

Action Plan

FY 1990-1991

RWANDA

BEST AVAILABLE

MAY 1989



Agency for International Development
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USAID/RWANDA FY 1990-1991 ACTION PLAN

TABLE OF CONTENTS

I.	A Review of Progress in Achieving A.I.D.'s Strategic Objectives.....	1
	A. Program Impact Assessment.....	1-3
	B. Implications for Future Program Action.....	3-4
	1. Planning Levels.....	4-5
	2. Policy Environment and Potential for Enterprise Development.....	5-7
II.	Strategic Objectives, Targets and Benchmarks for Next Two Year Period	
	1. Reduced Fertility Rate.....	7-9
	2. Farmers Use Improved Agricultural Technologies and Practices in Highland Areas.....	9-11
	3. More Effective Resource Allocation and Agricultural Policy Formulation by the GOR.....	11-12
	4. Protection of Rwanda's Natural Resource Base.....	12-14
	5. Increased Private Sector Economic Growth in the Rural Area and Increased Off-Farm Employment.....	14-17
III.	Mission Management, Monitoring and Coordination Activities	
	A. Resource Management: Plans and Issues.....	17-20
	B. Tracking and Performance Evaluation.....	20-21
	C. Coordination with Donors.....	21-23
	D. Special Issues/Considerations.....	23-24
IV.	Attachment	

Draft Objective Tree of the USAID/Rwanda Program in 1989

U.S.A.I.D./RWANDA FY 1990-91 ACTION PLAN

I. A Review of Progress in Achieving A.I.D.'s Strategic Objectives

A. Program Impact Assessment

The Strategic Objectives as approved in the USAID/Rwanda Action Plan in the FY 1988 Annual Budget Submission, restated in the FY 1990 Annual Budget Submission Action Plan and Strategy Recap, and redefined in February 1989 are:

- Sustained Broad-Based Increase in Per Capita Income in the Rural Areas thru
- Reduced Fertility Rate
- Sustained Increase of Agricultural Production
 - Increased Private Sector Economic Growth in the Rural Areas and Increased Productive Off-Farm Employment

The relationships between these Strategic Objectives become evident when one casts them as an equation:

$$Y = \frac{b}{a}$$

where Y is Sustained Broad-Based Increase in Rural Per Capita Income

a is reduction in fertility rate

b is increased agricultural production

It thus becomes clear that a decrease in the rate of growth of a and an increase in the rate of growth of b, should, over time, if reasonable assumptions hold, yield increased and sustainable rural per capita income. We will use the private sector as a mechanism to increase rural incomes.

An update of USAID/Rwanda's assessment of program impact since submission of the Action Plan in May 1987 follows:

1. Program Development:

Over the past nine months, we have carefully reviewed the USAID/Rwanda program and established effective relationships with the Government of Rwanda, USAID-funded contractors, and international donors. To help us formulate our assistance strategy for reducing underemployment and unemployment, which are crucial to achieving our overall program goal of "sustained broad-base increase in rural per capita income", we sought external assistance. The management consulting firm which originally developed the various programming tools was asked to return. The consultants held a two-day workshop in late February, which was attended by USAID program and project staff - both American and Foreign Service Nationals, GOR representatives and A.I.D.-funded contractors. The purpose of this workshop was to refine and/or revise the monitoring and programming tools developed under a previous consultancy. The key management questions which we reassessed included: a) Are the key constraints

(institutional and policy) to generating rural employment still the same? b) Does the current project portfolio adequately address the program target of increasing rural income? c) Is the Mission making adequate progress in achieving its Action Plan targets? d) What information do we need to monitor progress and how do we obtain it?

The workshop concentrated on development and refinement of the Objective Tree (attached) and Logical Framework as planning tools and their direct application to the USAID/Rwanda portfolio. Through active discussion and rigorous reassessment of the USAID program, the workshop has resulted in substantial revisions of the USAID program targets and benchmarks.

2. Reduce the Fertility Rate:

To date, our impact on reducing the fertility rate, which is presently 8.6 percent, has been minimal. The present annual population growth rate is estimated at 3.7 percent. Prior to the creation of the National Office of Population's (ONAPO) in 1981, there was no official Government family planning policy or program. Over the past eight years, ONAPO has established itself as an institutional presence tasked to articulate the GOR national family planning strategy. It has also sensitized Rwandans to the need for family planning services and acts as the coordinator for delivery of such services. The GOR contribution to ONAPO's recurrent costs increased from approximately \$5,325,000 in 1984 to approximately \$9,870,000 in 1987. Of 184 planned health centers, 130 were established. In a 1983 survey, 85 percent of respondents were aware of ONAPO's existence, 40% of the women said they wanted contraceptives, while 20% of the women and 34% of the men interviewed said they wanted no more children. Thus family planning awareness is high. On the other hand, actual use of modern methods of contraception is only 4%. A major institutional constraint to increasing the number of family planning acceptors has been the lack of coordination among institutions which deliver family planning services, including ONAPO, the Ministry of Health (MOH) and various PVOs and church-run family planning programs. Under the upcoming Family Planning II Project (696-0128), which is scheduled to be designed in April-May 1989, USAID will seek to increase family planning coverage and reduce unit costs of service delivery by improving the effectiveness of ONAPO and providing alternatives for distributing family planning information and supplies.

3. Raising Rural Incomes:

An assessment of our program impact over the last Action Plan period, indicates that implementation of our numerator/denominator equation has had mixed success. Progress under the numerator, to increase sustained agricultural production on a natural resources base, is, for the most part, being met. The Fish Culture Project (696-0112) has become a viable and economically attractive agricultural activity. The Ruhengeri Resources Analysis and Management Project (RRAM) (698-0427) has expanded soil conservation technology and has served as a catalyst for the GOR to preserve its scarce land base. The CARE-Gituza Forestry Project (698-0502.96), and the former Communal Afforestation Project (698-0424.01), while raising production and productivity, will require a far longer period for economic return and rural employment generation. On the other hand, the Farming Systems Research Project (696-0110) is not yet to the point of generating

significant research breakthroughs available for farmers' fields. Additional new generated technologies through our agriculture projects will improve productivity in such a manner that farmers will have harvest surpluses to be sold on the local markets. Statistical data from the Agricultural Surveys and Policy Analysis (ASPAP) Project will provide the GOR with planning tools to formulate agricultural policies designed to help farmers to better program public sector investments.

Our efforts to make an impact in increasing rural income using the denominator, reduced fertility rate, has been somewhat disappointing. Because of unanticipated differences between USAID and the National Office of Population (ONAPO) in defining the private sector for the follow-on Family Planning II Project (696-0128), we were unable to obligate the project in FY 1988. As a result, we lost some momentum in trying to meet this objective. We anticipate increased momentum upon redesign and obligation of phase II within a few months.

