance with the Terms of Reference (refer to Annex 1) provided for the commission.

2.0 COMMISSION OBJECTIVES

The key objectives of the consultancy were as follows:

- Determine the extent to which the project goals and objectives were met;
- Determine the existence of any unforeseen obstacles and opportunities that influenced project outputs and outcomes;
- Outline and examine lessons learned in the project design and execution;

- Provide recommendations for consideration in successor projects and specifically related to the pursuit of institutional sustainability for tourism training in Belize.

3.0 APPROACH

The consultants determined that the evaluation process would be better managed if the objectives and tasks related to the commission were deconstructed into three main components, specifically:

- (i) Tasks associated with evaluation of the broad project objectives, and the logical framework;
- (ii) Tasks associated with the evaluation of the BTTU, its management and organizational capacity, including its ability to engage the private sector;
- (iii) Tasks associated with the evaluation of BTIA's readiness to assume responsibility for the sustainability of the training program.

The outcomes and results of the evaluation conducted in these three main areas would in turn form the basis for analysis of the impact and effect of the project, lessons learned and recommendations on the way forward.

3.1 Research Design and Implementation

To satisfy the objectives for each component, the team determined that both primary and secondary research would be necessary. Thus in addition to the literature review based on the collection of industry, organizational (BTTU, BTIA) and IADB (bank) reports, the research design contemplated personal interviews with a representative sample from each stakeholder group. To meet the deadlines imposed by the IADB, the design exploited efficiencies and synergies where it could and anticipated conducting both sets of research concurrently.

Primary and secondary research was conducted from July 22 to August 6th, 2004. Interview subjects were established based on discussions with the BTTU and the IADB and included representatives from the Belize Tourist Board (BTB), The Belize Tourism Industry Association (BTIA), District Trainers and Coordinators (DTTs), the BTTU, the Project Executing Committee (PEC) and consumers of the unit's product offerings both proprietors/managers and trainees, countrywide (see Annex II for the schedule of interviews conducted and the list of items included in the literature review). Given the approach, the consultants shared the responsibility of acquiring the information to satisfy each component. Where possible, synergies were exploited in both the interview and literature review sessions. Interviews with district DTTs, Trainers and BTIA representatives were often conducted by both consultants as a single undertaking allowing for efficiency in collection and breadth and depth of information. Telephone interviews were used when personal interviews were not convenient or not an option.

3.2 Limitations and Challenges

Time

To ensure collection of primary data from each stakeholder group, the number of interviews per stakeholder group had to be limited. We are confident however that the opinions, ideas and challenges shared by each participant are representative of the prevailing opinions in each stakeholder group and thus neither the collection of data nor the ensuing analysis was compromised by the limitation. Time constraints did impact the preparation and drafting of the report but the impact was absorbed by the consultants and as such did not affect the final output.

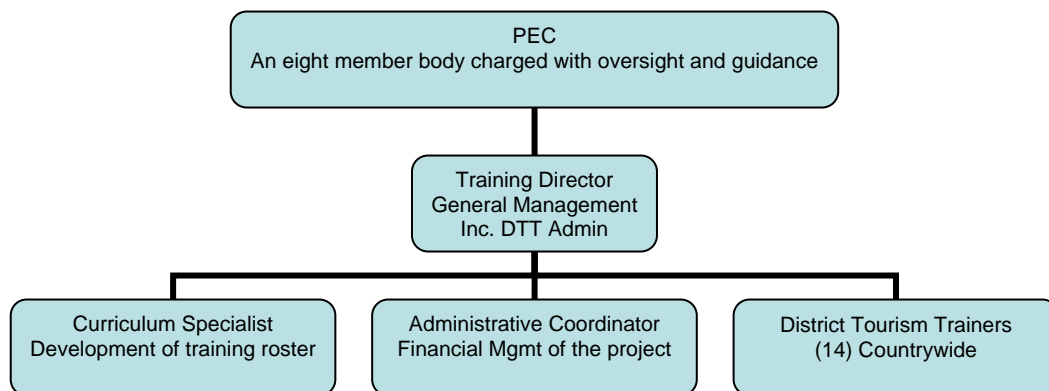
Financial Report

The audited statements and conclusions on fiscal prudence and responsibility would have been invaluable to the evaluation of the BTU. However this information was not available in time for this report. Thus we did not explore or describe any but the most obvious conclusions on financial performance.

4.0 BTTU BACKGROUND AND STRUCTURE

Although the grant agreement was signed in the latter part of 2000, implementation of the project actually started some ten (10) months later due to a delay in the hiring process for the Tourism Training Manager. Program design contemplated the following organizational structure and job design for the unit.

Diagram I – Structure of BTTU at Start



In June 2001, the Tourism Training Manager⁷ and the Curriculum Specialist began work. A month later the Administrative Coordinator took up his post. By the end of 2001, all save one of the DTTs originally contemplated at project design had been hired. As follows

⁷ Also referred to as the Director of Training

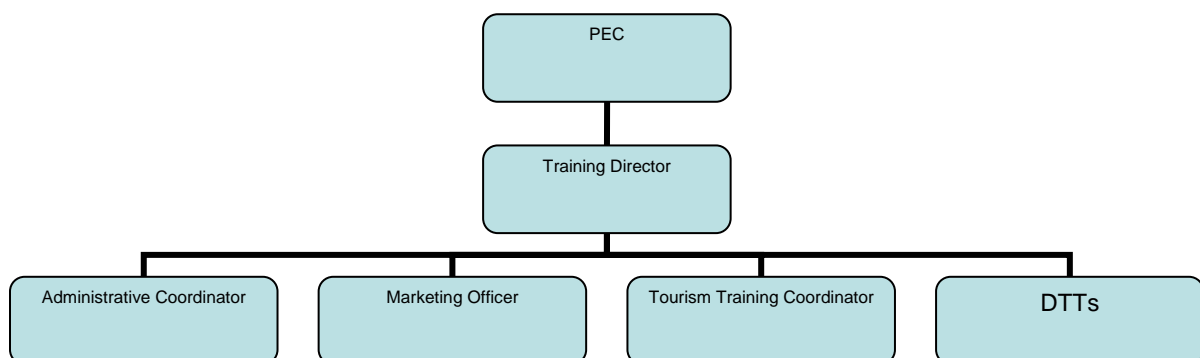
Table I - DTT Schedule

Location	No. of DTTs
<u>Belize District</u>	5
Belize City	3 (2 for training, 1 assigned to BTIA for coordination and development of the job bank)
San Pedro	1
Caye Caulker	1
<u>Northern Districts</u>	2
Orange Walk	1
Corozal	1
<u>Southern Districts</u>	5
Dangriga	2
Placencia	1
Toledo	2
<u>West and Central Areas</u>	2
Cayo and Belmopan	2

Together, this team of specialists addressed key issues and objectives under the project; specifically, coordination of the design and implementation of the Needs Assessment, design and introduction of the curriculum, hiring, training and deployment of the District Tourism Trainers and the day to day management of the project.

Approximately six months into the project a number of events inspired marked changes in the composition of the unit's core administration. The sudden, unexplained resignation of the Administrative Coordinator forced the hire of another individual who took up her position in September 2002. Recognition of a need for a more sustained sales and advertising effort, inspired by recommendations from the mid-term evaluation, resulted in the hire of a Marketing Officer. DTT administration was divorced from financial administration and a Tourism Training Coordinator was acquired to oversee DTT administration, ongoing program development and coordination of training efforts within the industry. The DTT structure continued up to February of 2004, when the program was discontinued. The curriculum specialist was retained on a consultancy basis and continued to provide services to the project until its end. The resulting structure was/is as follows. Though hired at different intervals this team was the unit's administrative core for the last year of the project.

Diagram II – Adjusted Structure – BTTU



The adjustment in the duties of the administrative staff was underpinned by a shift in the focus of the unit toward the end of the project. In the last year, the decision was taken by the PEC, with the approval of the IADB, to shift the focus away from curriculum research, design and other related activities, to selling the established curricula of training. The position of Curriculum Specialist was replaced with the positions of Marketing Officer and Training Coordinator. According to the BTTU's Director, revenue generation took on urgent proportions at this time because forcing sustainability of the unit through increased sales of its product portfolio was considered *"the only way"* the BTIA would be in a position to assume responsibility for the training unit. Elimination of the Curriculum Specialist position provided for the acquisition of a Marketing Officer and Training Coordinator, at no additional cost to the project. In addition, the unit invested in a Marketing Plan that was not an intended output of the unit at the project design stage but was a recommendation at the mid-term review and was considered necessary to support the adjusted focus.

At the time of the ex-post evaluation, three months after the project closed, the BTTU had been officially subsumed under the umbrella of BTB. All discussion regarding the transfer of the unit to the BTIA had been temporarily abandoned. The organizational structure and job design remained, although the focus had once again shifted to align itself with recommendations for the unit's sustainability that envisaged; 1. a more broad based approach to delivery of the program through the established formal education infrastructure; 2. more of a regulatory posture for the TTU with a focus on quality assurance and control; and 3. sharing of the marketing and resulting profits from ongoing sales of the programs with the BTIA and other private sector institutions. The unit is expected to exist in its current form for at least the next year, possibly two, depending on efforts made to identify and craft a more permanent, sustainable solution.

5.0 THE FINDINGS - EVALUATION OF THE PROJECT OBJECTIVES

Congruent with the IADB/MIF requirements, project design contemplated an extremely specific set of objectives and activities rooted in the logical framework concept, which would drive the implementation of the project and underpin the measurement of the performance of the BTTU (Annex III provides the logical framework for this project). Project activities were divided into three related performance components, each with its own set of activities, performance objectives and assumptions. Achievement of objectives in the constituent areas underpinned the project's success.

