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TRAINING FOR IMPACT
IMPACT EVALUATION FOR
USAID/TANZANIA
AND
GUIDANCE FOR MISSION TRAINING

Prepared for:

USAID/Tanzania
and
AID/ONI/TPPI

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ACRONYMS AND ABBREVIATIONS

AAI	African-American Institute
ABS	Annual Budget Submission
AETR	Academic Evaluation and Term Report
AFGRAD	African Graduate Fellowship Project
AFR/ONI/TPPI	Africa Bureau, Office of New Initiatives, Training Program and Project Implementation
AMDP	African Manpower Development Project
API	Assessment of Program Impact
ATLAS	African Training for Leadership and Advanced Skills Project
BOT	Bank of Tanzania
CAII	Creative Associates International, Inc.
CPSP	Country Program Strategic Plan
CTS	Country Training Strategy
EEC	European Economic Community
EI	Entrepreneurs International
ELT	English Language Training
ERP	Economic Recovery Program
ESAMI	Eastern and Southern Africa Management Institute
ESAURP	Eastern and Southern African Universities Research Program
GOT	Government of the Republic of Tanzania
HBCU	Historically Black Colleges and Universities
HRD	Human Resources Development
HRDA	Human Resources Development Assistance
INTRAH	International Training in Health
LAI	Labat-Anderson Incorporated
MIC	Meridian International Center
NGO	Non-Governmental Organization
ODA	Overseas Development Administration
OPIC	Overseas Private Investment Corporation
OIT	Office of International Training, AID/Washington
PACD	Project Assistance Completion Date

PD&S Program Development and Support
PIET Partners for International Education and Training
PIO/P Project Implementation Order/Participant
PTMS Participant Training Management System
PVO Private Voluntary Organization

REDSO Regional Economic Development Office
STD Sexually Transmitted Disease
TANESCO Tanzania Electrical Supply Company, Ltd.
UDSM University of Dar Es Salaam
UNDP United Nations Development Programme
USAID U.S. Agency for International Development
USIS U.S. Information Service
WID Women in Development

EXECUTIVE SUMMARY

This study responds to an A.I.D./Washington mandate to improve upon the management and measurement of training impact. In addition to field testing the Africa Bureau's Impact Methodology, USAID/Tanzania invited the team to: (1) evaluate the Human Resources Development Assistance (HRDA) training project; (2) evaluate project-related training, and (3) provide guidance for the mission's new Country Training Strategy (CTS).

The evaluation is an effort to go beyond manpower indicators (e.g. number of individuals trained) and assess impact in terms of the training induced changes experienced by participants, institutions, and sectors. It must be noted that HRDA, as managed by USAID/Tanzania, is an endeavor to train Tanzania's "best and brightest" and not intended to achieve institution-building or strategic objectives. Therefore, no indicators for institutional or sectoral impact exist for HRDA training, and impact that has occurred beyond the individual level has not been planned nor measured.

MAJOR EVALUATION FINDINGS

Outputs. Since 1955, USAID/Tanzania has funded nearly 4,000 Tanzanians for training in the U.S. and third countries, in addition to the hundreds trained in-country. HRDA alone has trained 257 Tanzanians since it began in 1989. Currently, training initiatives across sector projects and umbrella training projects constitute over 13 percent of the mission's portfolio and total \$13 million (cumulative since 1980).

Mandated Targets. The participation of women in training is impressive, with 49 percent of HRDA and over 40 percent mission-wide. Overall the percent of in-country training is 73, but only 13 percent in HRDA. The participation of the private sector is 8 percent mission-wide and 20 percent in HRDA. In 1992, 8.2 percent of total person months of U.S. training was at Historically Black Colleges and Universities (HBCUs), and 11.4 percent of new start person months was at HBCUs.

Individual Impact. The evidence clearly shows that USAID-funded training has had a positive impact upon USAID trainees. The trainees are now able to take on additional responsibilities with greater confidence and initiative, enhanced skills, and a wider perspective. Participants have been able to multiply the benefits of their training by advising others, providing on-the-job-training, and speaking at workshops and conferences. Women appear to be able to utilize training as much or more than the men.

Institutional Impact. Although over 130 Tanzanian institutions have sent individuals for USAID training, it is not clear what the cumulative impact has been on the institutions, especially in the case of HRDA since specific institutions have not been targeted for training. Parastatals and government ministries have sent the majority of employees for HRDA training, but because trainees come from different branches or departments, it is difficult to assess the collective benefits on the institution as a whole. Participants from private firms report that they have

affected change in the form of increased sales, new jobs, more products, and strengthened business ties with U.S. firms, but no baseline data are available to quantify or verify the impact.

Sectoral Impact. USAID/Tanzania has targeted three sectors and designed strategic objectives for the period 1992-1997 for: health; infrastructure support; and the private sector. Current project training falls into those sectors, but there is no clear mandate for HRDA to focus on the same sectors or to contribute to the achievement of Country Program Strategic Plan (CPSP) goals or objectives. However, the major fields of study to date have closely paralleled the current strategic sectors. The sectors receiving the most attention under HRDA are health/population, private business, and infrastructure (banking, transportation, energy).

While HRDA participants in the health sector have contributed to specific health needs, few have to the CPSP objective of "health enhancing changes in reproductive behavior." In the private sector, participants have been able to contribute, to varying degrees, to "increased formal private sector employment and income growth." HRDA has also funded training in banking, road rehabilitation, and energy which has contributed to better delivery of services.

Management of HRDA. The excellent management of HRDA has resulted in a project that is successfully meeting most placement targets efficiently and on schedule. The project has also been successful in achieving individual impact, but has not systematically collected or analyzed data to demonstrate institutional or sectoral impact. Currently, the Participant Training Management System (PTMS) is not fully utilized to track training throughout the mission or to record impact data for any mission training.

CONCLUSIONS AND RECOMMENDATIONS

While USAID/Tanzania training has been relatively successful, the measurement of impact is somewhat limited because of lack of strategic planning for: (1) participants' utilization of training; (2) institutional development through training; and (3) achievement of sectoral objectives through training. The current philosophy and management of USAID/Tanzania training will continue to limit the impact of training, the ability to measure impact at all levels, and the ability to assess how training contributes to achievement of strategic objectives. To reverse the trend, the team proposes that USAID/Tanzania consider the following when developing the new CTS:

- Embrace an orientation that views training as a strategic development intervention;
- Standardize the procedures for mission-wide training through the development of a Mission Training Order;
- Focus on utilization of training when planning, managing, and evaluating training interventions;
- Develop indicators that will help determine how mission objectives are met through training; and
- Track all mission-funded training on the PTMS.

USAID/Tanzania has the human resource capability and willingness to use its current training portfolio to achieve development objectives. Based on past successes and current capacity, the team believes that should the new CTS be designed with the above considerations in mind, USAID/Tanzania will enhance its contributions to Tanzania by implementing high-impact training, and by improving its ability to demonstrate the returns to its investment in Tanzania's human resources and its progress toward the mission goal.

Recommendations for HRDA:

Reaching Targets

- Require Partners for International Education and Training (PIET) to propose HBCU placement options, especially for long-term placements.
- Work with the Women in Development (WID) officer to maintain the high rate of participation of women.
- Revisit the 1989 Private Sector Training Needs Assessment, and use the mission's private sector advisory board to increase private sector participation.
- Develop guidelines and solicit proposals for in-country training.

Increasing Impact

- Continue with self-nomination and merit-based selection, but work with sectoral leaders, employers, and participants to plan for utilization of training and measurement of impact.
- Continue to focus on short-term training and consider making more slots available in the Entrepreneurs International program.
- Make more diligent efforts to place participants in third countries, and find ways to deal with the inefficiencies and frustrations associated with third-country placements.
- Work with U.S. Information Service (USIS) to design more comprehensive pre-departure orientations.
- Require PIET or training providers to conduct reentry planning, especially for long-term participants.
- Organize an alumni association, using returnees to plan alumni activities

Measuring Impact

- Rewrite the existing application in an effort to collect baseline data.
- Refine the existing returnee questionnaire to measure institutional and sectoral impact, and format relevant questions in such a way that the answers can be easily entered onto the PTMS.
- Develop a questionnaire that managers can use to assess the performance and institutional contribution of the trainee.
- Correct the employer section of the PTMS so that it can produce reports by institution and alter the program so that impact data can be recorded.
- Train other Training Office staff to operate the PTMS and setup a network so that use of the program is not limited to one operator at a time.

ACKNOWLEDGEMENTS

The team is grateful for the substantive contributions and logistical assistance that many individuals gave to us for the study and preparation of this report.

In Washington, DC the CAII team was assisted by Ms. Derry Velardi who provided thorough, timely, and responsive backstopping. Dr. Brenda Bryant and Ms. Lissette Handal also provided technical and logistical support to the team. From A.I.D./Washington, Elizabeth Tolley directed our efforts.

At USAID/Tanzania, Mr. Paul D. Morris and Mr. Z. Kristos Minja were our primary contacts. They provided valuable guidance and critique throughout the study. We appreciate their candor, interest, and steady support. In the Training Office, Ms. Flora Majebelle spent considerable time and effort gathering statistical data and, along with Ms. Magdalen Hiza, enlightened our understanding of the practices and procedures of the Training Office. Ms. Winnie Munisi and Ms. Janet Mwemezi enthusiastically helped us with the logistics of the interviews and gathered many documents on our behalf.

USAID officials from throughout the mission made themselves available for interviews and supplied us with documents. They also offered valuable feedback in several review sessions.

We also wish to acknowledge the Tanzanian professionals for their willingness to talk to us on short notice. Their assessments of and recommendations for USAID training were critical to our effort.

The strengths of the report can be credited to these individuals and to those identified in Annex 1 of this report. The authors alone, however, bear responsibility for the errors and oversights of the report.

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I. INTRODUCTION

In June 1991, the Africa Bureau began an effort to improve measurement of development results. To this end, Africa Bureau, Office of New Initiatives, Training Program and Project Implementation (AFR/ONI/TPPI) contracted Creative Associates International, Inc. (CAII) to develop a methodological framework and pilot test an approach for developing country training strategies (CTS). In contrast to prior CTSs, which primarily focused on numbers of individuals to be trained, the new approach emphasizes how the results of training are monitored and measured, and how training will be concentrated in such a way as to increase impact and contribute to higher level development objectives. CAII field tested the methodology in Swaziland and Rwanda in 1992, and Tanzania is the third country where the framework has been applied. Based on the three pilot tests, the methodology will be improved and assistance offered to other missions.

This study uses the proposed methodological framework of AFR/ONI/TPPI to evaluate USAID training in Tanzania. It also uses the cumulative knowledge of the three studies to provide guidance for future USAID/Tanzania training, including the development of a new CTS.

A. TASK SUMMARY

CAII conducted this study under IQC No. PDC-5832-I-00-0095-00. The 3-person team worked in Dar Es Salaam during March and April 1993.

At the invitation of USAID/Tanzania, the team applied the "Training for Impact" methodology in: (1) assessing the impact of HRDA and project-related training; and (2) providing guidance to USAID/Tanzania regarding future training and development of a new CTS. This approach is a combination of the two preceding efforts in Swaziland and Rwanda, where the methodology was applied to evaluating the impact of all USAID/Swaziland training to date, and developing a CTS for USAID/Rwanda.

The CAII team reviewed a variety of USAID/Tanzania documents, interviewed USAID/Tanzania staff, analyzed questionnaires, and conducted interviews and focus groups of returned trainees and managers from their sponsoring institutions, as well as decision makers at the sectoral level.

Serving on the CAII team were T.L. Maliyamkono, Douglas J. Passanisi, and Melanie Sanders-Smith (Team Leader). Technical and administrative oversight was provided by Bienda Bryant and Derry Velardi of CAII. The AFR/ONI/TPPI cognizant technical officer was Elizabeth Torrey and the team reported to Paul D. Morris and Z. Kristos Minja at USAID/Tanzania.

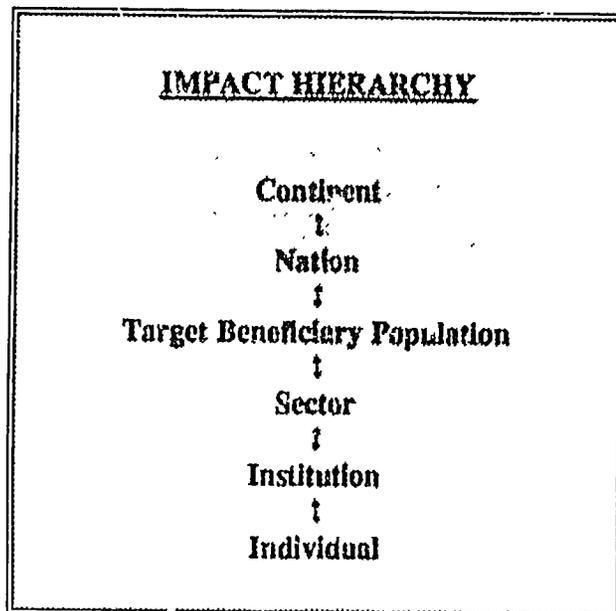
B. TRAINING FOR IMPACT METHODOLOGY

The evaluation of USAID/Tanzania's past training activities and the guidance for future training was conducted using a framework developed by CAII in collaboration with AFR/ONI/TPPI. The framework is theory-based and requires an understanding of these key concepts:

- **Development impact** is the sum of the benefits that accrue to a target population as a result of development efforts. Impact is defined as an improvement in quality of life for the designated beneficiaries, and it should refer to people-level impact, not to process indicators.
- **Development preconditions** are the sum of the changes—events, activities, effects—that must occur in order to achieve the desired impact.
- **Impact leverage** is the ability of a particular intervention to deliver impact; high leverage interventions are those that get maximum results for the least cost.
- **Development capacity** is the sum of the resources needed to create desired results. An individual trainee may have a capacity in the way of knowledge, skills, and motivation; and an institution may have capacities in the form of skilled personnel, equipment, and effective procedures. Development capacity is the precondition for development performance.
- **Development performance** is the sum of actions taken to achieve a development precondition or impact. As individuals, institutions, and social systems perform, they use their capacities to obtain results.

Training is only a precondition to impact, and the completion of training in itself does not constitute impact. In other words, increasing the capacities of individuals through training is not an indicator of impact; the improved performance of individuals and institutions must be measured. Performance is also only a precondition except in those cases where performance explicitly means the delivery of goods or services that will enhance the quality of life for a target group.

Impact occurs on a variety of levels ranging from the individual to the nation, as depicted below. The impact hierarchy consists of six levels of intervention that must be integrated to leverage development resources in general, and training resources in particular.



In designing, managing, and evaluating training for impact, it is important to consider all six levels of intervention and to define strategies that cause the levels to be integrated. Planning for impact should start at the highest level possible. Using the framework, USAID/Tanzania would first consider the mission's

program goal of "real growth and improved human welfare" when determining USAID/Tanzania's training strategies. To support the strategic objectives at the sectoral level, annual training plans should target the health, infrastructure, and private sectors, as identified in the CPSP. Institutions within these sectors should be targeted for training, and then qualified individuals from the target institutions should be selected for training. Impact can best be realized through training individuals who are most likely to achieve desired results.

When assessing impact of training interventions, however, evaluation efforts should start with the individual and move up the hierarchy. USAID/Tanzania should not only assess the increased capacities and performance of returned trainees, but also the improved ability of institutions and sectors to provide goods and services to the target population. In turn, assessments should be made of the achievement of strategic objectives and national goals.

Training cannot be fully credited with impact at any level, just as no other single intervention can. There are an infinite number of variables that contribute to and constrain development efforts. The impact of training, however, should not be ignored or treated as an isolated development intervention; it should be measured to assess the contribution it makes toward USAID/Tanzania's strategic objectives.

Ideally, development impact evaluation attempts to:

- Measure or estimate the economic, social, and/or political change induced by an intervention;
- Determine the extent to which the change was attributable to the intervention;
- Establish the extent to which the intervention was critical to change;
- Discover how and why the change occurred; and
- Assess the role of constraints and external factors.

In evaluating USAID/Tanzania's training activities, the team assessed impact in terms of individual trainees' changes in performance, contributions to their employing institutions, and contributions to the sectors they represent. The participants were asked to link changes to the training they received, assess how critical the training was, and describe the constraints they experienced in utilizing their training and affecting change. The team queried participants about the management and content of their training in an effort to discover why the changes did or did not occur. The findings, discussed in Chapter II, will be used by USAID/Tanzania in planning future training, and in particular, developing a new CTS.

C. TRAINING IN THE TANZANIAN CONTEXT

Tanzania has made considerable progress in economic policy reform within the framework of the 1986 Economic Recovery Program (ERP) and the subsequent 1989 Economic and Social Action Program. The reforms have stimulated economic production and reversed a decade-long decline in per capita income.

Tanzania has also made impressive gains in literacy and trained manpower, although recent years have seen a decrease in primary school enrollments and the quality of education overall (CPSP, 1992-1997).

Tanzania has only 3 percent of its eligible secondary school students in public schools, and primary school graduates are leaving school with half the formal education of their Kenyan classmates. Tanzanian policymakers have realized that their policy not to build a broad-based middle class was a mistake. The result has been a middle class of bureaucrats born of a manpower training philosophy who have guided the nation-building process. To help turn this situation around, and to support the ERP, USAID/Tanzania initiated a training program based on a merit selection philosophy. HRDA is designed to help men and women gain skills to assist in Tanzania's development.

1. Government Training Priorities

As for the Government of Tanzania (GOT), efforts over the last three decades (1961-1991) demonstrate a shifting emphasis, resulting from changing national requirements. At independence in 1961, the GOT was faced with huge shortages of trained manpower. Moreover, a substantial portion of jobs requiring trained personnel were held by expatriates.

During the period 1961-1971, most GOT efforts were concentrated on expanding primary and secondary enrollments to generate a trainable cadre. Some ministries formed training centers to cater to the needs of trained manpower in their departments. A few national institutions, including the University of Dar Es Salaam, were formed and intake was expanded to include sectoral colleges, (e.g., the teacher training colleges).

From 1971-1981, GOT created most of 142 tertiary training institutions now existing in the country. The objective was to attain national self-sufficiency in trained mid-level manpower requirements.

During the period 1981-1991, the establishment of tertiary training institutions declined and enrollment dropped to about 75 percent. Resource limitations and public sector labor market size restricted the expansion of secondary education and tertiary training. Secondary enrollment has never reached 5 percent of primary school leavers, and only 15 percent of primary school leavers is being projected by the year 2000.

Entry to the University is equally restricted, with fewer than 4,000 students being accepted into several faculties. A recent government announcement that university graduates can no longer be guaranteed a job in the public sector upon graduation sends a signal that the public labor market is about to be saturated, especially the more general fields.

Overseas training, however, has been increasing over the years. Figures from the Ministry of Science, Technology, and Higher Education show that there was a total of 952 government-supported students pursuing 36 different programs in overseas universities by 1992. Although this figure does not include those who go directly through donor-sponsored programs and those who pay their own way, it is already well over a quarter of the local university enrollment. Of these, 58 students study in Western countries on government sponsorship. For the same cost, note that approximately 348 students could be educated locally. Overall, it is estimated that over 8,000 Tanzanians are studying overseas. This is nearly double the number of students studying in the two local universities.

2. Cultural Obstacles

There have been a number of cultural obstacles to the completion of education. Resistance to education is noted in communities where school-age children must rear cattle and take care of their siblings. Early marriage is also an obstacle to education, especially for girls. Although these obstacles are beginning to dissipate, their affect on the distribution of education among regions and between genders is still a problem.

Tanzania has a notable disparity in education among the regions. As testimony to this, the region where the first formal school was built in 1862 is perhaps the least advanced because of its cultural norms. Differences in culture and especially the elements that determine receptiveness to new ideas are partly responsible for disparities in education among different communities.

