

PD-ABN-933

93636

**ASSESSMENT OF PROGRAM IMPACT
IN RWANDA,
FISCAL YEAR 1992**

November 1992
USAID/Rwanda
API_92.PRG (WP)

PREFACE

The FY 1992 API must be viewed as an interim document since the Mission has not yet completed the Africa Bureau's new strategic planning process. While the Mission does have an approved (June 1992) Country Program Strategic Plan (CPSP), it has not yet completed the Monitoring, Evaluation, and Reporting (MER) exercise, currently scheduled to commence in December 1992. The CPSP represents a material departure from the last Mission planning document, which was the Action Plan approved in 1989. Two of the CPSP's three strategic objectives are new. Thus, the Action Plan's indicators were of limited usefulness in preparing this API. This API reports the Mission's perception of preliminary indicators for the newly approved strategy. The MER exercise, per the AFR strategy planning process, is the stage where the Mission works with AFR staff and consultants to refine the indicators presented in the CPSP into a set that will form the basis of the information presented in the annual API. The MER exercise will also help the Mission identify the steps remaining to complete the system which would collect the data needed for future APIs. The USAID/Rwanda contract with the Africa Bureau calls for the submission of the revised MER plan in March 1993.

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I. SPECIAL FACTORS AFFECTING THE USAID PROGRAM

Rwanda continued its economic and political transition in 1992. While significant actions have been taken to advance this transition, the uncertainty characteristic of broad political and economic reforms have been disruptive. The three disruptive processes that affected activity in Rwanda in Fiscal Year 1991 continued to do so during Fiscal Year 1992: the rebel invasion, the new structural adjustment program, and the transition to a multiparty political system. What has been most frustrating to all parties, Rwandans and donors alike, is that while undisputable progress has been made in each area, a sense of uncertainty persists. Consequently, the net progress has not been sufficient to stimulate in Rwandans a general confidence in their future.

After-effects of the Rebel Invasion: Progress in this area is evidenced by the cessation of fighting and the commencement of negotiations to incorporate the rebels into the current multi-party transitional government. The Government and rebels negotiated a cease-fire that began on July 12th and continues to hold. An OAU military observer group, funded partially with USAID ESF resources¹, patrols between the two forces to monitor the situation. The Government and rebels also began face-to-face peace talks in Arusha. These negotiations have already resulted in a protocol stating that Rwanda would be a state ruled by law established by elected representatives; a joint communique that established the framework and ground-rules for future negotiations (e.g., power sharing, elections, integration of military forces, and so forth); and a protocol defining the division of executive (i.e., president) and judicial powers in the transition government until elections. The next round of negotiations scheduled to start late November is to address the structure of the legislative branch and the integration of two armed forces.

Despite this progress made in the peace talks, the Government has not yet begun a demobilization of its armed forces, which had tripled in size in response to the invasion². While understandable, the continued presence of a large military dampens popular perceptions of the closeness of peace and, whether realistic or not, constitutes a potential and undesired alternative to the current multiparty democratic system being crafted by the Government and rebels. The large force also meant defense spending continued at its high rate. While purchases of arms and ammunition decreased with the cease fire, defense expenditures remain the single largest reason for the Government's large budget deficit. In

¹In September 1992, AID/W turned over \$500,000 to the Department of State, which in turn, passed the funds to the OAU for peacekeeping operations in Rwanda.

²Government has publicly stated its intention to begin demobilizing as soon as possible, and has been talking to donors on this subject, including the potential cost, budgetary implications vis a vis the IMF/WB shadow program fiscal targets, and sources of financing. In addition, the Government has sent people to examine how Nicaragua managed the process of demobilizing its large armed forces.

turn, these expenditures have limited the Government's financial flexibility in funding economically-productive investments or needed social safety net activities in health and education. While always important, such investments assume a critical role when an economy is in the midst of a structural adjustment program.

Similarly, over 350,000 people (5 percent of Rwanda's total population) have been displaced by the fighting in the northern areas of the country and are as yet unable to return. Northern Rwanda is traditionally a food surplus (and food exporting) producing area. Now the area needs food imports and other emergency services (e.g., health, shelter, sanitation). Indeed, emergency supplies have been supplied by the Government and most donors. In FY 1992, USAID provided over \$2 million in emergency relief commodities and Rwf 100 million of local currency (equivalent to \$740,000) for the purchase of food locally and in neighboring countries. Without a clear peace agreement, these people are unlikely to return and restart their lives.