Following is the discussion on the findings of the review, guided by the objectives and activity requirements in each constituent area. Given the dependency relationship of the component parts to the whole, the performance under each component is rated and discussed first. The ratings achieved under each component are then used to evaluate and determine the overall rating for the project. Ratings were awarded on the following basis: where the performance exceeded specific measures, the activity was determined highly satisfactory. Where the performance met or failed to meet the objectives the activity was awarded a satisfactory or unsatisfactory rating respectively. Activity ratings influenced the component rating to a large extent. Research findings and explanations follow each rating schedule.

5.1 Component One: Training Program Design

Overall Rating: Satisfactory
 Cost: \$644, 744.73
 Budget Performance: Over

Table II

Activities Anticipated	Rating Attributed	Measure
1. Organize an annual training needs assessment country-wide	1. Satisfactory	1. Survey instrument developed and disseminated countrywide for two consecutive needs assessment activities
2. Select and configure a MIS for the industry that will manage data and information collection on a continual basis from the needs assessment	2. Satisfactory	2. Needs Assessment results were tabulated and analyzed through SPSS. Although an MIS was not realized, the basis for one exists electronically and can be transferred and updated as needed.
3. Acquire off the shelf training products/package courses that already exist for tourism training internationally and regionally	3. Satisfactory	3. Three (3) ⁸ off the shelf products acquired and programs developed for participants across the country. Manuals reflect adaptation to the local context. Programs available as part of the training resource library

Table III

Objectives	Performance Indicators	Rating Attributed	Measure
Specific Objective To improve the flexibility and relevancy of tourism education and training in accordance with the projected growth areas of the sector in eco, nature, heritage and adventure tourism Overall rating: Satisfactory	1. Training rosters reflective of the growth areas developed and delivered to 200 tourism establishments and 1,200 individuals	1. Development of Training rosters: Satisfactory Delivery of Training: Highly Satisfactory	1. Based on activity ratings above Enrolment of over 2, 984 for all courses.
	2. Survey instrument developed and administered countrywide	2. Satisfactory	2. Based on activity rating above
	3. New training products and programs are offered throughout the country	3. Satisfactory	3. Based on roster of programs offered and activity rating above

Findings and Explanations

Although not fully compliant with the activity agenda established under component one, the departure did not compromise either the quality of the outcomes or the objectives of the component to a great extent. Prior to this project, the training

⁸ One with two components

available to the sector was fragmented, inconsistent, inaccessible to key stakeholders and outdated, considering neither the needs of those working in the sector, both service providers and the directorate, nor of the visitors to the country. Thus the unit must be recognized for developing and delivering a training roster that relied on market information, for improvement of the quality of the tools and other implements used in the training⁹, for improvement in the quality of the instruction, for developing a resource library for training, and for providing and improving access to training in each municipality.

The reported enrolment of almost 3,000¹⁰ is significant¹¹. How significant, cannot be determined with any degree of credibility because there was no initiative¹² to quantify demand, making it difficult to measure just how much of the available market was served by the unit. Nevertheless using the Tour Guide Training as a measure¹³, the unit did exceed its mandate to train 1,200 individuals. As of June 2004, countrywide there were forty-nine (49) occurrences of Tour Guide Training involving 1,228 individuals.¹⁴ It is recognized that the number represented in the Tour Guide training was influenced to a large extent by the demand created through the legislated license requirement. Specific prescriptions for creating demand and influencing the numbers were not a part of the performance measures of this component and thus this issue is not relevant here. It is a factor influencing the overall performance of the unit however and is discussed in that context later in this assessment.

Assisting the performance under this component significantly was the recommendations provided through the mid-term evaluation. Specific recommendations included; an assessment of willingness to pay in year 2 Needs Assessment; instituting a chat forum for the far-flung DTTs to share ideas, resources and communicate, improved monitoring of the curriculum production process to ensure timelines are met; monitoring and evaluation of tests and assessments on a semi annual basis to determine the need to standardize testing across destinations. With the exception of the chat forum, which ceased after the departure of the first Administrative Coordinator¹⁵, all the recommendations were implemented.

Detracting from the performance under this component was the failure to conduct annual needs assessments¹⁶ and to deliver an MIS congruent with the requirements of the project. Given the dramatic and rapid shifts in the industry, completion of these objectives may have afforded a more systematic approach to review and update of the product offerings and resulted in the most relevant product portfolio. However, similar results from the two needs assessments conducted belie the assumption that there would be noticeable changes in demand from year to year. In addition, in the last year of the project, the unit was directed by the PEC to adjust its focus away from these activities to more sales and advertising.

⁹ particularly reference manuals

¹⁰ spread across all courses and excludes train the trainer programs

¹¹ Statistics that would allow the measurement of individuals trained and number of establishments involved was not available

¹² at least under this project

¹³ because repeat occurrences are extremely unlikely

¹⁴ including Site Guide Training to Cruise Solutions (75 individuals)

¹⁵ who was also the resident computer and internet expert

¹⁶ a three year project, two needs assessments

Because of the temporary orientation of the project, failure to accomplish these activities did not affect the performance under this component to any great extent and so, given the successes, performance is satisfactory.

5.2 Component Two: Training of Trainers

Overall Rating: Highly Satisfactory
 Cost: \$287,321.43
 Budget Performance: Under

Table IV

Objectives	Performance Indicators	Activities Anticipated	Rating Achieved	Measure
Develop a cadre of locally trained experts available to deliver training and specialize consulting services for emerging and existing tourism establishments	Up to forty (40) District Tourism Trainers are identified and trained on a continuous basis to offer courses and consulting advice to tourism entities	1. Training of trainer programs for DTTs	1. Highly Satisfactory	1. 60 persons trained and are now able to train in various areas in the sector





Findings and Explanations

According to the records of the BTTU, the following Train the Trainer programs were conducted during the term of the project;

Table V – Train the Trainer Schedule of Programs

Program	Enrolment	Date held
Regional Certification – CHTI	16	March, 2002
Tour Operator – CTO	22	April, 2002
Ecotourism Workshop	16	March, 2002
Communication Skills	15	November, 2001
Teacher Tourism Training	14	July, 2002
Certified Hospitality Department Trainer – AHLA	15	March, 2003
Line Operation Skills Training	12	July, 03
Marketing Seminar	9	July, 2003
The Dynamic Tourism Trainer	22	July, 2003
Total No. of participants - all training	141	

Key success factors in this area include:

-  Fully trained DTT and/or trainers in all municipalities;
-  Thorough curricula of the Train the Trainer Program;
-  In excess of forty (40) people trained allowing for succession and ability to satisfy growth in demand for training;
-  Schedule suggests that training was conducted on a continuous basis over the duration of the project

In sum, performance in Component two is highly satisfactory, having exceeded project objectives. Beyond the numbers trained, the resulting curriculum is extensive, relevant to the needs of the industry¹⁷ and provides opportunity for skill enhancement and capacity building across all levels of training ability. As with component one, the embrace of a number of the mid-term recommendations regarding the development of DTTs may have positively impacted the results here.

One exception is the recommendation to monitor demand and supply for trainers. This review was unable to determine either from the records provided by the unit or from interviews with the administrators how many trainers remain in the system. Monitoring the supply and demand for trainers to sustain the program is critical. Ensuring the availability of a critical mass of trainers in the sector requires establishing a measure and tracking the individuals as they move through the system to ensure a constant supply. However, this was not an activity requirement or performance measure of the component and as such does not impact the evaluation here. This issue, along with identifying ways to support ongoing development of skills for all levels of trainers, should be considered and is expected to take on more urgent proportions as the program evolves into a more permanent feature of the tourism training landscape.

4.3 Component Three: Institutional Strengthening of the BTIA

Overall rating: Unsatisfactory
 Cost: \$174, 555.63
 Budget performance: Under

Table VI

Activities Anticipated	Rating Achieved	Measure
1. Development of a business plan	1. Satisfactory	1. BTIA does have in its possession a business plan funded by the project
2. Development of a job bank	2. Unsatisfactory	2. There is no job bank available in either the BTTU or the BTIA
3. Marketing and promotion	3. Unsatisfactory	3. See Below

Table VII

Objectives	Performance Indicators	Ratings Attributed	Measure
Objective Facilitate the Belize Tourism Industry Association's ability to manage and respond to the human resource development needs of the tourism sector in an efficient and sustainable	1. That project revenues exceed operational costs after 30 months of implementation	1. This currently does occur but is still managed by the BTTU – Unsatisfactory	1. BTTU financial records
	2. Over 200 employers and job seekers use bank	2. Does not exist Unsatisfactory	2. Information exists but automation is incomplete and bank is not used as envisaged

¹⁷ as defined by the Needs Assessments Yr. 1 & 2 of the project

manner	3. 200 pamphlets and brochures distributed on the project; 10 promotional advertisements are developed for local television/radio; project certification logo developed for participants	3. Marketing information completed and program logo developed but program continue to be branded as BTB, undermining the seamless transfer to the BTIA	3. Discussion involved parties from PEC, BTIA,BTTU
Overall Rating Unsatisfactory			

Findings and Explanations

According to the BTB, the project was conceived and underpinned by the notion that any initiative to develop the country's tourism related human capital had to involve the private sector. Recognizing the weakness of the BTIA, the BTB, negotiated for funds to be provided under this project to "facilitate the BTIA to manage and respond to the human resource development needs of the tourism sector in an efficient and sustainable manner."¹⁸ In essence the project would establish the model for the distribution and delivery of training in the tourism sector and provide support to the BTIA to strengthen their organization in anticipation of the transfer of the administration of the model to the private sector. At project design three key activities were identified as a necessary precursor to the transfer, specifically the development of a Business Plan, Job Bank and Marketing and Promotion activities.