Gender disparities are also a product of cultural norms. As a result, there is low female participation in almost every level of the education system. Less than a quarter of the university enrollment is female and less than 10 percent of technical training. Between 1987 and 1992, enrollments in the three technical colleges (Dar, Arusha, Mbeya) indicate an average female enrollment of a mere 6.5 percent. Likewise, female enrollment in tertiary, non-degree training programs constitute no more than a quarter of the student population.

3. Developments in Support of Training

Training is largely supported by the GOT. A recent tertiary study conducted by Eastern and Southern African Universities Research Program (ESAURP) reveals that 90 percent of the local tertiary training institutions are government owned and financed. The two universities are also owned by the GOT. The bulk of privately owned training institutions are mainly in the health sector, and mostly owned by religious organizations.

Training is conducted mainly at two levels: post-primary and post secondary. At the post-primary level, formal training is generally done in vocational centers now set up in every region of the country. There is a move to build vocational centers in every district. Informal training at this level takes the form of apprenticeships. At the post-secondary level, training leads to several awards ranging from a certificate to a degree. In-house training (on-the-job training) is also practiced at this level.

A tertiary survey in 1992 revealed a capacity for almost 30,000 places in six major sectors in Tanzania. Table 1 shows the breakdown and proportion in capacity and number of institutions among the sectors. (See ESAURP's 1992 report for a full listing of institutions by sector and field of study.)

TABLE 1
Tanzanian Tertiary Institutions

SECTOR	INSTITUTIONAL COUNT	STUDENT POPULATION (CAPACITY)	% OF TOTAL CAPACITY
Education	30	9,878	33.05
Business	17	5,004	16.74
Transportation	7	4,532	15.16
Agriculture	19	3,014	10.08
Industry/ Manufacturing	11	1,884	6.13
Health	40	2,470	8.26
Other	18	3,106	10.39
TOTAL	142	29,888	100

Source: ESAURP, 1992.

Through a popular philosophy, "Education for Self-Reliance," introduced in the 1970s, schools and training centers emphasized work ethics and vocationally biased curricula. This culminated in the introduction of the "Musoma Resolution," requiring secondary students to work for at least two years (after one year of mandatory national service) before joining any institution of higher learning. Although this requirement is now relaxed, emphasis on enrolling "mature" persons continues to be viewed as critical to more effective training. However, "mature entry" currently constitutes only about 10 percent at the University of Dar Es Salaam.

The 1980s experienced a notable deterioration in African education and training, particularly in higher learning. Due to economic hardships, governments had to divert resources to other competing needs, and witnessed the share of African governments spending in education fall from 19.1 percent in 1980-84 to 17.6 percent in 1985-88.

Tanzania was no exception to the 1980s decline in spending for education. This was a period during which enrollments in training and higher learning institutions was expanding while funding was falling in real terms. The result was seen in a sharp deterioration of standards in education and poor upkeep of the institution's physical set up.

A 1984 publication, "Educational System of Tanzania Toward the Year 2000," states that secondary education will continue to be provided to a few Tanzanians in their preparation for appropriate training, to meet middle-and high-level manpower requirements of the country. This is a clear indication that the government is not prepared to train if it cannot provide employment. And the 1990s have already witnessed the policy of cost sharing and possible privatization to improve financing for training, a major constraint of the government. A logical step and a challenge for most training institutions is to adopt their curricula to respond to labor markets, and wherever possible, to train for self-entrepreneurship.

4. Donor Training Activities

According to the latest figures available from the United Nations Development Programme (UNDP) in Dar Es Salaam, there are at least 13 countries with education and/or training projects in Tanzania. These countries include: Belgium, Britain, Canada, Denmark, Finland, France, Germany, the Netherlands, Norway, Sweden, Switzerland, the US and Yugoslavia. The World Bank, the European Economic Commission (EEC), and at least three United Nations agencies are also involved in education and training.

It appears that the preference is for training that directly relates to technical assistance or capital projects. Much of the training is in-country and carried out on-the-job by project staff. When it is necessary to send an individual out of Tanzania, first preference is given to regional and third-country institutions. There are exceptions and some trainees are sent to the donor country for academic and technical training.

The EEC is a good example of project-related training, dropping its long-running Multi-Annual Training Project because it tended to be a catch-all. The EEC does, however, support a sizable training program funded from training components built into each contract for project implementation.

The EEC, UNDP and several donor countries provide general support for training in the region by aiding regional institutions such as the Eastern and Southern African Management Institute (ESAMI) in Arusha, Tanzania.

In terms of both funding and number of participants, the British Council manages the largest program currently offering general training outside Tanzania. In 1988, 260 awards were programmed with total funding of US \$3 million. Somewhat fewer than half these grants were for long-term training in the UK.

Despite its centralization of management, the British program is still closely tied to projects being carried out by the Overseas Development Administration (ODA) with a number of grants being approved by project officers. This is understandable, given that all but a small portion of the funds are provided by the ODA. The large number of education participants, particularly those involved in English language training, directly reflect the main thrust of the ODA program. Those categories not directly related to projects generally reflect special concerns of the British effort.

Belgium and Yugoslavia are the only two donors to describe their training grants as scholarships and/or fellowships, according to the UNDP data. The 5-year Belgium program, which began in 1984, spent just over \$1 million in three categories, all for training in Belgium or support costs for students in Belgium universities. The Yugoslavian effort, which is the only non-Western program listed, shows a total funding level of \$500,000 for 29 full scholarships for 5 years plus short courses in a variety of development-related fields.

Tanzania is still in great need of training to aid its transformation from a state controlled economy toward a market economy, as well as toward her other long-term development needs.

II. EVALUATION OF TRAINING INITIATIVES IN TANZANIA

A. COUNTRY PROGRAM STRATEGIC PLAN (CPSP)

USAID/Tanzania's CPSP for 1992-1997 states its program goal as "the increase in real growth and improved human welfare." The subgoal is improved household socio-economic well-being. To meet these objectives, the strategy for intervention is targeted in three areas:

- Infrastructure support: to strengthen road rehabilitation and services and utilities;
- Increased private sector employment and income growth: to augment private sector development; and
- Health enhancing changes in reproductive behavior: to increase client awareness of and access to public and private family planning services.

The mission has also named one target of opportunity: to strengthen the GOT capacity to manage wildlife resources.

The CPSP includes goal, subgoal, and strategic objective indicators. These indicators should measure impact by demonstrating change over a designated time period. The mission assessment of program impact (API) relates indicators to program impact including exogenous factors, assumptions, progress toward stated objectives, etc. USAID/Tanzania has not included human resource development as an objective or subgoal. Therefore, indicators have not been explicitly developed that link the impact of training to CPSP success.

Nonetheless, training is often a project component and the training office manages mission-wide training programs across sectors. Since the mission's key strategic sectors are supported by project interventions that include training, we can hypothesize that training plays a role, at least in part, in meeting strategic objectives.

B. TRAINING PORTFOLIO

USAID/Tanzania's portfolio for training is impressive. According to mission records, US-sponsored training dates as far back as 1955. By 1976, 723 participants had taken part in US-sponsored training in the US and third countries in 16 major training areas including agriculture, community development, education, public administration, and maternal and child health.

By 1989, the number of returned participants reached 1,563 in 42 different projects interventions. Since 1989, USAID/Tanzania has supported at least 2,366 more participants. This brings the total portfolio to nearly 4,000 trainees from over 130 institutions in Tanzania including over 40 governmental, 50 parastatal, and 40 private firms. (See Annex 3 for full listing of training between 1955 and 1989.)

It has only been since 1989 that participant information has been documented on the PTMS and disaggregated in order to get a clear picture of the composition of the participant pool. It is anticipated that past records will be entered on the PTMS so that USAID will be able to determine overall training participant composition. Nonetheless, training data in disaggregated form is available since 1989.

According to the 31 December 1992 Summary Project Financial Report (1980-present, does not include all non-mission funded training), project line items for training total \$17,538,739 in obligations (not including technical assistance) out of the total mission obligations of \$133,327,012, or roughly 13 percent of the mission's portfolio. Since some projects include training in other line items or obtain funding for training from other sources to complement USAID project funds, it can be stated with confidence that the total training contribution is higher than the recorded figure above.

C. MISSION TRAINING INTERVENTIONS

Table 2 summarizes the active and recent USAID-funded training. Currently, PTMS shows that only 643 participants have been involved in the listed projects, but after interviews with project staffs and review of documents, it was discovered that there were at least 2,366 participants. This total may still not be completely accurate because all in-country training has not been tracked. (In-country training has not been fully documented at USAID/Tanzania because of differing opinions about whether it is considered "participant training.")

Over 20 percent of participants have come from projects managed by the Training Office, including the HRDA project, the African Training for Leadership Project (ATLAS), the African Graduate Fellowship Project (AFGRAD), CRSP: Beans/Cowpeas, Sorghum/Millet Research, and the Energy Training Program. These have been managed directly by the Training Office, meaning that they recruit, select, place, and monitor individuals participating in these projects. The remaining 80 percent of participants come from sector projects that are managed by project officers.

Training is a project component across sectors. Although project managers monitor project movement in order to ensure that objectives are met, they state that they may correlate training with project outputs (numbers of trained), but rarely link training to either individual or institutional performance or increased productivity. In addition, since no longitudinal studies are required, they often do not know what happens with participants (mobility, promotion, policy decisions, etc.) once training is completed or the project ends. Since project training is not planned or measured by the Training Office, any description of training impact is documented only in project evaluation reports. Generally, training is evaluated and measured by output of participants (numbers) rather than by training impact.

The team interviewed mission staff to determine the process that is followed for project training. There were some recurrent factors that seem to affect the mission's ability to train for impact and demonstrate that impact. Five areas emerged as salient to project training: opaque training design mandate; lack of baseline and follow-up measurement; lack of utilization of the PTMS system; lack of coordination with the Training Office; and lack of a mission-wide commitment to planning training for impact and utilization rather than as an output.

Training components are designed in the initial stages of the project or prior to implementation by training consultants. In some cases, contractors are asked to design the training. In all cases, no project manager

TABLE 2
Current/Recent Training Interventions in USAID/Tanzania 1989-1993

Project	Total Trainees	% Women	Private Sector	US-based Training	Third Country	In-Country	Academic	Technical
Regional Transport Management 690-0240	276	>1%	0%	13%	5%	82%	0%	100%
Energy Training Program 936-5734	66	6%	0%	98%	2%	0%	15%	85%
University Linkage 621-0174	4	25%	0%	100%	0%	0%	100%	0%
Planning & Assessment for Wildlife 621-0171	158	n/a	0%	2%		98%	0%	100%
Agriculture Transport Assistance 621-0166	184	n/a	5%	1%	3%	96%	4%	96%
Project Development & Support 621-0510/21	549	60%	17%	4%	<1%	95%	0%	100%
Family Planning Support 621-0173	363	n/a	n/a	3%	10%	87%	3%	97%
HIV/AIDS 698-0474	195	50%+	0%	0%	0%	100%	0%	100%
Finance & Enterprise Development 621-0176*	77	24%	0%	12%	4%	84%	0%	100%
Beans & Cowpeas 931-1310	6	33%	0%	100%	0%	0%	83%	17%
Sorghum/Millet 690-0224	13	8%	0%	100%	0%	0%	100%	0%
ATLAS 698-0475	21	24%	14%	100%	0%	0%	100%	0%
AFGRAD 698-0445	18	28%	0%	100%	0%	0%	100%	0%
HRDA 698-0463	436	47%	20%	72%	15%	13%	11%	89%
TOTAL	2366	40%	8%	52%	5%	73%	6%	94%

Source: Project documents and interviews with project staff

* Planned through 4/93

** Excluding those that were not gender disaggregated

was able to suggest any standard mandate that made training comply with mission objectives and mission processes for evaluating training impact. Therefore, the evaluation of training has typically measured numbers of participants and not how the participants utilize their training. Of course, it is easier to link training to project objectives (as compared to an umbrella design such as HRDA) since there are institutions that are targeted for the training. Even in these cases, institutional productivity linked to the training component may be assumed but infrequently measured.

Although training is a common project component, no common measurement or approach to training effectiveness is in place. Therefore project offices have not formulated project indicators that reflect how training is linked to skills utilization. Without exception, project managers stated that such measurements would enhance their own understanding of the use of training and would add significantly to their ability to state project successes based on changed behavior in the target population.

1. Health

Health has had, and will continue to have, substantial numbers of training initiatives. In fact, the Family Planning Support Services Project (FPSSP) has many different training efforts implemented by different organizations including: INTRAH with 10 trainees, AUSC-UMATI with 2 trainees, logistics management with 1 trainee, IEC with 4 trainees, population control with 2 trainees, and the medical school with 66 trainees. To date, the project has trained 106 participants in these short-term training efforts, and 9 participants have had US training through the Leland Trust.

Training has also been a substantial part of AIDS projects implemented by the health office. AIDSCOM focused on peer education, AIDS in the workplace, and institutional workshops and seminars. AIDSTECH focused on pharmacists, lab technicians, and STD training and workshops. Over 300 participants have had short-term training.

AIDS projects have significant training components, including in-country, third country and U.S. training for technical and academic programs. Causal relationships between training and target population behavior can be documented and should be made part of the mission's strategy to meet sectoral objectives.

Training impact is more visible in the health sector than in other sectors. INTRAH, the contractor, is establishing indicators to measure how training is utilized according to the training design in the project paper although this effort is not mandated by any mission-wide training strategy INTRAH has developed a detailed training design that includes a system for training impact measurement, and combined with the strong support of the health office, has resulted in the attempt to articulate how training is used. Although the health office requires its contractors to document training efforts, these procedures do not follow any mission-wide mandate to demonstrate impact of training.

USAID health officers stated that there has been little coordination with the Training Office. There have been few meetings mandated by the mission to clarify the purposes and differences of Training Office programs (specifically HRDA candidates for health training) and health project training efforts. In fact, when the team offered the list of Tanzanian health personnel trained by the HRDA project, it was the first time that the health office had seen the list and been made aware that certain individuals with whom they work had been on training through HRDA. Likewise, the Training Office was unaware of the vast numbers of individuals who had received training through health projects because those participants had not been registered on the PTMS.

There is no mandate to coordinate training efforts between offices, thus meetings to discuss health and training are limited. How HRDA participants are selected, the institutions and departments they come from, and priorities to help meet health goals should be a mission effort to maximize the training mechanism to improve sectoral influence. Such coordination would include assistance by the Training Office for the advertisement for HRDA training, participation on selection committees or boards, and design of baseline and follow-up data collection.

The health office staff state that they would welcome mandating that baseline data be obtained (both individual and institutional) and that standardized follow-up be implemented. Although it requires increases to already heavy workloads, personnel would like to explore the replication of the INTRAH model for other training interventions, since the results would greatly enhance the sector's ability to articulate the impact of its training.

2. Infrastructure Support

The project manager of the Regional Transport project revealed a significant impact from on-the-job-training of some 200 railroad maintenance workers in-country. He said that availability of transportation has significantly increased due to reduced turnaround times. He directly links the increase to training. Indicators of success were: accident rates; number of breakdowns; and availability of locomotive service.

In addition, a recorded 46 individuals participated in short-term courses. According to the project manager, the cumulative effect has been increased railway services. The linkage made was that training had been effective, although no measurement or follow-up had been made to determine how training had influenced the availability of locomotives and what other exogenous factors were at play.

Although this project cites training as the most significant component in achieving increased locomotive availability, this information is not formally measured nor reported to the Training Office as training impact. The basis for linkage has been informal discussions with past training participants. The Agriculture Transport Assistance Project has also funded several training events. Working with an initial \$200,000 training budget, 8 workshops were designed:

- Design and development of a road maintenance management system (RMMS), (20 Ministry of Works participants @ 2 days);
- Development of quantity standards and unit costs for RMMS (10 MOW participants @ 2 days);
- Design of rural roads, review workshops (10 MOW participants, 10 private sector consultants @ 1 day);
- Miscellaneous computer training (4 engineers, 2 secretaries @ 6 weeks);
- Development of criteria for road maintenance prioritization and for upgrading feeder roads (20 MOW participants @ 3 days);
- Workshop to develop annual road maintenance work programs and budgets (80 MOW participants @ 5 days);

- Management/administration of routine maintenance contracts (12 MOW participants, 8 technical assistance personnel @ 3 days); and
- The contracting experience (seminar for 30 on procurement of civil works and services under the integrated roads program participants).

The major problem identified by the contractor is the inability of the Ministry to identify and manage training despite the fact that a training strategy plan has been developed. In addition, little USAID guidance was given to design, implement, or measure training effectiveness. Coordination with the HRDA program for additional training possibilities was suggested as well as collaborative efforts with the Training Office.

3. Private Sector

The Finance and Enterprise Development Project has a specifically designed training component. Four participants have attended on US training with an anticipated 8 who will also complete such training. However, contractor training redesigns call for increased in-country training and seminars limiting US training to identified individuals who could benefit after having received in-country support.

Although the training is designed to offer the best implementation scheme, few measurements are in place to determine the utilization of training. Bank of Tanzania officials were present at some of the focus groups and were able to articulate direct linkages between their training experience at the Federal Reserve in Washington and how they have utilized that training to impact upon bank services. They had never been asked how they had utilized their training and found it useful to identify areas of increased productivity. Participants could link training to increased institutional performance and even to increases in the central bank's ability to negotiate foreign investment. These linkages were unknown to project staff since no mechanism was in place to measure such impressive impact on the national level.

The private sector is supported by Training Office projects as well and planning is currently underway to increase private sector participation. Program Development Support (PD&S) also provides a significant amount of training for the private sector, particularly private sector women.

4. Program Office Training

The Planning and Assessment of Wildlife Project is implemented by an OPG grant to the African Wildlife Foundation to support the Wildlife Department at the Ministry of Natural Resources. Major training interventions include the training of two pilots (3-month training in the U.S.) and seminars.

One of the most significant components of the Wildlife Management Project is the implementation of training for both staff and parties involved in the planning and management of wildlife in Tanzania. Six staff members have had short-term training courses in computer skill enhancement and will have additional training programs introduced. Workshops for over 150 persons (including Ministry personnel, game wardens, and staff) were held to discuss the management of ostrich, crocodiles, and the bird trade. The Wildlife Management Project has resulted in the development of three new national management plans for three animal groups.

Also managed by the Program Office was the Microenterprise Training of Trainers, which trained 60 participants (38 men and 22 women). It was conducted by a local training institution in two-week training

events. Training content included methodology of adult education; self-employment activities; business ethics and group effectiveness; managing small-scale business; and credit facilities for women. The impact evaluation showed that participants had measurable increases in sales, business skills, and record keeping. Combined with the changing economic environment, the training "provided and impetus for improved microenterprise performance." Other training implemented with PD&S funding includes:

- Marketing Workshop for Entrepreneurs (32 entrepreneurs including 6 women);
- Development Employment Workshop (7 women, 44 public sector participants from the planning commission and civil service);
- Project Management for Tanzanian Women's Organization (UWT) for National Council Members (30 women) and a workshop on the Economic Systems in Tanzania; and
- Sensitization Workshops for Women Employees of the Ministry of Finance, 5 days including sessions on gender, obligations and rights of civil servants, legal issues, project planning, and AIDS (256 women attended).

The University Linkage Project focuses on three major areas: training (3 US long-term, 6 short-term in Tanzania); applied research (grants to the university and the Institute of Continuing Education); and field-based research (62 participants). No formal relationship exists between the University Linkage Project and the Training Office (i.e., no use of the PTMS for any short-term training). Although research project baseline data is collected to support research projects, the program management specialist states that documentation is insufficient to measure the impact from trainees upon completion. And though long-term trainees are recorded on the PTMS, baseline and impact data are not collected.

