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Malawi
Human Resources and Institutional Development Project

FINAL REPORT
November 1995

AID CONTRACT NO. 612-0230-C-00-8009.00

AED

Academy for Educational Development

Malaŵi

Human Resources and Institutional Development Project

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GLOSSARY

BA	Bachelor of Arts
BPA	Bachelor of Public Administration
CHAM	Christian Hospital Association of Malaŵi
DEMATT	Development of Malaŵi Traders Trust
DHRM&D	Department of Human Resource Management and Development
DPM&T	Department of Personnel Management and Training
EOPS	End of Project Status
EP&D	Department of Economic Planning and Development
ESCOM	Electricity Supply Commission of Malaŵi
GOM	Government of Malaŵi
HRID	Human Resources and Institutional Development
HRM	Human Resources Management
IDA	International Development Association
ILO	International Labor Organization
KCN	Kamuzu College of Nursing
MA	Masters of Arts
MS	Masters of Science
MBC	Malaŵi Broadcasting Corporation
MBS	Malaŵi Bureau of Standards
MCA	Malaŵi College of Accountancy
MCCI	Malaŵi Chamber of Commerce and Industry
MEPC	Malaŵi Export Promotion Council
MIS	Management Information System
MLGRD	Ministry of Local Government and Rural Development
MOE	Ministry of Education
MOAG	Ministry of Agriculture
MOH	Ministry of Health
MOW	Ministry of Works
MPA	Masters of Public Administration
MUSCCO	Malaŵi Union of Savings and Credit Cooperatives
NCWID	National Commission on Women in Development
PCC	Project Coordinating Committee
PHAM	Private Hospital Association of Malaŵi (renamed CHAM)
PHICS	Promoting Health Interventions for Child Survival
PMIS	Personnel Management Information System
SME	Small and Medium Enterprise
TA	Technical Assistance
UCE	University Certificate in Education
USAID	U.S. Agency for International Development

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INTRODUCTION

The purposes of this report are to:

1) provide a final report of activities implemented under AED Contract No 612-0230-C-00-8009.00 from March 1988 through September 1995 in Malaŵi.

2) to summarize conclusions and lessons learned from the HRID project which might be applied to the design of future human resource and institutional development programs and projects.

It should be noted at the outset that although the vast majority of activities carried out under this contract were funded under the Malaŵi HRID Project, the Academy also implemented a number of activities funded from other USAID/Malaŵi project funds (particularly the PHICS Project) under this contract. These non-HRID project activities will also be briefly summarized in this report since they fall under the scope of the AED contract.

This report does not attempt to provide a final evaluation of activities. Such an effort would require considerable time in Malaŵi at the end of the contract period - which has not been provided for under the contract. An interim project evaluation report submitted in December 1994 presents an assessment as of that date, and can provide relevant input to an impact evaluation which should be carried out at some point in the next year or so. In short, this report presents a final summation of activities carried out under the contract, and also offers some concluding views concerning the design and implementation of the HRID Project which may be of some value in designing future human resources and institutional development projects.

BRIEF HISTORY OF THE PROJECT

The HRID Project Paper identified two purposes:

1) to strengthen, broaden, and improve the efficiency and capacity of Malaŵi's post-secondary degree and non-degree training institutions in supplying the public and private sectors with critically needed and experienced professional, technical, managerial and administrative human resources;

2) to improve the efficiency and overall effectiveness of existing professional, technical, managerial and administrative human resources employed for the private and public sectors.

These two interrelated purposes were further elaborated into six objectives, which were later revised to five objectives as of June 1989. These five objectives are listed below:

1. Strengthen existing post-secondary educational institutions;

2. Increase public sector planning, financial management, and management systems capacities in the critical development ministries;

3. Increase the number of women in professional, technical and managerial fields;

4. Develop the capacity of the Department of Personnel Management and Training (DPM&T) now called the Department of Human Resource Management and Development (DHRM&D) to plan, manage and utilize personnel efficiently and effectively;

5. Provide interim institutional support for small and medium enterprise development.

The design of the Project called for a strong participatory process during implementation through which a Project Coordinating Committee (PCC), chaired by DHRM&D and including representation from USAID, the Project Office, and key institutions in the private, parastatal, and public sectors would make decisions on how HRID funds would be spent. This decision making structure is shown in Figure 1. While the project paper listed "indicative" activities that were likely to be funded, all organizations were still required to submit proposals to the Project Coordinating Committee for review and approval. These proposals were to make a strong case for utilizing HRID funds efficiently and effectively in ways that would lead to long-term sustainable institutional strengthening. Funding was intended to cover training (both in-country and overseas), technical assistance to help establish new programs, improve management and management systems, as well as limited amounts of commodities which would reinforce these efforts.

During the first year of implementation (1988-89), major commitments were made to a variety of organizations, creating some concern that project funds would be very

quickly dispersed too thinly across too many organizations to have significant, long-term impact in any one institution. Hence, the Project Coordinating Committee agreed in June 1989 to focus all remaining project funds on a more restricted set of key institutions which had been targeted for assistance in the Project Paper. Consistent with this general decision, from that point forward no further funding was made available for new activities in the parastatal and private sectors. In addition, the original six project objectives were refined and reduced to five, and the Project Coordinating Committee (PCC) reaffirmed the following principles and criteria to be used in making any further decisions to allocate remaining HRID funds:

- emphasis on organization centered performance improvement rather than on individual centered scholarships for any requests for training support;

- concentration on carefully selected, strategic performance improvement areas of an organization where the addition of HRID resources could make a critical difference in improving management;

- central focus on human resources and institutional development through training and technical assistance - with only very limited provision for commodities;

- sustainability as a key criterion for activities launched with HRID support;

- multiplier effect as an important criterion, with training and TA to be focused on building local capacity to train other Malawians in the future;

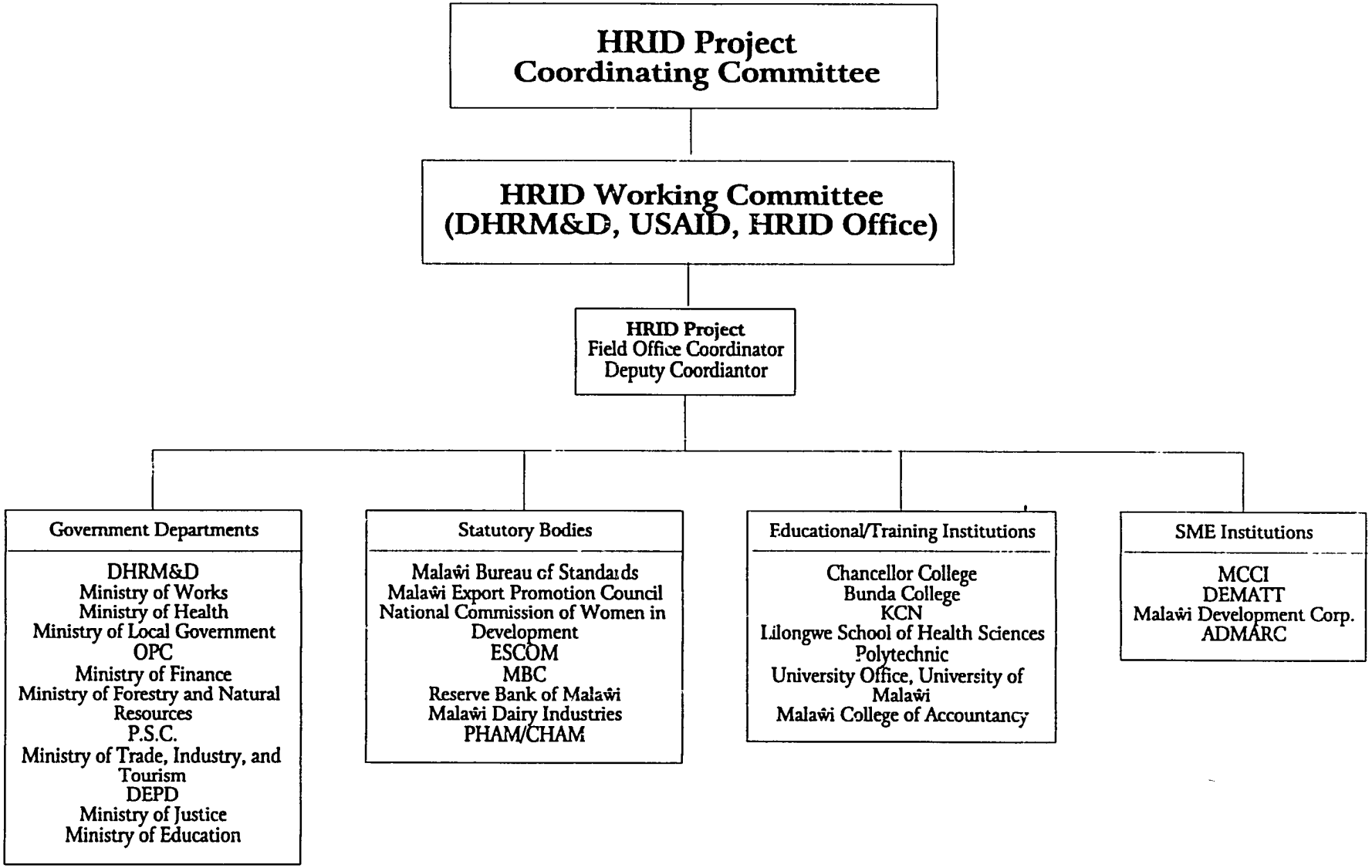
- complementarily with other donor activities to assure that HRID support did not become a substitute for other funding options;