Business Plan

A consultant was contracted through the project at a cost of \$15,909.00¹⁹, to develop a business plan for the BTIA. The objective was to provide the blueprint for revenue generation over the life of the project and beyond. The plan was developed and the final copy of the Business Plan was submitted to the PEC at the end of April 2002.

Two years later, after three administration changes, a copy of the plan does reside at the offices of the BTIA but according to the current administration, it is not used or recognized as the strategic blueprint for the organization. According to the BTIA they did find value in some of the recommendations, however the recommendations for revenue generation and sustainability of the BTIA were deemed unrealistic and unpractical and therefore not used. According to BTIA's current General Manager many of these recommendations could not be realized because in his board's estimation, they were easier said than done. He provided the following examples:

1. Move the offices of the BTIA to the Marine Terminal Building which the BTIA owns and rent current office space at a premium:
 - Before BTIA could implement this recommendation, it has to get the approval of the committee that presides over the terminal and this presented its own challenges;
2. Increase Commission rates and fees:

¹⁸ Donor's Memorandum

¹⁹ Budget at June 30, 2004, courtesy BTTU

- In terms of increasing the commission rate BTIA charges to Ulrich Communication from 10% to 20%, and increasing the commission from the Water Taxi Association from 10% to 15%, BTIA's management thinks that decisions such as these cannot be effected arbitrarily and involves issues over and above those considered by the business plan.

Regarding the revenue streams from the Job Bank and Training Unit, the BTIA believes it had/has no control over these interventions and therefore did not and will not depend on these for financial sustainability.

However, the BTIA did implement those recommendations considered more practical and attainable such as:

- The hiring of a full time Marketing Director. Completed in April 2004, this has translated into the recruitment of 107 new members for the BTIA.
- Review of the association's mission and purpose. A board facilitation and retreat was held in October 2002 which addressed: Board/Management Roles, Relationships, and Communication, Strategic Direction of the Organization, Membership Drive, Mission Statement and Organization's purpose and BTIA's sustainability and financial capabilities.

Job Bank

The project also called for the design of a database to provide a central point for the registration of trained employees, which would provide employers in the industry with a relevant collection of trained employees and BTIA with revenues from the sale of referrals to employers and placement charges for job seekers who wish to reside in the bank.

A full-time employee, Mr. Kurt Clare was hired through the project as the marketing officer for the BTIA but who also assisted the BTTU with training and coordination of training for the Belize district and with the development of the Job Bank. When the project ended, the Job Bank was incomplete and unused. Although an automated database was available, the referral and sale process had not been established and the database was incomplete. In fact according to the both the BTTU's director and Mr. Clare, a complete set of records is accessible only through a manual search of hardcopy source documents. According to Mr. Clare the Tour Guide grades and registration information is the only information available in automated format but it too is incomplete. Nevertheless there is a list of trainees and registration forms for all who registered and completed courses available to potential employers

In the project design, underwriting the development of the job bank was the understanding that after completion of the bank and at the project's end, the administration of the bank would be transferred to the BTIA as a potential source of revenue. As mentioned earlier, BTIA's business plan included a fee structure for the use of the bank, assuming that the Job Bank would be operational at project completion. However the job bank is not only incomplete but neither the information, the hardware nor the software have not been transferred to the BTIA.

Marketing and Promotion :

Marketing and Promoting the BTTU was identified as one of the activities under the BTIA institutional strengthening because the success of the BTTU, measured by its sustainability quotient, was at project design considered strategically important to the BTIA's sustainability. It was important for the sector to embrace the training unit and regard it as the Training agency for the Industry. This would in the end benefit BTIA once the transition of the unit was effected.

According to the BTIA and the BTTU, from the outset there was confusion and disagreement in the approach to branding the unit. Although the marketing and promotion materials that were developed for the training unit bore the logos of BTIA, this was not automatic. Representatives of both the national and district chapters of the BTIA related the confusion that existed over which organization's identifying mark would be placed on marketing materials for the training program. According to the BTIA, the BTB being the executing agency and the agency to provide the counterpart funding for the project saw it fit to brand the unit under their logo. The BTIA being the intended benefactor of the BTU, at the end of the project, thought it only sensible to include BTIA's logo on marketing materials so that people would associate the private sector association with the training unit from the onset. Though in the end, it was agreed that both BTIA and BTB logos would be used on marketing materials for the BTTU, the assessment was unable to establish conclusively the brand perception of the unit's key stakeholders. Unscientific, informal surveys suggest however that the unit is still heavily associated with the BTB brand.

Worthy of note is that the Marketing and Promotion component of this project as stated in the logical framework was not aimed directly at strengthening the BTIA's capacity or addressing BTIA's Marketing and Promotion weaknesses. The focus was specifically the promotion of the BTTU. BTIA did benefit directly from the project through the hire of Kurt Clare who was paid for by the project, from March 2002 to March 2004, to hold the post of marketing officer for the BTIA.

In the end, after considerable investment by the project none of the three activities identified under the BTIA component were realized as envisaged. The BTIA business plan is not perceived to deliver any value to that organization, and the job bank is incomplete and remains with the BTTU. Although the marketing and promotion activities met with some success, particularly after the BTTU was realigned with that focus, branding did not facilitate association with the BTIA.

Given the number of variables underpinning the training unit's transition, any number or combination of factors could have contributed to component three's unsatisfactory result. A more thorough discussion of issues identified during the assessment is discussed in subsequent sections. In relation to the objectives as defined and measured by the project's logical framework, performance in this area is assessed as unsatisfactory.

5.4 An Assessment of the Readiness of the BTIA

During the past three years BTIA has made a concerted effort to regain its credibility and strengthen its organization. In so doing BTIA has been vigilant in its efforts

to ensure that its administrative and fiscal activities provide organizational stability, institutional memory, management capacity and financial independence for the association. The organization has engaged in various activities geared at institutional strengthening. These include activities sponsored through project funds;

Table VIII – BTIA Institutional Strengthening Activities

Activity	Date	Result
A Board Retreat	October 4-5, 2002	A responsible, cohesive and more focused Board of Directors
Development of Business Plan	April, 2003	Implemented what they considered feasible to their organization.
Hiring of a full-time Marketing/ PR Manager : Kurt Clare	April, 2004	Increased Membership, Developed Marketing Plan, Seminars and Trainings
Membership Drive		107 ²⁰ more members attained
Organization of BETEX	September, 2004	Last organized BETEX 1998) Promotion of Belize through market place exchanges and site expeditions Worthy of note is that the BTIA was in a position to provide counterpart funding to outsource organization responsibility to Consultants
Financial/Fiscal Improvement		2001 – Net Deficit (\$48,961) 2003 – Net Surplus (\$64,4110
BTIA Website, www.btia.org	April 6, 2004	Potential for link to members web site, ads and events calendar and specials page
Marketing and Promotion Plan For 2004 - 2005		Outline of the major marketing and promotion activities BTIA 2004- 2005

Strengthening activities notwithstanding, is BTIA in the position to sustain the training model introduced through the BTTU?

The parties involved indicated a significant divergence of opinion in responding to this question. The BTB believes that at the end of the project, the BTIA is still not ready for the transition because it is not financially “strong enough” and its organizational capacity is not developed enough to assume responsibility for the development of the human capital in the industry. The BTIA on the other hand feels that it understands the industry’s needs and is ready and willing to take over the management of the unit but not without assistance. Since neither the project nor the parties involved could provide objective, measurable indicators that would qualify BTIA financial and organizational readiness for the transition, we were unable to determine conclusively which party was correct in its assertion. It is our opinion however, that as the beneficiary agency, BTIA had a greater responsibility to insist on and develop measurable performance yardsticks

²⁰ Oct. 2002, 338 members, August 2004, 445 members

that would qualify its readiness and facilitate the transition. As it exists the lack of objective measures for readiness lends itself neatly to a scenario that allows either organization to place blame on the other for not realizing the transition.

Ironically, both parties agree that a training model such as the BTTU needs subsidies to survive. This they suggest has been proven by hospitality/tourism training institutes in other Caribbean countries where tourism is a much larger and better defined industry, specifically Barbados and Bahamas. BTIA therefore insists that sustainability was not a realistic goal of the project.

According to the Steve Schulte, President of the Board of Directors of the BTIA, the design of this project was ill conceived. From the inception it should have been noted that BTIA had no source of funds to support the BTTU program on its own and the project should have been designed with funds for sustainability²¹. Designed as it was, the BTIA believes that a number of issues did not make BTIA's task any easier. These include: (1) BTTU not providing timely financial updates on the Unit, (2) PEC'S failure to identify specific and quantifiable benchmarks for BTIA's institutional strengthening activities, (3) BTIA's internal problems in year one of the project implementation (4) the flawed design of the Institutional Strengthening component of the project, (5) BTIA's inactive district chapters, (6) Failure of the project to address strengthening of the BTIA district chapters

BTIA's current administration firmly believes that the successes of the Project outweigh the failures and that the private sector **should** be the ones to guide and manage the human resource development of the Tourism Industry. It fully recognizes that it has to augment existing capacity with other activities and as the organization continues on its road to full recovery it has outlined the following Institutional Strengthening interventions as activities that will be addressed in the process:

- Hiring of a membership officer
- Hiring of an accountant
- New revenue generating programs – such as workshops and seminars
- Addressing In-house training needs and skills
- Hiring of a project officer
- Reforming its By-laws
- Redefining the organizational structure between the district and city chapters
- Continued efforts to strengthen and maintain financial sustainability

All things considered and without objective indicators, it is our opinion that at the end of the project BTIA was not in the position to assume responsibility for the BTTU. However the organization did realize significant benefits from the process. We are satisfied that the current administration has a clear understanding of what must be done to strengthen the organization. However it could use assistance in structuring and implementing its strengthening initiatives. In addition, the organization's policy machinery must be assisted to contemplate and develop a broader perspective and better informed position on private sector involvement in the industry beyond its traditionally narrow focus and must contemplate and insist on establishing a different, more empowered modality for public/private sector interaction.