In using the private sector as a means to increase rural per capita incomes, we have made good progress. Our program objective, to generate rural employment, and our continuous policy dialogue with the GOR under the PRIME Program (696-0127), have resulted in a series of GOR policy changes favorable to the private sector, including a redirection from privatization of state-owned enterprises to emphasizing small and medium enterprises (SME). The 1987 evaluation of the PRIME Project noted that while Rwanda had made some progress in privatizing parastatals, much more remained to be done. A series of studies have been completed, which have been well received by the GOR and donor community. The second tranche of PRIME funding has been programmed, a financial audit is scheduled to be conducted in May 1989, and USAID and the GOR are discussing conditionality prior to release of the third tranche.

The Cooperative Training Project (696-0122) and the Private Enterprise Development Project (696-0121) have provided training and assistance to coops and agri-businesses to augment their business and managerial skills. One of the main constraints, however, in increasing rural incomes is the lack of qualified and skilled human resources. We plan to use our Human Resources Development Assistance (HRDA) Project, which commenced in late FY 1988, to supplement skills training provided under projects. In particular, we will emphasize in-country seminars to give Rwandans the opportunities to become productive members in their economy.

B. Implications for Future Program Action

A principal conclusion of the USAID Internal Review Workshop held in February was that our current program, as designed, is only partially meeting the goal of the A.I.D. development program. This goal was redefined as Sustained Broad-based Increase in Per Capita Income in the Rural Areas. To achieve this overall program goal, we will have to focus on three interrelated problem areas using the same equation formula shown on page one: $Y = \frac{b}{a}$

Progress in any of these areas will be conditioned by key institutional and sector policy reforms, which may help or retard, the efforts of Rwandans to reap significant social and economic returns. Our project objectives will be

redefined as we go along in order to meet this agreed goal. We will work closely with the GOR to help ensure the necessary resources, both human and financial, are channeled towards achieving our stated objectives. Our portfolio may be broadly classified into two program categories: one focusing on the demand side by boosting economic growth in the private sector, and the other on the supply side by increasing agricultural production and productivity in the rural areas. Our supply side program will continue to focus on activities which will increase agricultural production while conserving a natural resources base, reduce population growth and increase the pool of trained and skilled people:

Increased agricultural production and productivity:

- o Farming Systems Research Project (FSRP)
- o Natural Resources Management (NRM) Project
- o Family Planning II Project
- o Human Resources Development Assistance (HRDA) Project
- o Agricultural Surveys and Policy Analysis (ASPAP) Project

Increased rural per capita income through demand side activities over the next two years will be directed to stimulating rural employment by assisting small and medium enterprises such as coops and agribusinesses:

Increased employment and economic growth:

- o Rural Enterprise Development (RED) - Cooperative Training and Private Enterprise Development Projects will be subsumed under this project in FY 90.
- o PRIME

1. Planning levels:

Development Fund for Africa (DFA) program resources are our only source of funds. In conformity with DFA requirements, we will use performance based programming to allocate A.I.D. resources to those activities and sectors where the best record of performance is demonstrated. A monitoring system to allocate funds will be in place over the next two years. We are cognizant that with the budgetary constraints in AID/W our budget will probably not increase but will be straightlined at \$8.0 million over the next five years. We have a well-thought out and appropriate program structure. Our planning levels are sufficient to enable us to efficiently implement our portfolio.

Over the next two fiscal years, the following projects will terminate: Fish Culture (696-0112), Maternal Child Health/Family Planning (696-0113), Food Storage and Marketing II (696-0116), Private Enterprise Development (696-0121), Cooperative Training (696-0122), CARE-Gituza Forestry (698-0502.96), Pond Dynamics CRSP (936-4023), and the PL 480, Title II food aid program. Many of the activities of the Fish Culture Project will be continued under the new

Natural Resources Management (NRM) Project (696-0129) to be obligated in FY 89. Although the CARE-Gituzza Forestry Project will be terminating in September 1989, many of its activities developed under the project will be continued with Dutch funding. Increased agricultural production and conservation of a natural resources base, will be included under the soil conservation and agroforestry activities in the Natural Resources Management Project (696-0129). These activities will build on the experiences of the CARE Gituzza Project as well as the ongoing Farming Systems Research Project (696-0110) and the former Ruhengeri Resources Analysis and Management (RRAM) Project (698-0427) which terminated in FY 1988. The Maternal and Child Health/Family Planning Project will evolve under a new Family Planning II (FP II) Project (696-0128) also to be obligated in FY 1989. USAID's experience with the MCH/FP Project has led us to rethink how we can effectively attain our overall objective of reducing the fertility rate. We have concluded that our assistance in family planning/population must be extended not only to the public sector but also to the private sector through the use of private voluntary agencies, including churches in Rwanda. Consequently, our new Family Planning II Project will be directed towards both the public and private sectors operating in Rwanda. Private Enterprise Development and Cooperative Training will be folded into the proposed Rural Enterprise Development Project (696-0131) to be obligated in FY 90.

2. Policy Environment and Potential for Enterprise Development Activities:

Given the various policy environment changes and pronouncements by the Government of Rwanda (GOR) concerning the private sector over the past two years, we believe that the operating climate for private sector development activities and USAID's continual involvement in this sector is positive.

The proposed USAID Rural Enterprise Development (RED) Project (696-0131) directly supports the GOR private sector development policy and strategy. This private sector policy is three-fold: a) develop the rural milieu through working with the communes, b) promote economic growth through increased support to the private sector and to coops, and c) support associations/cooperatives. The potential for USAID to make an impact in this sector has been strengthened over the last two years by policies which the GOR has initiated or is in the process of initiating to assist the private sector.

As reported in Kigali 00520, dated February 3, 1989, the GOR is acutely aware of the need to remove obstacles inhibiting the private sector, thanks in part to USAID's efforts through the PRIME program, and to the initiatives of some of the other donors. Some of the actions taken by the GOR to date, which are favorable to the private sector, include:

- **TAX POLICY:** The PRIME-financed tax policy study provided the GOR with several recommendations relating to taxation and tax policy. The study was used by the GOR as a basis for revising favorably its method of taxing the revenues of private sector firms.

- **INVESTMENT CODE:** Although the GOR revised its Investment Code in 1987 to favor small and medium-size businesses, the benefits have not yet trickled down to them. The Ministry of Industry has developed a plan to assist and inform SME operators of the benefits available under the new Code.

