

Ministry of Tourism, Culture and Civil Aviation (MTCCA)

Institutional Assessment Draft Report



Ministry of Tourism,
Culture & Civil Aviation



**Submitted to: Ministry of Tourism, Culture and Civil Aviation
(MTCCA)**

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TABLE OF CONTENTS

I.	Introduction.....	3
	A. Background and Context.....	3
	B. Assignment Terms of Reference (TOR)	4
	C. A Brief Organizational Profile of the MTCCA	5
II.	Methodological Approach	7
	A. Overarching Organizational Assessment Framework.....	7
	B. Data Collection.....	9
	C. Methodological Limitations and Challenges Faced.....	9
III.	Institutional Assessment Results and Main Findings	11
	A. <i>External Environment</i>	11
	(a) Administrative Issues	11
	(b) Legal Issues	11
	(c) Political Issues	12
	(d) Sociocultural Issues	12
	(e) Tourism Stakeholder Issues.....	12
	(f) Technological Issues.....	12
	(g) Ecological/Environmental Issues	13
	B. Organizational Capacity.....	13
	(a) Organizational Structure.....	13
	(b) Assessment of Parent Ministry’s Technical Capacities for Tourism Functions.....	14
	(c) Governance	18
	(i) Assessment of Existing Tourism Public Sector Governance Structure	18

(ii) Assessment of Recommended Tourism Public Sector Governance Structure....	21
References:.....	24
Annexes.....	25
Annex 1: Main Enabling Legislative Statutes Which Govern and Guide the Work of These Various Entities.....	i
Annex 2: Primary Data Collection Schedule.....	iv

LIST OF TABLES

Table 1: Working Definitions of Organizational Performance Variables	7
Table 2: Organizational Responsibility Matrix for Tourism Public Sector Functions	15
Table 3: Parent Ministry Self-Assessment Data Regarding Implementation Effectiveness.....	16

LIST OF FIGURES

Figure 1: MTCCA Organizational Diagram	6
Figure 2: IDRC/UMG Organizational Assessment Model.....	8
Figure 3: Ministry of Tourism, Culture and Civil Aviation Organogram	14

ACRONYMS

BAA	-	Belize Airport Authority
BARS	-	Belize Archives and Records Service
BMA	-	Border Management Agency
BTB	-	Belize Tourism Board
CEO	-	Chief Executive Officer
DCA	-	Department of Civil Aviation
DOE	-	Department of Environment
FTE	-	Full Time Equivalent
GGM	-	Global Governance and Management
GOB	-	Government of Belize
IADB	-	Inter - American Development Bank
IDRC	-	International Development Research
LOE	-	Level of Effort
MFED	-	Ministry of Finance and Economic Development
MTCCA	-	Ministry of Tourism, Culture & Civil Aviation
NICH	-	National Institute of Culture & History
NSTTF	-	National Sustainable Tourism Trust Fund
NSTMP	-	National Sustainable Tourism Master Plan
NTGMP	-	National Tourism Governance Macro Program
PS	-	Permanent Secretary
PSC	-	Public Service Commission
SIB	-	Statistical Institute of Belize
STPII	-	Sustainable Tourism Plan II
TMC	-	Tourism Ministerial Council

TOR - Terms of Reference
UMG - Universalia Management Group

I. INTRODUCTION

A. Background and Context

The Ministry of Tourism, Culture and Civil Aviation (MTCCA) has been tasked with leading on the implementation of the National Sustainable Tourism Master Plan (NSTMP) for Belize. The NSTMP's mandated National Tourism Governance Macro Program (NTGMP) includes a Global Governance and Management (GGM) sub-*program* as one of its four core programs aimed at increasing “the quality standards of the tourism service offering in order to reach international market demand standards and assure sustainable development of tourism economic resources”¹. This sub-program's design intends to develop an integrated, robust and effective governance and management framework for the tourism industry in Belize through a number of specific strategies and associated activities including reshaping the organizational structures and responsibility areas for the various key entities within the tourism governance framework; creating new entities in the framework to assume key emergent strategic governance and management roles and responsibilities and enhancing the representativeness and effectiveness of governance bodies. The MTCCA is identified as the “highest governmental institution leading tourism” in the NSTMP with its core responsibility being “formulating public policies for the tourism sector”² and “to make it happen” in terms of the implementation of the GGM sub-program. It is in this context and in order to optimally assume this execution leadership role, several technical assistance initiatives, including this consultancy, are aimed at identifying organizational competency gaps and providing organizational strengthening deliverables and institutional development tools that will allow the MTCCA to effectively assume its planned role. To this end, the MTCCA commissioned this institutional development consultancy which was conducted by an independent Belizean management and development consultant with experience in organizational development and assessment. This document serves as the institutional assessment report for the Ministry of Tourism, Culture and Civil Aviation (MTCCA).

¹ NSTMP, 2012, p. 1

² NSTMP, 2012, p. 6

B. Assignment Terms of Reference (TOR)

The assigned TOR for the institutional assessment component of the consultancy exercise includes the following:

Main Task: Carry out an analysis of the current organizational framework, principles, policies and tourism-related functions of the MTCCA, in the context of the implementation, coordination and administration of the NSTMP 2030, including capacity of MTCCA.

Specific Activities:

- Assess the institutional capacity to undertake key public tourism-related functions, including:
 - o Information (e.g. research and statistics)
 - o Policy and Planning
 - o Regulation, licensing and control of activities
 - o Quality of products and services
 - o Marketing and Promotion of the industry, including public private partnerships
 - o Socio-environmental management and
 - o Coordination with public, private and civil stakeholders
- Assess the recommended governance structure proposed by the NSTMP, via literature review of the Plan, as well as policy and technical papers available and regional best practices.
- Assess current roles, responsibilities, planned activities, and capacities of the MTCCA, via consultations and literature review, including:
 - o The assessment of current resources, communication protocols, planning process, organizational structure, capacity and functions of the MTCCA.
 - o The assessment of existing governing structures of the tourism public sector.
 - o The assessment of linkages with between the MTCCA and other government entities (national, local) in fulfilling specific functions such as policy (with MFED), information management (SIB), environmental management (DOE and MFSD), etc...