Following the current mission procedures, all PD&S trainees are identified by institutions, approved by mission management and then passed to the Training Office for processing. Thereafter, little contact is maintained between the Program Office and the Training Office. The Program Office does not track completion of training, participants' comments regarding their training experiences, or final on-site utilization of training. According to the Program Office, this is direly needed to identify training accomplishments and impact. In addition, the Program Office is unaware of how PTMS can be used to help document training. Quarterly reports, coordination meetings, and selection processes need to be transparent and implemented to assist the Programming Office articulate impact.

5. Conclusions and Recommendations

Training is a common component for all sectors and seems to have significant impact for meeting project objectives. In-country training is having far reaching effects through the lack of a system for measuring effectiveness leaves project management unable to articulate the changes in participant behavior that have led to institutional or sectoral improvements in target populations. Further linkages between individual training and better goods and services supplied to target beneficiaries are not tested.

a. Coordination with Training Office

A mission-wide mandate that project offices coordinate with the Training Office in planning and measuring training impact would improve the mission's ability to document the impact of training interventions. Mission staff who were interviewed expressed willingness to accommodate such efforts and

make training (like WID) part of the mission-wide strategy in Tanzania. Sectorally, training is highly valued but minimally utilized as part of project indicators to meet objectives. Mission-wide, training may be less valued, causing the lack of collaborative efforts to measure training's contributions to project objectives and mission goals.

Project managers and project officers do not have a relationship with the Training Office that embraces a mission-wide philosophy to design, manage, and measure training impact. As demonstrated in the HRDA impact section of this report, USAID/Tanzania training has significantly contributed to impact in key institutions and sectors. Yet no system is in place to monitor and measure such impact, allowing institutions and USAID/Tanzania to describe success only at the project level. Such documentation would only bolster the mission's already impressive training initiatives by demonstrating impact.

b. Mission Training Guidance

Mission guidance does not clearly detail the role of training at USAID/Tanzania, or the roles and responsibilities of project staff and the Training Office. From planning for appropriate training interventions to the processing of selected participants, the mission has not had a coordinated effort, resulting in the inconsistencies outlined above. USAID/Tanzania should develop a Mission Training Order that clearly outlines the roles, responsibilities and relationships, procedures, and policies that will lead to a mission-wide approach to training for impact. It should also provide guidance on how to use PTMS to track training and record baseline and impact data.

D. HUMAN RESOURCES DEVELOPMENT ASSISTANCE (HRDA)

The HRDA project is the third in a series of regional training projects. It follows the African Manpower Development Project I (1976-82) and AMDP II (1982-87). HRDA differs from its predecessors primarily in terms of its increased attention to in-country and third-country training, and training opportunities for women and the private sector. The purpose of HRDA, as stated in the 1987 Project Paper, is:

To stimulate, facilitate, and support national and regional training programs that will provide qualified technical, scientific, and managerial personnel and policy planners to strengthen African development institutions, enhance the growth of the private sector, and increase the participation of women in development.

The project indicators are: (1) strengthened training institutions in scientific, technical and planning fields; (2) increased share of women among A.I.D. participants to 35 percent; and (3) increased share of project participants for private sector training to 50 percent. It was originally planned that minimal training (22 percent) would take place in the US, with 50 percent in-country and 28 percent in third countries and regional seminars.

A year after the Project Paper was signed, USAID/Tanzania entered into an agreement with the GOT to provide training to strengthen the GOT's ability to implement its development program and in particular its Economic Recovery Program, and the private sector's capacity to contribute to economic growth. This was a striking departure from past AMDP training that focused on the public sector, and a strong indication that privatization was moving forward.

1. Accomplishments of HRDA

a. Overview

Since USAID/Tanzania's HRDA project pioneered in fiscal year 1989, a total of 257 participants have completed training in the US, in third countries, and in Tanzania. The majority of the participants have been trained in business and management, and arts and sciences. The focus has been on short-term training, with the balance of participants receiving master's degrees. To date, there has been a remarkable balance between men and women, but with very few participants from the private sector.

Of the total short-term trainees funded under HRDA, 38 participated in the Entrepreneurs International (EI) Program. EI custom designs programs that are composed of internships, site visits, short courses, and conferences. About one-third of EI participants have been women.

b. Project Effectiveness

The breakdown of HRDA's contribution to Tanzania's human resource development is based on the information available from the PTMS as of 16 March 1993 (see Table 3 and Table 4). The totals represent training completed from the beginning of the project in 1989 to the present.

TABLE 3
HRDA Trainees by Gender
Completed Through March 1993

GENDER	NUMBER	PERCENT
Men	131	51%
Women	126	49%
TOTAL	257	100%

Source: PTMS, 16 March 1993.

TABLE 4
HRDA Trainees by Sector
Completed Through March 1993

SECTOR	NUMBER	PERCENT
Public	198	77%
Private	59	23%
TOTAL	257	100%

Source: PTMS, 16 March 1993.

USAID/Tanzania is doing extremely well in recruiting and selecting a balance of men and women. To date, 49 percent of project participants have been women. Although this falls slightly short of the mission target of 50 percent, it is considerably higher than HRDA's target of 35 percent, and an incredible improvement over previous rates in Tanzania. However, it is possible that the rate may fall because HRDA has shifted away from the health sector--a sector that is predominately female--unless an applicant is seeking managerial training in health. In preparation for the potential decrease, USAID/Tanzania has sought other ways to attract women (e.g., adding law as a field of study) and will reconsider accepting applications from nurses if necessary.

The success in recruiting participants from the private sector is less impressive. Only 23 percent of trainees have come directly from the private sector, compared to a project target of 50 percent. The targeted 50 percent may, according to the Project Paper, come from the private sector or other institutions that support private sector operations. So, for example, if public sector participants received training in

price statistics or agribusiness management, they would be counted among the public sector participants, but in fact be contributing to the development of the private sector. This target is consistent with the 1988 agreement with the GOT, but it is difficult to calculate the exact number of HRDA participants whose training programs focused on private sector development.

It is important to note that the formal private sector has only recently been allowed to emerge in Tanzania, and employers and employees are still of the mindset that training is done by and for the public sector. There is also the cost factor; it is difficult for micro and small enterprises to afford training, both in terms of the direct and the opportunity costs. It is much less expensive and easier to recruit already trained personnel from the public sector rather than pay the salaries of employees while in training. This is true even for short courses in the US when USAID/Tanzania pays for all training costs.

The placement of HRDA participants in Tanzanian training institutions is considerably lower than the target of 50 percent, as stated in the Project Paper. To date, only 13 percent of HRDA training has been in-country. However, there is some question as to whether HRDA has had any in-country training, in the traditional sense, because the 13 percent is based on placements at ESAMI, which is a regional institution, but located in Tanzania. PTMS records those placements as in-country because they were in Tanzania, but it may be more appropriate to classify them as third country training because they are under regional management.

The 1988 Training Plan placed emphasis on in-country training and regional training, but the focus quickly changed. In part, it may be attributed to the demand for US training and the many challenges in sending participants to local and regional institutions. The Training Officer reports that it is easier to make placements in the United States because US institutions publish reliable brochures and catalogs, while Tanzanian and third-country training institutions may change the dates and costs randomly, thus making it difficult to make firm plans. The Training Officer also has more confidence in the quality of US facilities and training methods because of the commitment and experience of the faculty, and the exposure of participants to a wider perspective.

The Training Office reports that they are beginning to emphasize in-country training and to solicit proposals for short-term training in Tanzania institutions, especially for the private sector.

USAID/Tanzania has been quite successful with placements at HBCUs. To date, more than 7 percent of all US placements have been at HBCUs. The percent of total person months of US training that was at HBCUs in calendar year 1992 was 8.2 percent and 11.4 percent of new start person months was at HBCUs. (The lower rates that OIT reported in January 1993 for USAID/Tanzania were based on incomplete data for 1992.) However, OIT is placing pressure on missions to reach a 10 percent target of annual new starts at HBCUs, regardless of the length of the program. This target values a 1-month placement the same as a 24-month placement. So, while USAID/Tanzania has done well in placing many long-term participants in HBCUs--thus increasing the total person months in those institutions--the mission falls short of annual new start placements.

USAID/Tanzania's success with HBCU placements has been impressive given the many challenges in reaching a 10 percent placement rate at HBCUs. But the biggest challenge USAID/Tanzania faces is the unavailability of HBCU short courses relevant to the needs of developing countries, and in particular, the fields of study targeted by the mission. Table 5 lists HRDA training by location.

TABLE 5
HRDA Training by Location
 Completed Through March 1993

LOCATION	NUMBERS	PERCENTAGE
US Training	172	67%
Third Country	51	20%
In-Country*	34	13%
TOTALS	257	100%

Source: PTMS, 16 March 1993.

*Attended programs at ESAMI, which may be classified "third country" since it is a regional institution.

Table 6 shows the type of training that has been completed under HRDA. Ninety-five percent of all training has been in short-term technical programs. This closely follows the HRDA Project Paper guidelines and USAID/Tanzania's Annual Training Plans of focusing on technical/short-term training, and funding academic training only at the masters level. Other nonproject-related academic training is done through either ATLAS, which--according to a 16 March 1993 PTMS report--is funding 6 PhDs and 15 masters, or AFGRAD, which has funded 10 masters and 2 undergraduates, and still has 6 PhD participants in training.

TABLE 6
HRDA Training by Type and Objective
 Completed Through March 1993

OBJECTIVE	NUMBERS	PERCENTAGE
PhD	0	0%
Masters	12	5%
Bachelors	0	0%
Technical	245	95%
TOTAL	257	100%

Source: PTMS, 16 March 1993.

TABLE 7
HRDA Training by Major Fields of Study
Completed Through March 1993

FIELDS OF TRAINING	NUMBERS	PERCENTAGE
Agriculture	21	8%
Arts/Sciences	53	21%
Business and Management	157	61%
Education	1	<1%
Health	10	4%
Population	13	5%
Other	2	<1%
TOTALS	257	100%

Source: PTMS, 16 March 1993.

Table 7, "Training by Major Fields of Study," closely reflects the priorities set forth in the project agreement with the GOT. The emphasis clearly has been on business and management, which includes such topics as human resources development, cost and financial management, accounting, and marketing. Second in priority has been "arts and sciences" which includes economic planning, economic development, agricultural economics, transportation economics, transportation management, law, and engineering.

With the exception of agriculture (8%) and education (<1%), the HRDA training also is closely related to USAID/Tanzania's strategic objectives: health/population; infrastructure support; and private sector development. This is interesting to note, since USAID/Tanzania does not consider HRDA to directly support the CPSP, nor is HRDA planning and selection coordinated with the sector offices. Further, HRDA is never mentioned in the CPSP as a strategic intervention.

TABLE 8
Training Status as of March 1993

STATUS	NUMBERS	PERCENTAGE
Active	32	7%
Planned	118	27%
Completed	257	58%
Canceled	33	8%
TOTALS	440	100%

Source: PTMS, 16 March 1993.

c. Project Efficiency

HRDA is a 7-year project that began in 1988. Fifty-five months have passed since the grant agreement was signed, which means that USAID/Tanzania is 64 percent through its project life. As of March 1993, 58 percent of training programs have been successfully completed, and an additional 7 percent are now active. With a total of 65 percent of all placements complete or active, USAID/Tanzania has kept pace with the annual training plans. Only 8 percent of programs have been canceled (after selection but before departure) and only one participant is recorded as a non-returnee.

As shown in Table 9, over \$7.5 million has been earmarked or actually spent for HRDA training, or an average of \$1.5 million per year. Of that total, 16 percent has been for the private sector. The dollar figures include tuition, maintenance, allowances, and administrative fees paid to the contractor, PIET.

TABLE 9
Cost of HRDA Training by Sector
\$\$

FISCAL YEAR	PUBLIC SECTOR	PRIVATE SECTOR	TOTAL¹
1989	247,016	6,174	\$253,190
1990	1,389,161	333,853	\$1,723,014
1991	1,348,084	251,415	\$1,599,499
1992	1,422,852	245,321	\$1,668,173
1993	1,921,744	360,941	\$2,282,685
1994	39,550	-	39,550
TOTAL	\$6,368,407	\$1,197,704	\$7,566,111
PERCENT OF TOTAL	84%	16%	100%

Source: PTMS, March 1993.

¹Total represents actual, except for 1993 which is the obligated amount.

Table 10 shows the distribution of training dollars. More than one-half have been spent on short-term training, and over 90 percent have been spent in the United States. Only 3 percent have been spent for training in Tanzania, and 5 percent in third countries.

TABLE 10
Cost of HRDA Training per Year
1989-present

TYPE OF TRAINING	PARTICIPANTS ¹	AVERAGE COST/PERSON	TOTAL COST ² \$\$
ACADEMIC			
In-Country	0	-	-
Third Country	0	-	-
United States	48	67,780	3,253,446
TOTAL ACADEMIC	48	\$67,780	\$3,253,446
TECHNICAL			
In-Country	60	4,251	255,085
Third Country	64	5,357	342,832
United States ²	218	14,688	3,201,893
Entrepreneurs International	50	10,257	512,855
TOTAL TECHNICAL	391	10,916	4,312,665
GRAND TOTAL	440	\$17,196	\$7,566,111

Source: PTMS, March 1993.

¹Completed, active, and planned participants.

²Totals are based on actual costs of returned participants and obligated amounts for active and planned participants.

³US technical does not include Entrepreneurs International.

d. Summary of Achievements

HRDA has done well in approaching its targets in the following areas:

- Women;
- Short-term training,
- Priority fields of training;

- Total placements to date; and
- Completion rates.

The areas where more attention is needed are:

- Private sector training;
- In-country training; and
- Placements in HBCUs.

2. Collection of Evaluation Data

To determine the impact of HRDA in Tanzania, the team tabulated and analyzed questionnaires from 151 returned participants and 17 interviews with participants in EI. The main questionnaire was developed and distributed by the USAID/Tanzania Training Office beginning in 1991, and the EI interviews were conducted by PIET in November 1992 with 17 of the 38 returned EI participants. The team also conducted interviews with selected individuals from public, private, and parastatal institutions, and with their managers. Finally, three focus groups were held consisting of the following:

- Returned participants from the public, parastatal, and private sectors including the Ministry of Health, Bank of Tanzania, IPP (a private firm), and Association of Tanzanian Employers (9 participants).
- Managers and supervisors from the above institutions (7 participants).
- Health sector training officials and decision makers (9 participants).

Focus groups were used to assess impact of training at the individual, institutional, and sectoral levels, and to determine the factors that contribute to and constrain the utilization of USAID/Tanzania-sponsored training. Participants, managers, and sectoral training planners were asked to make realistic recommendations for improving the process of planning and better utilizing training.

The findings from all the sources of information are the basis of our analysis of the impact of HRDA training. No baseline data or indicators for measuring utilization of training were available. Further, the information available is highly subjective and difficult to quantify. Nevertheless, much can be said about the impact of training on individual participants, their institutions, and their clients.

3. Findings on the Impact of Short-Term Training

As demonstrated above, USAID/Tanzania has invested significant resources in various types of training for Tanzanians. For the purposes of this evaluation, however, training completion is considered only a pre-condition for impact, and in itself is not an indicator of impact. Training may have increased the potential capacities of individuals or institutions, but it cannot be assumed that it has increased the performance. To evaluate the impact of HRDA training, we assessed the outcomes of training, in terms of the contributions that training has made to the development of individuals, institutions, and sectors.

Outcomes of training take many forms, and some are clearly easier to measure than are others. Increased volumes of sales for a private firm can be easily documented, for example, but improved policy-making and decision-making abilities in government are more difficult to measure. Thus, one might be tempted to conclude that impact has been greater in the private sector because there are more visible signs of change.

It is also important to note that some of the traditional indicators, (e.g., salary raises and promotions), can be used as proxy measures of an individual's production worth to the employing institution, but are not useful indicators for self-employed trainees or for trainees who were at the top of their organization before training. Thus, it is wrong to conclude that lack of salary raises or job promotions means that the self-employed and high-level trainees were not able to have impact on their organizations.

Despite the short-comings of the traditional indicators of training impact, they are used here for evaluating HRDA. Unfortunately, data are not available for any other indicators due to time and fiscal constraints and effort. Further, it would have been difficult to link development impact to training interventions because no relevant baseline data had been collected on individuals, institutions, or sectors served by HRDA.

This portion of the report is divided into the following five sections: (a) expectations for training impact; (b) individual impact for short-term training; (c) institutional impact for short-term training; (d) sectoral impact for short-term training; and (e) constraints. While findings are generally for all HRDA training, long-term training and EI are occasionally singled out.

a. Expectations for Training Impact

Managers openly stated that they had high expectations from returned participants, including:

- Better attitudes toward work;
- Improved interpersonal skills;
- Broader perspective;
- Preparedness for increased responsibility;
- New and/or improved skills relevant to their job;
- New technologies;
- Greater efficiency;
- Increased productivity;
- Improved organizational performance; and
- Greater institutional competitiveness.

Managers also realize that returnees who obtain these desirable attributes pose challenges. For example, managers must provide incentives to keep trained employees; material and financial incentives are essential in retaining these individuals who are professionally more marketable. When the increased expectations of returnees are not met, they are often frustrated and the benefits of their training become limited. Managers think that these problems could, in part, be attributed to the fact that there is little institutional planning for utilization of new skills.

b. Individual Impact

When asked to identify the most visible changes that can be directly linked to their training experiences, individuals revealed that they now have:

- Increased professional confidence;
- Discovered new ideas during training;
- Obtained wider or more worldly perspective;
- Increased professional motivation;
- Increased job responsibilities;
- Improved possibility for promotion;
- Enhanced technical skills; and
- Improved analytic skills.

Similar questions about impact were asked through written instruments. Responses to these questionnaires can be grouped into the following categories: (1) new skills; (2) increased recognition; (3) increased salary and promotion; (4) enhanced abilities and competence; (5) impact on women; (6) unplanned benefits; and (7) non-job related impact.

New Skills. Participants responded in the following ways when asked "Which of the following activities have you been able to undertake in your job as a result of your training?"

TABLE 11
New Skills of HRDA Participants

ACTIVITY	OVERALL %	WOMEN %	THIRD COUNTRY	EI %
Improving operational procedures	85	78	72	78
Training others	68	64	72	78
Managing projects, office, company	51	53	50	67
Initiating new projects or services	38	50	11	56
Researching	30	24	17	0
Influencing or making policy	27	40	28	56

Women appear to have gained more from training than men in their abilities to initiate new projects or services, and to influence or make policy. Likewise, participants of the EI program gained more than other participants in these two areas as well as virtually every other type of activity. Those who attended programs in third countries, however, fell short of their counterparts who studied in the United States in their abilities to initiate new projects/or services and research.

Participants mentioned that, as a result of their training, they were also better able to present papers at conferences, manage budgets, analyze financial data, and manipulate computers.

Increased Recognition. In general, training has been well received by the colleagues of surveyed trainees. Trainees reported that their colleagues now approach them for consultations and advice, on-the-job training, decision-making, and problem-solving. The positive recognition by colleagues of EI participants was higher than the overall ratings, and lower for those who participated in third country training.

Reaction on the part of superiors reflects basically the same pattern as that of colleagues. Overall, participants noted that recognition has come in the form of increased duties or responsibilities (56%) and increased esteem or prestige (45%). For the participants of third country training, the increase in duties was greater (67%) than the overall rating, but fewer (28%) stated that their superiors have recognized their training through increased esteem or prestige.

There is no evidence to support the contention that such training automatically guarantees one increased esteem or prestige from colleagues or superiors.