- **CREDIT:** One of the objectives of PRIME is to improve SME's access to credit. The GOR is currently considering measures to restructure the Special Guarantee Fund (SGF) to enable it to respond better to the needs of SME's. Guarantees to SMEs, including those in agriculture, handicrafts, and agri-business, accounted for 50 percent of all loans guaranteed in 1988, as opposed to 23 percent in 1987.

- **ADMINISTRATIVE PROCEDURES:** The GOR has made a great deal of progress in streamlining the business registration process. Processing time in the Ministry of Industry, which used to take two years, has been cut to about three months. The Ministry has found ways to "parallel process" applications for registration and steps are being taken to decentralize the registration process.

- **MINISTERIAL CHANGES:** The President reshuffled his Government in January 1989 and announced his five-year national production program. As a result, a new Ministry of Commerce and Consumption was created. It is widely believed that this new Ministry will promote private sector activities. We believe that if the purpose of the new Ministry, and we are not yet sure of its significance, is to promote the private sector, then the policy dialogue begun under PRIME may have acted as a catalyst toward the creation of this new Ministry.

We are carrying on a dialogue with the GOR to improve the operating environment for the private sector in Rwanda. This process will result in a definition of the conditionality most appropriate for the release of the third tranche of PRIME and will allow us to maintain the framework to continue to assist the GOR to remove obstacles to private sector development. A relatively new initiative under PRIME is support for urban artisans. PRIME has constructed a mini-marketplace for approximately 300 Kigali artisans. This market is providing a place where the artisans can assemble together to work and have an accessible market for their products. We envisage expanding this activity to the rural areas to include training for both artisans and young people. One clear result of our support to the GOR under PRIME is that we have assisted the GOR to establish a procedure by which it can commission policy studies, consider the recommendations proposed by the studies, and take action on the recommendations.

The Government of Rwanda has declared 1989 the Year of Cooperatives. This declaration serves to further encourage small producers at the commune level to establish more cooperatives. The idea behind the Year of Cooperatives is to show that the commune, as the engine for development, must take the initiative by serving as the focal point in developing off-farm employment, and not leave all the initiatives to the Government.

In population and family planning, we have taken the lead in project design and the stimulation of policy dialogue. We have also taken the initiative in exploring with the National Office of Population (ONAPO) and the Ministry of

Health (MOH) the type of role the private sector, i.e. private voluntary organizations, churches, employee health associations, etc. can play in providing family planning services, particularly in the rural areas. While we will need to continue the dialogue regarding private sector provision of family planning services, we note that ONAPO and the MOH have begun to discuss, albeit in a tentative way, charging a fee for contraceptive supplies and services. In urban areas, there is strong evidence that people are purchasing contraceptives from pharmacies, rather than obtaining them free from health/family planning clinics. Our new Family Planning II Project is expected to build on and, we hope, increase the options for Rwandans to avail themselves of family planning services, particularly from private sector organizations. U.S. assistance has provided leverage for ONAPO in working with other donors. The World Health Organization (WHO) and ONAPO are presently discussing the possibility of the AID-funded ONAPO training center becoming a WHO regional training center. This would strengthen the quality of training and provide additional support and status to ONAPO.

II. Strategic Objectives, Targets and Benchmarks for Next Two Year Period

There are three elements of the USAID program with a total of seven core bilateral projects. Recall our discussion of the numerator and denominator formula cited on page one.

1. FAMILY PLANNING II (696-0128)

STRATEGIC OBJECTIVE: REDUCED FERTILITY RATE

Quantification of
Benchmarks

TARGET 1 : ONAPO ability to make policy and coordinate activities in population sector is strengthened and improved.

Benchmarks: Data Source: Contractor reports, GOR statistical reports

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|----|--|---|
| a. | Demographic Health Survey (DHS) completed and results used to evaluate FP program effectiveness. | 1 DHS completed |
| b. | Information base for policy making is improved because of better quality, timeliness and utilization of FP statistics from MOH and NGOs and utilization of results from Operational Research (OR) studies. | Information base improved |
| c. | Increased role/participation of other Ministries in support of population sector objectives. | Increased role/participation GOR ministries |
| d. | Mechanism established by ONAPO to coordinate population sector activities of public and private sectors. | Coordination mechanism established by ONAPO |

TARGET 2: Accessibility and quality of family planning services throughout the country improved.

Benchmarks: Data Source: ONAPO training data base/personnel records/annual statistical reports

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|----|---|----------------------------------|
| a. | 23% increase per year of users accepting modern methods of FP. | 23% incr/p/y users |
| b. | 80% of all MOH facilities offer FP services including modern and/or natural methods of contraception. | 80% MOH fac. offer FP services |
| c. | A doctor and/or nurse trained in FP service delivery on staff at each MOH facility. | Trained FP staff doctor or nurse |

TARGET 3: Increased IEC activity promotes desire for smaller family size throughout the country.

Benchmarks: Data Source: GOR project reports, DHS results

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|----|--|--|
| a. | Curriculum for demography and FP taught in all primary and secondary schools. | Demography/FP curriculum taught in prim/sec schools |
| b. | 85% of the adult (married) population knows of a modern or natural method of FP, and 75% can spontaneously name a modern method. | 85% adults know modern/natural FP method; 75% can name modern method |
| c. | 20% of primary and secondary youth (ages 10-20) show awareness of problems caused by continued high fertility rates and a desire to limit family size. | 20% of youth aware of continued high fertility rate problems |

TARGET 4: Public and private agencies involved in FP service delivery improve program management.

Benchmarks: Data Source: Supervision visit reports, annual work plans, GOR project reports, FP service statistics

- | | | |
|----|--|-----------------------------------|
| a. | ONAPO training data base established and used for decision making. | ONAPO trng. data base established |
|----|--|-----------------------------------|

- | | | |
|----|--|---|
| b. | Annual work plans for ONAPO, MOH and NGOs use performance indicators to measure progress and effectiveness of FP activities. | Annual work plans measure progress/effectiveness of FP activities |
| c. | Increased coverage of FP services by NGOs. | NGOs increase FP coverage |
| d. | Supplies available at all FP service delivery points; supervision visits implemented regularly, FP services provided to clients at delivery points during regular working hours. | Available supplies, superv. visits, FP servs. |

One of the key assumptions inherent in reaching our strategic objective in family planning is that the Government of Rwanda at the highest levels will continue to give priority to family planning, including providing adequate financial resources and supporting non-public organizations to provide family planning services. Since the Rwandan population is rapidly growing and the available land is not, we believe that the level of risk for this assumption is quite low.