- cost sharing on the part of beneficiary institutions.

After June 1989 the PCC adhered to these principles and attempted to build on commitments already made rather than start new activities. Particular emphasis was given to strengthening post-secondary training institutions and public sector organizations, since these were areas in which the Project was expected to have the most significant impact.

Figure 1

MALAŴI HUMAN RESOURCES AND INSTITUTIONAL DEVELOPMENT PROJECT



GENERAL FINDINGS

I. Summary of Project Activities

In this section of the report a summary of participant training technical assistance activities is presented and the discussion looks at results in relation to the five general objectives which guided the Project from June 1989 onward. In presenting the general outcomes, the report utilizes the End of Project Status (EOPS) measures for each project objective which were specified in the 1990 interim evaluation.

A. Long-term Training

Over the life of the Project, long-term degree training in the U.S. was a central activity. A listing of long-term participants, their home institutions, degrees, and training institutions in the U.S. is shown in the table below. A total of 39 individuals completed degree programs under the HRID Project. Of these, 33 obtained Masters degrees while 6 obtained PhD's. Some 44% were women.

Name	Home Institution	U.S. Training Institution	Degree Obtained
Luke Banda	Office of the President and Cabinet	Clark-Atlanta University	MPA
James Bokosi	University of Malaŵi	University of Nebraska	PhD
Marcia Chalanda	University of Malaŵi	Virginia Commonwealth University	MS
Joseph Chikagwa	Malaŵi Broadcasting Corporation	North Carolina Agricultural & Technical State University	MS
Mary Chimwele	Ministry of Health	Western Michigan University	MS
Bridget Chiwaula	Office of the President and Cabinet	Indiana State University	MA
Nyson Chizani	Center for Social Research	Jackson State University	MS
Henry Gaga	Malaŵi Bureau of Standards	Tuskegee University	MS
Sam Gunde	Malaŵi Broadcasting Corporation	University of Pittsburgh	MPA
Agnes Jonas	Likuni Hospital	Indiana University at Indianapolis	MA
Peter Kachimanga	Ministry of Health	New School for Social Reseach	MA
Mary Kachingwe-Sisya	University of Malaŵi	The Catholic University of America	MS

Name	Home Institution	U.S. Training Institution	Degree Obtained
Olive Kakhome	University of Malaŵi	The Catholic University of America	MS
Rosemary Kalea	Kamuzu College of Nursing	Wayne State University	MS
Wellam Kamthunzi	Bunda College	University of California-Davis	MS
Effie Liabunya	University of Malaŵi	University of Pennsylvania	MS
Jeremy Likongwe	University of Malaŵi	Pennsylvania State University	PhD
Orpah Maganga	Bunda College of Agriculture	Kansas State University	MA
Francis Makoza	DEMATT	Harvard University	MPA
Charles Malata Chirwa	Malaŵi Bureau of Standards	Iowa State University	MS
Anthony Masanza	DEMATT	Virginia Commonwealth University	MPA
Thokozile Matanda	University of Malaŵi	University of Wisconsin-Madison	MS
Mary Mkali	University of Malaŵi	Hampton University	MS
Patricia Mkandawire	University of Malaŵi	Virginia Polytechnic University	PhD
Maxwell Mkwezalamba	Chancellor College	University of Illinois-Urbana	PhD
Charles Msosa	DPM&T	Virginia Commonwealth University	MPA
Idah Mtimaukanena	Mlambe Hospital	The Catholic University of America	MS
Peter Mumba	University of Malaŵi	Kansas State University	PhD
Naomi Ngwira	University of Malaŵi	Michigan State University	PhD
Molland Nkhata	Malaŵi Broadcasting Corporation	University of Iowa	MA
Justin Nyondo	DPM&T	Virginia Commonwealth University	MPA
Disher Pindani	Chancellor College	Virginia Commonwealth University	MPA
Andrews Safalaoh	Bunda College	Oklahoma State University	MS
Robert Salama	Malaŵi Export Promotion Council	Oklahoma City University	MBA
Flora Sambakunsi	University of Malaŵi	Pennsylvania State University	MA
Linda Semu	University of Malaŵi	University of Illinois-Urbana	MA
Clement Thindwa	Malaŵi Export Promotion Council	Monterey Institute of International Studies	MBA

Name	Home Institution	U.S. Training Institution	Degree Obtained
Florence Tsakala	Voice of Prophecy	Indiana University at Indianopolis	MPH
Maurice Zulu	Private Hospitals Association of Malaŵi	Washington University - St. Louis	MPH

B. Short-term Training

Short-term training in the U.S. and third countries was also an important activity in the Project. A total of 38 participants received short-term training under this project.

C. Long-term Technical Assistance

Technical assistance was provided to a number of institutions in Malaŵi. A listing of long-term advisors, Malaŵi institutions they were assigned to and their positions is shown below.

Name	Institution	Technical Area/Delivery Order
Aaron Adiv	Chancellor College	Transport Economics DO 20
Ken Allen	DEMATT	Staff Development Training DO 8
William Burmeister	Chancellor College	Personnel Management Development DO 41
Joseph Caldwell	DPM&T	Software Development DO 9
Jean Davidson	University of Malaŵi	Women in Development Program Development DO 8
Kristine DeQueiroz	KCN	Surgical Nursing DO 45
Robert Edwards	Bunda College of Agriculture	Institutional Strengthening DO 39
Peter Efange	Ministry of Local Government	Training Management Development DO 15
Hugh Gibson	Ministry of Works	Data Processing DO 19

Name	Institution	Technical Area/Delivery Order
James Hellerman	DEMATT	Technical Assistance DO 32
Karen Hyde	Center for Social Research	Women in Development Research DO 42
Raymond LaPointe	Ministry of Works	Curriculum Development DO 19
Ellaline Roy Macaulay	Bunda College of Agriculture	Institutional Strengthening DO 39
Vu Nguyen	Bunda College of Agriculture	Institutional Strengthening DO 39
Raziq Qazi	Bunda College of Agriculture	Institutional Strengthening DO 39
Joseph Rajbansee	DPM&T	Personnel Management Development DO 41
Jerry Schultz	DEMATT	Staff Development Training DO 8
Tod Smith	ESCOM	Switchgear Operations DO 21
Barbara Sulanowski	Bunda College of Agriculture	Institutional Strengthening DO 39
Paula Tavrow	Center for Social Research	Health-related Research DO 41

D. Short-term Technical Assistance - Commodities

Commodities were provided to a number of institutions to strengthen management systems and for training/educational purposes. A summary listing of equipment, receiving institution, and approximate dollar value is shown below.