²¹ Steve Shulte

5.5 Performance of the BTTU

Assessment of the BTTU's management contemplated three key areas, specifically; (i) management of the project in accordance with objectives of the logical framework, (ii) operational management of the unit; and (iii) management of the project in accordance with the rules and procedures established under the grant agreement. The evaluation searched specifically for the successes and weaknesses in the management of the unit and attempted to identify the extent to which these were influenced by other factors.

Management of the project in accordance with the objectives of the logical framework

Project outcomes suggest that the unit was staffed with capable personnel. The unit's Director, Dr. Vincent Palacio, a trained trainer himself holds a PHD in Recreational Resource Management and is well versed in the requirements for effective curricula design and delivery. While we were unable to evaluate the contribution of the Curriculum specialist who left the program in the middle of its term, it is clear that significant attention was awarded to every aspect of the design of the unit's curriculum, including the reference materials and handouts. The feedback from a sample of the main beneficiaries of the training bears this out.

As a think tank and clearinghouse for information, development and delivery of training programs relevant to the tourism industry, the unit performed admirably. Supported by consultants when needed, the unit developed and delivered an extensive, relevant eighteen (18) course curriculum (see Annex IV) in addition to the Tour Guide/Operator courses on offer to the industry. In addition the structure facilitated the training of sixty (60) individuals most of whom are either regionally or internationally certified to provide training within the industry. This could not have been accomplished without the appropriate leadership, organizational structure and technical ability.

As a broker for the public/private sector partnership in the provisioning of training, the unit did not achieve its objectives. Specifically, the unit was charged with "facilitating the BTIA's ability to manage and respond to the human resource development needs of the sector in an efficient and sustainable manner"²² Guided by the logical framework this implied providing the policy making arm of the organization with the tools to design and plan for the expansion and improvement of its administrative capacity, establishing the framework to broker jobs and information on training and consulting and developing a brand identify for the training and certification of training to create demand.

Responsibility for failure to achieve component three's broad objective, cannot be attributed with any degree of conviction to the management of the unit. Measured strictly by the objectives in the logical framework the unit did or at least tried to do what was required. The unit funded the production of a business plan and strategic planning workshop and a marketing and promotion campaign was completed. In addition, the focus on sales and marketing was inspired by the need to achieve some measure of sustainability for the unit prior to the transfer at the end of the project. The only significant disappointment was the deployment of a job bank that was to enjoy regular

²² logical framework, component 3

use by employers and job seekers in the industry. However both the BTTU and the BTIA concur that an effort was made to develop one.

Yet the project failed to achieve the desired outcomes under component three. A compelling argument could be made that given the unit's project management responsibilities, it was incumbent on the management to assess and institute corrective measures that would have ensured or at least better attended to the desired outcome under this component. However while there was nothing preventing the unit's management from acting in such a capacity, neither was there explicit responsibility and authority to do so.

In sum the unit did what it was guided and instructed to do under the project. Assessing responsibility for the failure to achieve the desired outcomes under component three has to contemplate issues and variables beyond the unit's performance.

The Day to Day Management of the Unit

General Management

The unit's director worked well with all the project stakeholders. He was commended for his affable nature, flexibility and intellectual capacity. In accordance with the project requirements and for the duration of the project the director prepared semi-annual work plans and activity reports to the bank that directed and focused the activities of his organization. All existing employees have job descriptions and a clear understanding of their roles and responsibilities. Regular staff meetings were/are held to promote feedback and to make sure that the work is coordinated. When the DTTs were a part of the process, regular quarterly meetings were held in addition to a regular course of contact with each DTT. Employees seemed motivated and imbued with an understanding of the significance of their work.

Criticisms encountered during the review included, the time it took to correct and return the results of examinations, grades and course certificates, particularly for the more far removed jurisdictions and the time involved in the processing of payments to trainers once the work was complete.

Perhaps performance would have been positively impacted and certainly a more effective evaluation would have been facilitated, if the unit had instituted specific, measurable performance criteria for its employees and for its service delivery. For example, while each employee does have a job description, a measurable set of performance objectives was not available. This would have allowed measurement of the specific contribution of each employee to the outcomes of the process. In addition measures and targets for service design and delivery would have been helpful not only to the evaluation but also to the design and delivery of a more permanent model of tourism training. Information that was requested but was not available include: average time to correct and return exams, grades, etc, assessment of feedback from course evaluations, number of tourism related establishments involved in the training program annually, number of new versus repeat customers/establishments served annually; revenue reports/forecasts for each year of the project, no. of new product offerings annually/over the course of the project, where and to whom; attrition/drop out rate of trainers trained.

To be fair it was not a project imperative to farm any of the information identified above. However, since sustainability was an imperative, tracking and farming product and customer information would have provided a gauge and should have informed the prescription for corrective and/or future action.

Marketing and Sales

At the end of the program, 47%²³ of the trainees over the previous two years came from the tour guide training programs. Thus nearly 50% of the market's response to the training came from a sub-sector where licensing is legislated and training a requirement. Considering that there are eighteen (18) other programs offered by the unit, and the focus on advertising and sales, the figures are unsettling. While it is an assertion of many of the DTTs and trainers that the centralised marketing structure instituted during the latter part of the project hindered rather than helped take up of the offerings because it contracted the personal sales and advertising effort, it is difficult to address the unit's culpability with any degree of certainty. There are many factors which may have influenced the performance in this area including; a miscalculation of potential demand, a miscalculation of the value for money relationship, damaging perceptions of the quality of the product, and the sales and advertising effort. Available information and research suggests that perhaps the combined effect of a majority of these factors influenced the outcomes here to a large extent. This issue is discussed in more detail below.

However, the unit may not be able to escape all culpability. The information collected on DTT activity suggests that perhaps more effort could have been applied in two dominant tourist destinations, San Pedro and Caye Caulker. These two island destinations by all accounts are significantly important to the development of the industry and San Pedro in particular is regarded as one of the most popular tourist destinations in the country. Of total enrolment from all DTT areas, San Pedro accounted for roughly 4% of which approximately 72% was tour guide training programs. Caye Caulker accounted for 2% of total enrolments, of which 95% was tour guide training programs. Given its dominance in the sector and strikingly independent posture, San Pedro is a particularly challenging area. However, after the DTT hired for the area was removed from her position²⁴ shortly after the start of the project, the area was left without a DTT for at least a year. According to the unit, DTT responsibilities and advertising to the area were coordinated from Belize City. In contrast, over the life of the project Caye Caulker had two DTTs and marketing support from Belize City. However the combined effort resulted in only a miniscule response from the island community.

Market conditions and demand variables in the two island jurisdictions may have required more than the generic approach practiced by the unit. Given the significance of these areas perhaps more effort could have been expended in determining what, if anything, could have elicited more of a response from the market. There seemed to be an inappropriate indifference to the unresponsiveness of these markets.

²³ Towards a Sustainable System of Training for the Tourism Industry in Belize, April 2, 2004 (no page number listed)

²⁴ long periods away from the island precipitated her removal

Financial Management

Based on the budget as of June 30, 2004²⁵, the project closed with a surplus balance of \$152,950.00²⁶. The following summarizes the project's financial performance over the duration of the project.

Table IX – Financial Performance

Category	<u>MIF Forecasted</u>	<u>MIF Actual</u>	<u>Variance</u>	<u>Actual Expended</u>	<u>GOB Forecasted</u>	<u>GOB Actual</u>	<u>Variance</u>
Training Program Design	\$ 480,000.00	\$600,364.00	\$120,364.00	\$ 514,744.73	\$140,000.00	\$ 130,000.00	\$ 10,000.00
Training of Trainers	300,000.00	\$180,406.1	-\$119,593.79	156,321.43	\$150,000.00	131,000.00	19,000.00
Institutional Strengthening of the BTIA	170,000.00	\$112,516.90	-\$57,483.10	102,555.63	\$90,000.00	72,000.00	18,000.00
Tourism Training Unit	270,000.00	\$356,713.05	\$86,713.05	333,428.21	\$180,000.00	227,000.00	(47,000.00)
Evaluation	100,000.00						
Auditing	40,000.00						
Contingencies	<u>40,000.00</u>	<u>\$10,000.00</u>			<u>\$40,000.00</u>	<u>40,000.00</u>	
Totals	<u>\$1,400,000.00</u>	<u>\$1,260,000.16</u>	<u>\$30,000.16</u>	<u>\$ 1,107,050.00</u>	<u>\$600,000.00</u>	<u>\$ 600,000.00</u>	<u>\$ -</u>

As the schedule suggests the actual distribution of expended funds departed from that contemplated at project design. This is not unusual and the contingency allotment suggests that a certain degree of deviation is acceptable. Worthy of note however, is that significantly more funds were directed toward Training Program Design and Administrative costs of the BTTU than originally anticipated. Roughly 39% and 34% respectively of the available budget were expended on these activities, a difference of 8% and 11% over the budgeted figure. Within the Training Program design category, costs associated with maintaining the system of DTTs and workbook expenditures are among the highest, recording a total expenditure at the end of June 2004 of \$268,005.51 and \$214,832.75 respectively. Although, workbook expenditures appear extreme, according to the unit's director this is because the process included the costs of development, review, and printing. In addition there were two sets of manuals for each course. There was a trainer's manual of which 50 copies were printed per course and a trainee manual of which 500 copies were printed per course. It is his assertion that the printing was achieved at the least cost possible²⁷. On the other hand both the Train the Trainer and the Institutional Strengthening component realized 5% and 3% *less* MIF funding than originally anticipated at the design stage. In fact the allotments to the Train the Trainer and Institutional Strengthening components combined exceeded the production of workbooks by only \$44, 044.31.00.