Increased Salaries and Promotions. While training has, on the whole, been positively recognized, it has not necessarily led to job promotions or to higher salaries. Questionnaires show that positions of participants (60%) have changed since training, but only about 20 percent received promotions and/or salary increases. Most participants credit their improved positions and higher salaries to the training.

Promotions and salary increases are not likely to result from short-term training for government or parastatal employees. In the public sector, pay grades are fixed and employees can upgrade 2 increments after 9 months of training. In parastatals, the service regulations effect changes in salaries for training of 12 months or more. Furthermore, because USAID/Tanzania targets the most qualified participants, these

individuals are already in positions where top grade salaries are being paid, with no possible increases available from the institution.

Promotion and salary increases were not good indicators among private sector employees either because so many of those who were selected for USAID/Tanzania training were either self-employed or were in the most senior positions (e.g., general manager).

Participants who had not been rewarded stated that they were in much better positions to receive rewards after training because of their improved skills, but that promotions and raises would come only after they had demonstrated improved performance.

Enhanced Abilities and Competence. A large majority of those surveyed testified that their training has had a very significant impact on their ability to more competently perform their duties, with the highest ratings coming from EI participants. Only a small number (<3%) revealed that such training did not impact their job performance.

Job performance was affected most by increases in confidence. This was especially true for the women who attended training in the United States.

Aspects of the US training that participants noted had most contributed to the professional development of HRDA participants are, in order of frequency:

- Experience in the classroom, especially related to the teaching style of US professors and trainers;
- Exposure to US lifestyles;
- Site visits, conferences;
- Sharing experiences with other students;
- Exposure to US workstyles, including time management, supervisory styles, openness, assertiveness; and
- Access to computers.

(Note: The first two most popular responses were the cues provided in the questionnaire. Also, most third-country participants did not respond to this question.)

It is also interesting to note that participants mentioned such things as the importance of developing objectives, evaluation, and reporting systems.

Impact on Women. Although only one-third of those surveyed conceded that Women in Development issues were included in their training, about two-thirds reported that experience gained during their training had been applied to benefit the women of Tanzania.

In comparison to male participants, females had been more successful in applying their experiences to benefit other women. Some examples of the ways in which female participants had helped other Tanzania women include:

- **Training:** trained on-the-job, especially with computers; trained a group of 56 women administrators from the Ministry of Education; asked to present a paper at a workshop for female entrepreneurs; conducted a seminar on women, population growth and development; counseled to other ministries and women's groups in 6 regions about promotion of health and the rights of women and children.
- **Initiating/supporting new projects or services:** mobilized 5 women to set up a funds-generating project; consulted female clients on how to initiate and manage new projects; advised women entrepreneurs on contracts documentation; counseled women who were trying to start export business; shared the need to provide housing for homeless children and 9 centers have been proposed.
- **Setting an example:** became one of the first woman jet pilots in Tanzania which will inspire other women to learn to fly; encouraged other women to be assertive and free in expressing their concerns and opinions; inspired other women to apply for training.

One woman in the private sector reported that since she returned from training, she has been asked to talk to women's groups including: ELTC, a group of local and international women who were interested in her experiences in the United States; International Women's Group of Arusha; and UWT Women from the neighboring region. She has tried to persuade these women to apply for training in an effort to increase the efficiency of their projects, especially in agribusiness.

A few male participants also reported that their training had benefitted women through on-the-job training, proposing and supporting women in work groups, and using new material in seminars for women entrepreneurs. A man in the banking sector teaches in a credit lending program for women and in his free time writes project profiles for women.

Unplanned Impact. Trainees identified a number of unexpected changes experienced since training including:

- New awareness and exposure to a variety of cultures;
- Increased respect by peers, colleagues, and supervisors;
- Institutional recognition as an expert;
- Sectoral recognition for policy reform decisions;
- Professional marketability and mobility;
- Increased desire for training among colleagues; and
- Realization of need for monitoring and evaluation.

One woman, through her training in the United States, gained a better understanding of the rights of children. Upon returning from the US she took in a foster child and now provides daily care and pays the child's school fees.

Summary of Individual Impact. It is clear that USAID/Tanzania-funded training has had a great impact upon the individuals who have participated. The participants are now able to take on additional

responsibilities with greater confidence and enhanced skills. They have greater initiative and a wider perspective. Participants are able to multiply the benefits of their training by advising others, providing on-the-job-training and speaking at workshops and conferences. Women have gained as much as, or more than, the men who have been trained.

c. Institutional Impact

If human resources development is to be a cost-effective investment, training should benefit more than individual participants. It is anticipated that individuals will use their new skills, knowledge and perspective to contribute to the productivity of their employing institutions. It is important, then, to consider the institutional impact of training.

HRDA is a general training project and is different from sector-specific projects, which may have training components. As currently implemented in Tanzania, HRDA selects participants based on individual merit and not institutional or sectoral training needs. Consequently, participants come from a wide range of institutions (over 130), so the impact is dispersed among many institutions rather than concentrated in a few.

Despite the fact that institutions were not targeted, there are a few institutions that have sent over five individuals for training, and a number of private sector firms where the top decision makers have gone for training (e.g., owners, general managers). The information gathered from these individuals allows us to make some observations on impact experienced by several institutions.

Bank of Tanzania (BTO). Through the HRDA project, USAID/Tanzania has trained 14 employees of the BTO. It is difficult to assess the cumulative effect of their training, but individually these participants have been able to contribute to the BOT by:

- Acting upon new economic development options;
- Negotiating for foreign exchange;
- Increasing foreign investment;
- Collecting on loans more effectively;
- Disseminating reports throughout the bank;
- Directing the new operations department;
- Implementing the new in-house training;
- Leading teams on various audit/inspection assignments at head office and branch offices;
and
- Embarking on investment--resources mobilization--through government securities, which generates returns to both the bank and the country at large.

According to the participants, liberalization of the banking sector will call for increased monitoring of bank operations by the central authority. Several of the BOT employees took courses in the United States, in which they were exposed to new techniques that prepared them for assignments in monitoring and

supervising bank activities. They stated that the bank supervision course is a great necessity to banking development objectives.

Some gained a better understanding of the relationship between commercial banks and central banks, and the extent to which the central banks can influence the operations of the commercial banks. BOT credit to banks and financial institutions will be repaid in time for the development of rural areas due to participants' exposure to appropriate credit arrangement skills and effective follow-up.

Tanzania Electric Supply Company, Ltd. The institutional impact of USAID/Tanzania training of 8 TANESCO employees has been mostly in the form of increased internal efficiency. Participants reported that they have contributed to TANESCO in the following ways:

- Conducting research studies that save TANESCO money due to reduction of energy losses and perfect energy auditing;
- Improving specific consumption of fuel, lubricants, and other consumables which contributes to energy losses in TANESCO plants through an energy management program;
- Completing reports quicker because of expanded knowledge of the use of computers in data analysis;
- Improving the availability of information to management because of a new database for sales generation;
- Managing human resources better; and
- Preparing development budgets.

Private Firms. Top managers in the private sector are in good positions to affect change in their organizations. They are also better able to assess the impact of their training because of access to institutional financial and management data--that lower level employers may not have. These factors make it easier to measure the impact that participants in the EI program, for example, have had on their institutions. Table 12 is a summary of the impact that EI participants have had on their firms.

When asked if these changes were a direct result of training experience in the US, more than 75 percent responded in the affirmative.

Participants have introduced over a dozen new products to their firms, including cotton seed, sesame oil, herb plants medicines, leather products, a new hotel lodge, and consultancy services. Many reported that they have improved the quality of existing products and have increased efficiency and production.

Every EI participant spoke of training inspired further planned changes in their firms. These changes include: new locations, new products, improved quality, computerization of the firm, exporting their goods, and importing machinery and parts.

TABLE 12
Survey of Returned Participants
Entrepreneurs International

CHANGES IN FIRMS AFTER TRAINING	TOTAL % WITH POSITIVE CHANGE
A. BUSINESS SIZE	
Expansion to new locations	53
More employees	35
Increases in revenue/sales	41
B. PRODUCTION	
New products	65
Quality control	47
Raw material acquisition	35
C. DISTRIBUTION	
Packaging	59
Distribution systems	29
D. ORGANIZATIONAL	
Supervision/management skills	59
Finance and accounting	35
Employee training	29
Labor relations	29
E. MARKETING	
Customer identification	41
Product definition	29
F. INFORMATION SHARING	82
G. TIES WITH UNITED STATES	
Purchasing US products/services	29
Maintaining contact with US hosts	76
Anticipating future cooperation	82

Source: Interviews conducted by PIEI in November 1992.

From the EI program, there were many participants whose training has had impact beyond what can normally be expected of short-term training programs, and certainly beyond their own expectations. Ms. Grea Mollé, General Manager of Kijenge Animal Products, Ltd. in Arusha is one such example.

Kijenge Animal Products, Ltd. One of the most valuable experiences Ms. Mollé had during the training program was working and living with a farm family in Illinois in mid-1991. There she witnessed the high productivity of a small farm. When she returned to Tanzania, she called a meeting with senior staff who were not working to capacity. She reorganized the firm, reducing the number of employees in the poultry section from 20 to 6, and in the feedmill from 20 to 14. Ms. Mollé reports that the firm is much more efficient now. Fortunately, her training did not result in a net loss of jobs; before her training, she was employing 96 and the current company size is 150.

Ms. Mollel learned how to run a company for maximum output. She also learned the importance of rewarding productive employees with good salaries so they will continue to perform well. Additionally, Ms. Mollel has provided new benefits to her employees in the form of an evening literacy class.

Total sales at Kijenge Animal Farms have also taken a big jump. The 1991 sales figures are nearly 70 percent higher than in 1990. Ms. Mollel credits the increase, in part, to an approach to marketing that she learned from her Illinois hosts who do their own direct marketing to customers.

Summary of Institutional Impact. With well over 130 institutions represented by HRDA trainees, one may conclude that a large number of institutions in Tanzania have benefitted from USAID/Tanzania-funded training, but it is not clear what the cumulative impact of the training has been on their institutions. Parasitologists and government ministries have sent the majority of employees for training, but since the trainees come from different branches or departments, it is impossible to assess the collective benefits on the institution as a whole. Participants from private firms also reported that they have affected change in the form of increased sales, new jobs, more products, and strengthened business ties with US firms, but no data are available to quantify or verify the impact.

d. Sectoral Impact

USAID/Tanzania has targeted three sectors for the period 1992-1997 and has identified strategic objectives in health, infrastructure, and the private sector. There is no clear mandate for HRDA to focus on the same sectors or to contribute to the achievement of CPSP goals or objectives. However, the major fields of study to date have closely paralleled the current strategic sectors. The sectors receiving the most attention under HRDA are health/population, infrastructure (banking, transportation, energy), and private business.

In this section we describe some of the changes in two sectors--health and private business. It is, however, nothing more than anecdotal information about how some individuals have affected the sectors they represent. It is not an attempt to link increased productivity of individuals or institutions to sectoral productivity or change. While these individuals argued that they have helped their sectors, it is impossible to measure how their training has improved the quality of life of the target populations, which should be the ultimate goal of development interventions, including training.

Health Sector. HRDA has trained over a dozen individuals in the health sector, representing the Ministry of Health, Ministry of Home Affairs, Muhimbili Medical Center, and Municipal Director (family planning and MCH). Among the contributions made by HRDA participants to the health sector are:

- Increased family planning coverage (acceptance rate) as a result of the knowledge and skills gained in training;
- Provided more effective and efficient delivery of family planning services;
- Developed surgical skills through training for VSC;
- Improved managerial performance of health management teams;
- Initiated compounding pharmacy;
- Reduced expenditures on drugs at the medical center;
- Researched and presented paper on antibiotic use;

- Coordinated mental health services within the central zone;
- Provided more services to STD patients;
- Shared knowledge with other ministries about public health thus influencing health care policies;
- Trained, treated, counseled, and mobilized people to do voluntary health services; and
- Developed new regulations on meat and poultry.

One former HRDA participant reported that, because of the improved computer skills she developed in training, she has contributed to the efficiency of her institution. Beyond the institutional level, she is now held in higher esteem by her health sector colleagues. Since returning from the US, she has been asked to organize events for women, speak at meetings, and participate on committees. Her influence now extends to the national level, where she has been asked for her advice and expertise in formulating national health policies.

Private Sector. In April 1991, a member of the Executive Council of the Chamber of Commerce, Industry, and Agriculture went to the US for 5 weeks of training. He attended the Annual Meeting of US Chambers of Commerce and visited several chambers throughout the US. He learned how local and national chambers in the US are organized and managed.

As a result of his visit to the US, Mr. David A. Mwaibulla is now one of three National Vice-Chairmen of the Chamber. In this position he has been able to affect change at several levels. For example, the Chamber in Morogoro has doubled in size and the chambers in Iringa and Arusha have tripled.

Local business communities and clients of the Chamber have benefitted as well. Mr. Mwaibulla better understands how the Chamber can help businesses and how businesses can help the Chamber, and that business people can play important roles in the development of Tanzania. As a result, the Chamber is more involved in all the region's activities. Mr. Mwaibulla has convinced people that a Chamber is not just for elite organizations, but for all businesses regardless of size or ownership, and that it can be a mutually beneficial relationship. Mr. Mwaibulla has also produced a brochure promoting Morogoro, and gives advice to the government on making business more open, removing bureaucratic red tape to allow more investments, and promoting investment in regions outside Dar Es Salaam.

Mr. Mwaibulla has also strengthened Chamber, commercial, and cultural relationships between the US and Tanzania by establishing a Sister City relationship between Fresno and Morogoro. He was invited back to Fresno to address the city council and in return, three members of the Fresno Chamber of Commerce visited Morogoro. Several American doctors will be visiting Morogoro to explore ways to assist heart patients, and discussions are taking place to make some animal donations to the Fresno zoo.

Commercial relationships appear to be improving as is evidenced by the number of letters of inquiry from US companies regarding trade and commerce. Mr. Mwaibulla has initiated an exporting arrangement with a Fresno-based company that plans to open a cashew packaging plant, and the Overseas Private Investment Corporation (OPIC) is now investigating investment opportunities in Tanzania.

Plans that Mr. Mwaibulla has for the future include: (1) making the chamber an apex body for all businesses in the country; (2) training unemployed workers as does the Fresno Private Industry Council;

- (3) training the informal business sector to formalize their activities and to use the banking system; and
- (4) writing a guide in Swahili on how to run a small business.

The experience that Mr. Mwaibulla had in the US not only affected him personally, but has also contributed to the development of his community and the private sector of Tanzania.

Summary of Sectoral Impact. While the participants in the health sector have been able to contribute to specific health aspects, few have forwarded the CPSP objective of promoting "health enhancing changes in reproductive behavior." In the private sector, participants have been able to contribute, to varying degrees, to "increased formal private sector employment and income growth," and possibly to the CPSP subtarget of "BOT functioning as a central bank."

e. Constraints to Utilization

About half of the participants surveyed responded "YES" to being able to make full use of training in their jobs. Those who responded "NO" consider the factors listed in Table 13 to have constrained their ability to fully utilize their training.

TABLE 13
Constraints to Utilization of Training

CONSTRAINT	PERCENT*
Lack of equipment	61
Too many other responsibilities	39
Lack of support from superiors	22
Resistance to change by others	19
Lack of qualified staff	17
Non-applicability of training to local conditions or to new job	17

Source: HRDA questionnaires.

*Percent of respondents that indicated that the constraint restricted full utilization of their training.

The primary constraint that has prevented EI participants from implementing new ideas or methods is the lack of working capital. Availability of credit, machinery, and spare parts has also prevented them from fully utilizing their training.

4. Findings on the Impact of Long-Term Training

Much less information was available about the individuals who have received long-term training under the HRDA project. To date, only 12 participants have returned from their training programs in the United States, and 7 were available for interviews. Of those interviewed, only 2 have been back for more than 6 months. They believe that it is too soon to have realized impact from long-term training.

Nevertheless, participants were able to identify some new skills and responsibilities acquired through training. They have improved in the following areas:

- Computer skills;
- Evaluation and reporting methods;
- Research skills;
- Teaching methods;
- Curriculum development;
- Management style;
- Supervision and evaluation of staff;
- Interpersonal skills;
- Decision-making abilities; and
- Business strategies.

It was even more difficult for long-term participants to articulate the contributions they have made to their organizations, but they were able to identify a few:

- Training staff on personal computers;
- Improving computer-aided analysis tools;
- Computerizing accounting systems;
- Upgrading communications systems;
- Preparing clients' accounts faster and better;
- Offering more flexibility of courses;
- Preparing better credit applications;
- Decentralizing operations and more clearly defining responsibilities; and
- Introducing techniques used by other countries.

Returned participants believe that their clients have benefitted because the participants are now able to:

- Advise on better ways of financial control and accounting systems, thereby producing better and faster accounting and management reports;
- Provide higher quality courses;
- Respond to customer complaints; and
- Access US goods.

The constraints that long-term participants face are somewhat different from those of short-term trainees. The challenges they face in trying to affect change are mostly related to re-entering the workplace after long absences. It takes them considerably longer to adjust to such things as a slower pace of operating, unreliable staff and machinery, and lack of high-tech equipment. Some of them are still trying to adjust to new positions and, in several cases, to new senior management and ownership. They face resistance to change and alienation (colleagues think they have become "too American").

There were only a few cases where any contact existed between the employers and participants during training. This meant that the majority of participants were not aware of the changes taking place in the company, and employers did not fully appreciate what the trainees were learning or experiencing. Further, only one returnee reported that any sort of re-entry preparation was given before departing from the United States. Most left unprepared to meet the challenges they would face upon return to their jobs.

5. Findings on the Management of HRDA Training

The team interviewed each member of the Training Office and observed them performing their duties over a 3-week period. Participants were also asked questions about how their training was planned, managed, and evaluated. The following pages document the findings from these sources on the management of HRDA training.

a. Planning

National and Sectoral Planning. Public sector training officials revealed that the planning process for training interventions are experienced in five major scenarios:

- The National Development Plan identifies areas of need and training interventions are identified by sector training officials.
- Ministries determine needs and pass them down to departments to identify needed interventions.
- Communities identify needs and pass them up to Ministry or departmental officials for inclusion in training interventions.
- Institutions determine needed training and request Ministries to assist.
- Individuals identify their own training needs and approach department heads or international donors for assistance.

The process of planning for training seems to vacillate between sectoral or national mandate and community, institution, or individual's stated need. In any of these scenarios, participants reported that USAID/Tanzania had not been involved in the planning for training to meet needs at these levels. No individual was aware of USAID/Tanzania participating with sectoral or institutional officials to identify the most effective use of training funds. In almost every case, HRDA has responded to the last planning scenario described above.

Sectoral managers stated that they had no involvement in the selection process, nor were they asked to evaluate the impact training has had in their sector. Managers also noted that they had not been involved in the training process, which had limited their ability to institutionally plan for the absence of participants, for utilization of skills of returnees, and for institutional growth by identified training interventions.

Institutional Planning. Some institutions have human resource development departments, or at least a Training Officer, and in most cases are required to approve staff training requests. However, participants stated that there was little if any connection between USAID/Tanzania and that department. The lack of coordination between USAID/Tanzania, HRD departments or Training Officers, and individual training recipients often results in the unplanned departure of individuals whose training may or may not be part of an institutional growth plan. Therefore, the role of the individual's newly acquired skills at the institution remains tenuous.

On the other hand, participants do not recommend that all training be coordinated through the institution, particularly in the selection process. There is a deep distrust and dislike for reliance on internal officials to be fair about training opportunities.

In the end, participants agreed that there should be a coordinated effort between employers and USAID/Tanzania. They suggested that USAID/Tanzania could approach different institutions and allow for a certain number of slots to be made available at certain times and then work with the institution to choose appropriate candidates. However, limiting training opportunities to specific institutions was not desirable; individuals should be permitted to continue to apply and be selected on their own merits.