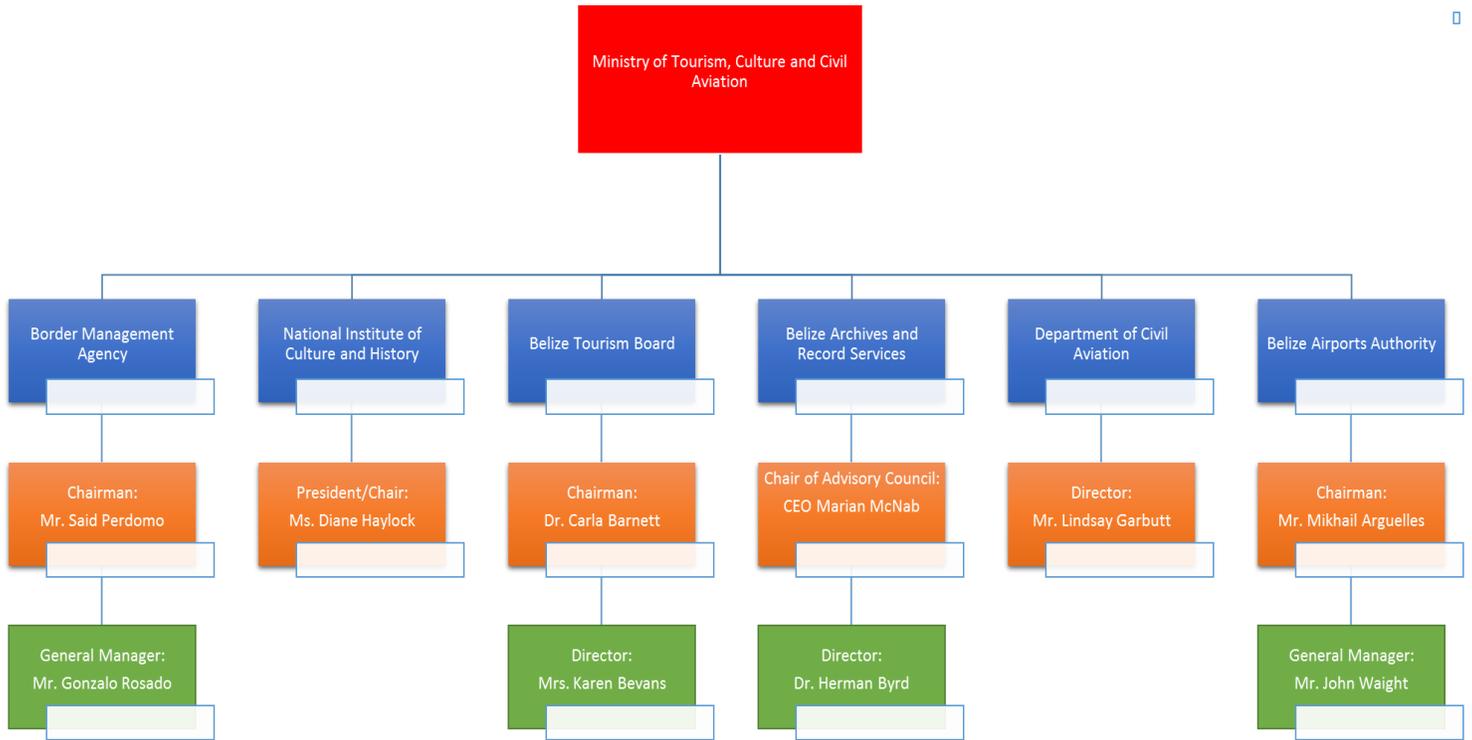
- The assessment of linkages/synergies between the MTCCA and the Public to effectively provide oversight of government policies, legislation, and regulatory frameworks.
- The assessment of the linkages that exist with the Private Sector in the implementation of the NSTMP.
- Identify an institutional map of the tourism public sector, and the MTCCA’s respective mandate, roles and functions, within that model.
- Identify gaps that exist within the MTCCA’s current organizational framework, capacity, roles and functions, as it relates to the implementation of the NSTMP.
- Identify opportunities to strengthen the governance structure in the tourism public sector, the institutional capacity, structure and functions of the MTCCA in relation to its mandate to coordinate the implementation of the NSTMP.
- Develop an Institutional Assessment Report on Findings and Preliminary Recommendations

C. A Brief Organizational Profile of the MTCCA

The MTCCA, as of August 2015, is a substantive ministry within the Government of Belize including the parent ministry headquarters (“Secretariat”), two government departments (Department of Civil Aviation-DCA and the Belize Archives and Records Service-BARS) and four statutory agencies (the Belize Tourist Board-BTB, the National Institute of Culture and History-NICH, Border Management Agency-BMA and the Belize Airports Authority-BAA) (see Figure 1). Annex 1 provides the main enabling legislative statutes which govern and guide the work of these various entities. The parent ministry ‘Secretariat’, which is the focus of this institutional assessment exercise, formally has fifteen employees and is located in Belize City adjacent to the BTB. The MTCCA has overall annual estimated operating budgets of BZ\$2.7 million-BZ\$4.7 million³ while the parent ministry has an annual estimated budget of BZ\$1 million. Unlike other substantive government ministries, there is not an actual statute prescribing the legal mandate of the MTCCA and governing its operations. Below, the report moves to describing and reviewing the methodology employed for the institutional assessment of MTCCA’s parent ministry.

³ Figures are based on budget estimates between fiscal years 2011-2015.

Figure 1: MTCCA Organizational Diagram



II. METHODOLOGICAL APPROACH

A. Overarching Organizational Assessment Framework

The overarching organizational assessment framework that will be utilized as a guiding rubric for this institutional assessment of the MTCCA is the International Development Research Model (IDRC)/Universalia Management Group (UMG) organizational assessment model. The IDRC/UMG model measures organizational performance as an aggregate measure of the entity's effectiveness, efficiency, relevance and financial viability. Table 1 provides the working definitions for these four evaluative variables/criteria.

Table 1: Working Definitions of Organizational Performance Variables

Organizational Performance Variable	Operational Definition
Effectiveness	The degree to which the assessed entity moves toward the attainment of its mission and realizes its goals.
Efficiency	The ability of the evaluated entity to provide its services within an appropriate cost structure.
Relevance	The extent to which the entity adapts to changing contexts and capacities and keeps its vision, mission, goals, interventions and activities agreeable to key stakeholders.
Financial/resource viability	Indicates if the organization's inflow of financial and other key productive resources is greater than its outflow which is an important measure of sustainability and survivability.

The framework incorporates three evaluative spheres including organizational capacity, organizational motivation and the external environment which also have constituent sub-thematic assessment areas that allow for singular and integrated analytical insights to be developed within and across the three spheres. The results of these integrated assessments are then synthesized and analyzed through the evaluative lenses of effectiveness, efficiency; relevance and financial viability (see Figure 2 for a graphical representation of the IDRC/UMG model). Hence, this model allows for a public sector adapted balanced scorecard model approach to be utilized within a wider organizational assessment methodology.

Figure 2: IDRC/UMG Organizational Assessment Model



Source: IDRC, (1999), p. 45

An overarching guiding principle is that state agencies, such as the MTCCA, exist to provide ‘public value’. Therefore, the assessment’s framework design has been adjusted from its non-profit orientation and customized for a fair and accurate evaluation of the MTCCA’s performance in terms of offering public value with regard to its mandate. Overall, the methodological approach, including data collection, was qualitative and inductive in nature

B. Data Collection

Both primary and secondary data and information were gathered and generated for the institutional assessment. Secondary research and data collection were undertaken via a literature and document review including all available programmatic, policy, technical, financial and administrative documents related to the ministry's structure, technical products and academic publications (journal articles and books) on tourism governance. Primary data were generated from key informant interviews, stakeholder surveys, group interviews and focus groups held with internal stakeholders from the MTCCA and external stakeholders from the tourism private sector (see Annex 2 for the primary data collection schedule). Additionally, two stakeholder consultations were held with parent ministry and BTB staff members to sensitize them and make them aware of the TOR of the consultancy exercise and to address any questions or concerns they may have had. Finally, an end of assignment presentation to all stakeholders regarding the overall consultancy's findings, conclusions, recommendations and sharing of components of relevant draft institutional development deliverables which will allow for final consultative input to be gathered and considered.