Given the unsatisfactory outcome of the third component, the reduced allocation to that category is unsettling. But according to the unit's director this situation does not suggest a realignment of priorities but rather creative use of the budget to ensure positive impact on the program's overall objectives. Given the relative success of the project, this is difficult of dispute.

²⁵ provided by the BTTU

²⁶ does not include monies provided for Auditing and Evaluation

²⁷ BRC Printing provided printing services

The high costs of the DTT system suggest that any sustained effort will likely have to search for alternatives. This has been recognized and the unit's five year business plan contemplates a more coordinated effort between the relevant, established training institutions, and the BTTU programs. Over the life of the project, the unit has earned \$44,000²⁸ from sales of books, manuals and courses.

Unaware of all the considerations that may have underwritten financial performance²⁹ and providing due deference to the financial oversight mechanism which regulated the project, it is assumed that input and efficiency considerations, including least costs to produce the expected results directed the actions of the unit. We are therefore willing to assume that all financial transactions were conducted with the best interests of the project as they were understood at that time and that the unit made the most of the resources available to it.

Management of the project in accordance with the rules and procedures established under the agreement between the BTB and the IADB

The review suggests that generally the unit was found to be compliant with the bank's requirements and administrative procedures. For example it was consistent in adhering to its obligation for reports and work plans and performed appropriately and in accordance with the requirements pertaining to the approval of purchase orders exceeding the bank's US \$10,000 threshold. There were however a few areas that presented some challenges for the unit. These were identified by the bank and where possible corrected during the course of the project. They are included here because they are instructive in assessing the unit's overall performance.

Table X –Rating Schedule – IADB Procedures

Performance Requirement	Rating	Comments
<u>ARTICLE 4 – GENERAL CONDITIONS</u> <u>EXPENDITURES CHARGEABLE TO THE CONTRIBUTION</u> Only direct and actual expenses may be charged to the Contribution of the MIF. Indirect or general operating expenses not anticipated and referred to in the budget program cannot be charged;	Partially compliant	On at least one occasion, unauthorized operating expenses were charged to the MIF fund
<u>ARTICLE 6 SUSPENSION AND CANCELLATION OF DISBURSEMENT</u> Did the bank have occasion to suspend or cancel any disbursements? Did the bank have occasion to cancel any part of the contribution pertaining to the procurement of goods, works or related services	Yes yes	There were portions of disbursements considered ineligible When a conflict of interest was apparent

²⁸ courtesy of BTTU director. There were no formal statements to provide for review. Figures are as of July 2004

²⁹ due in large part to the lack of audited financial statements

or consulting services?		
ARTICLE 11 (GENERAL CONDITIONS) ACQUISITION OF GOODS AND SERVICES (ii) Prior to the acquisition of goods and services a list of goods, the procedure and estimated price for	Partially compliant	There were occasions when the bank was not informed
Section II, (Annex B) 1. Ethical Standards and Conflicts of Interest	Partially compliant	There was one occasion in the contracting of Consultants which the bank became aware of ex post
In accordance with Section V. Procedures for Selection and Contracting, subsections A and B (ex-post) 1. Was the bank notified each time a contract was entered into with a consultant or individual expert? 2. Was the bank's approval sought on the TORs and short list of firms/ individuals? 3. On the procedure for final selection and contracting?	Partially compliant " "	There was one short term consultant that the bank was not notified about For the recruitment of DTTs and BTU staff Same

In sum while there were challenges, we are satisfied that there was an earnest attempt to satisfy project requirements. While there may have been areas where additional effort and better management could have perhaps impacted outcomes more positively, such clarity is usually afforded only through hindsight. Management performance is considered satisfactory.

5.6 Overall Project Evaluation

Rating: Satisfactory
Cost: \$1.7M
Budget Performance: Under

Objectives	Performance Indicators	Measure used
<u>Overall objective:</u> Increase the competitiveness of the tourism industry in Belize by developing the skills and abilities of the hospitality and tourism workforce. Overall Rating <u>Satisfactory</u>	1. Increased visitors: Positive guest perceptions and improved customer satisfaction when compared to other destinations	1. Visitor statistics 2001-2003

Findings and Evaluation

Evaluation of the project based on the guidelines provided in the logical framework produces a satisfactory rating. In two of the three constituent components, the outputs as measured by the established performance indicators were achieved or exceeded and the purpose fulfilled. In the third component the outputs were either partially or wholly unsatisfactory, leaving the stated purpose unfulfilled. However unlike the other two components, project design provided no association between performance under component three and performance of the project. In fact in our opinion the relationship is so tenuous that even if component three was removed entirely from the project design, the project would still have been able to meet or exceed its broad objectives. Thus although component performance impacted the project rating to a large extent, the substandard performance under component three could not be considered a part of the evaluation criteria used to arrive at the project's overall rating.

The purpose of the project was to “increase the competitiveness of the product (destination) by developing the skills and abilities of the hospitality and tourism workforce”. Thus using the relevant component ratings and the broad measures identified in the logical framework (increased visitors), the project did realize its broad objectives. According to BTB statistics, tourist arrivals increased steadily between 2001-2003, the term of the project. At the start of the project in 2001, visitors to Belize totalled 199,521. By 2003, that number had increased to 220,574 or roughly 12%. Correlating this statistic with the effort of the training unit proved more challenging. It could not be established with any degree of certainty whether achievement of the purpose in the relevant constituent components contributed in anyway to the increased arrivals. The industry has not developed a customer satisfaction index or system of measurement nor does it poll the attractiveness of Belize in comparison to other destinations³⁰ and acquiring this information through primary research was beyond the scope of the evaluation. Nevertheless industry figures suggest the increasing attractiveness of the destination. Although the visitor figures are likely the result of several internal and external factors, improved customer care and attentiveness through a more aware and skilled work force has to be considered among them.

Even though project execution forced a satisfactory rating based entirely on the evaluation criteria established by the logical framework, the evaluation would be incomplete without discussion on what we consider to be project design flaws and the likely impact on the real outcomes of the project. After review of the issues and discussions with the key contributors to project design, it is our opinion that ambitious, unsupported expectations, inaccurate contextual diagnosis and assumptions at project design resulted in inappropriate project objectives and activities and a generally flawed project design that subverted and diffused the focus and undermined project potential.

According to the BTB and its partners who were fundamental in the design and development of the project, there were two key aspirations for the project. The first was that the project establish an efficient mechanism to develop and deliver training urgently needed by the sector's workforce; and the second was that the project establish the foundation for a productive public/private sector partnership that would underpin the development agenda for the industry. Guided by an agenda of specific goals and activities, the program was purportedly structured to do just that.

³⁰ these were the measurements suggested at project design

In June 2002, after just about one year of operation, the project was the subject of a mid-term evaluation. The evaluation was conducted at the time that the program was “just beginning to gain momentum”. At the end of the evaluation the authors opined that “additional effort” was needed in two areas, specifically, that of actually convincing employers to support the program, and in the effort to provide institutional strengthening to the BTIA. When these were appropriately addressed the project had the “tremendous potential to develop into an excellent resource for the country’s tourism industry.”

The areas identified for attention and additional effort by the mid-term consultants were at the end of the project, still the weakest part of the process. The efforts to provide institutional strengthening to BTIA had still not been completed to the satisfaction of the parties involved and despite a high quality, relevant curricula of training made available to the industry through improved delivery mechanisms, selling the programs remained a significant challenge; suggesting that the industry had still not arrived at the critical mass [of the workforce] that would elevate standards and ultimately impact the competitiveness of the industry. Thus by the end of the project, despite adherence to the activity agenda, the process was unable to realize the key aspirations for the project.

The public/sector private sector relationship

Inspired by new global imperatives, partnership between the public and private sectors has become a common and perhaps mandatory feature of national development. In the new model the role of the state and that of the private industry are specifically defined and inextricably linked. The state is required to provide an enabling environment for the generation of employment and wealth by a strong and competitive private sector. The private sector is the engine of growth, helping shape public policy in all areas of international trade and business.

In the global tourism industry, developing this type of relationship seems to have taken on urgent proportions. With tourism accounting for almost 11% of world GDP; 207 million job worldwide and US \$630 billion dollars³¹ in capital investment or almost 9% of all capital investment³², an increasing number of states include tourism as one of or the priority sector driving their development agenda. Countries, indeed entire regions are repositioning themselves to attract and retain the tourism trade, while ensuring the sustainability of key tourism assets. The main barrier to achieving development objectives has been the fragmentation of the tourism industry, which is dominated by small and medium-size enterprises. “This has directly led to a dilution of responsibilities between the private and public sectors, leading, at an ever-increasing rate to economic, environmental and social problems.”³³

Countries like Belize, where tourism receipts account for 16%³⁴ of total GDP or 67%³⁵ of receipts from all services and growing, are obliged to shape an effective model of private/public sector partnership if it wants to compete in the industry with a viable, sustainable product. Understanding the dynamics at play in the global tourism industry, the GOB/BTB as the main project sponsors identified an opportunity under this project to build bridges with the private sector. Realizing the desired outcomes within the

³¹ US dollars

³² Travel and Tourism Report, quoted in report on UNEP and the Private Sector, UNEP.