Individual Planning. Individuals can plan for training by either following institutional procedures (which often are not satisfactory) or independently approaching donors to enhance their own professional growth. Individuals stated that few if any attempts to conduct career planning were practiced at their institutions. This results in convoluted promotion schemes, unassessed performance, and underutilization of newly acquired skills.

The EI participants all reported having developed training objectives before their visit to the United States. In most cases USAID/Tanzania assisted them in establishing objectives. They were all able to accomplish their objectives to varying degrees.

USAID/Tanzania Planning. Annual Training Plans originate in the Training Office at USAID/Tanzania. The Training Officer drafts an annual plan worth \$2 million based on the following considerations:

- Parameters and mandates of the GOT's Economic Recovery Plan;
- USAID/Tanzania's strategic objectives;
- HRDA and Atlas project papers;
- GOT Planning Commission's assessment of deficiencies in human resources;

- Information gathered from meetings with officials from GOT ministries, parastatals, private sector, NGOs and PVOs;
- Experience of past participants; and
- Demand for training, as demonstrated by the applications from the previous year.

Based on his review, the Training Officer determines how many public and private sector slots will be available, and within those categories, he assigns the number of technical and academic slots, and the number of in-country, third country, and US slots. (These decisions are somewhat tentative, and they may change depending on the qualifications and needs of the applicants.)

The draft plan is then shared with the Planning Commission. The next stage is to have the plan approved by the USAID/Tanzania Program Officer, the Controller, the Mission Director, and the REDSO Office in Nairobi. After confirmation of availability of funds, the limited scope grant agreement is signed by the Ministry of Finance. The final agreement is sent to A.I.D./Washington.

b. Managing

Recruitment. While some recruitment letters are sent by USAID/Tanzania, the major recruitment effort is in the form of newspaper advertisements. The advertisement is based on the annual training plan and is placed in several English and Swahili newspapers that have the widest circulation. USAID/Tanzania receives anywhere from 3,200 to 4,500 applications each year. Although not all applications are complete (and therefore not considered), there has not yet been a lack of qualified individuals to fill the slots.

The majority of participants responded individually to the news advertisement for HRDA training. They then approached their manager or supervisor for approval. Some were advised of the availability of scholarships by their supervisors; others contacted USAID/Tanzania directly for a specific courses in the United States.

Advertisements were deemed an effective recruitment method to attract self-motivated individuals from a cross section of sectors and interests unaddressed by other USAID/Tanzania or other donor programs. In addition, advertisements seem to limit cronyism and nepotism at the institutional level. Individuals are therefore free to take control of their own training and professional growth rather than relying on institutional supervisors to identify training opportunities. It seems unlikely that all institutions or managers are aware of the vast array of training opportunities and therefore may not encourage applications due to inexperience with USAID/Tanzania programming.

Stating in the advertisement that "women are encouraged to apply" significantly affected the number of female applicants. All the women in the focus groups stated that they might not have applied had the advertisement not encouraged them to do so. On the other hand, men said that they were not discouraged by the statement and applied just the same. Of the 151 participants surveyed, about three-quarters believe that the advertisement is effective in encouraging qualified women to apply. This approach succeeds in attracting a sufficient number of highly qualified women to apply, and no further "affirmative action" has been required.

This recruitment approach has not been as successful in attracting a sufficient number of qualified individuals from the private sector. There are a number of theories for the low participation: (1) the private sector is still young in Tanzania; (2) the pool of educated individuals in the private sector is limited; (3) there is less appreciation for the value of training and definite financial gain must be

demonstrated; and/or (4) USAID/Tanzania has not implemented an aggressive recruitment campaign that responds to the needs of the private sector.

Selection. USAID/Tanzania hires pre-screeners to review all the applications, using a standard set of criteria established by USAID/Tanzania. (The most common problems with applications are that they are incomplete or are not relevant to the advertised fields of study.) At the next stage, two members of the selection committee review each application. Long-term candidates are interviewed and tested. The top ranking individuals seeking short-term placements are notified of selection, and visits are made to the work sites of EI candidates before final selection.

Not surprisingly, HRDA participants stressed their approval of the selection process at USAID/Tanzania and that this approach should continue. Since individuals are not allowed to contact USAID/Tanzania before selection and deadlines are respected, participants felt like it was a fair and objective process.

On the flip side, those who may in fact be in greater need of training (based on national, sectoral, or institutional objectives) could be passed over for a more qualified individual. Also, a senior level participant stated that news advertisements might not attract the best qualified (e.g., at the ministerial level) since they would be unlikely to submit their names to be put amongst the pool of all participants, and would expect to have direct contact with USAID/Tanzania.

Placement. Once candidates are selected and confirm their training objectives with USAID/Tanzania, copies of the dossier are sent to A.I.D./Washington and forwarded to PIET. The applications are sent by PIET to the appropriate universities and then PIET notifies USAID/Tanzania when candidates are accepted. In collaboration with the candidate, USAID/Tanzania makes a final decision on the most appropriate placement and informs the employer.

In the case of short-term participants, USAID/Tanzania makes recommendations to PIET for specific programs. EI placements, however, are custom-designed by PIET. This is a labor-intensive effort that requires considerable communication among PIET, USAID/Tanzania, and the candidate.

Overall, short-term participants noted that their placements were very relevant, although many argued that the programs were too short.

Long-term participants strongly expressed a desire to be more involved in the selection of the university. They also stated preference for programs that have practical attachments or internships, advisors with an understanding of developing countries, and a large group of foreign students.

The main problem with placements is that they are confirmed at very late dates. This is especially true for long-term participants, with some having less than a week between when the "call forward" reaches them and the departure date. It is not clear if the bottleneck is with the universities or with PIET, or whether USAID/Tanzania begins the placement process too late.

Orientation. Pre-departure orientation currently consists of a 1-hour session with a participant or group of participants. The USAID/Tanzania Training Office reviews the details of the training plan, the schedule, finances, weather/clothing, housing, and transportation. In addition, some participants attend a 5-day orientation at Meridian International Center (MIC) in Washington, DC. The orientation covers topics such as US culture, education, politics, government, banking, and professional etiquette.

Participants who attended MIC reported that it was a favorable experience, helping ease their transition into the US, and thus allowing them to focus on their training objectives.

Participants emphasized the importance of receiving a more thorough orientation, either before departure or upon arrival. They believe that the problems they faced could have been addressed better in an orientation. In order of frequency mentioned, orientation issues identified by participants and their recommendations for addressing them are:

- Financial problems: budgeting recommendations, locating inexpensive housing;
- American English: information on basic vocabulary and accents;
- Homesickness and ways to deal with it (e.g., taking photos with you, budgeting money for phone calls);
- Use of computers: advance computer training;
- Cultural differences: videos and discussions with former participants; and
- Intensity of the training programs: ways to cope with the faster pace.

Monitoring. It is the contractor's responsibility to monitor short- and long-term participants. PIET involves USAID/Tanzania with monitoring by sending Academic Evaluation Term Reports (AETR) of long-term trainees. These are then sent to the employers, but there is no evidence that employers maintain regular contact with the trainees.

The most common concerns that short-term participants had while in training were related to finances, (e.g., refunds for expenses are not paid by PIET in a timely manner and per diem rates are inadequate).

The concerns of long-term participants are, of course, related to their long absences from home and work. Issues they faced during training included: feeling secure that their families are safe and healthy, receiving news about political and economical changes in Tanzania, obtaining information about events and changes in their employing institutions. They would have liked more information sent to them and have had their spouses visit them in the United States.

Re-Entry. USAID/Tanzania has allowed for re-entry training in each Project Implementation Order/Participant (PIO/P). However, there is no evidence that PIET, African-American Institute (AAI), or training providers conduct re-entry workshop for short-term trainees. Long-term participants are debriefed by PIET and AAI in New York, but re-entry issues do not receive much attention.

Most participants were ill-prepared for a return to the workplace. They said they were not aware of the challenges and frustrations they would face upon return, and thus not ready to deal with them. They also reported that without a career plan they were not sure what they would be doing or what their position would be. This is an especially serious problem for long-term participants who may have been replaced during their absence.

Follow-Up. USAID/Tanzania currently has limited contact with participants after training. The contact includes: (1) final reports written or given orally by participants; (2) ceremonies for achievement (e.g., a ceremony was conducted in 1990 to present certificates and another is planned for April 1993); and (3) evaluations, (e.g., starting in 1991, questionnaires are being sent to participants six months after they return from training).

Returned participants were unanimous in their support for an alumni association. They viewed it as a forum for associating with other Tanzanians who have had similar experiences, thus providing a support system. They would also appreciate seminars and lectures which reinforce and enhance the knowledge and skills acquired through training. There is no USAID/Tanzania alumni association, but USAID/Tanzania plans to use the Fulbright alumni association. Based on what was expressed by Tanzanian participants, and USAID/Tanzania experiences in other countries, participants might be less supportive of an association that was not their own.

c. Evaluating

A.I.D./Washington and USAID/Tanzania have not established impact indicators for HRDA training, nor have most institutions that send participants. Additionally, baseline data is not collected by USAID/Tanzania or participating institutions.

USAID/Tanzania and some institutions require that participants report after training. This is generally to assess the quality and usefulness of the training program. To date, no longitudinal studies have been developed to evaluate impact and no formal mechanisms exist to measure changes in behavior or in institutional productivity.

Sectoral Level. In terms of measuring impact, the most important issues identified at the sectoral level were: (1) the necessity for national statistics to be strengthened in order to accurately measure pre and post behavior or output; and (2) the need to follow-up training to determine the impact. The need for this support could not be overstated.

In addition, exogenous factors in the data collection process--such as poor roads, transport, and communications--limit the possibility for planning and follow-up to occur.

Institutional Level. At the institutional level, responsibility would likely fall on supervisors or managers to evaluate the institutional impact of training. Participants pointed out some of the disadvantages of managers' evaluations: (1) they do not realize the contributions that result from training and are therefore unable to speak to training impact; (2) they may be at a lower educational/experiential level than the trainee and not realize how training is utilized; and (3) they may not be objective in evaluating performance.

Currently, in most institutions there is no mandate to measure what returnees can do differently. Some institutions have performance scales, but assessments may be conducted on a yearly basis and not related to training interventions. Unfortunately, these mechanisms are non-existent even in large government ministries that have human resource departments, and in institutions that have made considerable investments in long-term training.

USAID/Tanzania. Within USAID/Tanzania no mechanism exists for collecting baseline regarding impact. For the past several years, post-training questionnaires have been sent to participants 6-months after they return from training. The questionnaires are comprehensive, asking questions about changes in positions, responsibilities, management activities, esteem or prestige, performance, and professional development. While these are full of rich information, the data is not entered into the PTMS, tabulated, or analyzed.

USAID/Tanzania's PTMS is well-maintained and appears to be accurate. However, it is not being used to its fullest capacity. It has the potential to store data on individual participants' post-training performances so that the impact of their training can be analyzed on an ongoing basis. It should also be able to generate reports by employers, allowing evaluation of institutional impact.

6. Conclusions and Recommendations

Conclusions about HRDA can be grouped as follows: (a) Training Office management; (b) reaching targets; (c) achieving impact; and (d) measuring impact.

a. Training Office Management

Overall, HRDA has been a well-managed project with staff who understand their roles and responsibilities and perform them efficiently. There are no obvious overlaps or gaps in responsibilities, and all staff are well-qualified and well-trained for their current responsibilities. Individuals in the Training Office have great potential, and are able and interested in being given greater responsibilities. This will require some reorganization within the office and relevant staff training.

The excellent management of HRDA has resulted in a project that is effectively and efficiently meeting most placement targets. The project has also been successful in achieving impact, but has not systematically collected or analyzed data to demonstrate the impact.

b. Reaching Targets

HRDA has done well in keeping pace with their annual training plans and are currently on target, both in terms of numbers trained and monies spent. If the project continues at the same pace, it is likely that USAID/Tanzania will have successfully completed the project on schedule in September 1995. There does not appear to be a lack of qualified candidates and USAID/Tanzania has been successful in attracting a large selection pool. The selection process appears to be open and fair, and results in a balance of qualified men and women in the targeted fields of study.

There are a number of targets set by USAID/Tanzania, the HRDA project paper, and the US Congress. These targets include:

- 10% placement at HBCUs;
- 50% female participation;
- 50% private sector participation; and
- 50% training conducted in Tanzanian institutions.

HBCU Placements. USAID/Tanzania is doing well in making placements at HBCUs given the many challenges with this US congressional mandate. However, with a 1992 new start placement rate of 8.2 percent at HBCUs, they are still below the target of 10 percent that was set by the US Congress. Most of the placements have been long-term academic, which HBCUs are prepared to accommodate, but which USAID/Tanzania is not focusing on. The emphasis of HRDA is on short-term training, but HBCUs have only a limited choice of short-courses available at any given time. Further, the selection of courses has limited relevance to the targeted fields of study identified in the Annual Training Plan.

Recommendation: USAID/Tanzania and the HRDA contractor, PIET, should identify at least one HBCU for each long-term placement, and place pressure on HBCUs, through OIT, to offer more short-courses that are relevant to developing countries.

Women. USAID/Tanzania has done an extraordinary job in recruiting and selecting qualified women for HRDA training. At 49 percent of participants, they are well above the HRDA target of 35 percent and only slightly below the USAID/Tanzania target of 50 percent. There is some question about the ability to maintain this high rate of female participation since HRDA is giving less attention to the health sector, from which many of women past participants have come. (They will continue to train individuals from the health sector, but at the managerial level where there are fewer women). In anticipation of this potential decrease, HRDA has opened other fields of study where there are significant numbers of qualified women, (e.g., law).

Recommendation: The Training Office should solicit the advice and assistance of USAID/Tanzania's WID officer in an effort to maintain the high level of participation by women.

Private Sector. The participation of individuals from the private sector (23 percent) is well below the HRDA target of 50 percent. It is not clear whether the problem is at the recruitment stage (not enough private sector individuals apply) or at the selection stage (they cannot compete because of their qualifications).

Recommendation: If the problem is related to the selection pool, USAID/Tanzania should consider:

- Changing the fields of study to better respond to the needs of the private sector;
- Offering more short-term training and/or in-country training so that it is less costly (in terms of lost time) for firms; and
- Working aggressively with firms and organizations to encourage individuals to apply, rather than relying on the newspaper advert to reach them.

Recommendation: USAID/Tanzania should revisit the Private Sector Training Needs Assessment and Proposed Training Plan, both written by Labat-Anderson, Inc. in 1989. Among the recommendations in the reports are:

- Training for small and medium enterprises;
- Creating an Export and Agribusiness Promotion Center;
- Offering US study tours for UDSM Faculty of Commerce;
- Funding short courses for business support organizations;
- Developing in-country short-courses for business owners and managers;
- Enhancing institution curricula; and
- Organizing a forum for dialogue between GOT and private companies.

Recommendation: USAID/Tanzania should collaborate with the Project Development Office in using the private sector advisory board to assist HRDA in increasing private sector participation and to support USAID/Tanzania's strategic objective to increase private sector growth. The board should be used to identify private sector training needs, find suitable candidates, develop training plans, and assess impact.

These efforts should be followed by persistent and aggressive follow-up on the part of USAID/Tanzania. (See Annex 5 for guidance on private sector training advisory board.)

In-Country Training. The HRDA target for in-country training is 50 percent, but there is currently no training in Tanzania for HRDA participants. Some participants have been trained at ESAMI in Arusha, Tanzania, but because it is a regional institution, it may be considered third-country training.

There have been no serious attempts to use local training institutions or to build their capacity to offer short-courses. In 1993, the Training Office plans to focus its attention on in-country training, and has solicited and received proposals for such training. The proposals are lacking in form and substance and USAID/Tanzania is unwilling to fund the proposed courses until they are better designed.

USAID/Tanzania should issue a set of simple guidelines for proposal preparation and send them, along with a solicitation for proposals, to all local training institutions. This effort should be followed with personal visits to the most promising institutions.

c. Achieving Impact

HRDA has had significant impact on a large number of individuals, institutions, and sectors. However, the impact has not been strategically planned or systematically measured. When participants have had impact on their institutions and sectors, it is more related to that individual's performance, initiative, and sphere of influence, rather than a response to careful institutional planning.

Institutional Planning. Little effort has been made to work with employers to determine training needs in their institutions or in their individual training plans. This lack of coordination limits the utilization of the training.

Participants and project documentation reveal that, at this time in Tanzania, merit-based selection produces better qualified individuals than does targeting institutions and allowing them to identify candidates. However, this approach must not necessarily limit the involvement of the employer once the candidate is selected. After selection, USAID/Tanzania and the candidate can work with the institution to determine indicators, design training objectives, select the most appropriate training design, and plan for utilization.

Recommendation: Continue with self-nomination and merit-based selection, but work with institutions and participants to plan for utilization of training and measurement of impact.

Short-Term vs. Long-Term Training. In terms of the type and length of training, short-term technical training appears to be most cost-effective. It is clearly the least expensive and produces the most immediate impact and the results are easily measured. This is particularly true for EI, which costs an average of \$10,000 per participant and has proven to add jobs, new products, and increased imports from the United States.

Long-term training is clearly the most expensive, at an average of \$68,000 per program. Further, it is difficult to assess the return to the investment because returnees have a difficult time articulating the impact of their training. This is, in part, because HRDA returnees generally believe that it is too soon to expect impact from their training, since most have returned in the past few months. Their immediate impact is also limited because it takes them longer to readjust to the workplace after their long absences. Longitudinal studies would have to be done to see if their impact is more long-range, i.e., they are more likely to be promoted to policy-making positions.

Recommendation: Continue to focus on short-term training and consider making more slots available in the EI program.

Third Country vs. US Training. There appears to be little difference in the post-training experiences of those who studied in the US from those who studied in third countries. Participants who attended short-courses in the region were equally able to manage projects/offices, improve operational procedures, and influence policy. They were better able to train others and fully utilize their training. In part, this may be related to the fact that they rate their training more relevant to Tanzanian development objectives, than do their US trained colleagues. Participants trained in third-countries also reported more frequent increases in duties, responsibilities, and salaries.

The costs of sending participants to third countries are almost one-third the cost of sending participants to the United States for short courses. Additionally, there are fewer family issues associated with third-country training and the training is more relevant. Although the evidence is not definitive, it is reasonable to conclude that short-term trainees have equally good (or better) experiences as a result of their training.

Recommendation: USAID/Tanzania should make more diligent efforts to place participants in third countries, and find ways to deal with the inefficiencies and frustrations associated with third country placements.

Private Sector vs. Public Sector. Findings show that private sector participants have had greater immediate impact in their institutions than their public sector counterpart. In addition, private sector impact is easier to link directly to training and is easier to quantify than public sector impact. Private sector impact is also more likely to extend beyond the institution in the form of increased exports/imports for clients, new jobs, and new products. This may be the result of more specific training objectives and fewer organizational constraints when attempting to affect change.

Recommendation: Increase private sector participation following the above recommendations.

Orientation. The 1-hour pre-departure sessions conducted by the Training Office do not adequately prepare trainees going to the United States. USAID/Tanzania could enhance the training experiences of their participants by: (1) providing a more comprehensive pre-departure orientation; (2) funding orientation at MIC in Washington, DC; or (3) using training providers that give orientations to foreign students or that assign advisors who have experience with foreign students.

Recommendation: Consult with USIS on developing a more comprehensive orientation. (This option is the most affordable and the one that USAID/Tanzania would have the most control over.)

Re-entry Planning. Participants would experience less cross-cultural shock and more easily return to their work environment if they received some sort of re-entry orientation. This is especially critical for long-term participants.