New Steps toward Multiparty Democracy: After having allowed the creation of political parties and a free press, and having approved a new constitution in 1991, the President's party and the opposition parties agreed to a transitional multi-party government in April 1992. The same President heads this government, but the Prime Minister, in a new position filled with an opposition party member, runs the daily affairs of government with the Council of Ministers. Of the eighteen ministries, nine have been allocated to the President's party and nine to the four major opposition parties. The general consensus is that the Prime Minister and the Council of Ministers are running the government and making substantive decisions. They are the body coordinating the negotiations with the rebels and approving additional economic reforms, as discussed below. Yet, while the opposition parties and the President's party are talking and managing to work together, their relationship is volatile and casts the largest shadow over Rwanda's near-term prospects. Matters have been exacerbated in recent months by an increase in acts of violence and intimidation attributed largely to the extremist elements of the various parties.

Progress and Slippages on the Structural Adjustment Program: The comprehensive Structural Adjustment Program (SAP) launched just before the invasion continues to be implemented. Among the policy changes implemented during 1992 are:

- a 15 percent devaluation (against the SDR) of the Rwandan Franc³;
- an increase in petroleum prices to pass-through the affects of the devaluation;
- an adoption of an Open General Licensing (OGL) system; and

³This is the second devaluation. The first was a 40 percent devaluation of the Rwandan franc against the SDR in 1990.

- a reduction of interest rates, which still remained positive in real terms.

In June, the GOR agreed to revised macroeconomic targets with the IMF and World Bank. As a result of the July Roundtable meetings, the GOR launched a new effort to improve coordination among donors and government ministries. Sectoral working groups comprised of donors, government ministries and private associations have started meeting. More recently, the Council of Ministers approved the privatization of the national telecommunications parastatal and agreed to limit government participation in the new company to 26 percent. It also approved the break-up of the national electric utility parastatal into an asset holding company and an operating company, the latter of which is to be privatized. Presently, the Council is debating a new law on public enterprises which, if adopted, would limit government involvement in the commercial sector and create the legal framework for future privatization actions. These reforms continue the pattern of substantive decisions to steer Rwanda away from its former "dirigist" approach. Indeed, no ministers in the transitional government have suggested that the structural adjustment program be scrapped or its implementation slowed.

Nevertheless, there have been slippages on implementation of the new policy changes. The GOR's inability to rein in expenditures made by technical ministries, particularly defense, remains the largest problem. Indeed, the budget problems are such that macroeconomic targets agreed upon in June must be re-negotiated by the IMF/WB and the GOR. Other slippages are equally important as they appear to undermine the spirit of the reform program. For example, the new OGL system is not a true one. The current OGL regulations still allow considerable opportunity for administrative misuse -- and there are increasing reports of such abuses. Similarly, the GOR's recent approval of an import regulation against dumping of goods by other countries has been viewed by many as signalling the return of protectionist favoritism into the GOR's economic framework because of its ambiguity and implications on regional trade.

The Net Impact: Actions implemented over the past two years by the GOR on the economic and political fronts are substantial and would be stressful for any society to absorb without major disruptions. Many Rwandans remain cautious and express concern about the likely final form of the political or economic systems and how the reforms will relate to them and their businesses. As yet, few are taking full advantage of the changing political or economic policy climate. Near-term employment and investment plans continue to show no clear turnaround in business confidence. The economy, as measured by gross domestic product (GDP), is projected by the World Bank to have stabilized during 1992. If this proves correct, then the steady economic decline from 1989 through 1991 may be approaching a trough. Real gross domestic product had declined some 6 percent in 1989, 2 percent in 1990, and another 2 percent in 1991, reaching a level nearly 4 percent below that in 1983.

Importantly, the problems noted above are being addressed in an on-going and active dialogue. Donors and others are making clear their opposition to political and ethnic violence and intimidation, as well as the necessity of continued concrete progress at Arusha and of improved government expenditure controls. Donors, the IMF for one, have requested that the GOR modify the current OGL regulation and evaluate the implementation of other regulatory changes. Business, human rights and other associations have become increasingly active in pressing their concerns. Rwanda's short-term prospects hinge on the ability of the transitional government to reduce political uncertainty by restoring peace and staying the course on political reform and economic adjustment. The recently approved USAID strategic plan funds activities intended to support further advancements in each area. In short, donors appear cautiously optimistic in light of the tenuous economic, political, and social situation.