2. AGRICULTURAL RESEARCH (Farming Systems Research Project - 696-0110)

STRATEGIC OBJECTIVE: FARMERS USE IMPROVED AGRICULTURAL TECHNOLOGIES AND PRACTICES IN HIGHLAND AREAS

TARGET 1: Farmers in targeted area adopt and use technology packages developed by Farming Systems Research Project (FSRP).

Benchmarks: Data Source: Project and contractor reports

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|----|---|--|
| a. | Crop varieties of beans, wheat, and potatoes developed by researchers at Rwerere Station which have the potential of increasing average production per hectare by 20 percent over 1987 levels. | Crop varieties dev./increase avg. production 20%/hectare |
| b. | Technological packages developed which combine the improved bean, wheat and potato varieties with agroforestry techniques (that improve soil fertility) and adopted by at least 100 farmers in each of the four communes in the project area. | Tech. pkgs. developed; adopted by 100 farmers |

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|----|---|--|
| c. | Communes and private farm owners begin to multiply and sell seed from the new crop varieties generated by FSRP. At least 1 hectare of improved seed is produced by private farmers per commune. | Farmers multiply and sell seed; 1 hectare improved seed produced |
| d. | Technological packages developed by Rwerere researchers involving the use of leguminous cover crops (e.g. clover, vetch, desmodium and canavalia) for fallow adopted by 150 farmers in each of the four communes in the project area. | Tech. pkgs. dev./adopted by 150 farmers |

TARGET 2: Strengthen Research and Extension Institutions

Benchmarks: Data Source: Project and contractor reports

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|----|--|--|
| a. | 5 B.S., 6 M.S. and 1 Ph.D participants studying agricultural disciplines at U.S. universities under the auspices of the project complete their degrees and are assigned to the Rwandan Agricultural Research Institute (ISAR). | 12 participants rec. degrees |
| b. | All MINAGRI's extension agents in the 4 communes that comprise the project area receive training at Rwerere in the new technologies and practices developed by the Rwerere researchers. | Extension agents trained in 4 communes |
| c. | A formal mechanism or process established to communicate research results from Rwerere to MINAGRI extension staff for subsequent dissemination to farmers in high altitude areas. | Formal mechanism established for dissemination of research results |

TARGET 3: The capacity of the University of Rwanda's Faculty of Agriculture to conduct adaptive agricultural research strengthened.

Benchmarks: Data Source: Project and contractor reports

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|----|---|---|
| a. | 3 Faculty of Agriculture staff complete coursework and begin Ph.D. dissertations in agricultural topics relevant to Rwanda. | 3 Fac.Agri. staff begin Ph.D. disserta. |
| b. | 4 applied agricultural research programs underway or completed. These studies will be done in collaboration with ISAR and/or International Agricultural Research Centers. | 4 applied agri. research programs completed or underway |

3. AGRICULTURAL STATISTICS PLANNING AND POLICY ANALYSIS (696-0126)

STRATEGIC OBJECTIVE: MORE EFFECTIVE RESOURCE ALLOCATION AND AGRICULTURAL POLICY FORMULATION BY THE GOR

TARGET 1: Improved data collection and analysis by MINAGRI's economic analysis unit (SESA) and improved data analysis by MINIPLAN.

Benchmarks: Data Source: Project and contractor reports

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|----|--|--|
| a. | 4 surveys or studies completed and the results, including policy implications, presented to GOR decision-makers (within MINAGRI and from other Ministries) through seminars and workshops. | 4 surveys/
studies
completed |
| b. | Publication of ten policy-relevant reports, based on data collected and analyzed by MINAGRI/SESA staff. | 10 policy-
related reports
published |
| c. | Standardization of annual agricultural data collection efforts by MINAGRI and elimination of current duplication of effort. | Standardiza-
tion of data
collection |
| d. | The second National Agricultural Survey (or equivalent) completed and analyzed. | Second Nat'l.
Agric. Survey
completed |
| e. | 3 participants receive MS degree in agricultural economics, statistics, and sociology and assigned to MINAGRI/SESA; 3 participants receive MS degree in economics and statistics and assigned to MINIPLAN. | 6 participants
receive MS de-
grees |
| f. | Completion of urban household consumption study and a study of recurrent costs of rural infrastructure at the commune level. Policy implications presented to GOR decision makers in seminars/workshops. | 2 studies com-
pleted/policy
implications
presented to
GOR |

TARGET 2: Increased role accorded to MINAGRI in agricultural policy formulation.

Benchmarks: Data Source: Project and contractor reports

- | | | |
|----|--|--|
| a. | At least 2 meetings/year, attended by decision makers from MINAGRI, MINIFIN and MINIPLAN, held to discuss the results of ASPAP studies and analyses. | 2 mtgs/year
held to discuss
ASPAP studies/
analyzes results |
|----|--|--|

- | | | |
|----|---|---|
| b. | Minister and other MINAGRI decision makers ask MINAGRI/SESA to prepare position papers and other policy-relevant materials for inter-ministerial discussions. | MINAGRI/SESA prepare policy-relevant papers |
|----|---|---|

4. NATURAL RESOURCES MANAGEMENT (696-0129)

STRATEGIC OBJECTIVE: PROTECTION OF RWANDA'S NATURAL RESOURCE BASE

TARGET 1: Erosion on hillsides reduced in Ruhengeri Prefecture.

Benchmarks: Data Source: Project and contractor reports

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|----|--|---|
| a. | An inventory of soil erosion problems in 5 communes of Ruhengeri prefecture completed and plans developed for addressing these problems. | Soil erosion inventory completed/5 plans dev. |
| b. | Implementation of these 5 plans begun. | 5 plans being implemented |
| c. | An agroforestry research and demonstration center established in 3 Ruhengeri communes. | 3 agrofores. research/ demon. centers established |
| d. | 20 agroforestry nurseries renovated and re-equipped. | 20 agrofores. nurseries upgraded |
| e. | A program for applied agroforestry and soil conservation research developed and implementation begun with assistance from AFRENA. | Applied agrofores./soil conserva. program dev./ implemented |

TARGET 2: GOR understanding of, and ability to monitor, wetland (marais) development increased.