³³ *ibid*

³⁴ BTB website Yr. 2002

³⁵ *ibid*, yr. 1999

framework of the project however demanded an accurate diagnosis of the industry environment and appropriate prescriptive action.

This in our opinion is where the process failed. The need for an integrated approach to training was accurately identified at project design. However the prescription assumed an enabling framework and market dynamics that simply did not exist. By all accounts Belize's tourism industry, despite the existence of a dominant private sector association is still extremely fragmented and relatively unsophisticated. In addition, while there is a clear focus on developing tourism, how and whether this translates into a priority sector in the national development agenda has still not been established. Thus there is no coherent planning mechanism that would help to define public and private sector roles and establish development policy for the sector. And there is no guidance or agreement on the nature of the public/private interaction required for the development of Belize's human capital.

The process and objectives established to encourage and engender private sector involvement under the project, suggested the following assumptions. First that a cohesive public sector able to dialogue and negotiate as a unit exists, and second that the private sector understands and embraces its roles and responsibilities in the development equation. Neither condition existed at project implementation. To arrive at the desired outcome the activities prescribed would have had to include activities and resources that contemplated a broader, more contextually pragmatic approach to the public/private sector relationship in the sector, beyond the shared responsibility in training and human development. In fact the activities prescribed under component three were in our opinion, inadequate and in some cases discordant with the stated objective.

As a mechanism to establish the proper enabling structures for public/private sector dialogue, the project was arguably not the appropriate conduit. However with better diagnosis facilitating project design, the project had the potential to equip the private sector with the ability to recognize the value of organized private sector contribution and advocacy and to begin the process of positioning itself to effectively contribute. Instead project design assumed a simplistic, narrow focus, identifying and prescribing strengthening only for those activities that could affect the financial sustainability of the training unit without sufficient regard to deficiencies in the broader framework. It is difficult to appreciate how the development of a business plan focused primarily on training unit activities, a job bank and marketing and promotion of the training unit would have addressed any of the organization's inherent deficiencies. Interesting is that the mid term evaluation through its recommendations did try to address some of the inherent weaknesses in project design. The consultants recommended two key activities for the BTIA:

1. A strategic planning workshop for the BTIA that would establish the strategic framework and better define key roles and responsibilities
2. Provide consulting services in board development, including the development of a concrete work plan for the upcoming year, clearly defining the objectives and how these will be achieved.

According to the BTTU both these activities were completed. Understanding the dynamics that may have prevented the successful implementation of these

recommendations at that point is beyond the scope of this exercise. However the recommendations do support the assertion that significantly more than was prescribed was needed to address BTIA's readiness.

As a private sector institution, BTIA has made significant strides over the term of the project, due in part to the project, but also to their increased awareness of the need to strengthen and empower their organization. However, they concede that they are still not equipped to lead the charge to develop the industry's human capital. That requires capacity that does not currently reside with the BTIA but which they insist they intend to get.

Satisfying the Urgent Demand for Training

Component one is underpinned by the assumption that there is "strong demand from all segments of the industry for quality training"³⁶ and component two qualifies the assumption by building the personal sales effort into the responsibilities of the DTT/trainer. The implication here is that the personal sales component of the DTT responsibilities because of the strong demand, would be the exception rather than the norm and needed only to reach out to the minority of establishments who otherwise would not seek training because "it was not convenient or considered relevant"³⁷ Project results and the restructuring of the unit to accommodate a more aggressive emphasis on activities that would create as well as satisfy demand suggest that this was an erroneous assumption.

The market is inspired to action only if it understands that not satisfying a "need" would result in outcomes less favourable than the costs of satisfying the need. And, once it agrees to buy, product quality and value for money expectations must be met. The market waiting for a supplier is aware of its needs and with a positive perception of the value for money relationship, will pay when the supply becomes available. The market uninformed or unaware of its needs cannot articulate its needs and more will have to be *persuaded* to buy. Market activities required to create demand and satisfy demand are significantly different.

If the market dynamics were better assessed at project design, perhaps more resources would have been attributed to establishing the demand variables in each potential market and tailoring the delivery and sales approach. In addition, sustainability time frames and revenue projections may have been more conservative or perhaps discarded altogether, after considering the time and effort needed to build the brand and create demand.

Finally it may explain the results of the needs assessments. According to the BTTU, the needs assessments were discontinued under the project because the results failed to show little deviation from year to year. The conclusion was that the needs remained unchanged from year to year and thus the product offerings were current and consistent with market demand. However a needs assessment assumes the target understands that a need exists and that he/she has the ability to articulate the nature and type of need. In this case, if the majority of the market was comfortable with current hospitality standards, the need for training to elevate the standards may not have been

³⁶ Annex 1, Logical Framework, Donor's Memorandum IADB

³⁷ *ibid*

readily apparent to the targets. More, since there was not a clear indication of the movement in standards and how would eventually impact the industry and the service provider, he/she may not have been able to articulate his/her needs in a definitive fashion.

We submit that the assertion of an urgent need for training in the industry was not erroneous. However the assumption that the market also shared this perspective and would respond favourably was. This postulation was inspired by a vision of tourism growth and competitiveness that allowed the policymakers to recognize the deficiencies in the industry and which later informed their assumptions and decisions in designing the project, but which were not necessarily shared by a majority of industry practitioners. The needs of industry practitioners become more apparent to them and they may be more willing to respond favourably to satisfying these needs when they are able to determine for themselves the insufficiency in the current level of service vis-a-vie the growth objectives for the industry, articulated through industry standards, guidelines, and a broad vision. If as a first step the GOB/BTB does not engage the industry in charting the course for the development of the industry and in actively developing the attendant policy instruments, we predict that the BTTU will continue to endure significant challenges in securing the response it requires from the market.

6.0 CONCLUSIONS AND RECOMMENDATIONS

In the final analysis, the project met its objectives as defined by the logical framework. This has had a positive impact on the tourism sector, by creating a awareness of the need for training, improving the standards and delivery of training and by inspiring some of the best minds in the country to design and deliver a model for sustainable tourism training. Yet even after expending just under \$2M Belize dollars, the project did not realize its potential.

Private Sector ownership in the process and a responsive market that will ensure the critical mass of trained individuals needed to elevate the standards across the industry are still elusive. These will continue to demand urgent attention given the rapid growth and changes in the industry and the increasing dependency on the industry as a productive sector. With project design assessments and activity prescriptions more attentive to the desired outcomes, perhaps these issues could have been better, although not entirely, addressed here. Nevertheless, it was a valiant attempt to address a problem with an activity prescription that was inadequate or discordant with key elements of the issue.

6.1 Lessons Learned

The process provided a rich learning experience and the tragedy would be if the stakeholders allowed themselves to walk away unaffected by the experience and the lessons it inspired.

For the policy makers:

Developing the human capital for the tourism industry is part of a wider process which must contemplate an enabling environment built on:

- ➔ Government endorsement of tourism as a priority sector and the creation of effective policy responses that focus on coordinating infrastructure development and competitiveness, including development of human capital.
- ➔ Agreement on the roles and specific responsibilities of the public and private sectors in the industry's development. One of the two has to bring a model to the table for discussion. Given that the model must itself reconcile with a wider, country economic agenda, this responsibility rests with the public sector
- ➔ Continue to engender structures that promote dialogue and negotiation

For the Private Sector

- Focus on the broader issues. Jean Holder of the Caribbean Tourism Organization put it best "It is clear that the demarcation of the public and private sector roles that existed formerly in tourism no longer applies and will apply even less as this century grows older. It is even clearer that in this world of globalisation and consolidation, fragmentation and duplication is the surest recipe for disaster for the Caribbean. Small has ceased to be beautiful"
- Prepare and organize to influence the development agenda of the tourism sector. Adjust the focus to take on issues that affect the entire sector such as competitiveness, standards, and education, environmental protection, product quality improvement, international and regional trade in services.
- Find the best way of educating the membership on the issues so they recognize and are willing to invest in opportunities for development.
- Continuously dialogue with government and the public sector to arrive at an acceptable model that will allow private sector to accept and drive the development of human capital in the industry

For the IADB

- Sustainable development programs insist on accurate diagnosis of the issues and appropriate prescriptions. Invest in these prior to project approval.
- Capacity exists locally

6.2 Recommendations

Institutional Sustainability for Tourism Training in Belize.

At the conclusion of the project in the first quarter of 2004, the project commissioned a Feasibility study and Business Plan for the unit which provided a blueprint for the way forward. We have no argument with it. It provides an agenda of specific activities that we endorse and believe provides sound guidance. We take the liberty of augmenting the core recommendations from this plan with our own observations to result in the following:

- Replace the PEC with an advisory council that will take a cross-sectoral, more proactive role in the functioning of the TTU
- Allow the TTU to assume more of a regulatory and research function, establishing standards and training designed to satisfy sector training needs. Continuing to dialogue with the market on demand and supply for training and trainers is an important condition. Determine ways to identify and support ongoing development of skills for all level of trainers.
- Reduce the overhead costs of delivery through strategic partnerships with formal education institutions including under the TVET program and other industry private sector organizations, Exploit synergies and economies of scale where possible
- Consider the design and delivery of an accessible market-monitoring network which would link reliable tourism market information with data on employment. Make the job bank a component of the network
- Longer term activities need to envisage BTIA assuming a more dominant role than that envisioned by the business plan. This role needs to be defined by an organized, strengthened private sector.