Receiving Institution	Description of Items	Approximate $ value
College of Accountancy University of Malawi	Computer Equipment and Supplies	$27,030
Department of Personnel Management and Training	Data processing equipment, installation, training and maintenance	$229,744

Receiving Institution	Description of Items	Approximate $ value
Chancellor College University of Malaŵi	Computer Equipment, photocopier and accessories Books on Women in Development for Department of Sociology	$22,586 $1,580
DEMATT	Training equipment (video camera, video cassette recorder, television, and accessories) Books and publications	$10,772 $6,635
Ministry of Local Government	Computer equipment, overhead projector, photocopier, miscellaneous supplies	$26,019
Chancellor College Department of Economics University of Malaŵi	Technical books and publications	$1,349
Electricity Supply Corporation of Malaŵi (ESCOM)	Switchgear equipment	$52,103
Malaŵi Chamber of Commerce and Industry	Computer equipment, fax machine, photocopier, etc. Technical publications to enhance reference and research resources of Chamber's library	$7,761 $17,809
Development of Malaŵian Traders Trust (DEMATT)	Photocopier, fax machine, personal computers, printer, software, etc.	$9,255
Bunda College of Agriculture	Computer equipment, installation, training and maintenance	$134,200
Chancellor College Department of Public Administration University of Malaŵi	Computer equipment, text books and periodicals	$16,156
Kamuzu College of Nursing	Training materias--video and audio equipment	$8,312
Kamuzu College of Nursing	Computer equipment, teaching aids, books and publications	$165,626

II. Outcomes of Project Activities

The utilization of these resources and training opportunities are reviewed in the next section in terms of contributions toward the accomplishment of the five objectives of the Project.

Objective 1: To strengthen the existing post-secondary educational institutions

A considerable amount of HRID Project funding was dedicated to this objective (approximately $6 million), almost all of which went to three constituent colleges in the University of Malaŵi (Bunda, KCN, and Chancellor). However, limited amounts went to the Polytechnic for the marketing conversion program and to Malaŵi College of Accountancy for the Accounting Conversion program.

OBJECTIVE/ ACTIVITY	DESCRIPTION	FUNDING LEVEL	SOURCE
Objective 1: strengthen post-secondary education/training institutions			
1. MA Soc - Chancellor	1 MA, 1 TA, Commod	$283,059	DO 7, 8, 12
2. MA Econ - Chancellor	1 MA, 1 TA, Commod	$625,334	DO 20
3. BA Pub Admin	1 MA, 2 TA, Commod	$986,715	DO 41, 52
4. Bunda College	3 MA, 4 PhD, 5 TA, Commod	$2,260,829	DO 39, 49
5. KCN	7 MA, 5 BA, 1 TA. Commod	$935,510	DO 5,23,36, 45,51, loc cur.
6. CSR	1 PhD, 1 MA, 2 TA, Commod	$732,000	DO 7,12,50 USAID, loc cur.
7. U. Malaŵi Tracer Study	Short-term TA, conf, pub	$110,000	DO 1, estimate
8. Poly. Mktg Conv. Prg.	Scholarships, Commod	$45,000	DO 11, loc cur
9. MCA Acct Conv. Prg	Scholarships, Commod	$44,148	DO 11, loc cur
10. Bunda College	1 MA, 2 PhD, Short-term training	$389,279	DO 49
	Subtotal:	$6,411,874.00	

Highlights of specific project activities falling under this objective are summarized below in relation to hoped for end of project (EOPS) outcomes.

EOPS 1.1 *An increase in the capacity of post-secondary training institutions to meet some of the country's essential training requirements.*

Results

1. Three new programs were established or strengthened at Chancellor College to meet critical skill requirements in Malaŵi: Bachelor of Public Administration (BPA) Human Resource Management (HRM); MA Sociology; MA Economics. As of the end of the project, two group of students had graduated from each program and current indications are that these programs will continue in some form.

2. Staff have been strengthened at Bunda College and Kamuzu College of Nursing (KCN) (qualitatively and quantitatively). At Bunda, the percentage of Malaŵian faculty members with PhD's increased from 54% to 64% from 1987 to 1994. At KCN, the percentage of faculty with MS or higher degrees increased from 22% to 68% from 1987 to 1994. In addition, during this same period, the percentage of faculty in post who are Malaŵian also increased slightly, from 94% to 97% at KCN and from 89% to 90% at Bunda. Updated figures for 1995 were not available as of September 1995. However, all indications were that further "Malaŵianization" of staff continued with the return to Malaŵi in 1995 of HRID funded and other donor funded academic staff and with the departure of HRID TA from these institutions.

3. During this period enrollments also increased at all constituent colleges of the University to meet the growing demand for higher education from among graduating high school students.

EOPS 1.2: ***A greater market orientation among post-secondary training institutions.***

Results

1. The HRID funded University of Malaŵi Tracer Study and other interactions with employers have led to changes in some of the University's programs, including curriculum modifications and the establishment of new degree programs (e.g. establishment of MA degree specializations at Bunda, plans to start a BS nursing program at KCN, establishment of BA in human resources management (HRM) at Chancellor).

2. New programs were established in Marketing at the Polytechnic and in Accounting at the Malaŵi College of Accountancy (MCA) which took recently graduated/unemployed BA generalists through a one year

"conversion" [illegible] to prepare them for careers in marketing or accounting. These programs were created in response to a demand for these particular skills in the private sector, which had been identified in an ILO study of Malawi private and public sector employment needs and trends, and the programs were established with the expectation that they would continue for 3-4 years until the near term demand for such skills had been met. The marketing program was particularly successful in turning out graduates who readily found marketing jobs after graduation. The accounting program was less successful on the whole, due in part to lack of student interest and the fact the Malawi College of Accountancy offered other programs that prepared individuals for this profession. Nevertheless, both programs were successful for three years in preparing unemployed BA generalists for careers in fields where there was a shortage of qualified personnel.

3. Responses to the HRID funded tracer study reflects efforts on the part of the University to respond to changes in work force requirements in the local economy, and to improve linkages with the larger environment. Among the responses the study helped to strengthen the Alumni Association through the outreach to alumni which occurred during the course of the tracer study.

<u>EOPS 1.3:</u> ***An increase in the capacity of organizations to meet in-service training needs.***

<u>Results</u>

1. The Project supported the establishment of a part-time Certificate in Financial Management Course at the Malawi College of Accountancy aimed at upgrading the skills of currently employed lower level accounting and management personnel in the fundamentals of financial management. This program was successfully institutionalized at MCA and the course was subsequently offered to a range of people not funded through HRID resources.

2. The BA in Human Resources Management at Chancellor College was designed to provide professional in-service training for currently employed personnel generalists in the Government (mostly from the Personnel and Administrative Common Services). Two groups successfully completed this program, and the course material developed for this program was incorporated into the regular BPA curriculum. The

MA Economics and Sociology programs were also oriented to in-service training for currently employed government officers to upgrade their professional skills in these fields. The provision of the MA Economics program at the University of Malaŵi has saved Government the foreign exchange costs of sending these students overseas for graduate training (which has been the standard practice for those in the Economics Common Service).

Other outcomes

1. Apart from the EOPS findings listed above, the Project also helped to strengthen the University's research capacity through support to the Center for Social Research. The Project's resources focused particularly on conducting applied research on women in development issues and building the Center's capacity to conduct research in the health sector. These strengthened capacities addressed recognized needs for research studies on socio-economic policy issues, and increasingly, donors and the GOM are turning to the Center to carry out studies in these areas.

Objective 2: To increase public sector planning, financial management and management systems capacities in critical development ministries

HRID resources addressing this objective focused primarily on the Ministry of Local Government and Rural Development ($745,500), and Ministry of Works ($591,878). The remaining resources went to smaller efforts in the Ministry of Education and to parastatals that are quasi-public by the nature of their activities [Malaŵi Broadcasting Corporation (MBC), Christian Hospital Association of Malaŵi (CHAM), and Electricity Supply Commission of Malaŵi (ESCOM)]. In three of the cases, the aim was to improve in-house capacity within ministries to design and implement training (e.g. MLGRD, MOW - partially, and ESCOM), while in two other cases (MBC, CHAM) key individuals were provided training in the U.S. so that they could return to improve the management and service delivery of their respective organizations. Support to MOW also included key technical assistance interventions directly aimed at improving the management systems of the organization.