Benchmarks: Data Source: Project and contractor reports

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|----|---|--|
| a. | 30 genie rural technicians trained in marais management (in an 18 month course), and assigned by MINAGRI to work on marais development in selected communes; | 30 technicians trained/ assigned |
| b. | Research completed in selected aspects of marais development (e.g. hydrology and water management, soil fertility, and economics of wetland development, and the results discussed within MINAGRI and with the donor community. | Research completed on marais development/results discussed |

- | | | |
|----|--|--|
| c. | 20 additional extension agents trained in fish culture in marais areas and assigned to the National Fish Culture Program (Programme Pisciculture National); 20 existing fish culture extension trained in integrated crop/livestock/fish culture production. | 40 extension agents trained in fish culture and integrated fish culture production |
| d. | Construction completed on 2 communal fish culture centers in marais areas and integrated crop/livestock/fish culture operations begun at those centers on a pilot basis. | 2 communal fish centers constructed |
| e. | New fish pond production increased from an average of 14.5 kg/are/year in 1989 towards 18.0 achieved by past project kg/are/year by 1991 for in the National Fish Culture Program. | New fish pond production ponds |
| d. | At least 2 studies completed on selected aspects of fish culture in the marais (e.g. fish culture economics and marketing, sociological issues in fish culture) and the results reported to MINAGRI and shared with others involved in fish culture. | 2 studies completed on maris fish culture |

TARGET 3: Rwanda's major natural forests protected.

Benchmarks: Data Source: Project and contractor reports

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|----|--|--|
| a. | A conservation education program for the Nyungwe National Forest area established. The scale of the conservation education program for the Parc des Volcans area (in terms of numbers of events and people reached) doubled. | Conservation educ. program established |
| b. | Construction of interpretative centers for conservation education at the Nyungwe Forest and Parc des Volcans begun. | Interpretative Centers constructed |
| c. | 3 research studies on selected biological, physical or socio-economic aspects of the natural forests begun. | 3 research studies begun |
| d. | Tourist visits increased demonstrating the value of tourism in the Nyungwe Forest Reserve by 300 percent and the Parc National des Volcans by 5 percent. | Value of tourism demonstrated |

TARGET 4: Improved coordination of GOR and donor activities affecting the natural resource base

Benchmarks: Data Source: Project and contractor reports, donor meetings

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|----|---|--|
| a. | An environmental planning and policy unit in MINIPLAN established and receiving technical assistance from a resident senior natural resources management advisor financed by USAID. | Environ. planning/policy unit established in MINIPLAN |
| b. | National strategies for marais development and fish culture drafted and approved by the GOR. | Nat'l. strategies developed |
| c. | Environmental Strategy and an Environmental Action Plan for Rwanda completed and approved by the GOR. Formal discussions held with donors on environmental issues and investment plans made based on the Environmental Action Plan. | Environ. Strategy & Action Plan completed/ approved by GOR |

The overall assumptions for the increased agricultural growth on a sustained natural resource base objective are: (1) improved agricultural policies will increase agricultural growth and (2) GOR policymakers remain committed to rural development.

5. PRIME (696-0127)

STRATEGIC OBJECTIVE: INCREASED PRIVATE SECTOR ECONOMIC GROWTH IN THE RURAL AREA AND INCREASED OFF-FARM EMPLOYMENT

TARGET 1: Upgraded GOR capability to analyze and formulate economic policy reforms affecting private sector activities.

Benchmarks: Data Source: GOR reports, Journal Officiel, Chamber/Commerce

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|----|--|--|
| a. | GOR Ministries analyze the potential impact of 2 major studies carried out under PRIME, and forward their recommendations. | 2 major studies analyzed |
| b. | GOR issues new policy guidelines affecting the private sector based on policy recommendations developed under PRIME. | GOR issues new priv. sector policy guidelines |
| c. | Ministerial departments actively assisting in the definition of the terms of reference for economic policy studies. | GOR departments define econ/policy studies TOR |
| d. | 4 persons trained in economic analysis and working closely with PRIME program. | 4 persons trained |

TARGET 2: Increased access of SMEs to credit through the Special Guarantee Fund (SGF).

Benchmarks: Data Source: Journal Officiel, SGF reports

- | | | |
|----|---|---|
| a. | New law issued by GOR to restructure and strengthen the Special Guarantee Fund. | GOR issues new SGF law |
| b. | 3 professional staff hired to administer SGF. | 3 SGF staff hired |
| c. | SGF requests approved increases by 30% per year and SMEs constitute 70% of all SGF beneficiaries. | Approved SGF requests increase 30%; 70% SME beneficiaries |

TARGET 3: Increased Promotion of SME Activities.

Benchmarks: Data Source: Chamber/Commerce and PVO reports

- | | | |
|----|---|---|
| a. | At least 3 SMEs apply new, appropriate technologies. | 3 SMEs apply new technolog. |
| b. | 5 persons in each prefecture trained in accounting. | 5 pers trng. |
| c. | At least 5 staff members of the Rwandan women's NGO, Duterimbere, trained in project analysis; 20 women receive on-the-job training (OJT) in accounting/proj. analysis and loan management. | 5 women trained in proj. analysis; 20 women receive OJT |

TARGET 4: GOR's administrative procedures to register new enterprises streamlined and steps taken to stimulate private sector development.

Benchmarks: Data Source: Journal Officiel, Surveys, GOR interviews

- | | | |
|----|---|--|
| a. | Time taken to register a new enterprise reduced to less than 90 days. | Reduced registration for new enterprises |
| b. | SMEs have easier access to benefits of the investment code and are more aware of their eligibility. | Easier access to benefits for SMEs |
| c. | The GOR economic protection policy is revised to give more emphasis to economically viable enterprises. | GOR econ. prot. policy |
| d. | The GOR's method of taxing revenues of private sector firms revised in favor of private sector. | GOR tax revenue methods revised |

6. PRIVATE ENTERPRISE DEVELOPMENT (696-0121)

TARGET 1: Management, financial and marketing skills of SME personnel reinforced.

Benchmarks: Data Source: US PVO (Technoserve) contractor reports

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|---|---|
| a. CPA trainees terminated their training and are employed in the Rwandan private sector. | CPA trainees complete trng. |
| b. 20 seminars organized and 3 persons among those who attended the seminars receive on-the-job training. | 20 seminars organized/3 persons receive OTJ trng. |

TARGET 2: Appropriate technologies identified and applied in the rural area.

Benchmarks: Data Source: Technoserve reports

- | | |
|--|--------------------------------|
| a. Sunflower mills installed and being used by 2 cooperatives. | Sunflower mills installed/used |
|--|--------------------------------|

7. RURAL ENTERPRISE DEVELOPMENT (696-0130)

TARGET 1: New opportunities for rural investments identified.

Benchmarks: Data Source: Ministry of Industry reports

- | | |
|--|--|
| a. Preliminary private sector employment feasibility study undertaken. | Prelim. pvt. sec. employ. study undertaken |
|--|--|

TARGET 2: Increased involvement of NGO's in Enterprise Development.