Recommendation: USAID/Tanzania should place pressure on PIET or training providers to provide re-entry planning for all long-term participants. The orientation should include action planning for utilizing the newly acquired skills and knowledge upon return.

Follow-up. HRDA alumni could benefit from a follow-up program that builds upon existing efforts (e.g., more frequent awards ceremonies) and attempt some new efforts such as a newsletter, an alumni association, and occasional workshops. These efforts would also increase the visibility of USAID/Tanzania.

Recommendation: Form an alumni association using the ideas, commitment, and energy of returned participants to plan alumni activities.

d. Measuring Impact

Overall, significant changes have occurred for the individuals, institutions, and sectors involved in USAID/Tanzania training. However, it is difficult to link these changes to training because of lack of baseline data and systematic performance assessments.

The Training Office has done a good job of collecting data on returned participants, but the data has not been recorded on PTMS, analyzed, or reported.

Recommendation: The collection and analysis of impact data should be reconsidered with the following in mind:

- Rewrite the advance questionnaire form to include baseline data such as position, institution, number of people supervised, number/type of clients, type/amount of training, and training objectives (should not create an additional form).
- Refine the existing follow-up questionnaire
 - add questions on length of training, and project name;
 - adapt it for short term, in-country, and third country training programs;
 - divide questions into two categories (process and impact); and
 - improve ability to assess institutional/sectoral impact
- Format relevant questions so that answers can be easily entered onto PTMS; and
- Develop a questionnaire that managers can use to assess the performance and institutional contribution of trainees.

Recommendation: USAID/Tanzania should continue sending questionnaires to short-term participants 6 months after their return, but wait 12 months for long-term participants. Because of the nature of long-term training and the constraints to utilization, participants need more time to evaluate the impact of their training.

Recommendation: To make PTMS more helpful in assessing impact, Labat-Anderson, Inc., should be requested to:

- Correct the employer section so that PTMS can produce reports by institution;
- Alter the program so that impact data can be input;
- Train other Training Office staff how to operate PTM; and
- Set up a network so that use of the program is not limited to one operator at any given time.

Recommendation: Assign someone in the Training Office to analyze the impact information on a systematic basis, report the information, and use it in planning and designing Annual Training Plans and individual training programs.

e. Summary of Recommendations

Reaching Targets

- Require PIET to propose HBCU placement options.
- Work with WID officer to maintain high female participation.
- Revisit the 1989 Private Sector Training Needs Assessment and Proposed Training Plan, and use the mission's private sector advisory board in an effort to increase private sector participation.
- Develop guidelines and solicit proposals for in-country training.

Increasing Impact

- Continue with self-nomination and merit-based selection, but work with institutions and participants to plan for utilization of training and measurement of impact.
- Continue to focus on short-term training and consider making more slots available in the EI program.
- Make more diligent efforts to place participants in third countries, and find ways to deal with the inefficiencies and frustrations associated with third-country placements.
- Work with USIS to design more comprehensive pre-departure orientations.
- Require PIET or training providers to conduct re-entry planning.
- Organize an alumni association, using returnees to plan alumni activities.

Measuring Impact

- Revise the application in an effort to collect baseline data.
- Refine the existing questionnaire to measure institutional and sectoral impact.
- Format relevant questions in such a way that the answers can be easily entered onto PTMS.
- Develop a questionnaire that managers can use to assess the performance and institutional contribution of the trainee.
- Correct the employer section so that PTMS can produce reports by institution and program it so that impact data can be recorded.
- Train other Training Office staff how to operate PTMS and set up a network so that use of the program is not limited to one operator at a time.

III. GUIDANCE AND RECOMMENDATIONS FOR FUTURE TRAINING

A. DEVELOPING A COUNTRY TRAINING STRATEGY (CTS)

The purpose of a CTS is to outline a plan for addressing the human resource constraints that prevent USAID/Tanzania from achieving its CPSP strategic objectives. In the case of USAID/Tanzania, the CTS should also address the human resource factors that constrain the GOT in reaching the goals of its Economic Recovery Program. The CTS should establish training objectives in support of the CPSP and ERP, and provide a justification and framework for the mission's training portfolio, including HRDA. Further, the CTS should define long-range strategies to address these constraints.

A CTS should cover the following points:

- **USAID/Tanzania Development Program**
 - CPSP objectives
 - Impact indicators
- **Human Resource Analysis**
 - Human resource constraints
 - Human resource development objectives (USAID/Tanzania and GOT)
 - Past USAID training activities
 - Other donor training activities
- **Mission-wide Training Strategy**
 - Targeted institutions and sectors
 - Private sector training
 - Training of women
 - Special training requirements
 - Management and evaluation, including use of PTMS
- **Mission Training Plan**
 - Perceived training needs (individual, institutional, sectoral, national)
 - Available training opportunities
 - Proposed training activities (in-country, third country and US)
 - Available resources
 - Technical assistance requirements
 - Estimated training budget

The guidance that follows results from the evaluation of USAID/Tanzania's training, in combination with the cumulative knowledge gained from similar studies in Swaziland and Rwanda. The recommendations are based on the assumption that USAID/Tanzania wishes to strengthen its efforts to train for high impact and improve their ability to measure it.

I. Value Training as a Strategic Intervention

The first step in developing a mission-wide CTS is embracing a philosophy that values training as a strategic intervention. The philosophy must view training as a development activity that helps

USAID/Tanzania achieve its strategic objectives in Tanzania. Training cannot be treated as a series of isolated events, but must be considered a vital intervention that cuts across all sectors and all projects, and contributes to the development of Tanzania.

Overall, USAID/Tanzania training is highly valued, respected and sought after in Tanzania. Since 1955, USAID/Tanzania has funded nearly 4,000 participants trained locally and abroad. And with over 2,000 applications annually for HRDA and ATLAS alone, there is every reason to believe that the demand will continue.

Training is also considered important by USAID/Tanzania, as is evidenced by the percentage of operating and program funds that are devoted to it annually, which is roughly 13 percent. HRDA has trained 257 individuals since 1989, and virtually every project has a training component that reaches hundreds of Tanzanians each year.

At this point, however, there is no indication that USAID/Tanzania considers training a *strategic* intervention: HRDA is not mentioned in the most recent CPSP, nor is project-related training; there is no mission training order to ensure coherent management and reporting of training; project-related training is done independent of the training office; and there is little coordination between HRDA and ATLAS and sector offices, despite the fact that participants are sent from health, infrastructure, and private enterprise.

The Africa Bureau recognizes that most missions treat training as an independent intervention, and is concerned that training is not linked to higher level development objectives or to measuring development results. AFR/ONI/TPPI, in collaboration with Creative Associates International, Inc., has responded by developing and field testing a methodology that links individual training to institutional productivity, to changes in the sector, and to improvements in the quality of life for the target population. The methodology places emphasis on measuring the effects of training-considering the completion of training to be only a precondition for impact-and the contributions to the mission's goal.

The new CTS for USAID/Tanzania should be based on the methodology promoted by the Africa Bureau. The strategy should differ from past training strategies in the following ways:

- Training constitutes a mission-wide, integrated philosophy that fosters training for development impact across sectors and across projects.
- Measurable training impact indicators are presented in project papers and reflected in the CPSP and API, based on articulated needs of the beneficiaries.
- A training event is a precondition for development impact and does not necessarily guarantee impact.
- The impact of training extends far beyond individual tracking and isolates institutional and sectoral changes linked to training interventions.
- Accountability for productivity linked to training is placed on recipient institutions.
- Longitudinal studies guarantee monitoring and evaluating changes in behavior of targeted populations to assess the impact of training.
- A database is established to document change over time, and is institutionalized for sustainable impact measurement.

Training for impact mandates a carefully designed process to obtain measurable training impacts that link training activities to mission API and CPSP objectives. This must be based on a mission-wide commitment to training as a strategic intervention.

2. Issue a Mission Training Strategy and Order

Training for impact will require that USAID/Tanzania develop a Mission Training Order as a *Mission-wide* document, with input from all sectors and the Training Office. The Training Order should be supported by mission leadership and be the basis for planning, designing, implementing, and evaluating all training in the mission. This means both cross-sectoral, regionally funded training projects (e.g., HRDA, ATLAS) as well as sectoral projects.

The Mission Training Order should address the following topics:

- Purpose of the Mission Training Order;
- Background; overall mission strategy;
- Types of training covered by the order;
- Key definitions;
- Procedures for all staff to follow;
- Policies governing training; and
- Roles and responsibilities.

Special attention should be given to the definition of training and the degree of detail that will be required in planning and evaluating each type of training (in-country, third country, US, long-term, short-term). The mission must determine, for example, if in-country and on-the-job training for projects will be included in the Mission Training Order. The mission must also decide the level of detail that will be required for such things as conferences and workshops.

A mission training committee should develop the order and be responsible for monitoring mission training efforts. Serving on the committee should be the Training Officer, Controller, and one person from each sector office.

3. Analyze the Mission's Strategic Sectors

To develop a mission-wide training strategy, training utilization within each relevant sector should be analyzed. The analysis should cover the following:

- The mission's strategic objective in the sector;
- Human resource constraints in the sector;
- Perceived training needs;
- International donor training activities in the sector;

- How USAID/Tanzania training will address the constraints and assist the mission in reaching project objectives, as well as CPSP objectives and goals;
- Impact indicators and national capability for statistical analysis
- key players and how training is managed by relevant government and non-government agencies;
- Institutions that might be targeted for training; and
- Local training providers and appropriate training programs.

4. Define the Capabilities and Utilization of PTMS

A mission-wide strategy for training must necessarily include a single, standard system for tracking and reporting all mission training activities. The PTMS, which is in place at USAID/Tanzania, is capable of performing this function. In this regard, the CTS should address the following:

- Function of PTMS in tracking participants by project and by sector;
- Capability of PTMS to record and report on training outputs and impact;
- Roles and responsibilities for feeding information into PTMS, including baseline and follow-up data; and
- Maintenance and upgrading needed from Labat Anderson, Inc., the current PTMS contractor in Washington, D.C.

5. Prepare for Measuring Impact

In preparing for the new CTS, the mission should develop instruments and procedures for reporting on the impact of training activities in the mission. USAID/Tanzania should consider:

- Type and scope of training to be measured for impact;
- Baseline data which is required for all mission training;
- Baseline data related to project-specific indicators;
- Pre and post measurement tools to be used;
- Capacity for PTMS to record and summarize such information; and
- Responsibilities for collecting, recording and reporting on impact data.;

The guidance should be included in the Mission Training Order for reporting on impact. USAID/Tanzania should first pilot test (new or refined) pre and post training measurement instruments before issuing the guidance. It is also recommended that USAID/Tanzania test the ability of PTMS to record and report impact data by first entering sample data and then producing summary reports by institution and by project.

Paperwork should be kept at a minimum and already heavy workloads for USAID/Tanzania staff should not be increased. Therefore, the instruments should be simple and short, and contractors should be required to administer the instruments. USAID/Tanzania in-country project contractors expressed a willingness and desire to assist in this effort.

It is important to remember that the primary purpose of reporting on impact is to assess the degree to which training is helping the mission achieve its strategic objectives.

6. Define Roles and Responsibilities

As part of the CTS exercise, USAID/Tanzania should clearly define roles and responsibilities, with an eye toward maximizing the effectiveness of training and ensuring measurement of the impact of training interventions.

Mission leadership has responsibilities that are both internal and external. The internal responsibilities concern mission requirements for designing training and measuring impact, and the external requirements are in relationship to GOT and other outside entities.

The Training Office is adequately staffed and organized, but currently not required to work to full potential. They are able and willing to take on additional responsibilities for designing, managing, and evaluating the activities managed by the Training Office, and able to assist with project-related training. This may, however, require office reorganization and staff training.

Project Managers and contract staff also expressed a desire to increase the effectiveness of their training and improve their ability to demonstrate impact.

Internal Responsibilities of Mission Leadership

- Set up a mission training committee to draft a Mission Training Order and monitor USAID/Tanzania training initiatives.
- Publicly endorse the Mission-wide Training Order.
- Assure that project and mission-managed training initiatives have been accommodated in the mission management plan.
- Write training impact measurement and reporting responsibilities into program office and project management job descriptions.
- Initiate and participate in training meetings.

External Responsibilities of Mission Leadership

- Provide assistance to the GOT for developing and institutionalizing a national manpower development plan, human resource development policy, training needs assessment guidelines, and a database to document training impact.
- Participate and/or monitor private sector training advisory boards.

Responsibilities of Training Officers

- Meet with GOT officials, key individuals in the private sector and international donors to coordinate training procedures and areas of intervention.
- Set up, manage, and participate on private sector training boards providing recruitment, selection, and processing assistance.
- Manage all procedures and activities for ATLAS, HRDA, and mission-funded PIO/Ps, including recruitment, selection, placement, pre-departure orientation, monitoring, re-entry, follow-up, and reporting.
- Keep Program Officer and mission training committee informed of Training Office activities

Responsibilities of Training Office Staff

- Administer mission-managed training, HRDA, and ATLAS.
- Manage all pre-departure orientations, follow-on, and alumni association activities including USIS/Embassy collaboration.
- Process all training documentation including visas, airline tickets, allowances, medical certifications, and PIO/Ps
- Advise and supervise project managers and contractors on PIO/P generation and project documentation.
- Check all PIO/Ps for impact indicators.
- Upgrade PTMS to record indicator measurement data.
- Record results of training events on PTMS, in collaboration with project managers and contractors to secure knowledge dissemination.
- Compile training quarterly reports for mission management and relevant project officers.
- Write training activity news such as alumni association activities and pre-departure activities.

Responsibilities of Project Officers

- Become familiar with the Training Office, HRDA, ATLAS, and PTMS.
- Consult PTMS information and Training Office when making training decisions.
- Formulate training impact indicators with contractors and project managers
- Design baseline and follow up evaluation instruments to secure impact measurement.
- Ensure compliance with Mission Training Order, following procedure for PIO/Ps, pre-departure orientation, monitoring during training and impact evaluation upon return

- Review training quarterly reports produced by the Training Office and identify additional information needed.
- Participate on public and/or private training boards when related to sector projects.

Responsibilities of Project Contractors

- Develop impact indicators with USAID/Tanzania project officers and managers.
- Design instruments to measure pre- and post-institutional and individual impact.
- Prepare impact information, in collaboration with the project manager.
- Assure impact measurement is institutionalized at recipient institutions.
- Identify recipient institutions that either receive technical assistance in order to plan, manage, and utilize training or already have the capacity to measure impact.
- Receive information during long-term training events and pass information on to USAID/Tanzania and employing institution.
- Document all training, including in-country training.

B. TRAINING FOR HIGH IMPACT

Training is only one variable that shapes and influences change. At the same time, the probability of training impact is markedly enhanced when certain criteria are met. These criteria relate to three areas:

- planning training
- managing training activities
- measuring the impact of training

Training for high-impact will demand attention and effort beyond what is currently done in terms of planning, managing, and measuring training throughout the mission. Most of the suggested actions are based on a philosophy of human resources development that USAID/Tanzania does not currently embrace—a philosophy that values training as a strategic intervention. The recommendations that follow assume USAID/Tanzania acceptance of the approach to training for high impact. They also assume that the Country Training Strategy and Mission Training Order support the approach. Mission leadership must, of course, assess the trade-offs of departing from the current approach and embracing a new philosophy.

1. Planning for Impact

The planning phase sets the stage for impact. Planning begins with project design, and includes the planning of individual training events by the sector official and a training office representative. These can also be done collectively by the mission training committee.

Establishing Indicators

It is important to first differentiate between manpower development indicators and training impact indicators. Unlike manpower development, impact cannot be measured by counting the number of individuals trained in a particular field. Meeting manpower requirements indicates a decrease in manpower shortages, while achieving impact indicates that training has contributed to development, or at a minimum, has helped alleviate human resource constraints to development.

Training projects are often substitutes for manpower or human resource development plans. This is an error both in the perception of what training is and how it can be part of the larger USAID/Tanzania picture for national development. Impact indicators should be used when USAID/Tanzania is dedicated to institutional capacity-building for development rather than slot filling. If a project's objective is impact in a particular sector--to more effectively deliver infrastructure services, for example--then the role of training is greater than simply increasing number of trained individuals in the Ministry of Works. An increased number of trained personnel may lessen an identified manpower shortage but it does not indicate that improved infrastructure services were partially caused by or related to more trained personnel.

Measurable indicators must be in place for behavioral changes to be linked to training interventions. Training should be measured for its own contributions and/or failures. Indicators of impact should be based on the effect that training has on the individual, the institution of employment, and on the targeted beneficiaries served by the trained individual.

Training for impact requires measuring and comparing pre- and post-training productivity in order to attribute changes to training. Ideally, impact indicators will have been developed in the design phase and baseline data would have been collected during project start-up. Caution should be taken in drawing conclusions about impact when indicators are established and data collected only after training has been implemented.

The following guidelines should govern the identification of impact indicators for Mission-funded training:

- Impact should be assessed by indicators that measure changes in the behavior of recipients of goods/services provided by trained personnel. This assessment should be based first on measurement quality and quantity of the goods or services provided and secondly, on the changes in quality of life resulting from those goods or services.
- Indicators should be formulated based on national manpower development plan baseline data. If no plan exists, all attempts should be made to assist GOI in constructing one so that training initiatives are not substitutes for ineffective manpower planning and so that increased manpower numbers are not misused as impact indicators. The plan should be incorporated into project design along with a governmental and/or institutional guarantee that such data gathering and reporting will be institutionalized. Such data will benefit Tanzania, the sector, the institution, the individual, and USAID/Tanzania.
- Impact indicators should be based on national statistics when statistics are available and reliable. If those statistics are not available, training impact cannot be based on statistical indicators. Either the indicators must be changed, or project objectives must include gathering statistics as baseline data and comparing these to training outputs. Optimally, the process for gathering data to determine impact should be institutionalized.

- USAID/Tanzania should not attempt to address training impact on the national level unless baseline data, continual assessment, and client tracking is ensured by the project, institution, or by GOT.
- At a minimum, baseline data must be gathered on:
 - participant's current performance criteria;
 - employing institution's productivity;
 - behavior of the clientele related to the area of intervention; and
 - related activities in the sector/nation.

These data should be in place before a project is undertaken, or at least before the training component is implemented. Training impact is difficult to measure when baseline data are not available. If training has already been implemented, post-training data collection should make distinct efforts to link change to the training intervention. However, the conclusions will be based on subjective data that is difficult to verify or quantify.

- Work with employing institutions to establish indicators. While random training in targeted sectors may increase individuals' capabilities and/or mobility in the sector or society at large, evidence suggests that training has little measurable impact unless institutions and sectors are accountable for the utilization and measurement of the individuals' capabilities. All participants should be monitored to measure changed productivity and institutional impact. If training will only have measurable impact on the individual or institutional levels, appropriate indicators should be identified for those levels. Impact on national development should not be claimed if national indicators will not be used as an impact measurement.
- Upgrade PTMS so that it can record baseline data and post-training impact data.

In establishing indicators, USAID/Tanzania should consider the following during the training design process:

- The meaning of the terms "development," "impact," and "indicator" should be clearly articulated before a training project is designed.
- The plan should specify the types of training (e.g., on-the-job, seminars, workshop, in-country courses, third-country US site visits, etc.) to be measured for impact and the level of detail appropriate for each type.
- Training designs should specify the process by which information on impact will be extrapolated from national indicators and other measurements.
- Assumptions listed in a project's logical framework should be examined when identifying impact indicators.
- Impact measurement processes should be added to the project's logical framework.