OBJECTIVE/ ACTIVITY	DESCRIPTION	FUNDING LEVEL	SOURCE
Objective 2: Increase public sector mgmt capacity in critical dev ministries			
1. Min of Loc. Govt.	1 TA, 1CT courses, Commod	$745,500	Do 15
2. Min. of Works	TA, 3 study tours, Commod	$591,878	Do 19
3. UCE (MOE)	Local tuition costs	$54,000	USAID, loc cur
4. MA Ed Mgt (MOE)	Local tuition costs	$42,688	USAID
5. Malawi Broad. Corp	3 MA degrees	$174,233	DO 46
6. PHAM/CHAM	4 MA in health professions	$259,379	
	Subtotal:	1,867,678.00	

EOPS 2.1: ***An increase in the capacity of participating institutions and organizations in all sectors to plan for human resource development and to use participant training and in-country training to achieve institutional outcomes.***

Results

1. Ministry of Local Government and Rural Development now has a functioning training management unit which coordinates all training for local government staff. This unit was established largely through resources of the HRID Project. Approximately 25 short-term training courses were conducted throughout the country by the Ministry with HRID funding, and more than 425 local government employees participated in these programs. Training will continue beyond the end of the HRID Project through funding from a World Bank Project and through GOM budgetary allocations.

2. A training needs assessment was carried out in the initial years of HRID funding and this assessment has been regularly updated since then by the Ministry's Training Management Unit.

3. With support from a World Bank project, the Ministry has worked with DHRM&D to establish a Department of Local Government at Mpemba Staff Training College to provide continuing in-service training for local government employees. HRID contributed to this effort by

conducting many of the HRID training courses at Mpemba and working with instructional staff there to develop relevant course materials.

4. DHRM&D has taken steps to become more systematic in the planning and administration of training within Malawi and government sponsored training overseas. With regard to in-country training, the Department initiated with HRID support to Chancellor College the establishment of the BA HRM program at Chancellor so that Personnel and Administrative Common Service staff could be upgraded through in-country training, rather than sending people overseas for such training. In addition, if/when the Personnel Management Information System (PMIS) developed through HRID support becomes fully operational, DHRM&D will have a much better data base to work with in planning and implementing training plans for the civil service. This PMIS system was designed to automate the personnel records of all civil servants, it can handle all personnel transactions (promotions, transfers, etc.) at the Ministry/Department level, and can generate aggregated statistical reports on personnel throughout the Government.

5. At ESCOM, HRID provided TA and equipment to launch a technical training program in switchgear instruction. The program has carried on long after the departure of the technical assistant in 1991 and has produced some 63 graduates as of the end of 1994. The fact that this training program has sustained itself these past few years without further outside support is indeed encouraging. The application of this training is aimed at more efficient use of the existing level of electrical power generated by ESCOM and to that extent is contributing to improved management of ESCOM's supply of electricity.

<u>EOPS 2.2:</u> ***Increased efficiency and effectiveness among participating GOM agencies whose projects have aimed at strengthening management capacity or other aspects of organization performance. (Note: organizations serving in public sector capacity but which are not strictly speaking government agencies, (e.g. ESCOM, CHAM and MBC) have also been included under this objective, since the work of these organizations fits most closely to this objective.)***

<u>Results</u>

1. HRID support to MOW contributed to improvement in selected areas of management performance, including annual updating of managers' roles and responsibilities, improved feedback/communication

between levels of management, and the establishment of an Office of Information Systems which created procedures, manuals and processes for the procurement and maintenance of the Ministry's computers.

2. To support human resource capacity at the Ministry of Education, the Project provided funds for a University Certificate in Education and a Masters degree in Education Management for Ministry teachers and administrators. Both programs were taught at the University of Malaŵi, though the Masters in Education Management was supplemented by short-term instructional support from the U.S. The UCE program was focused on upgrading teacher qualifications and thus presumably helped improve teacher performance. However, the Ministry never evaluated either program, and thus support for these programs was not continued by the Project after 1990.

3. Malaŵi Broadcasting Corporation (MBC) sent three employees for Masters degree training in the U.S. through HRID funding. Two of the three returned to key positions at MBC, and from interviews with these individuals and the general manager it appears that they are making important contributions to improving MBC's programs and services at a time when MBC is facing considerable public scrutiny and criticism. One of the HRID funded MA graduates was put in charge of more than 40 reporters and news broadcasters, while the second individual was given responsibility for leading a technical team to put in place a second radio channel and further develop the technical plans for a TV station. The third returned participant was seconded to a law firm three days a week to gain more litigation experience following his return to Malaŵi - with the expectation that this background will be useful for his future career progression to a more senior position at MBC.

4. The Christian Hospital Association of Malaŵi (CHAM) received scholarship support for 4 individuals to obtain Masters degrees in the U.S. in fields related to health administration and community nursing. Since most have recently returned from U.S. training it is too early to say much about the impact of this effort. However, CHAM management has indicated improved performance of the returned participants, and these individuals have reported that they found their U.S. training to be relevant to their professional responsibilities back on the job.

Objective 3: Increase the number of women in professional, technical and managerial fields

Most of the HRID support to this objective came in the form of scholarships ($1,266,846) to female undergraduate students studying in "nontraditional" fields at the University of Malaŵi. Secondary support went to the establishment of a Women's Coordinator position at the University ($75,000) and to the National Commission for Women in Development ($288,000)

OBJECTIVE/ ACTIVITY	DESCRIPTION	FUNDING LEVEL	SOURCE
Objective 3: Increase the # of women in prof / tech / magr'l positions			
1. Women's scholarships	Local scholarships at U. of Malaŵi in "Nontraditional" fields	$1,266,846	USAID, loc cur
2. Women's Registrar	Funding to establish Women's Registrar position at Univ.	$75,000	
3. Nat'l commission on Women in Development	Short-TA, local workshops, int'l travel, commod	$288,000	
	Subtotal:	1,629,846.00	

EOPS 3: *More women in non-traditional occupations such as engineering, the sciences, business and finance, management, and the law.*

Results

1. More than 60 women funded with HRID scholarships were expected to have graduated from University of Malaŵi constituent colleges with degrees in "nontraditional" fields by late 1995.

2. Overall enrollment of women in the University system increased from 21% to 23% during the period 1987-1994. At Bunda College the increase went from 14% to 21% and at Chancellor College from 17% to 24% during the same period. Thus, there has been a general increase in

female enrollment as well as specific increases in "nontraditional" fields. This increase will inevitably lead to greater numbers of women entering professional and managerial positions over the long-term.

3. The establishment of a Women's Coordinator position at the University helped to heighten female student interest enrolling in "nontraditional" disciplines. Efforts were also made through workshops and visits with private sector senior managers to sensitize employers to the positive contributions women can make in such fields. Interviews with women graduates and their employers in 1993-94 indicated that, overall, there seemed to be considerable receptivity on the part of employers to hiring more women in these fields.

4. HRID support to the National Commission on Women in Development was largely to assist in developing a national policy framework for Government to implement. The specific impact of Commission activities on increasing female employment in "nontraditional" disciplines is difficult to assess, though the policy framework has provided a basis for focusing more attention in this area.

5. Indirectly contributing to this objective is the MA Sociology program (see discussion under Objective 1) which focused increased attention on the need to expand opportunities for women to obtain education and employment at all levels and career fields. Approximately 9 persons completed this program, and they represent a resource pool to work on policies and programs to increase the employment of women throughout the economy.

<u>Objective 4:</u> Develop capacity of DHRM&D to plan, manage and utilize personnel efficiently and effectively

HRID resources addressing this objective focused on establishing and helping to implement an automated Personnel Management Information System (PMIS) which would include personnel records of civil service employees throughout the Government of Malawi ($1,155,944). In addition, HRID funds were used to sponsor U.S. short and long term training for individuals in the Personnel and Administrative Common Services (approximately $309,806), as well as long term training for 36 serving officers to complete the BA HRM program at Chancellor College.

OBJECTIVE/ ACTIVITY	DESCRIPTION	FUNDING LEVEL	SOURCE
Objective 4: Strengthen DHRM&D			
1. PMIS System	TA Commod, training	$1,155,944	DO 6,9,11, etc.
2. DHRM&D Staff dev	Short & Long - term training	$309,805	DO 22,24
	Subtotal:	1,465,749.00	

<u>EOPS 4.1:</u> ***Institutional and organizational support for HRD planning and consultation is institutionalized in DHRM&D.***

<u>**Results**</u>

1. As of 1994 staff at DHRM&D indicated that certain practices which have been standard in the administration of HRID overseas training were under consideration for implementation at DHRM&D. For example, DHRM&D was planning to monitor more closely the academic performance of GOM funded students taking degree programs outside Malawi, e.g. requiring academic reports on a semester/term basis, as was practice in the HRID Project. However, as of mid 1995 no information was available as to whether such actions had actually been implemented.