Benchmarks: Data Source: IWACU, Duterimbere Reports

- | | |
|---|---|
| a. Cooperative Training Center (IWACU) provides training to member Coops to reinforce their viability. | IWACU provides trng. to coops |
| b. Greater collaboration between IWACU and US PVOs to identify private sector opportunities for coops. | IWACU/US PVOs identify pvt. sect. opportun. |
| c. 20 persons trained in accounting and feasibility studies under the auspices of Chamber of Commerce and Industry and the Office of "Agro-Industry Promotion". | 20 persons trained |

- | | |
|---|--|
| d. Duterimbere increases its assistance to rural female entrepreneurs by 20% each year. | 20% incr/p/y
in Duterimbere
assistance |
|---|--|

The assumption for success in the private sector is that GOR decision-makers provide adequate incentives and continue to streamline the registration process for new firms, allow access to data, give feedback to the researchers, and sufficient numbers of co-op and informal group leaders are interested in the proposed training. Given the GOR's recent initiatives in the private sector, we estimate our level of risk as medium.

III. Mission Management, Monitoring and Coordination Activities

A. Resource Management: Plans and Issues

Since the summer of 1988, USAID/Rwanda has undergone substantial changes in personnel and management. All aspects of the program have been extensively reviewed. Changes have been made in the program and in staffing as required. We will be continuously monitoring the program over this Action Plan period, and as other changes are required, we will make adjustments. We have moved quickly to review the overall functioning of the USAID. We have found that, on the whole, the program structure is solid.

We have been advised by AID/W that there are no French-speaking economists presently available and that this position may not be filled in the near future. We have assigned our FSN Assistant Economist to be project manager for the Mission's private sector and economic/local currency portfolio. As a result, we have concluded that, with assistance from the REDSO/ESA economists, our need for a USDH economist is not as critical as originally thought. We have, therefore, begun examining other options for filling the eighth USDH position. In reviewing our options, we have concluded that our needs in priority order are 1) Assistant Program Officer, 2) Assistant Project Development Officer, and 3) Assistant Agriculture Development Officer. While we have listed our priorities in terms of positions, filling this position will also depend upon who is available at the time. The candidate for the economist position must have good French skills. Timing of this assignment should occur as soon as possible.

Over the past few years, the AID program in Rwanda, in both budgetary and staff terms, has outpaced the administrative management capability that is currently in place. At our request, the REDSO/ESA Regional Executive Officer (REXO) conducted a management assessment of USAID in November 1988. She concluded that we needed a USDH Executive Officer. A SPAR for this position has been prepared and a candidate identified to arrive in February 1990.

At the same time as we have been thinking about our USDH options, we have also made some changes in the mix of PSC and DH O.E. funded locally recruited staff. Our ceiling of 41 positions remains the same as shown in the FY 1990 ABS. However, the overall dollar ceiling has been reduced and we have increased the number of Rwandans, particularly at the professional level and decreased the numbers of staff who were program funded. The USAID Foreign National staff is increasingly well qualified, motivated and fully integrated into the USAID. Utilization of professional FSNs, in a meaningful way, is a top priority for the

USAID. Over the past 12 months, USAID has recruited assistants in the Program, Agriculture Development, Project Development, Private Sector and Controller's offices. At least three more FSN professionals will be hired over this Action Plan reporting period.

USAID has committed itself to enhancing the skills of its staff, both locally recruited and USDH. A Training Plan has been developed. A total of \$32,000 has been budgeted for training in FY 1989 and \$35,000 proposed in FY 1990.

In March 1989, USAID commenced construction of a new addition to our present office building. This construction will allow us to assemble all the USAID functions under one roof. Presently, the Controller and Management offices are located approximately two miles away. Construction is expected to be completed by December 1989.

Budgetary implications for this construction over the next two years will require a nominal increase in our OE budgets in FYs 1990 and 1991. Funds will be needed primarily to refurbish the old wing and to buy additional equipment and furnishings. We will need a WANG VS to install the MACS system. This is particularly necessary now that USAID/Rwanda has become a paying station and we are no longer serviced by RFMC. USAID is aware that there are budgetary constraints in AID/W and we have submitted a Trust Fund agreement to the Government of Rwanda which, if approved, would provide a maximum of \$150,000 equivalent over the next year. This would be a one-time action, however, since USAID's single local-currency program, PRIME, has only one more tranche of \$3.5 million to be programmed in FY 1990.

In reviewing our OE budget, we are also scrutinizing our FAAS costs. We have made considerable progress in this direction, but because this is a small post, there is a limit to how far we can go in reducing costs. We must continue to collaborate with the American Embassy for many of our services.

Over the past six to eight months, USAID has established good relations with the REDSO/ESA staff, REXO, the RIG as well as USAID/Nairobi. With the almost complete turnover of USDH staff, we have had to rely heavily on the REDSO staff for guidance and expertise.

USAID has an ongoing collaborative relationship with both U.S. Private Voluntary Organizations (PVOs) and Peace Corps Volunteers (PCVs) in implementing our program. This relationship will be further strengthened with the direct involvement in our program of three U.S. PVOs who presently have ongoing programs in biological diversity and are currently funded from central funds.

We plan to sign Cooperative Agreements with the African Wildlife Foundation, the Digit Fund and Wildlife Conservation International, a division of the New York Zoological Society, to implement the natural forest management component of the Natural Resources Management Project. In addition, a PVO will most likely bid on the implementation of the agroforestry component of the NRM Project. Five of the 10 PCVs currently in-country are associated directly with AID-funded projects. We will continue to look for opportunities to involve PCVs in our overall programming in the years to come.

Due to a concern over the impact of food aid on domestic production, the Government of Rwanda terminated the AID-funded Food for Work program in 1988. As a result, Catholic Relief Service (CRS) plans to terminate its food aid program by June 1990. Their final Annual Estimated Requirements (AER) have been submitted to AID/W and CRS headquarters, and the remaining food aid to be allocated will be distributed by June 1990. USAID, at this time, has no plans to resume the food aid program. Should the GOR specifically request that USAID reopen a food program, USAID would consider doing so only within the context of 1) a full assessment of the program be undertaken by FVA and 2) USAID staff capability to manage a program. We do not anticipate a request for resumption of this program in the near future.

The USAID local currency program consists of a \$10.0 million AEPRP program (PRIME) and \$600,000 generated from the sale of vegetable oil (from the 1984 emergency food aid) being used for agricultural activities.