Identifying the Appropriate Project Design

Projects that target institutions allow for different project impact and require distinct impact indicators from umbrella, or general scholarship projects such as HRDA or ATLAS. Institution-specific projects, such as USAID/Tanzania's Finance and Enterprise Development project which targets the Bank of Tanzania, tend to identify numbers of required manpower and offer training to chosen individuals while technical assistance is provided for institution-building. A positive feature of this type of project is that it should be easier to monitor and evaluate because it focuses on only one institution, or a discrete number of institutions. In these cases, increased productivity of trainees can be directly linked to increased productivity of the employing institution. Increases in trained manpower at the institution should not be equated with achievement of impact. Institutional capacity or productivity must be assessed in determining impact of the training intervention.

Another potential problem for training projects at targeted public institutions is that trained individuals leave for other job opportunities, typically laterally within the public sector or vertically into the private sector. Participants may have less vested interest because the training was designed for the institution and not the individual, and may resign themselves to what is offered rather than be proactive about their training needs and the most appropriate training designs.

As a result, leaving the institution may become an attractive option. While this may not decrease the individual's contributions in other sectors, it has an effect on the targeted institution. Because leavers are not accommodated in project designs, their departure from the institution is a detriment to reaching project objectives. Little effort is made to measure project leavers' contributions to their new places of employment or the institutional capacity-building resulting from the individual's training. In such a scenario, mobility is denounced rather than supported or encouraged.

Projects that target institutions provide a forum for impact measurement only if baseline data are gathered. They allow tracking and monitoring systems for both individual and institutional changes in productivity to be institutionalized and linked to training inputs. Project design must specify how the tracking information will become part of USAID/Tanzania's database and how post-project measurement will occur.

Individuals and institutions are less accountable for utilization of training under umbrella projects, or general scholarship training such as HRDA and ATLAS. Individualized training programs allow inconsistent planning and measurement of training utilization. Employers, participants, and contractors historically have not been co-planners in the training process. Since there is no targeted institution, it is difficult to measure beyond individual impact. As a result, evaluations focus on manpower indicators rather than on impact indicators.

Institution-building can only be measured in umbrella projects if an individual's performance is assessed before and after training. Yet training designs do not generally mandate that participant performance or institutional productivity be tracked. If impact is to be demonstrated, it must be measured. To measure impact, umbrella project design must include the same type of monitoring and evaluation systems that target institution projects should use.

The potentially large number of institutions in an umbrella project dictate that project design should require the institutions' participation in tracking and measuring impact. Such endeavors should include the participation of the employer in designing the training activity, planning for the individual's return, and post-training follow-up. Impact tracking must be explicitly designed and impact information added to the mission's database, either by contractors or by designated USAID/Tanzania personnel.

Assisting with Institutional Development

Training effectiveness is proportional to the value placed on training by the employing institution. Institutions can show their support for participants' training by: assessing and utilizing new skills, conducting performance assessments for promotions, increasing job responsibilities, monitoring job satisfaction, and facilitating knowledge dissemination processes.

An institution's support of training can be described in its human resource development plans. If none exist, project objectives should include Human Resources Development (HRD) training for human resource officials at participating institutions. HRD training should occur as part of the participant training project design.

The HRD plan should specify a clearly articulated method for promotion-position and salary-based on performance, seniority, and academic qualification. In the public sector, government regulations regarding promotion attached to training should be reviewed with designated ministries. The criteria for promotion should be clearly outlined, including any promotion probation periods required to assess the best utilization of newly acquired skills.

A training plan must also be designed for the institution. Although there may be some training officers, they rarely are part of a larger HRD scheme and are more likely managers of training logistics or of other projects.

If criteria for an HRD strategy are not met, the project should either not train participants from that institution or make HRD at the institution a project objective and precondition to other planned training interventions and disbursement of funds.

Individual career plans should be included in the HRD plan. The career plan may specify the training institution and course of study. History shows that participants who are involved in these decisions are more satisfied with training results on the job. Further, managers who are aware of these choices prior to departure might be more willing to discuss career plans. Individual career plans should be mandated and presented as employer-employee agreements.

Considering Institution Type

All institutions are not alike and therefore criteria for selection, institutional contribution, and impact indicators must be appropriate to the institution type, be it public, private, parastatal, or NGO. Institution type should be accommodated during project design. For example, by giving a grant to a PVO, USAID/Tanzania might automatically deselect individuals for long-term training because of funding requirements. Similarly, NGOs may not be able to participate in long-term training due to technical assistance and budget constraints.

Parastatals may have more funds available to support training initiatives but limited managerial positions to ensure promotions. Parastatals may also be limited by government cronyism and minimal mobility. However, they may be in key positions to affect policy changes within the government.

Public sector institutions may be able to release more participants for training simply because of the number of employees in a ministry. However, they may lack a system of accountability for returnee skill utilization and contribution. A project may require that different criteria be established for public sector participation because project alumni can be seconded to other departments, there may be no forum for skill transfer, limited incentives for increased productivity, or other variables.

Explicit institution type criteria are necessary for both target institution and umbrella training designs. Training project design should include review of employee performance appraisals, especially in the public sector if they will be used for judging alumni skills. Participant mobility must be planned for and accommodated. Project design should be based on the institution's ability to manage human resource development, of which participant mobility is an integral part. Training design should acknowledge leaver contribution and impact.

All participating institutions should be required to track participant performance, institutional capacity, clientele changes, and other similar indicators of the impact of training.

Training impact is maximized when recipient institutions:

- Have a HRD department or officer who is directly accountable for supporting individuals who are in training,
- Plan for training utilization rather than merely "receive" returned trainees;
- Fully utilize returnee skills,
- Do not expect that academic qualifications alone guarantee an individual's capability as a manager;
- Give priority to promotion based on a combination of merit, academic qualification, performance and seniority, and
- Promote probation or trial periods as ways to allow institutions a chance to assess returnee skills before promotions are finalized.

Selecting the Most Appropriate Training

The selection of the training program is another major ingredient in successful planning. Project managers must decide between long-term academic and short-term technical training; between undergraduate, masters, or doctoral degree programs, and between sending the participants to the United States, a third country, or conducting the training in-country.

Table 14 compares the advantages and disadvantages of academic and non-degree training.

TABLE 14
Long-Term vs. Short-Term Training

	LONG-TERM ACADEMIC TRAINING	SHORT-TERM NON-DEGREE TRAINING
PROS	<ul style="list-style-type: none"> • Wide scope • Professional credibility • Individual marketability • Research and analytic skills developed • Technical experience • Develop writing abilities • Exposure to management techniques • Puts Tanzania into international arena • Extracurricular activities/research 	<ul style="list-style-type: none"> • Specialized skills • Short absence • Regional possibilities • Phased training possible • Can train entire work groups/respond to institutional needs • Practical, application-based • Can promote local network • Can reach more women • Can reach more private sector participants • Participants more like to receive salary • Less expense
CONS	<ul style="list-style-type: none"> • Prerequisites limit pool of qualified candidates • Expenses for USAID/Tanzania and employer • Possible salary suspension • Long absence • Family relationships strained • Uncertainty of employment situation upon return • Reverse culture shock • Attitudes/work habits of colleagues who did not receive training • Re-entry to the workplace • Sense of isolation from development needs 	<ul style="list-style-type: none"> • Limited scope • May not afford enough time to develop/become comfortable with techniques • Can be perceived as insignificant • Per diem often inadequate • Little contribution to individual marketability

USAID/Tanzania can provide university training leading to undergraduate, masters, or doctoral degrees. Each academic training objective responds to different utilization requirements. The training objective selected depends on the impact desired for each training event and the academic background of the candidate.

Table 15 on the following page compares the advantages and disadvantages of undergraduate, masters and doctoral education.

Once the type of training is determined, the project manager must next decide on the most cost-effective location for the training. Table 16 on the following page compares the advantages and disadvantages to of US, third country, and in country training.

2. Managing Training

Managing training for high impact will also require additional responsibilities for the Training Office and for project officers who have training components in their projects.

Recruitment and Selection

In an effort to increase institutional and sectoral impact, USAID/Tanzania should:

- Target institutions and sectors where human resource deficiencies prevent USAID from achieving its strategic objectives;
- Work with institution to assess training needs;

TABLE 15
Undergraduate vs. Masters vs. Doctoral Degrees

	UNDERGRADUATE DEGREES	MASTERS DEGREES	DOCTORAL DEGREES
PROS	<ul style="list-style-type: none"> • Broad-based training • Flexibility • Practical training complements theory • Exposure to work methods • Teaches self-initiative • Academic prerequisites result in large pool of candidates • More women can qualify (more women have secondary school credentials) • Undergraduate trainees are younger, meaning they have fewer family responsibilities and are more willing to undertake lengthy training 	<ul style="list-style-type: none"> • Prepares for management positions in technical fields • Broad technical base • Broad theoretical base • Thesis related to Tanzania or region 	<ul style="list-style-type: none"> • High-level research skills • Develops analytical skills • Develops critical faculties • Develops writing skills • Good for local faculty development • Research applied to Tanzania or region • Expands Tanzania's visibility worldwide
CONS	<ul style="list-style-type: none"> • No prior work experience to justify degree • Established training work force with basic knowledge and skills • Length of training • Existing degree programs in Tanzania may preclude USAID/Tanzania funding undergraduate degrees 	<ul style="list-style-type: none"> • Length of training • Thesis topic not always pertinent to post training job • Advisors not always familiar with Tanzania • Advisors not always familiar with USAID/Tanzania regulations 	<ul style="list-style-type: none"> • Post training job does not always justify depth of research/analytical skills • Not application oriented • Length of training • Expensive • Dissertation topic not always pertinent to post training utilization • Advisors not always familiar with Tanzania • Advisors not always familiar with USAID/Tanzania regulations

- Select individuals, or groups of individuals, most capable of affecting change within targeted institutions and sectors; and
- Train a critical mass of employees within targeted institutions.

Placement

To design and deliver a training program that maximizes utility, the following actions should be taken:

- Collaborate with the individual and institution in developing training objectives and selecting the training program;
- Develop training plans that link training to ultimate utilization;
- Include practical training, internships, and site visits;
- Recommend Tanzania specific research that is relevant to employing institution;
- Explore possible local/regional research sites;

TABLE 16
US vs. Third Country vs. In-Country Training

	US TRAINING	THIRD COUNTRY TRAINING	IN-COUNTRY TRAINING
PROS	<ul style="list-style-type: none"> • Comparative advantage in technical areas • Research skills • Practical training to complement theory • Leadership development • Participants learn English • Exposure to US work methods • Exposure to other international students 	<ul style="list-style-type: none"> • Similar scope • Training can take place in similar context • Applicability • May not require language training • Network building 	<ul style="list-style-type: none"> • Hands on training • No family issues • Short absences • Builds local training capacity • Multiplier effect if FOI • Can reach more people • Relatively inexpensive • Allows practicing content within local context • No wider scope necessary
CONS	<ul style="list-style-type: none"> • IIT requirement lengthens program • Culture shock • Attitudes/work habits of colleagues who did not receive training • Re entry to the workplace • Sense of isolation from development needs • Requires quality training and logistics 	<ul style="list-style-type: none"> • IIT can lengthen program if required • Role/responsibility of receiving Mission unclear • Can be logistically complicated • Limited scope • Less flexible program content • Requires quality training and logistics 	<ul style="list-style-type: none"> • No real international contacts unless program includes non-Tanzanians • Language skills not enhanced • Per diem issue • Motivation factor • Requires quality training and logistics • Dependence on contractors

- Select training providers that provide academic advising by informed faculty members who have knowledge of the developing world and the trainee's job and organizational setting;
- Encourage mentoring relationships; and
- Minimize family issues by identifying the shortest and nearest possible programs.

Orientation

Participants are better able to focus on their training program when they know what to expect and are prepared to face the challenges. Among the cultural and logistical issues to be covered in pre-departure and arrival orientations are:

- How training fits into their career plan and the institution's human resource development plans;
- Intensity of the training schedule;
- Use of computers;
- Financial and emotional maintenance of family;
- Cultural and language differences; and
- Banking, budgeting, weather, transportation, housing.

USAID/Tanzania should take advantage of the services and materials available through USIS for designing and delivering pre departure orientations. USAID/Tanzania should also involve former participants in pre-departure orientations.

Monitoring

Actively monitoring participants in training is the responsibility of the contractor, PIET/AAI, and USAID/Tanzania. Activities that will improve participant experience and contribute to training utilization include:

- Keeping trainees current on major events in Tanzania;
- Distributing address lists of Tanzanian participants in training to help build a support system;
- Encouraging employers to keep in contact with trainees;
- Keeping in contact with trainees families; and
- Monitoring progress against the impact indicators.

Reporting should occur from the training institution back to the contractor and USAID and onto the employer. This is particularly important for long-term participants.

Re-Entry

The likelihood of utilization can be increased when there is a structured re-entry program that prepares trainees for their return to professional and social responsibilities. In an effort to ease the return of participants, USAID/Tanzania should require that training providers and/or PIET offer re-entry training to all long-term trainees and as many short-term trainees as possible. Long-term trainees can also be sent to existing Mid-Winter Seminars that deal with re-entry issues. Whatever the mechanism, participants should be given the following assistance before their return to Tanzania:

- Practical guidance for coping with return to work and family,
- Action planning to utilize newly acquired skills and knowledge, and
- Approaches for dealing with reverse culture shock.

Utilization

The post-training phase is the participants' and employing institutions' responsibility for full and appropriate utilization of USAID-funded training, as well as the measurement and demonstration of the impact of training. Findings show that the utilization of training is enhanced when:

- The employing institution is prepared for the return of the participant and is receptive to possible change,
- Job assignments and position relate directly and immediately to the training; and
- Trainees have opportunities to train others.

Follow-Up

Isolated training events with no follow-up support tend to limit the impact of training. To increase the support given to participants upon return from training, USAID/Tanzania should:

- Require that returnees give oral debriefings at USAID/Tanzania;
- Host a ceremony where returnees are presented with certificates;
- Form an alumni association for returned participants;
- Maintain contact through alumni newsletters,
- Ensure that participants are taking advantage of the allowance for professional memberships and subscriptions for professional journals;
- Encourage professional linkages with the training institution or other organizations; and
- Fund follow-up training and activities as appropriate.

Follow-up activities not only enhance the participants' experiences with USAID training, but increase the visibility of USAID/Tanzania. The mission should call upon other Africa Bureau missions for ideas for follow-on activities.

3. Measuring the Impact of Training

Assessing Training Impact Indicators

Impact indicators are designed to measure change in individual performance, institutional capacity, and national development. In order for change to be measured, baseline data must have been collected. Optimally, a control group or quasi-control group would have been identified to compare the trained and un-trained over a specified time period. This comparison could also be accomplished by using national or regional trends in the targeted sector.

Individual and institutional impact can be measured by tracking the movement of participants in their institutions. The data gathered should be part of a continuous assessment process of the impact of training as designed in the project. If baseline data were gathered and benchmarks reached throughout the different project phases, impact directly linked to training initiatives might be measurable and accessible. Evaluation schemes must be part of the training design to allow for such data to be gathered following training or the Project Assistance Completion Date (PACD).

To measure impact, participants' clients should be tracked in addition to the participants themselves. For example, if trained health personnel can say that 1000 men have changed their sexual habits and are now using condoms, verified by tracking clients--absence of Sexually Transmitted Diseases (STDs) and pregnancies--the institution would have had an impact that could be linked to staff training. If the GOT could measure the decrease in nationwide pregnancies and STDs, the role of the trained personnel in that change process could also be measured. It could then be said that training was one contributing factor to the reduction of births and STDs in Tanzania.

This process might be costly if perceived as an extraneous evaluation event rather than a part of the training process. If investigated during the initial phases of design, methodologies for gathering and monitoring such data might be possible.

The institution should be held accountable for measurement and that the project includes technical assistance for measurement. A national agency is now held accountable for assisting with implementation and institutionalization. Failing a national agency, a separate individual, agency, or project should be designated and held accountable for measurement.

Measurement schemes should consider:

- Individual capabilities and upward mobility based on increased job productivity, responsibilities, and quality of goods and services rendered by the individual, measured by evaluating the products or services the individual provides;
- Institutional capabilities based on productivity and/or services of individuals, measured by evaluating the performance of individuals who are responsible for the production of tangible goods and services to the institution;
- A sector's capabilities due to the productivity and/or services of institutions, measured by evaluating the institution(s) with tangible services and/or products that contribute to the sector;
- Changes to the quality of life of targeted clientele or recipients of product or services, measured by evaluating changes on target population as a result of tangible goods or services provided;
- Tanzania's capability to realign and modify areas of need, measured by evaluating modifications in the national development plan as a direct result of goods or services now available in a sector; and
- USAID/Tanzania's capability to modify areas of intervention, measured by evaluating changes in targeted sectors or sub-sectors as a direct result of changed needs.

Participant Training Management System

PTMS should serve as the fundamental tool for project assessment. Fortunately, PTMS in USAID/Tanzania is well-maintained for HRDA training. However, it is underutilized in project-related training. Data for most project-related training has not been entered and most project officers and contractors do not know what PTMS is or even that the mission has such a database and management tool. Contractors, project officers, project managers, and GOT officials should all be aware of its use.

Contractor access and input into PTMS should be determined. PTMS should be assessed to determine what it can and cannot measure. The variables that PTMS cannot handle should be identified and accommodated during project design and impact tracking. (See Annex 4 for sample PTMS summary of training impact.)

Instruments for Measuring Impact

Training for impact requires a process of:

- Articulating the specific behavior changes to result from the training (the basis of the training objectives);
- Establishing indicators that will measure impact;
- Collecting relevant baseline data;
- Evaluating post-training behavior; and
- Analyzing the changes to assess impact.

The instruments should be as simple as possible. Simplicity will increase the likelihood that the data will be collected, recorded, and analyzed. In an effort to streamline the effort, USAID/Tanzania should use existing data collection instruments, such as application forms. Though this may require some alteration in the existing forms, it is preferable to introducing additional paperwork.

The Family Planning Support Services project has developed an instrument to evaluate impact at the institutional level. The instrument, which is currently being reviewed for possible changes, is attached as Annex 4 of this report.