C. Methodological Limitations and Challenges Faced

Several methodological limitations and challenges were encountered during the execution of the assignment. Firstly, to ideally conduct a comprehensive institutional assessment using the chosen organizational assessment methodology requires a longer execution timeframe than was available for the exercise because of the assessment breadth of the evaluative framework. Secondly, the short execution timeframe was exacerbated by significant logistical challenges in securing confirmations for primary data collection events such as key informant interviews, group interviews and focus groups because of scheduling conflicts and general unavailability of identified potential respondents. Finally, largely due to the specific scope of the assignment's TOR (ability of the parent ministry to lead the implementation of the NSTMP), the important contextual background to the tourism public sector governance in Belize and the existing challenges faced by the governing institutional arrangements in the sector were not adequately provided in the TOR to guide the consultancy's execution. Hence, additional time had to be taken by the consultant to surface the ongoing organizational interactions and dynamics within the tourism public sector governance situation in the country in order to proceed effectively with

the assessment exercise. It is obvious that the assignment's TOR did not ideally undergo a collaborative development process between the MTCCA parent ministry and the BTB which would have allowed the necessary dual assessment focus on both entities in order to get an accurate reflection of the existing organizational capacities and organizational performance levels of the two main tourism-related public sector agencies in the MTCCA⁴. Overall, there is agreement among all internal MTCCA stakeholder groupings that there is a lack of clarity regarding definition and scoping of roles and responsibilities between the parent ministry and the BTB and so this should have been the common starting point for joint TOR development of this consultancy assignment. Next, the report turns to the institutional assessment results and main findings.

⁴ There are two differing perspectives including one view which suggests that the parent ministry is engaging in this consultancy exercise to attempt to get evidence, as done in previous years, for substantive functions and responsibilities to be taken away from the BTB which knew nothing about this consultancy's TOR while there is another view which posits that the BTB was given the opportunity to collaboratively develop the consultancy's TOR but did not capitalize on this and did not endeavor to participate. Overall, it is the considered view of this evaluator that it is technically indefensible to conclude or recommend the substantial modification of the existing division of labour for executing tourism public sector functions without firstly undertaking a comprehensive updated assessment of BTB's organizational performance and then deciding which are the optimal institutional arrangements for tourism public sector governance and management in Belize.

III. INSTITUTIONAL ASSESSMENT RESULTS AND MAIN FINDINGS

The four evaluative spheres provide the main components of the analytical framework for the assessment results and main findings reviewed below.

A. External Environment

Essentially, this report section comments on the key external environmental issues that influence the evaluative context in which the institutional assessment of the MTCCA's parent ministry is being undertaken.

(a) Administrative Issues

From an administrative perspective, the *de facto* closing of the ministry responsible for tourism during the seven year period (2001-2008) and the subsequent decentralization/deconcentration of existing tourism public sector responsibilities to BTB as a parastatal agency essentially created an entrenched consolidation of revenue generation, responsibility, experience, technical knowledge and skills and ultimately institutional gravitas and power within the BTB. The reemergence of the parent ministry in the tourism public sector's institutional landscape has meant it has had to work assiduously to recapture its natural policymaking role, build and rebuild affiliate organizational relationships within and without the ministerial portfolio with other ministries, government departments, statutory agencies, non-governmental organizations (especially membership-supported organizations in the tourism private sector sphere) and key individual "power players" within all these entities. Overall, this has resulted in a tenuous and unclear operating space for this relatively new parent ministry regardless of the organizational performance of BTB as the main statutory agency responsible for tourism public sector activities.

(b) Legal Issues

Related to the administrative role issues noted above and as noted previously, the MTCCA parent ministry does not currently have enacting legislation that gives it a formal legal mandate and which governs its operations. In contrast, the BTB Act provides the parastatal agency with wide and encompassing legal and operational powers including the ability to regulate and tax tourism activities and to develop policies as deemed fit for the tourism industry. This nonexistent legal framework for the parent ministry lies at the core of its relatively weak institutional profile and its uncertain future.

(c) Political Issues

There is an emerging consensus among Belize's political pundits, media figures and the electorate that national general elections will be called early again and most likely will happen in the first half of 2016. Under such circumstances, it is unlikely that the Government of Belize and the ruling political administration would enter a significant restructuring of a substantive government ministry. Additionally, there is strong anecdotal evidence that BTB's organizational performance, both in terms of governance and financial management, has improved over the last fiscal year which will likely further reduce the political will and appetite for substantive changes to the current governing tourism public sector institutional arrangements in the short to medium term.

(d) Sociocultural Issues

Social and cultural issues and links to tourism continue to be important concerns for Belize. Cultural tourism has been identified in the NSTMP as a major tourism product area however various ethnic groups such as the Mayas, Garifuna and Mennonites do not partake heavily in the tourism sector and do not accrue many benefits from the industry. Additionally, tourism activity mostly occurs in specific urban and rural geographic locations and is not evenly dispersed in communities across the country.

(e) Tourism Stakeholder Issues

Belize's tourism sector has traditionally benefited from a relatively strong public-private model of industry governance and a partnership orientation among public, private and non-profit entities in addressing tourism sector challenges. This network governance model, despite occasional and expected challenges, remains the preferred national tourism sector management framework among all stakeholder groups. The planned strengthening of community-based tourism committees in established tourism locales in pending development cooperation activities (e.g. Sustainable Tourism Program II) should further help to bolster local tourism governance capacities.

(f) Technological Issues

Technological advances in electronic communications, transportation technology, energy technology and construction materials have in aggregate positively impacted the tourism industry

globally and in Belize by extension. As a result, tourism promotion and tourism development has happened faster and with more impact than ever before. However, these technologies also allow for the better management of tourism's impacts, both negative and positive.

(g) *Ecological/Environmental Issues*

Since Belize's tourism industry relies to a large extent on its natural resource base, the ecological issues related to the sector remain a critical concern and challenge for the improved future management of this important economic driver. Trying to balance environmental and economic sustainability is an important underlying focus in the implementation of the NSTMP and is going to require strong public sector oversight and leadership in a sector that has multiple stakeholders with competing interests and often varying development approaches.