The local currency equivalent for the first tranche of \$3.5 million from the PRIME project has been disbursed. The GOR and USAID have mutually agreed on the activities to be financed under the second tranche but we have not yet disbursed funds. USAID is encouraged, nonetheless, by the intense GOR scrutiny of programming activities. The new Minister of Plan has requested that a financial audit on the utilization of local currency funds be conducted within the next few months. We will contract for a local firm to perform the audit during the month of May. This process will slow-down somewhat the disbursement of the second tranche but it will also enable both USAID and the GOR to ensure that the program and its financial procedures are on track. It will also permit us to continue our policy dialogue with the GOR. Programming of the third tranche should take place in FY 1990. At the same time, as discussed previously, we have received the GOR's approval to establish a Trust Fund which would come from the third tranche programming.

The role of USAID policy dialogue as a leverage in the use of local currency is beginning to take hold. There is a strong GOR feeling that PRIME has provided valuable financial resources and that the experience of implementing the PRIME program has been a worthwhile institutional learning experience. Significant donor and GOR interest has been generated in the policy and sub-sector studies carried out under PRIME. For example, a PRIME-financed study on promotion of small-and-medium-sized industries and artisanal activities has attracted such strong GOR interest that the U.N. advisor who prepared the report has returned, at the insistence of the President of Rwanda, to set up the organizational structure over the next 30 months to support SMEs in Rwanda. This activity will be funded by PRIME and the UNDP. This is evidence of the kind of leverage PRIME is presently having on private sector development in Rwanda. The Belgians plan to implement recommendations made under the housing and construction studies and the GOR is reported to have sold several copies of other studies to interested parties. Other studies are underway or in review.

The PL 480 local currency equivalent of \$600,000 has been fully programmed. 56 percent of the local currency funds for the six different activities funded under this program have been disbursed. Additional disbursements will be made upon review of project progress and management.

A possible new program assistance initiative which we will be pursuing over the next two years is a basic education program. The GOR has indicated its interest in reformulating finances and management of primary education so as to shift its present emphasis on financial/management control of schools from the public to private sector. Under PRIME local financing, a study is underway to examine the implications and possibilities of improving existing private provisions of some elements of basic education. We will review this study to see whether an AEPRP-like program activity in education is appropriate for Rwanda and USAID financing. USAID itself has little experience to date in implementing formal education programs in Rwanda. Should we become involved in basic education program assistance, we would closely coordinate our activities with those of the World Bank and the African Development Bank. AID/W assistance to help us review the education sector is tentatively scheduled for the summer of 1989. Once this review is made, we will have a better idea of whether it will be feasible to shift our resources into education. The feasibility of implementing a basic education program will also depend upon a change in the mix of the present USAID USDH staff and our current CDSS emphasis.

During FY 1991, we plan to update the Social and Institutional Profile (SIP) as a primary document to be used in preparing the new CDSS which will be due in FY 1992. We will need PD&S resources in FYs 1990 and 1991 to assist us in preparing both the SIP and CDSS.

B. Tracking and Performance Evaluation

The monitoring and evaluation system used by USAID/Rwanda consists primarily of scheduled periodic project evaluations and quarterly and six-month project implementation reviews. In practice, while this system provides useful information on the technical and operational aspects of each project and gives insight as to the performance of the overall project portfolio, it does not permit mission management to see readily the overall relationship between projects nor, more importantly does it permit the Mission to adequately determine the contribution of each project to the overall mission objective.

We believe that a good monitoring and evaluation system should provide sufficient information to assist management in making informed decisions at the program, policy, and project levels. At the program level, the system should be designed to collect and analyze data in such a manner as to allow mission management to: assess the commonality of objectives among projects; determine the contribution of each project towards the broader mission objective; and focus on problems and objectives rather than on operations and procedures. At the policy level the system should allow mission management to determine which projects are contributing to which policy objectives and allow for continued assessment of the relevance of policy objectives. At the project level, it should permit a ready assessment of project progress toward project goals and objectives.

To better assess our project and program performance, we are updating, with the assistance of outside consultants, two management tools developed under an earlier consultancy, to improve the tracking and performance of our overall portfolio. These tools are the Portfolio Overview Matrix (POM) and the Program Evaluation Matrix (PEM). Both are based on the observation that the objectives of USAID projects, in whatever field, fall into a limited number of categories.

The Portfolio Overview Matrix relates all Mission interventions to the program strategy as presented in the CDSS, ABS and Action Plan. The purpose of the Portfolio Overview is to permit us to compare, at a glance, the common features of all projects in the Mission portfolio, e.g. the planned institution-building effect of all projects; their intended policy effects; their training objectives; their technical assistance inputs, etc. It is being designed to give program managers a feel for the total effect of the USAID program on a given objective. It may also give project managers a better appreciation of the synergy among different projects in the program and, it is hoped, a motivation for continuously coordinating their activities with the managers of other projects.

The POM will show the objectives and indicators of each project in the Mission portfolio, arranged according to the program goals, program purpose, program outputs and program inputs. It should be noted that no project attempts to cover all program goals and purposes. The Portfolio Overview Matrix can be used to give an "inclined view" which detects the interrelationships among different types of objectives of the various projects.

The Program Evaluation Matrix (PEM) will be similar to the Portfolio Overview Matrix in that each column will represent a project and each row will represent a type of objective. In the PEM, however, the contents of each cell is the progress achieved by each project on a given date toward each objective. The use of the PEM for reporting will focus attention of the program and project managers on what is really important achievements at the level of project effects and impacts. Project managers will be able to report on the progress of their projects towards the indicators and benchmarks.

The Mission is considering several alternatives for improving program coherence in both the monitoring procedures and evaluations undertaken by the Mission. With respect to evaluations, we are considering, inter alia: including the portfolio review, and the program evaluation matrix in the scope of work and work tools for all project evaluations; considering giving a contract to an organization which would use the Portfolio Overview, and the Program Evaluation Matrix, as basic tools and be responsible for maintaining, updating and refining the program data base; combining project evaluations and the program-level information needs of Action Plans.

With respect to monitoring, we are revising the Project Implementation Report format so that it can show, in a more coherent manner, achievement toward project progress. New information, especially at the impact levels, will be reported. Since all projects will report progress information using the same categories, the information will be roughly "aggregative". Information from the PIR will be fed into the revised PEM and the POM. Mission plans to require ongoing projects to start using the PEM to expand information already being reported. Careful emphasis will be put into the development of logframe indicators for all new projects so that they can be monitored and evaluated.

C. Coordination with other donors

USAID is the fifth-ranked donor providing technical assistance in Rwanda and, in some cases, the major donor in certain areas of expertise such as maternal child health/family planning, agricultural sector analysis, cooperative development

and recently private sector development and policy reform. Coordination and planning among donors is of increasing importance in Rwanda. USAID participates in formal donor meetings which are coordinated by UNDP and occur approximately every six weeks. Frequent meetings and daily contacts are held at the sector or technical level. USAID's strategic objectives are in line with both the Government of Rwanda's development plans and other donors as discussed below.