ANNEX A
Individuals Contacted

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ANNEX A
List of Individuals Contacted

USAID/Tanzania

Tess Alberastine, Deputy Controller
William Baynit, PM University Linkage, Food and Agriculture
John Hepp, Controller
Dale Pfeiffer, Director
Magdalen Hiza, Participant Training Assistant

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Tej Mather, Engineering Officer
F.M. Mburu, Senior Population Specialist
Hedwiga Mbuya, Program Assistant, WID, Wildlife, PD&S
Z. Kristos Minja, Training Officer

Paul Morris, Program Officer
Herment Mrema, Development Assistance Specialist
Johannes Mulangeta, Program Assistant, ATAP
Winnie Munisi, Participant Training Clerk
Michael Mushi, Assistant Health/Population Officer

Janet Mwemezi, Training Office Secretary
Mwanasera Mwinyi, PM, Financial Enterprise Development
Blandina Nyomi, Chief Accountant
Joel Schlesinger, Deputy Director
Joel Strauss, Rural Economist
Dana Vogel, Health/Population Officer

Returned Participants and Their Managers

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Jean W.U. Bomani, Ministry of Health
S.B. Buberwa, Planning Commission
Khamis Juma, TP & TC
Sirju K. Juma, Bank of Tanzania

Donald J. Kamori, Bank of Tanzania
Andrew F. Karattah, Bank of Tanzania
Abdul Kataboro, LRT Motors, Ltd.
Joseph Mathew Kaupunda, Ministry of Health
A. Kilewo, IPP Limited

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Pauline Peter Mella, Muhimbili University College of Health
Leah J. Mkumbwa, Muhimbili University College of Health
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Elizabeth Munyagi, Ministry of Communication and Transport

Caritas N.B. Mushi, Attorney General's Chambers
Noah L.A.M. Musyani, Planning Commission
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Amos Odea Mwakilasa, Ministry of Health
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James Rutahindurwa, President's Office, Civil Service Department
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Calista Simbakalia, Ministry of Health
Aggrey A.M. Teemba, Office of Attorney General
Philbert Tibaijuka, Directorate of Meteorology
Ellen Evelyn Zablun, Ministry of Health

Other

Brenda Bryant, Creative Associates International Inc.
T. Kramer, PSC Engineer, ATAP
Naomi W. Goko, Resident Trainer, INTRAH
Africanus T. Maenda, Association of Tanzanian Employers

Deryck O. Omuodo, Resident Advisor, SEATS
Elizabeth Torry, AFR/ONI/TPPI
Derry Velardi, Creative Associates International Inc.
N. Lider Williams, Project Leader, Wildlife Management

ANNEX B
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ANNEX C

USAID/Tanzania Training

1955-1989

UNITED STATES OF AMERICA
 OFFICE OF SEPTIMA, 300 1984
 1ST PROJECT AND FISCAL YEAR

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ROW	PROJECT TITLE	SYMBOL	FY55	FY77	FY78	FY79	FY80	FY81	FY82	FY83	FY84	FY85	FY86	FY87	FY88	FY89	TOTAL
A. TURNED-PASSIVE (ASST. F. 15-43)																	27
1	West Multiplication & Dist	624-0040		3	1	24	1	3	3	0	2	0	0	0	0	0	34
2	Mass Livestock & Range	624-0045		7	5	2	1	4	0	0	0	0	0	0	0	0	21
3	Agriculture Marketing	624-0048		5	5	2	4	0	1	2	0	0	0	0	0	0	17
4	Agriculture Research	624-0057		10	9	13	15	8	4	8	8	0	0	0	0	0	85
5	Agriculture Credit	624-0067		0	2	9	0	3	0	0	0	0	0	0	0	0	21
6	Agriculture Manpower	624-0089		17	12	4	3	4	0	0	0	0	0	0	0	0	50
7	Farmer Training & Product	624-0105															6
8	Material/Child Health	624-0121		25	13	13	4	3	1	0	0	0	0	0	0	0	64
9	Livestock Marketing	624-0122		1	13	7	2	1	0	4	0	0	0	0	0	0	30
10	Agriculture Educ./Extn.	624-0135						4	1	4	1	2	0	0	0	0	12
11	Kruska Regional Plan/Ext.	624-0143						1	1	2	0	0	0	0	0	0	5
12	Training for Rural Dev't I	624-0144					14	20	11	15	8	1	7	7	0	0	103
13	Tanzania School Health	624-0150					1	0	0	4	0	0	0	0	0	0	5
14	Resources for Rur Dev't	624-0155							4	4	1	0	0	0	0	0	20
15	Farming Systems Research	624-0170							5	0	0	0	1	0	0	0	6
16	Training for Rural Dev't II	624-0161							4	1	6	1	2	0	0	0	21
17	Kruska World's Part	624-0162							1	3	3	0	0	0	0	0	7
18	Zanzibar Malaria Control	624-0167							3	3	1	32	4	0	0	0	50
19	African Manpower Dev't I	624-0168							4	1	1	7	1	0	0	0	24
20	African Manpower Dev't II	624-0169							11	4	1	0	0	0	0	0	16
21	Accelerate Rural Learning	624-0171		1	1	1	0	0	0	0	0	0	0	0	0	0	3
22	Last African Food Crisis	624-0172					1	0	0	0	0	0	0	0	0	0	1
23	Stable Fly Control	624-0173				1	0	0	0	0	0	0	0	0	0	0	1
24	Human Rights Program	624-0201					0	0	0	0	0	0	0	0	0	0	1
25	Project Dev't. & Support	624-0135		0	1	0	0	0	1	0	0	0	0	0	0	0	2
26	Labor Program	627-0002					2	0	0	9	0	0	0	0	0	0	2
27	Nutrition Program	631-0252					1	0	0	0	0	0	0	0	0	0	1
28	Dev't of Trade Union	637-0003					1		0	0	0	0	0	0	0	0	1
29	Energy Management	631-1160							2	0	0	0	0	0	0	0	2
30	Population Training	632-0651							4	8	0	0	0	0	0	0	12
31	Alternative Energy	636-5710							1	1	2	0	0	0	0	0	3
32	Conventional Energy	636-9992							1	0	1	1	0	0	0	0	3
33	AFGRAD	638-0453									2	2	1	0	0	0	5
34	Labor Organization Dev't	638-0601													1	0	1
35	Independently Funded	N/A							1	0	1	1	1	0	0	0	4
36	Training in Reproductive	632-0604														0	11
37	US Telecan Inrg. Inst.	630-0180														0	2
38	Project Dev't. and Support	621-0510.21														0	5
39	Human Resources Dev. Assistance	638-0463.21														0	2
40	CRSP: Bean and Cowpea	631-1151														0	2
41	Energy Training Program	636-5734														0	6
42	Regional Sorghum/Millet Research	630-0274														0	2
TOTAL				725	76	71	97	77	75	82	106	52	27	43	24	0	33

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RESUME OF US AID SPONSORED PARTICIPANTS RETURNED
FROM TRAINING (BY FISCAL YEAR AND FIELD OF TRAINING)

(As of September 30, 1976)

FIELD OF TRAINING	FY	FY	FY	FY	FY	FY	FY	FY	FY	FY	FY	TOTAL RETURNED							
	55	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	
General (agric, comm)	2	-	6	19	20	22	14	33	25	5	-	-	-	-	-	-	-	-	153
Agri. College (comm)	-	-	-	-	1	-	19	15	27	1	2	4	3	1	1	-	-	-	7
Agri. Coop (comm/other)	-	-	-	-	1	1	6	-	-	-	-	10	4	1	-	-	-	-	25
Ag. Ext. Methods (comm)	-	-	-	-	-	-	-	-	-	-	-	-	1	7	10	11	2	-	31
Soil Biology (comm/other)	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2	5	2	3	12
Soil Chem. (comm/other)	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	1	11	3	17
Soil Fertil. (comm/other)	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2	3	15
Soil Fertil. (comm/other)	-	-	-	-	-	-	-	-	-	-	-	-	-	1	1	3	-	-	11
Soil Science (comm)	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	3	1	7
Soil. Mngmt. (comm)	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	3	2	10
Tractor Training (comm)	-	-	-	1	-	1	1	1	1	-	-	-	-	-	-	-	-	-	10
Water Eng. (comm)	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	1
Ext. Rec. (comm/other)	-	-	-	-	-	-	-	-	1	-	-	9	-	-	-	-	-	1	9
Water Mngmt. (comm/other)	1	-	3	-	1	10	20	37	23	15	5	11	-	1	15	1	2	-	156
Water Supply (comm/other)	-	-	3	1	15	9	17	17	12	5	-	-	-	1	2	-	-	-	72
Water Supply (comm/other)	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	1
TOTAL	3	-	12	21	22	43	67	102	98	31	15	33	21	20	32	21	20	23	763

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ANNEX D

Sample Instruments

INTRAH/MOH FAMILY PLANNING TRAINING PROGRAM

FAMILY PLANNING SERVICE DELIVERY INFORMATION

Section A: To be completed by the Service Provider
selected for training

1. General Identification:

1.1. Country

1.2. District

1.3. Name of health Facility (SDP)

1.4. Type of Health Facility (put a tick in
the respective box):

Hospital ()

Health Centre ()

Dispensary ()

1.5. Sponsor of Facility (Put a tick in the
respective box)

NGO ()

Government or

Parastatal ()

Private ()

2. Family Planning Services (Activities regarding
counselling, client education, contraceptive
distribution and other services related to
contraceptive methods)

2.1. Are FP services offered at present? (Put
a tick in a respective box)

Yes ()

No ()

2.2. If yes how old are the FP services?
(Relates to when FP activities started)
Tick appropriately

Less than 6 months ()

1 year ()

2 years ()

More than 2 years ()

2.3 How often are FP services being offered?
 (Tick appropriately in the box)

	Mornings Only	Afternoons only	Mornings & Afternoon
DAILY			
ONCE/WEEKLY			
TWICE/WEEKLY			
THRICE/WEEKLY			
FOUR TIMES			

2.4 Family Planning client load per month (last 6 months)
by method

(Enter total figures per method per month)

CONTRACEPTIVE METHOD	MONTH (period)						Total
Combined Oral Contraceptive (OC)	New						
	Revisit						
Progestin Only Pills (POP)	New						
	Revisit						
Depo-Provera Injections (DMPA)	New						
	Revisit						
Norplant Implants	New						
	Revisit						
IUCDs	New (injections)						
	Revisit						
Condoms	New						
	Revisit						
Spermicides	New						
	Revisit						
Diaphragms	New						
	Revisit						
No of clients counselled for VSC method							
NFP (cervical mucus method/EC)	New						
	Revisit						

2.5 Types of FP services offered and staff offering the services in this clinic
 NB. Tick against each type of FP services the staff cadre performing it

TYPE OF SERVICE	Registered Nurse 'B'	Registered Nurse/Midwife 'B'	Registered Nurse/Midwife 'A'	MCHA/CHN 'B'	RMA	Medical Asst.	Medical Officer
o Client Education on FP - individual (CWC, postpartum - group maternity gynae)							
o Counselling individuals for informed Choice							
o History taking							
o Physical Examination							
o Taking Pap Smears							
o Urine testing for Sugar and Albumen							
o Provision of Barrier methods							
o Prescription and supply of pills: - Combined Oral contraceptives - Progestin Only Pills							

TYPE OF SERVICE	Registered Nurse "B"	Registered Nurse/Midwife "B"	Registered Nurse/Midwife "A"	MCHA/CHN "B"	RMA	Medical Asst.	Medical Officer
IUCD Insertion							
Administration of Depo							
Counselling for:							
<ul style="list-style-type: none"> - VSC - Breastfeeding as an FP method - Cervical Mucous Method - Norplant 							
Post partum assessment Management of side effects for clients using:							
<ul style="list-style-type: none"> -OC -POP -Depo Provera -IUCD 							
Management of complications for clients using:							
<ul style="list-style-type: none"> -OC -POP -Depo Provera -IUCD 							
FP services for Adolescents							

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Section B: To be completed by supervisors and or officer in charge of the clinic/facility
 3: Types of FP Training Received by Staff providing FP services

CADRE	Nos Providing Service in this Clinic	FP Training		FP Training with IUCD Insertion		FP Training without IUCD Insertion	
		Yes	No	Yes	No	Yes	No
Registered Nurse "B"							
Registered Nurse/Midwife "B"							
Public Health Nurse "A"							
Registered Nurse/Midwife "A"							
CIN "B"							
MCH Aides							
Rural Medical Aides							
Medical Assistants							
Medical Officer/Assistant							
Medical Officer							

4. Maternal Health Services provided in this Clinic: (last 6 months)

TYPE OF SERVICE	1	2	3	4	5	6	Total
New ANC							
Deliveries							
Postnatal / postpartum							

5/2

5. Client Recruitment outside FP clinic (last 6 months)

Type of Service from which clients are recruited	M O N T H (Period)						Total number recruited
	1	2	3	4	5	6	
ANC							
Post Natal/Partum visit (6-8 weeks immunization)							
Maternity Ward							
Gynaecologic wards							
Paediatric Wards/NURU*							
OPD							
Child Welfare Clinic							

* NURU = Nutrition Rehabilitation Unit

6. Number of Women of reproductive age (15 - 49 years age) in your catchment area _____

NB: This information can be obtained from EPI records:

ANNEX E

Guidelines for a Private Sector Training Advisory Board

ANNEX E

GUIDELINES FOR A PRIVATE SECTOR TRAINING ADVISORY BOARD

Coordination of a private sector training strategy will become increasingly important as USAID/Tanzania initiates training under the Finance and Enterprise Development Project and in-country training under HRDA. The strategy will require a series of tasks to plan, manage, and assure appropriate utilization of mission-funded training, including:

- Identifying private sector training needs;
- Ensuring that these contribute to the strategic objectives identified in the CPSP;
- Finding suitable candidates for training;
- Collecting the baseline data against which the impact of training will be measured;
- Developing training plans;
- Managing the training process;
- Evaluating private sector training activities; and
- Collecting longitudinal data to assess the impact of training.

It is recommended that the mission begin by constituting a private sector training advisory board, or collaborating with the mission's existing private sector advisory board, to support the implementation of these tasks. The board should be constituted according to the lines recommended below for management structure, composition, and role and responsibilities in implementing the mission's private sector training strategy.

A. PURPOSE OF THE PRIVATE SECTOR TRAINING ADVISORY BOARD

The purpose of an advisory board is to support USAID/Tanzania's strategy for training to contribute to private sector development. This can be achieved by recruiting and pre-screening private sector candidates for training, assuring appropriate utilization of private sector trainees, and collecting baseline data against which training impact can be measured. The board should:

- Provide the primary technical review of private sector training requests and proposals, including reviewing the indicators against which each training event's impact will be assessed.
- Perform a critical role in ensuring that all training activities that USAID/Tanzania funds are reasonable and will achieve the anticipated impacts.
- Play an advocacy role to ensure that all relevant groups in Tanzania have an opportunity to access the training the mission offers.
- Report to USAID/Tanzania on the utilization of training in Tanzania's private sector.

B. BOARD MANAGEMENT STRUCTURE

The board's role and responsibilities in planning, managing, and utilizing training are described below. The board should:

- Serve as an **advisor** to USAID/Tanzania.
- Work with USAID/Tanzania to develop **implementation guidelines** for mission-funded private sector training, and revising the guidelines on a regular basis to make sure that training remains responsive to changing private sector training needs.
- Develop specific **impact indicators** for each training activity it recommends. The mission can request technical assistance to assist the board in understanding the importance of these indicators and to train board members in how to develop and evaluate training impact indicators.
- Recommend **training activities** for funding to USAID/Tanzania, which retains final approval authority.
- Develop and agree to **protocol and procedures** to govern the board, covering matters that include board composition, chairpersonship, meeting frequency, agendas, quorum, sub-committees, and conflicts of interest.

1. Recommended Board Composition

The purpose of the board is to funnel requests for training and funding to the mission and to serve as a critical sieve for training requests. This includes developing impact indicators for each training request and for ensuring that the baseline data against which impact can be assessed are collected.

The board should thus represent the various constituencies USAID/Tanzania wishes to reach with its private sector training strategy.

Tanzania has a number of business support organizations, each representing a particular constituency including small businesses, larger Tanzanian businesses, and women entrepreneurs. Among these are the Association of Tanzanian Consultants, Association of Tanzanian Employers, Tanzania Association of Business and Professional Women, and the Tanzania Chamber of Commerce, Industry, and Agriculture. These business support organizations are ideal candidates for representation on the mission's board.

Since the board's purpose is to support the mission's strategy for training in the private sector, at least one human resource development professional from the private sector would be an ideal member.

To ensure GOT support of the mission's private sector training strategy, a member of a coordinating ministry such as Ministry of Finance or the Planning Commission should also sit as a voting member.

USAID/Tanzania should also be represented on the board. At a minimum, the Training Officer or Project Development Officer should sit on the board. However, since the board's role in recommending training activities is purely advisory, and since USAID/Tanzania should have final authority to approve training activities, USAID/Tanzania staff should be non-voting members.

The board's role in supporting the mission's private sector training strategy is such that the composition should evolve as the board is tested and its role refined over time.

2. Planning Private Sector Training Activities

The planning of private sector training begins with the organizations and companies who will ultimately benefit from training and the institutions that develop specific and detailed plans for this training.

The plans for training include commitments of how the organizations will ultimately utilize mission-funded training and how they will be evaluated.

- The mission should strive whenever possible to emphasize cluster training-training work groups rather than individual groups.
- Whenever possible, the mission should emphasize follow-on training-training a same corps of people sequentially, in phases, as new skills are applied and new training needs are perceived.

Training that supports private sector development in Tanzania falls into two categories:

- Training destined for private sector operators, existing small and medium scale businesses, or new business start-ups; and
- Training provided for the public sector environment governing Tanzania's private sector-this training should target both public sector target policy makers and day-to-day implementors of GOT policy governing the private sector.

The board should work with organizations requesting training to define the requested training activity and to develop proposals for training. Each training activity's proposal development process must include defining the impact criteria that are specific to that activity, including:

- What baseline data exists;
- Where this data is housed;
- What baseline data will be collected;
- Who is responsible for collecting baseline data;
- How this data will be gathered; and
- When and by whom longitudinal impact studies will be conducted to evaluate the impact of the training requested.

The guidelines governing mission training in general apply to the private sector as well. The mission should work to develop a local training capacity when needs for training are recurrent. Selection of training type-academic or non-degree-and training location-US, third country, or in-country-should be made according to the general recommended implementation plan.

3. Assessing the Impact of Private Sector Training Activities

Assessing private sector training activity impact is the shared responsibility of the board, the institutions receiving training, and mission staff. Longitudinal studies can be the responsibility of outside evaluators if they fall outside project completion dates.

4. Who Does What?

The management structure can be described as follows:

- USAID/Tanzania is responsible for overall management of private sector training activities, including working with the board to establish initial operational guidelines, approving requests for training, and measuring the impact of training.
- The board is responsible for supporting training planning, reviewing, selecting, and recommending training proposals to USAID/Tanzania for approval and, in conjunction with the mission, for creating initial implementation guidelines and for keeping these guidelines timely, relevant, and responsive.
- Organizations requesting mission-funded training are responsible for developing complete training proposals, for defining the impact of training proposed, for gathering the baseline data against which the impact of training will be measured, for participating in the management of training activities, and for appropriately utilizing mission-funded trainees and training.

C. POTENTIAL BOTTLENECKS IN IMPLEMENTING THE PRIVATE SECTOR TRAINING STRATEGY

This section highlights potential bottlenecks to implementing the mission's private sector training strategy and recommends possible solutions.

Government policy, Tanzania's particular constraints, and the general environment in the private sector functions are not discussed here. The following table deals with potential bottlenecks to implementing the mission's private sector training strategy, not constraints to the private sector's operations in Tanzania.

Table 17
Potential Bottlenecks in Implementing the Mission's Private Sector Training Strategy

BOTTLENECK	POSSIBLE SOLUTIONS
Establishing the board	<ul style="list-style-type: none"> • Define roles and responsibilities and identify appropriate staff • Call in technical assistance using HRDA funds as necessary to supplement mission staff endeavors (demonstrating that training for impact is a mission commitment, supported by mission leadership, and implemented by mission staff)
Obtaining requests for training	<ul style="list-style-type: none"> • Advertise training opportunities using a variety of media (newspapers, radio, and signs posted where potential beneficiaries are likely to congregate) • Use board members to mobilize their various constituencies
Determining what training should accomplish	<ul style="list-style-type: none"> • Work with companies requesting training to support capacity to plan, manage, and utilize training • Work with board to train members to evaluate training requests
Identifying providers of requested training	<ul style="list-style-type: none"> • Work with recognized, accomplished training providers • Work to develop local capacity to meet recurrent training needs
Board operations	<ul style="list-style-type: none"> • Establish board procedures, including rotation provisions, quorum requirements, and clear guidelines on conflict of interest to make sure that the board functions smoothly and that each member knows the board's mandate and parameters
USAID/Tanzania administrative requirements	<ul style="list-style-type: none"> • Establish guidelines and procedures for selecting training activities—if the board is trained enough to be screening training requests properly, most requests reaching USAID/Tanzania will be admissible • As much as possible, work with the same training providers so that they become knowledgeable about AID contractual requirements and procedures • Minimize required AID approvals and signatures • Minimize administrative turnaround time—organize a single meeting once board training activity recommendations are received to allow one-time discussion and signature of training task orders • Explore contracting mechanisms that minimize turnaround time

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