2. The automated PMIS was completed in late 1994 and as of mid-1995 the system was being introduced in selected departments and ministries (DHRM&D, Audit, Forestry, MOE, MOW, MOAG, MOH). However, the full scale implementation and institutionalization of this system on a government-wide basis is still not assured, and only through continued priority attention by senior government officials is it likely that this system will become self-sustaining over the long term. If institutionalized and maintained, the system will provide an important data base for improving the planning and management of the GOM civil service.

3. Some 36 members of the Personnel and Administrative Common Services completed the BA HRM program at Chancellor College and reported that they found the training relevant and useful in improving their job performance. Thus, in a generalized sense, the capacity of the

personnel professional staff has been increased through this program and also through the training that three DHRM&D staff received in the U.S. in HRM.

4. The impact of U.S. training provided to other officials who are/were members of DHRM&D's Administrative Common Service cadre cannot be effectively assessed, since they did not constitute a critical mass of individuals to bring about noticeable change/improvements in any one department or ministry - and in several cases they later transferred to other agencies.

Objective 5: Provide interim institutional support for small and medium enterprises and organizations serving the private sector

HRID support to this sector was always seen to be an interim measure until USAID decided what its future role (if any) would be in supporting SME development. The major area of support went to DEMATT ($999,600), with lesser support to the Malaŵi Chamber of Commerce and Industry ($293,396), Malaŵi Bureau of Standards ($229,978), Malaŵi Export Promotion Council ($104,509) and MUSCCO ($40,365).

OBJECTIVE/ ACTIVITY	DESCRIPTION	FUNDING LEVEL	SOURCE
Objective 5: Interim support to SME sector			
1. DEMATT	TA, Short & Long term training Commod	$999,600	DO 7,8,12,32 USAID PIL
2. MUSCCO	Reg. Short term training	$25,365	DO7
3. MUSCCO & MCA	Cert. in Fin. Mgt. Course	$15,000	Est Loc cur.
4. MCCI Support	Commod, study tours, Short term TA, seminars	$293,396	DO 31, USAID
5. MEPC	2 MA degrees	$104,509	DO 38
6. MBS	2 MA degrees	$107,700	DO 22
7. ESCOM	TA, Commod	$229,978	DO 21
	Subtotal:	1,775,548.00	
	Grand Total:	$12,761,416.00	

Results

1. Through long-term technical assistance and training provided to staff through HRID, DEMATT institutionalized planning and management processes that allow it to continue to function and survive in an era of deepening budgetary cuts. It developed a set of "non-core" activities which generate income for the organization, some of which began with the assistance of an HRID supported advisor (IDA desk project). Overall, the organization seems to have developed relatively effective coping strategies for operating at a reduced level to support SME development in an environment of limited financial assistance from donors and Government.

2. HRID provided short-term technical assistance to the Secretariat of the Malaŵi Chamber of Commerce and Industry (MCCI) by developing a strategic plan for the organization. The consultancy support also recommended a number of organizational and staffing changes which have been accepted by MCCI. These changes will enable the Chamber to increase the level of its services and programs to members (e.g. support for the creation/strengthening of associations within the Chamber, development of in-house publishing capacity). The strategic plan also outlined ways in which the Chamber can better serve its members in representing the private sector vis-a-vis Government on key policy issues. The Project also provided quite a bit of equipment which will allow MCCI to service member needs more efficiently and effectively. The extent to which HRID support has made a longer-term, sustaining impact on the Chamber and the Secretariat will become clearer once the equipment is in full use and the strategic plan is fully implemented.

3. The Malaŵi Export Promotion Council (MEPC) received funding for two members of its staff to obtain MBA degrees in the U.S. These two staff members came back to key positions at MEPC and are applying their training in their work with colleagues at the Council.

4. Support to Malaŵi Bureau of Standards was provided in the form of Masters degree training for two staff members at the Bureau. Both returned to key positions and are making substantial contributions in helping to set and monitor quality manufacturing/production standards in private sector.

5. MUSCCO received very minimal support for in-country and regional training. Because of the limited nature of this support and attrition of staff who received training, it is difficult to make any assessment of long-term impact of HRID support. However, in the near-term, the HRID-supported training was seen to be helpful and relevant to the work of these members of staff.

REFLECTIONS ON THE HRID PROJECT

Over the life of the Project, considerable progress has been made in strengthening human resources and institutional development in the organizations supported by HRID. Of particular note has been the increased capacity of the University of Malaŵi, although concrete results and significant progress also occurred in other institutions as well (e.g. Ministry of Local Government and Rural Development, MOW, MBC, MBS, ESCOM). Not everything went according to the original plan, but on the whole the pattern of results was encouraging.

As the Project comes to a close, there are a number of design and implementation issues that merit some reflection. Most of these issues were discussed in the 1994 interim evaluation but deserve to be revisited at the close of the Project as well. The discussion of these issues is grouped into the following areas: design/implementation issues; training management; role and use of technical assistance; commodity support; sustainability.

I. DESIGN/IMPLEMENTATION ISSUES - Process versus Blueprint approach

Compared to other AID projects in USAID/Malaŵi's portfolio and other donor projects in Malaŵi, this project was unique in terms of its emphasis on process in implementing the Project rather than providing a detailed blueprint for allocating particular amounts of money to a pre-specified set of institutions. "Category A" and "Category B" activities and institutions likely to be funded were indicated in the Project Paper, but the design made clear that organizations would have to submit proposals which would in turn be reviewed for their thoroughness and appropriateness against project criteria and objectives before funding would be approved. A central requirement of individual proposals was that they demonstrate how project resources would contribute to sustainable, strengthened organizational performance improvement. A Project Coordinating Committee (PCC), chaired by DHRM&D (with representatives from USAID, the University, and other key

organizations) was established at the outset of the Project to review proposals and decide through a collaborative process which activities would be funded.

The strength of this design feature was that it required potential recipients to take responsibility for assessing their most serious organizational performance problems and weaknesses, and to formulate their own improvement strategy for securing HRID Project support. In a number of instances, because of the financial constraints and criteria specified in the Project, HRID support could only address part of an organization's strengthening strategy, and additional funding from other sources was then sought by the institution to assist with other components. This process helped to overcome the potential problem of donor competition, and instead encouraged a collaborative, integrated approach to assisting these organizations.

The experience of implementing the HRID Project suggests that this kind of design can in fact be effective in achieving intended results, but that several factors should be given attention during implementation.

A. Develop and maintain consensus around the vision and overall goals of the project. All projects face this issue, but it is particularly critical in a project which depends on a process approach and where target beneficiary institutions have not been guaranteed funding in the design. In the case of the HRID Project, maintaining consensus around the goals of the Project was a central concern of the Project Working Group and Field Office in the first few years, and discussions of this issue at PCC meetings helped to maintain consistency and constancy around the Project's vision - despite pressures to broaden and dilute the Project's original goals.

To help establish and maintain a common, shared vision, the Project Office organized a series of briefings and workshops for the key stakeholders (including potential beneficiaries) in the start-up months. These sessions were designed to clarify the essence and parameters of the Project as well as the process for requesting HRID support so that potential recipients of HRID funding could learn how the Project worked and the criteria that would be used to approve funding of specific activities. While this educational/marketing strategy was crucial, it also had the effect of raising expectations among some potential beneficiaries who later were denied funding because their proposals were not within the scope of the Project, were not well thought through, or did not effectively compete in terms of priority with other proposals. This caused considerable frustration in a number of institutions which failed to secure funding.

As events unfolded in the first several months, the PCC came to the reluctant conclusion that the vision and scope of the Project not only needed to be more clearly defined but in fact would have to be narrowed to assure that sufficient resources would be available to the institutions most central to accomplishment of the Project's goals. This narrowing of vision was reinforced as the result of an interim evaluation of the Project, which urged continuation on the path of concentrating most of the remaining uncommitted resources on institutions and activities which were already receiving funds - rather than extending the Project's reach to new institutions.

In short, the HRID Project's experience underscores the importance of keeping the larger goals of a project continuously in view. Activities such as initial planning workshops and briefings with potential beneficiary institutions help to create a common understanding, but other project implementation mechanisms and processes (in the case of this project, the PCC, HRID Working Group, and the Project Field Office) must also be utilized to assure that the project's larger goals are not lost sight of as the project unfolds.