Project Design Recommendations

- Ensure expectations and assumptions of project proponents are clearly and where possible measurably defined. Invest in appropriate assessments and diagnostics to ensure a basis for the expectations and assumptions. Ensure that these directly inform project design.
- Invest in a diagnostic of the beneficiary agency prior to project design to ensure that it has or can be provided with the appropriate institutional structure and systems to support sustainability and desired yields from bank investments. Ensure this directly informs project design
- Ensure that there are specific performance deliverables for the management of the unit that are constructed and linked to the broad project objectives, but which focus on function and process rather than outcomes

- Where sustainability is an issue, ensure the farming of appropriate data and statistics by the project to allow for informed decision making about the way forward.
 - Ensure that all the performance indicators are SMART³⁸ and that a direct correlation can be established between activities, outcomes, purpose and broad objectives.
 - Where realization of desired outcomes are in doubt, build in a feature that demands an analysis and prescription for corrective action. Provide the management with the authority and flexibility to adjust direction, if necessary. Ensure the IADB is provided with regular performance and implementation reports.
 - Ensure appropriate support is available to project administration and allow specialists to provide sensitisation and/or training to personnel required to satisfy conditions under IADB agreements.
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³⁸ specific, measurable, attainable, realistic, and time bound

Schedule of Annexes

Annex 1	Terms of Reference – Ex Post Evaluation
Annex 2	Research Design Schedule of Interviews Literature Review
Annex 3	Logical Framework - Tourism Training Unit Project
Annex 4	Roster of Courses

Annex 1 – Terms of Reference – Ex-Post Evaluation

ECOTOURISM TRAINING PROGRAM EX-POST EVALUATION

TOR

1. BACKGROUND

August 10, 2000 The Belize Tourism Board (Government of Belize) and The Inter American Development Bank, acting in its capacity as Administrator of the Multilateral Investment Fund, signed an agreement granting nonreimbursable resources for the technical cooperation "Ecotourism Training Program".

The overall goal of the program is to increase the competitiveness of the tourism industry in Belize by developing the skills and abilities of the hospitality and tourism workforce. Specific objectives include the: (a) the development of modular and customized programs for small tourism entities; (b) availability of a cadre of highly trained trainers, coaches and mentors for the industry located in each district of Belize; (c) creation of a registry of trainers and programs available to address the needs of the sector; (d) improve technical and organizational capacity within the Belize Tourism Industry Association (BTIA); (e) development of stronger facilitation and coordination of general and specialized skill training for tourism sector employees and new entrants to the labor market.

This project is executed by the Belize Tourism Training Unit on behalf of the Executing Agency, the Belize Tourism Board.

In accordance with the technical cooperation agreement, the Bank is contracting the services of a consultant to conduct an ex-post evaluation of the project. The purpose of the evaluation includes the need to determine the extent to which the project goals and objectives were met; to determine the existence of any unforeseen obstacles and opportunities that influenced project outputs and outcomes; to outline and examine lessons learnt associated with project design and execution; and to make recommendations for consideration in successor projects.

2. ACTIVITIES

The consultant will perform the following tasks:

- I) Seek to establish the project's efficiency during execution based on the activity and component level. Assess if a) activities were organized in the most appropriate manner b) inputs were supplied and managed c) activities and inputs were conducted at the least cost to produce the expected results.
- II) Analyze and evaluate the effectiveness of the project based on the extent to which goals and purpose were achieved. The consultant will seek to establish if a)

Annex I cont'd

- outputs were as expected b) the outputs achieved led to fulfillment of purpose and c) purpose realization contributed to the project's goal.
- (III) Review the project to gauge the impact and effect of the project, both planned and unplanned consequences. Evaluate why anticipated effects and impacts were not achieved.
- (IV) Review and analyze the extent of participation of private firms, individuals entrepreneurs particularly those engaged in the tourism sector and whether they were contributors to demand driven skills training approach. Cite possible reasons for results.
- (V) Review the extent to which the goals and verifiable indicators as outlined in the project's logical framework were met; appropriate; realistic.
- (VI) Evaluate the level of participation by the Belize Tourism Industry Association and the extent to which the project provided the expected benefits relating to its institutional strengthening and sustainability. Cite possible reasons for the results.
- (VII) Assess steps taken to implement recommendations of Mid-term evaluation and possible impact on the Project's final achievement.
- (VIII) Outline and expound on lessons learned from Project with regards to a) relevance b) performance and the achievement of its objectives c) utilization of resources and d) usefulness of project.
- (IX) Assess the Belize Tourism Training Unit's technical and organizational capacity to accomplish objectives and targets set out in program. Make references to financial and other resources management.

3. **OUTPUTS**

A final report including the results of the findings and the comments raised by different actors involved in the program should be delivered at the end of the consultancy.

The report should also include a set of lessons learnt and recommendations for a proposed way forward especially in pursuit for institutional sustainability for tourism training in Belize.

4. **DURATION OF EVALUATION**

Eighteen Working Days

Annex II – Research Design

Interview Schedule

Meeting Date	Subject/Location
Thursday, July 22 nd	<u>Belize City</u> <u>BTTU</u> Gina Anderson Debbie Ordonez Sonia Belisle <u>BTIA</u> Andrew Godoy Kurt Clare
Friday, July 22 nd 1:30 – 2:30 3:00 – 4:00	<u>Belize City</u> Mary Beth Maestre Mike Panton BTIA
Monday, July 26	<u>Belize City</u> <u>Steve Shulte – (BTIA)</u>
Tuesday, July 27 th	<u>Placencia</u> Elysia Dial Fiona Mcfarlane Wendy Bryan David Vernon
Wed., July 28 th	<u>Dangriga</u> Rick Willoughby Therese Rath
Thursday, July 29 th	<u>Punta Gorda</u> Curlette Palacio Yvonne Villoria
Friday, July 30 th	<u>Orange Walk</u> Ramon Pacheco Lucio Alcoser Wilfredo Novelo
Monday, August 2 nd	<u>Belize City</u> Anthony Mahler Wayne McNab Ernest Raymond Maria Otereo Karla Custodio (Radisson's HR Manager)
Tuesday, August 3 rd	<u>San Ignacio</u> Francisco Galvez Omar Silva BTIA Lucy Fleming (Chaa Creek)

Meeting Date	Subject/Location
Thursday, August 5 th	<u>San Pedro</u> Javier Williams Brent Kirkwood <u>Caye Caulker</u> Robert Blease
Friday, August 6th	<u>Belize City</u> Tracy Taegar Harold Arzu

Annex II cont'd

Literature Review

BTTU

1. Job Descriptions
2. Budget at June 2004
3. Mid-Term Recommendation Report
4. BTB Trainers List
5. Tour Guide Training List
6. Course completed as of June 30, 2004, presented by District
7. Training Needs Assessment Yr 1 & 2
8. Marketing Plan

BTIA

1. Business Plan
2. Board Retreat, Agenda and Notes
3. BTIA AGM report 2001
4. BTIA AGM GM's presentation 2003
5. Minutes of AGM 2002 and President's Report
6. Memorandum of Association of BTIA
7. Financial Statements for the Nineteen months ended July 31, 2003 and year ended December 31, 2001 and Independent auditor's report
8. BTIA's Marketing and Promotional Plan

Other

1. Donor's Memorandum, June 1999, IADB Document
2. Mid-Term Evaluation, Ecotourism Training Unit Program, June 2002
3. Grant Agreement between the IADB and BTB
4. Toward a Sustainable System of Training for the Tourism Industry in Belize: Feasibility Study and Business Plan for Sustainability of Tourism Industry Support Training Programs, April 2004
5. Considerations for Updating the National Tourism Strategy for Belize, May 2004
6. Blueprint for New Tourism, World Travel and Tourism Council
7. Belize Tourism Statistics
8. UNEP and the Private Sector, UNEP website
9. Public/Private Sector Partnership for Excellence in Tourism Development
10. Using Cluster-Based Economic Strategy to Minimize Tourism Leakages, James Gollub, Amy Hosier, Grace Woo

Annex III – Logical Framework

OBJECTIVES	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
GENERAL OBJECTIVE			
Increase the competitiveness of the tourism industry in Belize by developing the skills and abilities of the hospitality and tourism workforce.	<p>Increased visitors; Positive guest perceptions and improved customer satisfaction when compared to other destinations.</p> <p>Industry operators particularly small tourism entities increase their investment (both dollars and time) in training.</p>	Analysis of guest comment cards and visitors exit surveys; Analysis of training investment per employee included in annual needs assessment conducted by District Tourism Trainers.	Continued economic and political stability; implementation on the tourism sector loan is on-track; ecotourism enthusiasts will discover Belize.
COMPONENT 1: Training program design			
<p><u>Specific objective:</u> to improve the flexibility and relevancy of tourism education and training in accordance with the projected growth areas of the sector in eco, nature, heritage, and adventure tourism.</p> <p><u>Activities:</u></p> <ol style="list-style-type: none"> to organize a yearly training needs assessment country-wide; to select and configure a management information system for the industry that will manage data and information collected on a continual basis from the needs assessment; to acquire off-the-shelf training products/package courses that already exist for tourism training internationally and regionally. 	<p>Rosters of training and consulting activities developed and delivered to 200 tourism establishments and 1,200 individuals</p> <p>Survey instrument developed and administered in every district of the country. Data is collected from all parts of the country and from training providers.</p> <p>New training products and programs are offered throughout the country.</p>	<p>District Tourism Trainers records.</p> <p>District Tourism Trainers administer survey.</p> <p>District Tourism Trainers collect and input information.</p> <p>Packaged courses and materials are purchased and adapted to local Belize context.</p>	There is a strong demand from all segments of the industry for quality training, tailored to the specific needs of small tourism and ecotourism establishments.
COMPONENT 2: Training of trainers			
<p><u>Specific objective:</u> to develop a cadre of locally trained</p>	Up to 40 District Tourism Trainers are	DTTs are contracted.	By fielding DTTs the project will