B. Organizational Capacity

(a) *Organizational Structure*

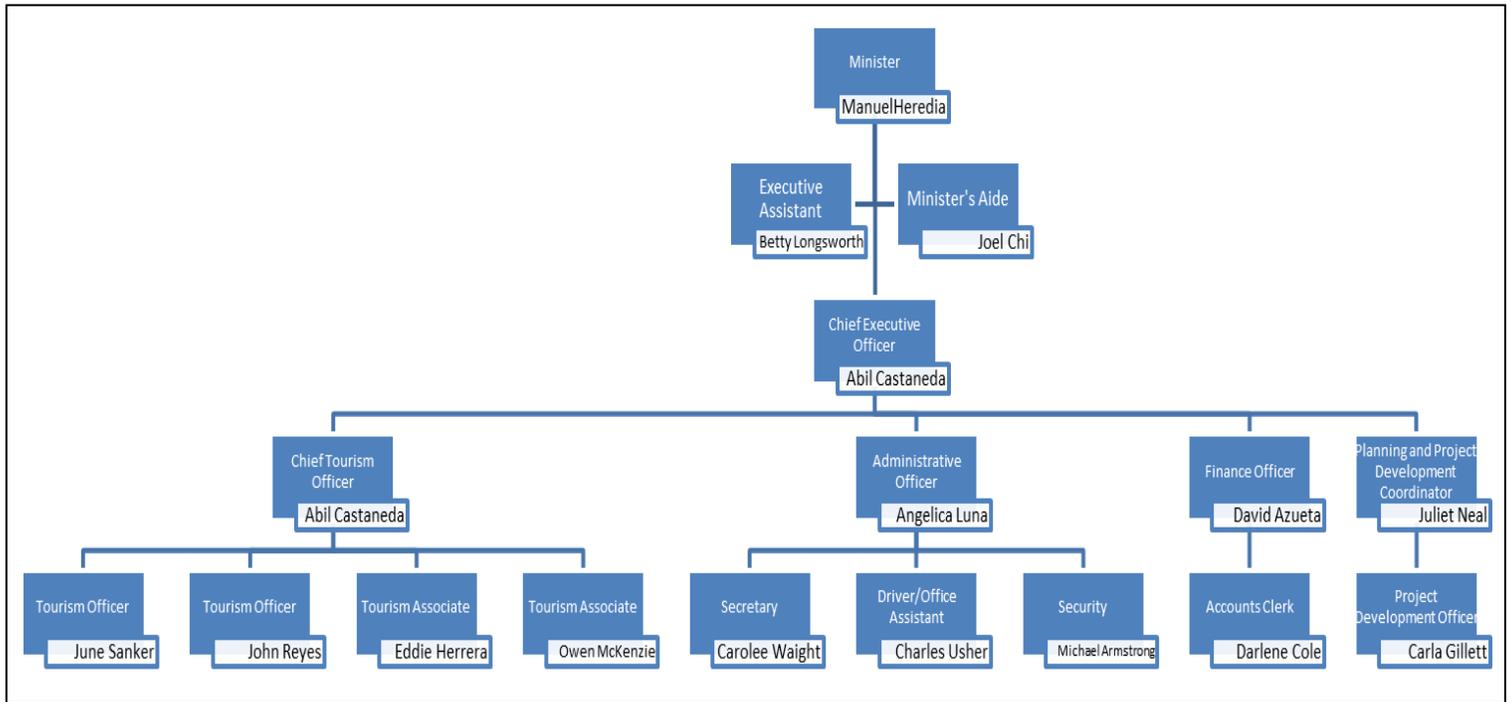
As of the writing of this report (August 2015), the MTCCA, as a discrete operational unit, is currently staffed by thirteen employees occupying twelve different job positions (see Figure 3) including ten regular full-time equivalent (FTE) Government of Belize (GoB) positions⁵, three contractor-based positions⁶ (including two full-time equivalent (FTE) positions and one .8 FTE position) and one full-time equivalent (FTE) internship position⁷. Notably, the two administrative support positions under the Minister (Executive Assistant and Minister's Aide) operate independently of the parent ministry, are not located at the Ministry headquarters and so can be considered to not be operationally included in the parent ministry's work architecture.

⁵ These positions are formally contracted and governed under the rules and oversight guidelines of the Public Service Commission (PSC) of the Government of Belize.

⁶ The remuneration costs for these three positions are cost-shared between the Inter-American Development Bank (IADB) and the Government of Belize.

⁷ These positions are not fully salaried but instead receive a stipend from the MTCCA through its Government of Belize budgetary allocation for the ministry.

Figure 3: Ministry of Tourism, Culture and Civil Aviation Organogram



(b) Assessment of Parent Ministry's Technical Capacities for Tourism Functions

The assignment TOR requires an assessment of the MTCCA's parent ministry's technical implementation capacity to undertake key tourism public sector functions including (1) information (including research and statistics), (2) policy and planning (3) regulation, licensing and control of activities; (4) quality of products and services (5); marketing and promotion of the industry, including public/private partnerships, (6) socio-environmental management and (7) coordination with public, private and civil stakeholders (p.2). However, the assessment revealed that the execution responsibilities for these tourism public sector functions are shared between the parent ministry and the BTB. Table 2 below provides an organizational responsibility categorization matrix for these respective functions. Assigned responsibility coverage is indicated based on both legally prescribed roles and evolved practice for both entities.

Table 2: Organizational Responsibility Matrix for Tourism Public Sector Functions

Tourism Function	MTCCA Parent Ministry	Belize Tourism Board
1. Information (research and statistics)	✓	✓
2. Policy and planning	✓	✓
3. Regulation, licensing and control of activities	✓	✓
4. Quality of products and services		✓
5. Marketing and promotion of the industry, including public/private partnerships		✓
6. Socio-environmental management	✓	
7. Coordination with public, private and civil stakeholders	✓	✓

Based on the above matrix, it can be concluded that the BTB undertakes the majority (86%) of tourism public sector functions (except for socio-economic management) while the parent ministry also executes most (71%) tourism public sector functions and is only notably not involved in quality-related and marketing/promotional activities. It could further be surmised that there may be duplication of roles and responsibilities in the carrying out of these functions since both entities are involved in over half (57%) of the functions. However, the parent ministry's involvement with informational activities is largely restricted to research work on policy processes and product and the work in regulation, licensing and control of activities is a collaborative regulatory review role that has emerged from respective sector practice and is undertaken in conjunction with the primary regulatory agency rather than the parent ministry as the main regulator or licensor. The work in socio-environmental management and stakeholder coordination is primarily being undertaken in the project execution modality under the preparatory work being done for the STPII initiative and are not yet fully institutionalized programmatic activities at the parent ministry. All things considered then, the full depth of activity execution in these major tourism public sector functions is not yet realized for the parent ministry and policy and planning remains the most substantive and involved tourism public sector function that the entity is responsible for. A recent level of effort (LoE) analysis for the

parent ministry revealed that the bulk of the ministry’s work consists of policy integration (50% LoE), policy development (15% LoE), sector coordination (20% LoE) and project development and coordination (15% LoE) activities (Finnetty, p. 4).

In terms of the implementation capacity and organizational performance of the MTCCA parent ministry when undertaking its key tourism public sector functions and other ministerial portfolio policy-related responsibilities, the evaluator utilized organizational self-assessment data and product/deliverable reviews to ascertain the entity’s capacity and performance levels. Table 3 provides the organizational self-assessment data for effectiveness levels in implementing tourism policy development, tourism planning, tourism sector coordination, tourism project development, the implementation coordination of tourism projects, culture policy development and aviation policy development.