B. Deliberately phase in project funding. One of the strengths of this Project was the open process which it established and potential opportunity for funding which it presented to organizations throughout the country. However, this openness raised expectations beyond the capacity of the Project. This became very apparent in the first several months of implementation as proposals flooded the Project Office. If all these initial proposals had been approved, the entire project's resources would have been committed within the first year, leaving no possibility for funding subsequent, worthy submissions. Ultimately, as the result of some difficult sessions at the Project Working Group and PCC level in the first several months of implementation, HRID funding decisions were slowed down and approvals were focused on a more limited number of institutions.

This experience suggests that a process oriented project of this sort should include a plan for deliberating phasing commitments of resources on an incremental basis over the life of the project, so that learning from the initial years can feed into future funding decisions.

C. Provide capacity to carry out effective organizational needs assessments. Many institutions lacked the capacity to systematically assess their major weaknesses and develop realistic strategies to make improvements. The HRID Project design had anticipated this possibility and provided short-term technical assistance to help potential beneficiary institutions conduct studies to assess their most critical human resources development needs and to formulate viable strategies

to utilize HRID resources for improving organizational performance over the long term. In most cases, these studies led to positive decisions to support an organization (e.g. DHRM&D PMIS, Ministry of Local Government), although in one instance the outcome led to a decision not to proceed with a proposal (MBA program at the Polytechnic). It should also be noted that a number of organizations were able to develop viable proposals without technical assistance and came up with proposals that met the criteria of the Project (e.g. ESCOM, MOW, Chancellor College, MBC, MBS).

In short, having the flexibility and financial resources to access technical assistance early in the life of the project to undertake institutional assessments is very valuable in a project of this sort and helps to expedite the development of well-designed project plans which are focused on long-term strategic human resources and institutional development concerns.

D. Maintain transparency in funding decisions and implementation management. At the beginning of implementing a process designed project, it is critical that interested parties develop confidence in the openness of the process and have assurance that their proposals will receive "fair" treatment. In the HRID Project, this was accomplished by including appropriate representation on the PCC, making the criteria clear and applying them as consistently as possible, and making Project staff available to advise and assist organizations on design issues.

A key difficulty with the decision process came at the subcommittee level where representatives on each of the four subcommittees (Education/Training institutions; SME institutions; Statutory Bodies; Government Departments) were expected to objectively evaluate proposals and be prepared to cast negative votes where appropriate. As it turned out, membership on these committees was not stable and individuals attending these sessions (often acting in the absence of the official representatives on each committee) were extremely reluctant to cast a negative vote on a proposal coming from a sister institution in that sector. This meant that proposals which should have been screened out at that level were often pushed to the PCC for final decisions. In retrospect, it might have been more efficient to establish smaller sectoral subcommittees with the same core team of 4 sitting on each subcommittee (i.e. a representative from DHRM&D, USAID, Project Office, EP&D), complemented by two representative institutions from that sector. This arrangement would have provided more consistency within and across subcommittees in decision making and would have helped to screen out more proposals at the subcommittee level. A related problem was that the criteria could be interpreted rather broadly,

with no particular benchmarks or clear-cut standards against which to compare the relative "score" between proposals on these criteria.

In some instances, proposals were returned for resubmission with feedback on issues that needed clarification or revision. In a number of cases, this process led to greatly improved resubmissions which were later approved. This feedback - resubmission option helped to keep the process open and transparent. Moreover, the process of focussing on organization performance improvement as the larger objective provided an incentive for these organizations to examine their internal problems and attempt to find solutions that might help to improve their operations - even if HRID resources would not be forthcoming.

After proposals were approved, the Project Office began working closely with the recipient institution to initiate the implementation of approved activities and to make sure that the specific objectives of the activity were being appropriately addressed. Site visits were made regularly during implementation to review progress and to resolve any problems which might have arisen. This interaction and collaboration helped to establish the rapport and trust which are essential components of successful project outcomes.

Throughout the life of the Project, the HRID Working Group (which included representatives from USAID, DHRM&D, and the Project Office) met regularly (several times a year) to discuss project implementation issues. This communication, together with frequent contact and visits with beneficiary institutions by individual members of the Working Group, resulted in an openness and trust among all those involved. Establishing and maintaining this kind of operating environment is especially critical in a process oriented project, and there is no substitute for regularly scheduled meetings of key actors and careful documentation (shared among these actors) to help sustain communication and trust.

E. **Provide for staff continuity on the project implementation team.** In the case of the HRID Project, AED Project staff have provided the greatest degree of continuity throughout, while the "home department" for this Project (DHRM&D) experienced considerable turnover of key staff, as well as periods when these positions were vacant. When new staff were appointed, it understandably took some time for them to understand the Project and their implementation roles and responsibilities. This affected the opportunity to institutionalize within DHRM&D some of the participant planning and support approaches utilized by the Project (one of the original intentions of the Project). Nevertheless, the continuous linkage of the Project to DHRM&D helped to underscore and nurture within Government one of

the key principles of the HRID Project - namely, that training should be based on well articulated, specific organizational improvement performance objectives, and that the notion of developing small concentrated clusters of trained personnel within government departments to implement government initiatives and programs should be given priority attention.

In short, staff continuity in a project of this sort is an important ingredient in maintaining a consistent vision during implementation and in effectively institutionalizing project management capacity within the Government.

F. Establish a long-term time frame in a process project. In a project involving human resources and institutional development, the kinds of change efforts that are undertaken require long term commitments. Fortunately, the HRID Project was designed to last 8 years (unusual for an AID project), and this longer time frame was an essential factor in the Project's efforts to institutionalize sustainable organizational improvements.

Donors and recipient institutions need to take the long view in designing such projects if the desired objectives are to be met. Moreover, in a process oriented project such as HRID, the longer time frame is important to the learning process so that early project experience can be incorporated as the Project unfolds and matures.

G. Apply "blueprint" routines to the extent possible, once funding allocations have been decided. From the very beginning of the Project's start-up it was recognized that while this was clearly a "process" oriented project design, certain routines and procedures would have to be developed for implementing approved project activities. Otherwise, project implementation could not work efficiently and in a timely manner. Such routes included standard instructions to grantee institutions on how to prepare training documents and periodic implementation status reports, as well as standardized procedures used by the Project Office to obtain USAID clearances to utilize funds for approved project activities.

While the responsibility for developing such routines rested with the Project Office, guidance and input was received from the Project Coordinating Committee and the HRID Working Group. These routines enabled the Project Office to manage project resources with grantee institutions in a way that kept the implementation paperwork and reporting to a standard required for adequately documenting and monitoring progress and problems. As the Project moved further into implementation, such monitoring and reporting routines became even more important since multiple activities were underway in a variety of organizations at the same time. Finally, as

the Project moved to a phase out stage, these routines have helped to assure that proper documentation and tracking of activities and expenses would lead to a smooth closure.

In short, any project (whether based on blueprint or process design) must establish implementation routines early on. Such routines are essential to smooth implementation throughout the life of the project and help to assure a systematic phase out as the project comes to an end.

II. TRAINING - PARTICIPANT SELECTION AND MANAGEMENT

Initially, there was a strong inclination on the part of potential beneficiary organizations to view this Project as a conventional scholarship fund where individuals' names would be submitted to the Project Office for placement in training programs of interest to the individual and organization (usually overseas long-term degree training). This view was based on a long history of donor funded training programs under which the GOM was typically given a certain number of training slots to fill annually for overseas courses, without rigid criteria or quotas as to the types of training to be funded by the donor.

In the case of the HRID Project, however, proposals were expected to focus on sustainable organizational performance improvement as the basic starting point, and provide a rationale which indicated how training would directly help the organization improve its performance over the long term, not simply give a particular individual some additional training which perhaps might not be particularly crucial to the organization. The proposals were also to emphasize training that would have a multiplier effect within the organization.

In the case of long-term overseas training, the Project also emphasized the need for ongoing communication and support from the employer to employee while he/she was in training status. This was viewed as an important mechanism to assure participants that they were not being forgotten by their employers and to make sure that their training programs did not stray from the employers' original expectations.

On the whole, the organization centered approach to training with emphasis on a multiplier effect was adhered to in this project, and this strategy seemed to have generally paid off. This was particularly evident in the case of staff development activities at the University of Malaŵi, where individuals selected for long term training were already members of faculty and after completing their MA/MS or PhD degrees returned to their departments to resume their teaching responsibilities.