Annex III – Logical Framework cont'd

specialized consulting services for emerging and existing tourism establishments. <u>Activities:</u> 1. training of trainer programs for District Tourism Trainers (DTT)	basis to offer courses and consulting advice to tourism entities.		establishments that otherwise would not seek training because it was not convenient or relevant. Establishments are willing to pay a market price for training that is relevant and important for their needs.
COMPONENT 3: Institutional strengthening of the BTIA			
<u>Specific objective:</u> to facilitate the Belize Tourism Industry Association's ability to manage and respond to the human resource development needs of the tourism sector in an efficient and sustainable manner <u>Activities:</u> 1. development of a business plan; 2. development of a job bank; and 3. marketing and promotion.	Sustainability strategy for the project indicates that project revenues will exceed operational costs after 30 months of implementation. Over 200 employers and job seekers use job bank. 200 pamphlets and brochures distributed on the project; 10 promotional advertisements are developed for local television/radio; project certification logo developed for participants.	Revenue budget developed for the project's activities. Tourism training unit brokers jobs and information on training and consulting for employers and job seekers. Pamphlets and brochures developed; television and radio programs designed. Project develops brand identity for training and certification of training.	A strong private sector association is essential and is the correct entity to sustain this training program once the seed capital is expended.

Annex IV – Roster of Courses Offered

Belize Tourism Training Unit

List of Courses Offered

10 North Park Street, BTIA Building

Ph: 227-1410 / 223-4106

Fax: 223-4173

COURSE NAME	COST Per Person	SUBJECT AREAS COVERED AND COURSE DETAILS
Customer Relations	\$200	Customer Service Essentials, Self Assessment, Attitudes & Professionalism, Effective Communication, Handling Complaints & Teamwork. This is a 30 hr. course that is usually conducted over a 5 day period(8:30 a –11:30 am/1:30 pm – 4:30 pm). A minimum of 15 persons per training group is required.
Communications Skills	\$200	Influences on Behavior, The Communication Process, Listening, Non-Verbal Communication, Verbal Communication, Written Communication, Communication Breakdown & Resume & Interviews. This is a 30 hr. course that is usually conducted over a 5 day period (8:30 a – 11:30 am/1:30 pm– 4:30 pm). A minimum of 15 persons per training group is required.
Front Office Operations	\$170	Knowing the Industry, Sectors of the Tourism Industry, The Lodging Industry, The Guest/Customer, Front Office Operations, Reservations, Registration, Ongoing Front Office Operations, Front Office Accounting, The Night Audit, The Audit Process, Check-out & Billing This is a 30 hr. course that is usually conducted over a 5 day period (8:3 am–11:3 am/1:30pm–4:30pm). A minimum of 15 persons per training group is required.
Tourism and Hospitality Marketing	\$325	Principles of Marketing, Marketing Planning, Marketing Mix, Concept of Marketing, The Hospitality Customer, Designing the Product/Service, Differentiation and Segmentation, Market Communication, Marketing Plan. This 45 hr. course is conducted as 3 hr. evening sessions for a total of 15 days (6:00pm–9:00pm). A minimum of 15 persons per training group is required.

Annex IV – Cont'd

Belize Tourism Training Unit
List of Courses Offered
10 North Park Street, BTIA Building
Ph: 227-1410 / 223-4106
Fax: 223-4173

COURSE NAME	COST Per Person	SUBJECT AREAS COVERED AND COURSE DETAILS
<i>Intro. to Dynamic Supervisory Management</i>	\$300	<i>The Millennium Manager's Challenge, Dynamic Leadership For Today's Environment, Empl Development and Performance Management, 21st. Century Service Quality & Empl Relations.</i> <i>This is a 42 hr. course that is conducted as 3 hr. evening session for a total of 14 days (6:00-9:00pm). A minimum of 15 persons per training group is required.</i>
<i>Human Resource Management</i>	\$300	<i>Intro. To Human Resource Management, Recruiting, Interviewing and Hiring, Employment Laws, Job Analysis, Training, Evaluation, Compensation, Benefits, Providing Feedback Cultural Diversity and Occupational Safety.</i> <i>This is a 42 hr. course that is conducted as 3 hrs. evening sessions for a total of 14 day (6:00pm-9:00pm). A minimum of 15 persons per training group is required.</i>
<i>Managerial Accounting</i>	\$300	<i>Intro. To Managerial Accounting, Review of Basic Accounting Concepts and Procedure: Balance Sheet, Income Statement, Statement of Cash Flows, Cost Approaches to Pricing, Operations Budget, Cash Management, Internal Control.</i> <i>This is a 42 hr. course that is conducted as 3 hrs. evening sessions for a total of 14 day (6:00pm-9:00pm). A minimum of 15 persons per training group is required.</i>
<i>Introduction to Computers</i>	\$500	<i>Learn Spreadsheet, Word Processing and Data-base compositions, Recognition of key components on the hardware, Navigate through the various commands in the operating system as well as various software applications.</i> <i>This is a 30 hr. course that is usually conducted over a 5 day period(8:30am -11:30 am/1:30 pm-4:30 pm). A minimum of 15 persons per training group is required.</i>

Annex IV – Cont'd

Belize Tourism Training Unit

List of Courses Offered

10 North Park Street, BTTA Building

Ph: 227-1410 / 223-4106

Fax: 223-4173

COURSE NAME	COST Per Person	SUBJECT AREAS COVERED AND COURSE DETAILS
Housekeeping	\$150	<p>Intro. to Housekeeping, Hygiene & Housekeeping, Principles of Cleaning, Cleaning the Guest Room, Cleaning the Front & Back of House, Floor Cleaning Techniques, Removing Stains, Handling Non-Routine Cleaning, Dealing With Pests, First Aid, Safety & Security.</p> <p>This is a 24 hr. course conducted over a 4 day period consisting of 6 hr. training days. The course runs from 8:30 am – 11:30 am / 1:30 pm – 4:30 pm. A minimum of 15 persons per training group is required.</p>
Bartender's Training	\$250	<p>Service Standards, Procedures & Service Standards, Procedures & Professionalism Expectations, Responsible Service, Product Knowledge, Liquors & Liqueurs, Wine, Beer Procedures of Mixology-guidelines, Glassware and Name Association & Mixology.</p> <p>This course runs for 4 days consisting of 8 hrs. per training session. A minimum of 1 persons per training group is required.</p>
Food and Beverage Service	\$150	<p>Various Types of Meal Service, The Roles and Responsibilities of a Waiter/ Waitress, The Importance of Efficiency and Courtesy in the Dining Room, The Dining Room and Tab. Setup, Reservation and Seating, Taking and Placing Orders, Service Steps, Guest Check and Payment, Sales Techniques, First Aid and Safety.</p> <p>This is a 24 hr. course conducted over a 4 day period consisting of 6 hr. training days. The course runs from 8:30 am – 11:30 am / 1:30 pm – 4:30 pm. A minimum of 15 persons per training group is required.</p>
National Tour Guide Training	\$425	<p>Belize Today, The Tour Guide, Natural History, History & Culture, The World of the Mayan, Field Experience.</p> <p>This is a 166 hr. course taking place within the timeframe of 2 to 3 months. The course usually conducted from 6:00 pm – 9:00 pm from Mondays to Fridays with an occasional Sunday allotted for field experiences.</p>

Annex IV – Cont'd

Belize Tourism Training Unit

List of Courses Offered

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Fax: 223-4173

COURSE NAME	COST Per Person	SUBJECT AREAS COVERED AND COURSE DETAILS
Front Desk Representative Line Level Certification	\$250	The BTTU will be introducing modified AHLA training materials in the line level certification courses in the upcoming summer months. This line of certification caters to all personnel, starting from the front line level to department level, all the way to the top executive level. All these trainings combined create the ultimate level of guest satisfaction and employee professionalism in the hospitality industry.
Reservationists Training Line Level Certification	\$250	
Banquet Server Line Level Certification	\$250	<p>ALL COURSES COVER THE BASIC:</p> <p><i>Introduction, Job Skills, Job Tasks, Job Breakdowns & Skills Validation Areas. The job skills specifies all the basic tasks you must perform. All these tasks are covered in the job breakdown section which consists of:</i></p> <ul style="list-style-type: none"> • A list of equipment and supplies you need to perform the task • The steps you must take to perform the task • How-to's and tips that explain how to perform the steps and give advice on the best way to perform them. <p><i>All hotel personnel needs to develop special skills to perform one's tasks to the best of their ability. Each course is accompanied by a skill book that will be the road map for acquiring the skill you need to succeed in your hospitality position.</i></p>
Restaurant Server Line Level Certification	\$250	
Rooms Line Level Certification	\$250	
Public Space Cleaner Line Level Certification	\$250	