Table 3: Parent Ministry Self-Assessment Data Regarding Implementation Effectiveness

How Effective Has MTCCA Been At...	Completely Effective	Very Effective	Somewhat Effective	Very Ineffective	Completely Ineffective	Not Sure
Tourism Policy Development	0%	38%	63%	0%	0%	0%
Tourism Sector Planning	0%	50%	50%	0%	0%	0%
Tourism Sector Coordination	13%	25%	63%	0%	0%	0%
Tourism Project Development	0%	88%	13%	0%	0%	0%
Coordinating The Implementation of Tourism Projects	0%	50%	50%	0%	0%	0%
Culture Policy Development	13%	38%	38%	0%	0%	13%
Civil Aviation Policy Development	0%	25%	50%	0%	0%	25%

With regard to policy development effectiveness, all parent ministry staffers rated the entity as being either very effective (37.5%) or somewhat effective (62.5%) while in terms of tourism planning effectiveness, all parent ministry staffers rated the entity as being either very effective (50%) or somewhat effective (50%). Therefore, the overall organizational self-rating for this tourism function was “effective” with tourism planning being rated slightly higher. The significant amount of tourism policy related work, the existence of a policy development manual and the existence of the NSTMP undoubtedly contributed to the relatively high self-rating. In summary, these final self-rating scores indicate that staffers, as key internal stakeholders of the

parent ministry, view the performance effectiveness of the parent ministry as above average for this responsibility area.

In terms of tourism sector coordination effectiveness, all parent ministry staffers rated the entity as being completely effective (12.5%), very effective (25%) or somewhat effective (62.5%) indicating an above average self-rating score for this tourism function. Recent progress made with establishing and capacitating local tourism committees in established tourism locations throughout the country and the deepened working linkages and relationships forged with tourism private sector actors likely prompted these relatively high self-ratings for this tourism function. With regard to effectiveness in developing and coordinating the implementation of tourism projects, all parent ministry staffers rated the entity as being either very effective (87.5%) or somewhat effective (12.5%) in terms of tourism project development while all parent ministry staffers rated the entity as being either very effective (50%) or somewhat effective (50%) in terms of tourism project implementation coordination. Therefore, the overall organizational self-rating for this particular responsibility area was “effective” with tourism project development rated higher. The successful project proposal development exercises for the STPII and the Taiwanese supported urban heritage tourism project for Belize City amounting to almost BZ\$30 million dollars likely drove higher ratings for the tourism project development function while early implementation delays for ongoing projects likely caused the slightly lower average effectiveness scores for the tourism project implementation coordination function.

In terms of the policy development effectiveness for the other ministerial portfolio areas (culture and civil aviation), parent ministry staffers rated the entity as completely effective (12.5%), very effective (37.5%), somewhat effective (37.5%) and not sure (12.5%) in terms of culture policy development while they rated the ministry as very effective (25%), somewhat effective (50%) and not sure (25%) in terms of civil aviation policy development. Therefore, the overall organizational self-rating for these policy development functions was “effective” with culture policy development receiving a slightly higher self-rating. The completion of a national culture policy led by NICH likely drove the higher self-ratings while the acknowledged challenges of assigned parent ministry staffers having to become knowledgeable and proficient in a technically specific area like civil aviation likely prompted the lower self-ratings for that area.

Unfortunately, no corroborative data were elicited from external stakeholders to verify or disprove these self-rating scores.

(c) Governance

The assessment revealed that there is a critical gap in the tourism public sector's governance framework in that the role for the MTCCA's parent ministry in the implementation of the NSTMP is not clearly indicated in the plan's National Tourism Governance Macro Program (NTGMP). The NTGMP details the various roles of various statutory agencies under the aegis of the MTCCA, projected roles of additional tourism public sector entities that are recommended to be formed under the MTCCA and other statutory bodies under other governmental portfolios whose work is very important to the tourism sector. The absence of an assigned role for the parent ministry is perhaps due to the nascent stage of re-establishment of the MTCCA during the creation of the NSTMP. However, it can also be surmised based on the existing narrative within the NSTMP that the understanding of the plan's developers was that the MTCCA would largely be a skeletal umbrella entity with responsibility for basic coordination of governmental activities related to tourism with the wider state apparatus and that all substantive tourism public sector functions would be executed by the various statutory agencies assigned those functions in the plan. To fully surface and analyze the myriad of critically important analytical issues at hand, the following subsections include firstly, an assessment of the existing tourism public sector governance structure which identifies the wider governmental framework within which the tourism public sector fits and ascertains current strengths and weaknesses and secondly, an assessment of recommended tourism public sector governance structure in the NSTMP is undertaken to identify if these institutional arrangements are suitable and viable considering the possibly revised and expanded governance role of the MTCCA's parent ministry.

(i) Assessment of Existing Tourism Public Sector Governance Structure

At the global level, a review of the tourism public sector literature reveals that there is no universal consensus on best practices regarding how to ideally set up tourism public sector governance models as countries have different and evolving frameworks that are often influenced by ongoing public sector reform processes. Nevertheless, most countries instructively use non-ministry entities to carry out specialized functions in the governmental framework (e.g. tourism marketing and promotion) which may be outside the remit of traditional ministries and

requires unique organizational competencies for sustained success. Presently, there is no existent role definition framework in the national governmental apparatus of Belize which guides how parent ministries and statutory agencies share responsibilities in the public sector. Reviews of the political reform and public sector reform processes and subsequent report volumes also reveal no mention of the role of statutory agencies and commissions and therefore no policy guidance on how the division of labour among parent ministries, government departments, commissions and statutory bodies should occur within ministerial portfolios. This is surprising considering the wide range of important public sector responsibilities and functions such as monetary policy oversight, food safety, investment promotion, country level marketing, border management and cultural sector management that are carried out by statutory bodies in Belize.

The results of the assessment show that the BTB leadership clearly views the respective roles of the parent ministry and the BTB as being the following: the parent ministry provides policy direction and monitoring and the BTB as the statutory agency undertakes implementation of those policy areas via technical functions and activities. Another view that emerged from the assessment data was that statutory agencies are formed to allow the state flexibility in getting desired policies and activities implemented which may be difficult to do through the regular public sector. Interestingly, the assessment data showed that all stakeholders supported the view that statutory agencies need strong external financial and management oversight from the state whether through the parent ministry or whichever central government mechanism it reports to. This was deemed necessary in order for the statutory agency to remain focused on its mission and for transparency and accountability in terms of governance, financial management and human resources management practices.

As mentioned previously, the seven year hiatus of the MTCCA's parent ministry from the tourism public sector institutional landscape and resultant institutional strengthening of the BTB in terms of its legal authority based on the revised BTB Act, its taxation/revenue generating capacity and its programmatic and primary operational responsibility for many tourism public sector functions, have in confluence created a difficult operating "space" for the re-emergent parent ministry. The assessment surfaced an existing organizational role conflict narrative which has two main contrasting views regarding the current situational roles of the parent ministry and BTB within the present tourism public sector governance framework. The first view essentially

considers the BTB as having too many roles and responsibilities in the tourism sector which result in conflicts of interest by default and allowing excessive power to be consolidated which seems to exceed its statutory agency status. The second view considers the MTCCA's parent ministry as an entity that is inherently part of a bureaucratic governmental system and therefore cannot adequately respond and lead a dynamic private sector driven economic development sub-sector such as tourism. However, the assessment results indicate that the policy development sphere is viewed by all stakeholders as the natural domain of the MTCCA parent ministry and there is an expectation that it should fulfill this role to the utmost. As such, the optimizing of the policy development role function emerged as the most potentially impactful area of focus for the revised organizational design of the parent ministry moving into the future.