In the case of government departments and other non-educational institutions (e.g. MBS, MBC) most officers selected for training came back to key assignments where they were well positioned to apply the training they had received, and substantially contribute to the organization's overall performance improvement. While this pattern was generally true across the board, there were a few cases where it has been difficult to determine the long-term potential impact of participant training on subsequent organizational performance improvement.

In reflecting on the Project's experience in training, a number of important principles were observed, all of which were either implicit or explicit in the original design.

A. Organization performance improvement and concern for multiplier effects should be primary criteria for training. HRID Project experience reaffirmed two important principles which are key to long term performance improvement and sustainability.

First, the selection of individuals for training should be tied to a rationale that is centered on capacity building for organization performance improvement. Thus, the focus should not be on rewarding someone for past performance or even potential future individual performance improvement per se; rather there has to be a clear and convincing case that the selected person will subsequently occupy a key position, central to the organization's mission, and thus be able to substantively contribute to organizational performance improvement.

Second, to the extent possible, the individual trained should be in a position to have a multiplier effect upon completion of the training experience. This can occur in two ways: where the individual becomes a trainer/instructor/teacher; where the individual by the nature of the position he/she occupies is able to substantively shape decisions and take professional actions that help improve the performance of others.

Adhering to these principles requires careful analysis of critical training needs and an overriding concern for the organization's (as opposed to the individual's) best interests for long term organizational performance improvement.

B. Keep in touch with long term participants during training. Under the HRID Project, some employers and participants put considerable emphasis on keeping the communication flowing during training. This served to keep a focus on the reason for the training and helped to position the individual for making more substantive contributions when he/she returned to the organization. However, much

more could be done in this area, and the GOM might want to institutionalize communication procedures for other overseas programs which it coordinates.

One way in which the Project staff and DHRM&D kept in touch with participants was through an annual conference held in the U.S. for all Malawi HRID funded participants studying in the U.S.. This activity was viewed by all as a very useful component of the Project, and helped to keep communications flowing between project personnel and the participants on individual training programs and the larger goals of the Project. This experience suggests that, where feasible, such activities should be built into a project design.

C. Emphasize in-country training to the extent possible. One of the principles of the Project was to encourage in-country training to the extent possible. Where in-country training capacity was limited at the outset, technical assistance and external training were utilized to build local capacity. In the case of the Ministry of Local Government & Rural Development and DHRM&D's BPA supported program at Chancellor College, for example, an in-country focus enabled the Project and Ministries to reach large numbers of staff, and assure that the training was oriented to the specific realities of the work environment. Moreover, both these efforts were designed to build up local trainer capacity to continue such training in the future. These factors greatly increased the likelihood of improving the chances of sustained organization centered performance improvement.

In short, in-country training geared to local needs is the most efficient and effective way to reach large numbers of individuals and thus should be preferred and emphasized to the extent possible.

D. Develop a critical mass of trained individuals within organizations. A few of the early training requests submitted to the Project Office identified individual candidates who were widely scattered throughout the Administrative Common Service. Upon their return to Malawi, some were reassigned to different departments and ministries, and it was therefore difficult to get a sense of how their individual training programs would contribute to organization centered performance improvement. In most cases, however, participant training was much more concentrated (e.g. Bunda College, KCN, MBC, DHRM&D) and allowed for those with a common training experience to reinforce each other's learning experience back on the job.

The implication for training selection policy is to focus and concentrate in creating small, clusters or critical masses of trained individuals within an organization

wherever possible so that these individuals can share and reinforce their common learning experience back on the job. Such concentration is more likely to have a sustainable impact on organizational performance improvement than scattering training resources widely and thinly across organizations. Given cost considerations, this approach obviously argues for emphasizing in-country training where possible. However, it also pertains to external training and in a number of cases was very successfully applied in the HRID Project.

III. ROLE AND USE OF TECHNICAL ASSISTANCE

This project anticipated that a considerable amount of technical assistance would be provided to various institutions. Long term assistance went to the following institutions: Bunda College, KCN, Chancellor College, Center for Social Research, DHRM&D, MOW, Ministry of Local Government & Rural Development, DEMATT, and ESCOM. A few other organizations received short term assistance (NCWID, MCCI, and MOH).

In most instances the technical assistance support worked well, though there were a few instances where interpersonal issues between advisors and counterparts created problems. As has been noted from the experience in other projects, and reinforced in the HRID Project, several principles should be observed in the designing technical assistance assignments.

A. Give priority to assignments which train others and create sustainable systems/programs. In the case of the HRID Project, several advisors had assignments which involved establishing training programs and systems, working closely with counterparts, as well as being responsible for conducting training in the initial phases (ESCOM, Ministry of Local Government, MA Sociology, MA Economics, BPA HRM programs). This approach is particularly effective in institutionalizing programs that will continue well beyond the departure of TA personnel.

B. Local counterpart is especially important for institutionalization and sustainability. In the HRID Project, this principle was generally quite well observed (e.g. ESCOM, Ministry of Local Government, DEMATT), though there were a few instances when turnover and counterpart qualifications were problems. If counterparts and understudies are inadequately prepared for their positions and/or leave during the course of a TA's assignment, the likelihood of the activity continuing beyond the stay of the advisor is diminished. Hence, senior officials in the benefitting institutions must make every effort to assure that suitable counterparts

are selected and that continuity is maintained during and beyond the TA's assignment.

C. For teaching positions, include program development responsibilities which will contribute to improved curricula and introduction of new course material. In the HRID Project, a number of the assignments at the University involved major responsibility for institutionalizing new programs or courses (e.g. MA Sociology, BPA HRM, MA Economics), as well as teaching courses in these programs in the initial few years. In other cases advisors had primary responsibility for teaching existing courses but made other contributions to their departments through participation in curriculum committee activities, initiating course improvements, developing new course materials, and preparing student handout materials to compensate for the extremely limited supply of texts (e.g. Bunda College). These kinds of activities provide important avenues for leaving behind improvements that will continue after the advisor departs, and thus should be built into assignments to the extent possible.

D. Make sure that essential support conditions and facilities are available to the advisor. In some instances recipient institution had adequate equipment and facilities for the TA, while in other instances these requirements were addressed in part by providing some equipment through the Project. This happened at ESCOM, MOW, Ministry of Local Government, and Chancellor College - where HRID funds were used to purchase instructional equipment, teaching materials, and computer equipment. Such issues need to be worked through at the design stage to assure that TA personnel have the minimally essential equipment and materials to carry out their terms of reference.

IV. COMMODITY SUPPORT

In the design of this Project, commodity support was to be provided in the form of instructional materials, equipment and other commodities that were integral to the implementation of training and technical assistance activities. Such commodities were used to help establish new processes, systems, training capabilities, research capacities, etc. that could be sustained after the Project phased out.

The Project's rationale for commodity procurement was quite carefully observed overall. In a few cases (Bunda College, KCN, DHRM&D, Center for Social Research) considerable instructional and computer equipment was provided and in each case the items were effectively utilized. In at least one instance (ESCOM), the

provision of technical training equipment through the Project was essential in enabling the long-term advisor to launch the training program. Based on this experience, the following lessons should be noted.

A. Make sure that equipment specifications are systematically, collaboratively, and thoroughly developed. In most cases, the recipient institution had a general idea of what their equipment was needed to support the particular project activity, but relied on the Project Office and HRID funded TA to develop detailed specifications. These specifications were then reviewed and formally agreed to by the grantee institution before the commodities were ordered to assure that there would be no surprises about what to expect. This was time consuming and typically involved clarifications, revisions, budget adjustments, etc., but without such planning these procurements would have been even more complicated and problematic.

One clear lesson from this experience is the importance of carrying out careful analysis of equipment requirements and specifications and to involve the recipient institution in the process. Otherwise the process can go awry and greatly delay receipt of appropriate equipment.

B. Include installation, training in equipment use, and maintenance agreements in the commodity procurements. In the HRID Project some procurements (e.g. desk top computers with only standard software such as spreadsheet and word processing programs), installation and training was minimal. With installations involving multiple pieces of equipment, however, the Project required the suppliers to have the vendor identify a local firm to handle installation so that any problems which were identified at that stage could be resolved before final payment was made to the vendor. With the exception of one procurement (computers of KCN), either the vendor supplied training or HRID funded TA personnel were involved in on-the-job training after the equipment was installed,

Based on the Project's experience, it is clear that complicated procurements should incorporate training by a local firm (often the firm that handles the installation) as well as in-country maintenance support for equipment during the warranty period and beyond, so that there is no dispute regarding responsibilities for replacing defective parts/equipment during a warranty period (including the cost of shipping defective parts back to the supplier and from supplier to recipient institution) and for maintenance commitments beyond the warranty period.