A. Agriculture: USAID has three major objectives in which we work closely with other donors:

1. Improved agricultural technologies and practices in highland use.

The experiences of the Farming Systems Research Project (FSRP) and the former Ruhengeri Resources Analysis and Management Project (RRAM) have served as a start to other donor projects, in particular the Canadian APA project (Projet d'Amelioration de la Production Agricole). The APA project has benefited from the Agroforestry experience of both USAID-funded projects. Although APA is not operating in the same communes as the FSRP Project, its activities complement those of FSRP. FSRP has also provided funds to PRAPAC, a USAID regionally-funded project dealing with potato research. FSRP is also benefiting from potato varieties selected by the Rwandan national potato program, which receives additional funds from the European Economic Commission (EEC).

USAID, the Canadians and the EEC are providing assistance to the National University of Rwanda (UNR) Faculty of Agronomy. The U.S. is providing support to strengthen its aquaculture research program while the EEC has provided the needed faculty facilities which USAID is using to carry out the research in aquaculture. The Canadians are complementing USAID assistance by providing professors, laboratory equipment, training and construction. USAID is providing support for the Faculty of Agronomy to carry out adaptive research within the Departments of Crop Production, Soil Sciences and Animal Sciences.

2. More effective resource allocation and ag policy formulation by the GOR

The USAID Agriculture Survey and Policy Analysis Project (ASPAP) through its SESA (Service d'Enquete et des Statistiques Agricoles) Unit has carried out land tenure surveys on behalf of the World Bank during the 1988 Work Plan period. The findings of this study will be discussed during the upcoming seminar, scheduled to be held in April 1989.

3. Protection of Rwanda's natural resource base.

This planned USAID activity will involve substantial coordination with other donors. One component, for example, is conservation of the Nyungwe Forest Reserve. This forest is divided into several zones of intervention involving the French, the EEC, the World Bank, the Swiss and the Belgians. USAID's efforts, which will involve conservation, education and research activities, will involve working with most of these donors. The NRM Project's efforts in environmental planning and policy analysis will follow on work financed by the World Bank. USAID will help the GOR implement recommendations from the Bank-financed Environmental Strategy and Action Plan. Finally, the CARE-Gituza Forestry Project has been funded by both USAID and the Government of the Netherlands through a grant to Care-International. The second phase of the project will be funded entirely by the Netherlands.

B. Population: While USAID is the largest donor supporting the delivery of family planning services, other donors are beginning to provide increasing support in population and demographics. Our program goal, reducing the fertility rate, is directly linked to other donor activity:

The World Bank provided a \$10.8 million IDA credit (supplemented by a \$725,000 WHO grant for technical assistance) in 1987 to assist the Ministry of Health to strengthen its MCH/FP facilities and services. This project represents the largest health investment to date in Rwanda and complements USAID assistance to the National Office of Population (ONAPO). The United Nations Fund for Population Activities (UNFPA) and West Germany (GTZ) are co-donors with AID in supporting the work of ONAPO. UNFPA also provides contraceptives for ONAPO, which complement those provided by USAID.

C. Micro-enterprise: There are a number of donors working in the informal, non-structured micro-enterprise sector with different approaches to creating off-farm employment. The major donors, whose programs and objectives are complementary to USAID's, increased private sector economic growth in the rural area and increased off-farm employment, are listed below.

The World Bank is providing credit to the Banque Rwandaise de Developpement for activities defined in the GOR's Five-Year Plan as well as providing training for coop associations. This assistance directly complements USAID objectives to strengthen the private sector by providing access to credit and helping rural coops.

Canadian support directly complements USAID's efforts to assist rural cooperatives. USAID provides assistance to the formal sector while Canada provides assistance to the informal sector through its Guaranty Fund. The objective of both USAID and the Canadians is to provide access to credit for cooperatives and small enterprises.

The Swiss development objective is to create non-agriculture employment through small industries. The Swiss constructed the IWACU Training Center and the U.S. equipped the center and provided technical assistance through its Cooperative Training Project. Through the Bank Populaire, the Swiss have provided funds to create rural savings and credit programs which directly support the USAID program goal to increase rural per capita incomes.

D. Special Issues/Considerations

The USAID Mission in Rwanda has one of the most pro-conservation records within the Africa Bureau. In addition to several projects supporting sustainable agriculture, the Mission has directly fostered natural resource development in agroforestry, soil conservation and wetland management. Because of Rwanda's environmental importance, it has become a Group I emphasis country under AID/W's Natural Resources Management strategy. The new USAID Natural Resources Management Project to be implemented in FY 1989, and its improved natural forest management bio-diversity component, respond directly to the U.S. Congressional mandate for sustained development founded on a renewable resources base. The project is included as part of the Congressional earmark of 10 percent of the Agency's development assistance budget for natural resources.

Implementation of the WID Action Plan has begun. On March 15, 1989, the Groupe Technique Mixed (GTM), which is the coordinating committee for programming and implementing local currency activities under the AID-financed PRIME program approved approximately \$91,000 in local currency for women's activities under the second tranche. In addition, another approximately \$65,000 in local currency has been approved for women to access credit through Duterimbere's Guaranty Fund. These funds should be disbursed over the next 24 months. We will be monitoring this activity to ensure that disbursement of funds are done on a timely basis.

Over the past year, USAID has contracted with women as individuals and firms for project design and evaluation and implementation of the USAID Internal Review Workshop. Over the next two years, USAID will have several activities including design, implementation and evaluations which could be awarded to Gray Amendment entities. USAID staff will use every opportunity to inform Gray Amendment entities of possible contracting activities, particularly during staff TDYs and consultation in the U.S. We will be specifically open to minority individuals, small or socially disadvantaged organizations. Future Gray Amendment project contracting possibilities could include the upcoming implementation of Natural Resources Management, Family Planning and Rural Enterprise Development Projects. Under the Agroforestry component of the Natural Resources Management Project, USAID will encourage minority firms, particularly PVOs, to submit proposals for implementation. Minority firms or PVOs will be encouraged to enter into joint ventures as appropriate. Should we determine that the Rwanda program is appropriate for Basic Education program assistance, minority firms and Historically Black Colleges and Universities would most certainly be encouraged to provide design services and submit proposals for implementation.

Given the high prevalence of AIDS in Rwanda and its relationship to family planning activities, we will look for ways to interface Information, Education and Communication (IEC) activities under our upcoming Family Planning Project with support from centrally-funded projects.