At present, the BTB has assumed the clear leadership role within the tourism public sector governance structure in Belize. As noted in the responsibility matrix above (Table 2) the BTB has substantive responsibility for the majority of the tourism public sector functions in Belize. The MTCCA parent ministry has a narrower sphere of responsibility coverage and within several of the tourism public sector functions it is involved in, the ministry is not fully engaged in all aspects of those functions and they are often not fully developed programmatic activities. The absence of governing legislation that provides a legal mandate for the work of the parent ministry is central point of weakness for the entity as it attempts to further evolve into a substantive leadership position within the tourism public sector governance framework. Reflectively, the assessment revealed that the MTCCA parent ministry views and refers to itself internally as a coordinating "Secretariat" for the overall ministerial portfolio. While this is a necessary and laudable role, unless this role can over time substantially improve current technical roles and assume other substantive operational roles, the parent ministry's "Secretariat" function may likely be considered by all stakeholders as a hybrid administrative coordination and intermediate level policy development facilitator that relies on basic policy research activity and collaborative inter-ministerial policy discussion spaces to broker workable policy solutions and accompanying legislation. This scenario can undoubtedly provide the MTCCA parent ministry the organizational role space and goodwill from other partner agencies that would allow the entity to lead the early implementation of the NSTMP in the short to medium term where the implementation focus is on mainly consensually agreed upon mid to low level strategic and tactical goals and objectives with their commensurate share of possible "low hanging fruit" and

“early wins” in both the policy and operational arenas. However, leading the NSTMP implementation in terms of the achievement of more high level strategic goals and objectives is likely to be far more difficult for the MTCCA parent ministry if it doesn’t have a substantive leadership role in the tourism public sector governance framework that is premised on several key critical traditional and emergent responsibility areas. These include (1) providing high level tourism sector policy development that is multidisciplinary in nature and offers the requisite policy guidance not only for the tourism industry itself but also the other sectors and industries that interact with and share impact dynamics with tourism; (2) engaging in robust tourism sector monitoring, evaluation and knowledge management activities that feed into policy analysis and development and indicate the tourism sector’s contribution to and impact on national development in Belize and (3) managing a comprehensive tourism stakeholder framework that allows constant engagement and provision of feedback loops with stakeholder groupings ranging from ranking members of the political directorate to community tourism practitioners and tourists.

(ii) Assessment of Recommended Tourism Public Sector Governance Structure

The NTGMP proposed the following core institutional arrangements which would form an integrated tourism governance system for Belize. Firstly, the MTCCA would be responsible for formulating public policies for the tourism sector. Secondly, the BTB would be granted enhanced responsibility coverage related to both new and existing functions including product development (new), fundraising (new), quality enhancement (existing), marketing (existing) and industry relations (existing). Thirdly, a new proposed entity identified as the National Sustainable Tourism Trust Fund (NSTTF) would be established to undertake master planning (including land use and physical planning) in designated tourism zones nationally and to identify and allocate economic investments based on the specific individual strategic tourism destination development plans and models for particular tourism locations. Fourthly, it is proposed that a Tourism Ministerial Council (TMC), a high level body with both advisory and decision-making powers and comprised of ministers holding portfolios that have an impact on tourism in Belize, be formed to prompt the policy commitments of these ministerial portfolios and to align policies and resources in a coherent manner. Fifth, the NTGMP suggests that the BTB’s Board of Directors structure should be reconfigured to increase the representation of public sector and civil society constituencies and have even levels of representation from the private sector and

these other two groupings. Finally, supporting entities such as the Belize Trade and Investment Services Ltd. (BELTRAIDE), the country's national investment promotion agency which is a parastatal or statutory agency under the Ministry of Foreign Trade, Investment and Consumer Protection (MFTICP), would be tasked to undertake investment attraction campaigns to secure foreign direct investment (FDI) for tourism projects identified and scoped by the BTB and NSTFF.

Several key evaluative assertions are offered below in response to this proposed tourism governance structure within the NTGMP. Firstly, it is laudably concluded that the overall conceptual premises of the proposed structure and the suggested governance and programmatic roles of the various entities within the framework are essentially technically sound. Secondly however, it is asserted that the NSTMP and NTGMP developers did not fully appreciate and/or identify the critically important institutional development context and wider political context within which the master plan would be implemented. Thirdly, it is posited that the parent ministry's role needs to be further developed and elaborated beyond "formulating public policies for the tourism sector" and needs to focus on how to capacitate the entity to engage in a robust policy research-analysis-communication-facilitation programmatic cycle so that it can synergistically provide a leadership role in the NSTMP's implementation. Fourthly, suggesting widened and deepened responsibility coverage for the BTB definitely assists in closing notable technical gaps in key tourism public sector functions such as product development and market segmentation. Fifth, due to strong anecdotal evidence that the state is not interested in creating any new statutory agencies and the fact that the MTCCA already has a relatively large number of statutory agencies within such a small ministry, it is concluded that it is highly unlikely that there will be the political will to create the NSTTF in the short to medium term. Sixth, while the suggestion to re-establish the TMC as a new manifestation of the National Tourism Council (NTC) is a worthy idea, it is believed that the proposal to have the TMC dually assume both advisory and decision-making roles would not be optimal and would likely create additional governance challenges in an already crowded institutional landscape. Seventh, it is asserted that there will be minimal interest and political will from the BTB to restructure its board governance structure as the current arrangements allow the sitting Minister of Tourism to appoint key industry players with knowledge and experience to the Board. As long as there are ongoing governance and management improvements at the BTB which result in reduced negative

publicity and the overall health of the industry remains good, the current governance structure at the BTB will continue to reflect the public-private partnership and network governance model that the Belizean tourism industry has valued. Finally, the inclusion of supporting and peripheral agencies and organizations in the tourism governance model is important for widening the sectoral linkages necessary for expanded tourism growth and corresponding effective management. Overall, the proposed tourism governance model offered by the NTGMP has some potentially effective elements and components while other aspects and indicative organizational roles, while well-intentioned, are likely not to be politically and/or economically feasible.

REFERENCES:

International Development Research Centre (IDRC) (1999). Enhancing Organizational Performance: A Toolbox for Self-Assessment. Ottawa, pp. 129.