C. Anticipate a minimum of 9 months for commodity procurements. Under routine procurement regulations, it took at least 6 months in most cases and often much longer from the time specifications were finalized to arrival of commodities in country - even for "off-the-shelf" items. This meant that if an advisor's initial tasks depended on having the equipment in place, it was essential to begin the procurement of commodities long before he/she started an assignment.

The general implication from the Project's experience in this area is that projects should plan on some 9 months or more between the time the specifications are developed and final installation at the recipient organization.

D. Anticipate the need for ongoing technical support for equipment beyond the life of the Project. Under the HRID Project, every effort was made to make sure that any new equipment purchased by the Project could be serviced in Malawi by a reputable service organization. This helped to assure that spares and consumables for the equipment would be locally available for purchase with local currency as the Project phased out. It might also be noted that to the extent possible, the initial procurement typically included some spares as well as consumable supplies which were held by the grantee for use as/when needed. The implication for projects providing such items is to make sure that recipient organizations anticipate and provide budgetary support in their recurrent annual operating budgets to assure that such equipment is maintained and used as intended after the Project's support expires.

E. Require the grantee institution to prepare a budget line for recurrent maintenance of equipment. While the Project often was able to build a few years of warranty and maintenance support into the larger procurements, there came a point where the grantee had to maintain the commodities from their own budgets. Often, this matter was either overlooked completely in initial discussions or unrealistically low maintenance budgets were prepared. Such issues need to be raised <u>before</u> a procurement goes forward, and if there is evidence of a lot of equipment standing idle because of poor or nonexistent maintenance and/or no budgets for consumables, consideration should be given to either redesigning the activity so that it does not depend on such commodities, or dropping the activity altogether.

V. SUSTAINABILITY

The issue of sustainability of benefits beyond the life of projects has become an increasing concern to the donor community and to recipient governments. In the

case of the HRID Project, it is premature to say much about sustainability since evidence on this issue can only be collected 1-2 years after the project ends. However, some preliminary thoughts can be offered.

In reflecting on HRID implementation experience, it might be noted that concern for sustainability was addressed during the design phase, in the review of proposals, and throughout implementation. Among the features which have been linked to sustainability of benefits in donor projects, several were built into the original design of this project, namely:

- mutual project/program goal-setting at the project design stage;
- attention to counterpart training and skills transfer by technical assistance personnel;
- provision of at least minimal levels of financial support from recipient institutions as well as counterpart staff for specific project activities;

Other characteristics of the design and implementation processes which were somewhat unique to this project also helped to increase the likelihood that benefits will be sustained:

- a participative strategy for making funding decisions once the project was initiated;
- encouraging potential recipient institutions to develop their own needs assessments and proposals for funding;
- close collaboration in implementing and monitoring specific project activities;
- ability to respond flexibly to differing and evolving needs of recipient institutions during project implementation;
- a focus on organizational performance improvement as the overriding criterion for funding.

Though the degree to which sustainability has actually been achieved is still to be determined, there are some near term indicators of potential sustainability in some of the HRID supported initiatives. Specific examples would include:

- the ESCOM training program which has graduated several classes since the departure of the long term advisor in 1991;
- the Ministry of Local Government which has institutionalized a training unit which does continuous assessments of training needs

in local government and is coordinating training support from HRID, World Bank, other donors, as well as the GOM for local government employees;

- establishment of the MA Sociology and Economics programs which have continued beyond the departure of HRID supported TA;
- gradual increases in female enrollment in "nontraditional" disciplines at the University of Malawi;
- gainful employment of women graduates in these disciplines upon graduation;

An overriding feature in these and other selected efforts funded by the Project was the genuine commitment on the part of grantees to the programs supported by HRID. The fact that the proposals for support were developed by these institutions, instead of being offered to them, helped to create a strong sense of ownership in the success of the efforts. There is always the danger that this sense of ownership will dissipate over time - especially when there is high staff turnover at senior levels. In the case of HRID supported efforts, however, the grantee institutions generally viewed the HRID initiated activities as vital to their long term institutional interests (regardless of who was occupying senior management positions). Thus, senior management in these institutions was more prepared to commit financial and staffing resources from their own operating budgets as project support phased out. This sense of ownership grew out of participation and collaboration in project decisions, and is perhaps one of the most critical factors in assuring sustainability. While there will undoubtedly be instances where HRID project activities in particular institutions will not be sustained at a level which had been hoped, the general picture regarding sustainability is for the most part encouraging.

CONCLUSION

The commitment to human resources and institutional development must be ongoing and requires constant attention by the leadership of institutions. Moreover, care must be taken to prevent backsliding, particularly since in so many institutions the depth of human resource capacity is relatively modest. Thus the continuing nurturing of such capacity and proper utilization of such scarce resources are essential to the sustainability of institutional capacity. This responsibility cannot be shifted to donors, and inevitably the target institutions must themselves commit their own scarce financial resources and implement career promotion systems which maximize the use of the talent in their organizations. Evidence of this commitment was found

in a number of institutions served by the Project, but it is an area that will need greater attention by Malawian institutions themselves as they move to greater self sustainability.

OTHER NON-HRID CONTRACT ACTIVITIES

As noted at the beginning of this report, the AED contract included responsibility for implementing some non-HRID funded activities on behalf of USAID/Malawi. Most of this funding came from the PHICS Project, though there were nine other non-PHICS project sources that were also used for short and long-term training programs to the U.S..

This table provides a summary of all PHICS funded activities.

Objective/Activity	Source	Funding Level
Ministry of Works, Rural Water Section Long-term TA	DO 25	$372,609.47
Pre-placement activities for participants	DO 28	$3,095.00
Ministry of Health, Epidemiology Unit Long-term TA	DO 29	$410,914.89
Ministry of Health, HRD Activities, Short-term TA	DO 30	$24,911.00
Participant training in U.S.	DO 37	$494,020.16
Participant training activities in Botswana	DO 40	$15,000.00
Ministry of Health long-term TA	DO 44	$822,631.00
Ministry of Health degree and non-degree training	DO 47	$800,635.36
Ministry of Health long-term TA	DO 48	$98,296.18
Total		$3,042,113.06

The table below provides a summary of the remaining activities funded by sources other than the PHICS and HRID Projects.

Funding Source	Delivery Order	Budget
Fertilizer Subsidy Removal Program	2	$41,212.00
Fertilizer Subsidy Removal Program	3	$728.00
African Manpower Development	3	$60,000.00
Polytechnic Engineering Expansion	4	$9,739.83
Fertilizer Subsidy Removal Program	13	$45,300.00
African Manpower Development	14	$12,460.75
African Manpower Development	16	$16,423.00
African Manpower Development	17	$13,028.19
African Manpower Development	18	$7,270.66
Fertilizer Subsidy Removal Program	34	$45,231.00
Fertilizer Subsidy Removal Program	35	$11,500.00
Total		$262,893.43

While these above activities were all completely separate from HRID funding, the representatives of USAID, DHRM&D and the AED field office staff who constituted the HRID Project Coordinating Committee were all involved in planning them. Hence, a conscious effort was made to make sure that such activities were, to the extent possible, complementary to the larger aims of the HRID Project and USAID's overall strategy to help strengthen the long-term human resources capacity of local institutions. For example, under PHICS funded Delivery Order 44, two long-term advisors were assigned to the Ministry of Health. One helped to develop a human resources (manpower) plan for the health sector, while the other taught health science skills at the Lilongwe School of Health Sciences. At the same time, under HRID funded Delivery Order 45, considerable resources went to strengthening the capacity of Kamuzu College of Nursing (through long-term training, long-term TA, and the provision of instructional commodities). In this way DO 45 was helping to increase the supply of health care workers called for in the PHICS funded manpower planning effort.

In short, these various sources of funding (whether HRID, PHICS, or other training resources of the USAID Mission) were viewed by all concerned as part of the joint strategy of the Government of Malawi and the USAID Mission to strengthen the human resource and institutional capacity of Malawian institutions. Thus the AED contractor team was well positioned to carry out the various activities, using a common philosophy and approach across funding sources.