ANNEXES

Annex 1: Main Enabling Legislative Statutes Which Govern and Guide the Work of These Various Entities

Ministry of Tourism, Culture and Civil Aviation				
Name of Legislation	Type of Work (Creation, Revision of Current Laws, Amendment, Repeal)	Objective of Work	Description of Work	Status of Work
National Tourism Act	Creation	Enabling Act for Ministry of Tourism, and for execution of the National Sustainable Tourism Master Plan	Based on the National Sustainable Tourism Master Plan, the Ministry is responsible to develop the proper legal framework to implement the strategies recommended by the plan. Of importance is the enhancement of governance and oversight of the industry, including the establishment of a National Ministerial Tourism Council, and the creation of an enabling act for the Ministry of Tourism. This work will include revision of the Belize National Tourism Council Act, Chapter 276, and Laws of Belize, as well as a full review of the current legal framework for Tourism.	Pending re-submittal to Cabinet on Assessment and Justification
Belize Tourism Board				
Name of Legislation	Type of Work (Creation, Amendment, Repeal)	Objective of Work	Description of Work	Status of Work
Belize Tourism Board Act, Chapter 275, Subsidiary Laws (Belize Tourism Board-Tour Guide Regulations)	Amendment	To enhance the provisions in the Tour Guide Regulations that will assist in the control and management of Tour Guides in Belize, and to reflect current initiatives to re-vamp the current Tour Guide Training and Management schemes at the Belize Tourism Board	Currently, the Belize Tourism Board faces constant issues in terms of the following areas: Interpretation of Definitions within the regulation; Standards of Operations of Tour Guides, including Duty and Functions of License Holders, Codes of Conduct, Classification of Tour Guides and Tour Activities; Roles, functions, and authority of the Tour Guide Committee; General administration of Tour Guide Licenses, including eligibility to become a Tour Guide, documentation required during licensing process, and granting of Provisional License, other requirements for licensing of a Tour Guide; Penalties and Offences.	Pending Approval at BTB Board
Belize Tourism Board Act, Chapter 275, Subsidiary Laws (Belize Tourism Board-Tour Operators Regulations)	Amendment	To enhance the provisions in the Tour Operators Regulations that will assist in the control and management of Tour Operators in Belize. To reflect the recently developed Tour Operator Classification System within the provisions of these Regulations, including establishment of Minimum Standards for Tour Operators	Currently, the Belize Tourism Board would like to propose a revision of the following areas of the regulations: Revision of Definition of terms (specifically Land-based Tour, and Marine Tours); Roles, functions, and authority of the Tour Operators Committee; Standards of Operations of Tour Operators, including Duty and Functions of License Holders, Codes of Conduct, Classification of Tour Operators; Guest to Guide Ratio (Land and Marine); Insurance Requirements for Land and Marine Tours; Establishment of Minimum Standards for Tour Operators based on the Classification System; Fee Structure for application and licensing process for Tour Operators; General administration of Tour Operators Licenses, including eligibility to become a Tour Operator, documentation required during licensing process, and granting of Provisional License, other requirements for licensing of a Tour Operator; Penalties and Offences.	Pending Approval of BTB Board
Belize Tourism Board Act, Chapter 275	Amendment	To amend the BTB Act to improve the Governance capacity of the Belize Tourism Board	The Belize Tourism Board, would like to propose an amendment to the BTB Act, in order to provide changes to the composition of the Board of Directors of the BTB.	Pending Approval from BTB Board (Belize Tourism Board has a draft Amendment)

National Institute of Culture and History

Name of Legislation	Type of Work (Creation, Amendment, Repeal)	Objective of Work	Description of Work	Status of Work
National Institute of Culture and History Act, Chapter 331 of the Laws of Belize.	Amendment	To revise the current NICH Act, to strengthen the capacity and scope of NICH's management and administration over the country's cultural heritage.	The National Institute of Culture and History, based on a strategic analysis of its Governance Structure, proposes the following amendments to the NICH ACT:	Pending
		To revise the current NICH Act, to improve Governance of NICH.	The removal of all references to the "Minister of Tourism" from the Act, and replacement with the "Minister responsible for Culture".	
			The removal of all references to "Divisions" in the NICH Act and replacement with "Organizations"	
			The removal of all text, language or phrase from the Act which suggests or implies a direct line of communication between the Minister and Directors of Organizations of NICH, and replace with text to illustrate hierarchy between the Minister and the Board, the Board and the President, then the President and the Directors of NICH Organizations.	
			Amendments to the provisions of the Act to ensure that the hiring/contracting of the Directors of the "Organizations" of NICH (including the NICH Administrator), should be done by the Board on the recommendation of the President, including approvals of all salaries and compensation packages. This will include removal of the "Minister's" legal role in this administrative process.	
			The restructuring of the representation on the NICH Board of Directors to include: 1 representative of the town councils to be selected on a rotational basis, 1 representative from the Belize City Council, 1 representative from the Belmopan City Council, 1 representative of NAVCO, 1 representative of culture-based NGOs, 1 prominent 'cultural ambassador', and 1 'historical ambassador' to be selected by the Minister responsible for Culture; the Chief Executive Officer of the Ministry of Tourism and Culture; and, the President of NICH (Total of 9 members).	
			The establishment of a Technical Advisory Committee under the Act to provide technical and objective advice to the Board. It is recommended that this committee be comprised of the: Director of Institute of Archaeology; Director of Institute of Social and Cultural Institute; Director of Institute of Creative Arts; Director of the Museum of Belize; 1 Representative from the University of Belize; 1 Technical representative from the a cultural NGO; 1 technical representative from a historical NGO; 1 Tourism Specialist (specialized in Destination Planning and Management or in Heritage Management); and, 1 international expert in culture and history. (A total of 9 Members) This Technical Advisory Committee, will be responsible for giving the recommendation on all technical, cultural, and historical licenses, permits and revocations, including compensation and rewards for all ancient monument or antiquity, and declaration of reserves.	
			To amend the Act, to reflect that the Director of the ISCR is exercising delegated authority by the President and the Board, in Section 75.	
			Make amendments to address the terms and conditions of tourism use at archaeological reserves, including when tourism use is allowable and when it is not.	
	To amend the fines and penalties prescribed in the Offences and Penalties Section of the Act to provide for a more effective deterrent to the destruction of Archaeological Assets protected on the NICH Act.			

Belize Archives and Records Services				
Name of Legislation	Type of Work (Creation, Amendment, Repeal)	Objective of Work	Description of Work	Status of Work
Belize Archives Act Chapter 333 of the Laws of eBelize	Amendment	---	Assist public offices and other institutions to follow good record keeping practices.	---
			Establish and implement procedures for the timely disposal of records of no continuing value to the Belize Archives and Records Service	
			Promote the historical, cultural and literary value of records and archives through exhibitions	
Department of Civil Aviation				
Name of Legislation	Type of Work (Creation, Amendment, Repeal)	Objective of Work	Description of Work	Status of Work
Civil Aviation Authority Act	Creation/ Amendment (Civil Aviation Act and Belize Airports Authority Act)	Restructuring of the Institutional Arrangements for the Aviation Public Sector	Pending Technical Proposal on restructuring of the Civil Aviation Public Sector, and establishment of a Civil Aviation Authority.	Pending Internal Proposal
Belize Airports Authority				
Name of Legislation	Type of Work (Creation, Amendment, Repeal)	Objective of Work	Description of Work	Status of Work
Belize Airports Authority (Regulations)	Amendment of Regulations	Amendments of the Passenger User Fee (\$6.00) and on per-leg basis	Amend the Passenger User Fee from \$5.00 to \$6.00.	Completed
			Amend the Passenger User Fee to be levied on a per-leg basis.	May-15

Annex 2: Primary Data Collection Schedule

Names of Participants for Interviews/Focus Groups in MTCCA IA Assignment							
Data Source	Who and Sample Size	Possible Participant Names	Date	Time	Place	Status	
High Level Focus Group- Tourism Public Sector	Former and present key decision makers (politicians and top executives) in the tourism public sector						
HLFG1	Present and former Ministers and CEOs in the tourism public sector (n=8-10)	Ministers					
		Manuel Heredia					Not Scheduled
		Glenn Godfrey					Not Scheduled
		Henry Young					Not Scheduled
		Mark Espat	28th July, 2015			Done via telephone/email	Completed
		Godfrey Smith					Not Scheduled
		PS's/CEO's					
		Tracy Panton					Not Scheduled
		Michael Singh	14th August, 2015		11:00am (tentative)		Awaiting confirmation
		Valerie Woods					Not Scheduled
		Lindsay Garbutt	14th August, 2015		14:00	Civil Aviation Office (PGIA)	Confirmed
Dion Pascascio					Not Scheduled		
High Level Focus Group- Public Sector Ministries Impacting Tourism	Current key decision makers (politicians and top executives) in the public sector whose portfolios impact tourism						
HLFG2	Current Ministers and CEOs in top six related ministerial portfolios (n=8-10)	Minister of Labour, Local Government and Immigration: Godwin Hulse,	14th July 2015	3:00pm	BEST Conference Room	Postponed	
		Acting CEO: Edmund Zuniga	14th July 2015	3:00pm	BEST Conference Room	Postponed	
		Minister of Forestry, Fisheries and Sustainable Development: Lisel Alamilla	14th July 2015	3:00pm	BEST Conference Room	Postponed	
		CEO: Adele Sanchez	14th July 2015	3:00pm	BEST Conference Room	Postponed	
		Minister of Natural Resources and Agriculture: Gaspar Vega	14th July 2015	3:00pm	BEST Conference Room	Postponed	
		CEO: Sharon Ramclam	14th July 2015	3:00pm	BEST Conference Room	Postponed	
		Ministry of Works and Transport: Rene Montero and (optional) Edmond Castro (Minister of State for Transport)	14th July 2015	3:00pm	BEST Conference Room	Postponed	
		CEO: Errol Gentle	14th July 2015	3:00pm	BEST Conference Room	Postponed	

		Minister of Trade, Investment and Consumer Protection: Erwin Contreras	14th July 2015	3:00pm	BEST Conference Room	Postponed
		CEO: Michael Singh	14th July 2015	3:00pm	BEST Conference Room	Postponed
		Ministry of Economic Development: Prime Minister Dean Barrow and (optional) Santiago Castillo (Minister of State for Economic Development)	14th July 2015	3:00pm	BEST Conference Room	Postponed
		CEO OPM: Audrey Wallace	14th July 2015	3:00pm	BEST Conference Room	Postponed
		CEO MED: Yvonne Hyde	14th July 2015	3:00pm	BEST Conference Room	Postponed
Focus Group-Tourism Private Sector	Current leadership of key tourism private sector membership supported organizations					
FG1	Existing chairpersons of BTIA, BHA and BTOA national and district chapters (n=8-10)	BTIA Chairperson: Osmany Salas	13th August, 2015	2:30pm	BTIA Conference Room	Confirmed to be done via Skype
		BHA President: Mrs. Leisa Carr- Caceres	13th August, 2015	2:30pm	BTIA Conference Room	Awaiting confirmation
		Doug Thompson	13th August, 2015	2:30pm	BTIA Conference Room	Confirmed
		John Burgos	13th August, 2015	2:30pm	BTIA Conference Room	Confirmed
		Valerie Woods	13th August, 2015	2:30pm	BTIA Conference Room	Not attending
		Stewart Krohn	13th August, 2015	2:30pm	BTIA Conference Room	Not attending
		Jim Scott	13th August, 2015	2:30pm	BTIA Conference Room	Not attending
		Stacy Badillo	13th August, 2015	2:30pm	BTIA Conference Room	Confirmed
Group Interviews	Former and present key decision makers (politicians and top executives) in the tourism public sector					
Group Interviews-Senior Departmental Managers	Top departmental managers from the Core Ministry and BTB					
	Senior Officers of Ministry (n=4)					
GI1		Abil Castaneda	7th July, 2015	2:00pm	MTO Office	Completed
		Juliet Neal	7th July, 2015	2:00pm	MTO Office	Completed
		David Azueta	7th July, 2015	2:00pm	MTO Office	Completed
		Angelica Luna	7th July, 2015	2:00pm	MTO Office	Completed
	Senior Managers of BTB (n=7)					
GI2		Valdemar Andrade	28th July, 2015	11:00pm	BTB Conference Room	Completed
		Javier Paradez	28th July, 2015	11:00pm	BTB Conference Room	Completed
		Karen Pike	28th July, 2015	11:00pm	BTB Conference Room	Completed
		Orlando Azueta	28th July, 2015	11:00pm	BTB Conference Room	Completed
		Sophia Paz	28th July, 2015	11:00pm	BTB Conference Room	Completed

GI3	Executive Leaders of other MTCCA Statutory Agencies (n=4)	NICH Executive Chairperson- Diane Haylock	16th July 2015	03:30 PM	Diane Haylock's Office - Albert Street - upstairs of the NHI Clinic	Completed
		Border Management Agency- Mr. Gonzalo Rosado	14th July 2015	10:00 AM	MTO Office	Completed
		Belize Airports Authority- Mr. John Wright	14th July 2015	10:00 AM	MTO Office	Completed
		Belize Archives and Records Service-Dr. Herman Byrd	14th August, 2015	2:00PM	Civil Aviation Office (PGIA)	
Group Interview-High level former political leaders	High level former political leaders					
GI4 (optional)	Former Prime Ministers (n=2)					
		Rt. Hon. Sir Manuel Esquivel				Not scheduled/Cancelled
		Rt. Hon. Said Musa				Not scheduled/Cancelled
Group Interview-Key Tourism Agency Board	Key BTB Board Leaders					
GI4	Former BTB Board Chairs					
		Santiago Castillo				Cancelled
		Gach Guerrero				Cancelled
		Ian Lizarraga				Cancelled
GI5 (optional)	Last two former Directors of Tourism					
		Mrs. Laura Frampton				Cancelled
		Ms. Seleni Matus				Cancelled
Key Informant Interviews	Current and former key decision makers (politicians and top executives) in the tourism public sector					
KII1	Minister of Tourism	Hon. Manuel Heredia Jr.	10th July, 2015 (postponed) 14th August, 2015	9:00am	Belize Tourism Board office (Belize City) Belize Tourism Board's Office (San Pedro)	Confirmed
KII2	(Acting) CEO of MTCCA	Mr. Abil Castaneda				Not Scheduled
KII3	Chairperson of BTB	Dr. Carla Barnett	23rd, July, 2015	9:00am	Belize Tourism Board's office	Completed
KII4	Director of Tourism-BTB	Mrs. Karen Bevans	23rd, July, 2015	4:00pm	Belize Tourism Board's office	Completed
KII5	Immediate Former CEO of Tourism	Mrs. Tracy Taegar-Panton	29th July, 2015	10:00am	Mrs. Panton's office located at #56 Regent Street	Completed
KII6	Former Chief Tourism Officer	Mr. Yashin Dujon	10th July, 2015	2:30pm	MOT Office	Completed