II. PROGRESS TOWARD OVERALL PROGRAM GOALS AND SUB-GOALS⁴

The following using the goal statements and indicators as approved in the CPSP reporting cable (STATE 204268).

PROGRAM GOAL: Increase Participatory Economic Growth							
PROGRAM GOAL INDICATORS	BASELINE NUMBER (YEAR)	FY 92 (P)ROJECTED/ (A)CTUAL	FY 93 P/A	FY 94 P/A	FY 95 P/A	FY 96 P/A	FY 97 P/A
real increases in gross domestic product (GDP)	\$2.2 billion (1989) [Sources: IMF, World Bank]	P: 0% real growth	P: 1%	P: 2%	P: 3%	P: 4%	P: 4%
real per capita gross domestic product increases (GDP)	\$318 (1989) [Sources: IMF, World Bank]	P: \$305	P: \$299	P: \$296	P: \$296	P: \$298	P: \$301

Given the disruptive elements noted above, the limited size of the USAID program (FY 1992 OYB of \$20.3 million), and the active role of many other donors, it is unrealistic to make definitive statements on the Mission's contribution to progress in achieving the Country Program Goal or subgoals. Many donors actively support the peace, political and economic reform processes. While there has not been a turnaround in the Program Goal indicators, which are economic, it is hoped that the projected stagnation in 1992 represents a bottoming of a steady economic decline witnessed since 1989.

⁴The AID/W approved Program Logframe is attached as Annex 1.

The USAID goal is to work towards a real growth rate of 4 percent per year of GDP by end 1996. At such time, the rate would also reverse the decline in real per capita growth rate, given that the population growth rate is about 3.07 percent per year. USAID estimates are more conservative than those presented by the World Bank, which projects a real growth rate of 4 percent by 1995 (WB, SPA, September 1992), due to the potential costs associated with demobilization and resettlement of the displaced. The World Bank and IMF are currently revising their projections, in light of their over optimism of the past.

As noted last year, macroeconomic data must be interpreted with more than the usual caution. USAID continues to make investments in data collection and analysis. During FY 1992, USAID-funded consultants and Government of Rwanda staff presented the results of the National Budget and Consumption survey. As this survey was undertaken before the structural adjustment program, in January the GOR, with USAID support will undertake a mini-survey to estimate the impact of the structural adjustment program on living standards. Similarly, the GOR and USAID will be updating a study (also conducted by USAID before the structural adjustment program) on how Rwanda's manufacturing has responded to the economic reform program. USAID-funded Census Bureau staff have been working with the GOR to process the 1991 census. The preliminary results from the census data have already been momentous. The population growth is now estimated to be about 3.06 percent per annum. This is a major downward revision of the previous estimate of 3.6 percent which was based on the 1978 census and 1983 World Fertility Survey. Officially revised demographic data will not become available until early 1993. Finally, the USAID-funded Demographic and Health Survey (DHS), which was halted by the fighting in 1990, was restarted and completed. Preliminary DHS data will be available by the end of this calendar year. USAID, with Michigan State University (MSU), is also working with the GOR to update the agricultural sample frame used to conduct the national agricultural census and special rural studies. Some twelve studies and reports are projected over the next year, including an examination of farm/off-farm income linkages, impact of exchange rate movements and border trade, and the impact of the Government's coffee policy.

The USAID/Rwanda CPSP has three sub-goals: decrease population growth rate, improve democratic governance, and increase real income in the agrarian sector. A discussion of each follows.

PROGRAM SUB-GOAL ONE: Decrease Population Growth Rate							
INDICATORS	BASELINE NUMBER (YEAR)	FY 92 (P)ROJECTED/ (A)CTUAL	FY 93 P/A	FY 94 P/A	FY 95 P/A	FY 96 P/A	FY 97 P/A
total fertility rate	8.5 (1990) [Sources: ONAPO, DHS]	P: 7.3					P: 6.9

There continue to be indications, albeit preliminary, that there has been measurable progress on this Mission subgoal, which has been part of the Mission's strategy since the early 1980s. Fragmentary data from the 1990 Demographic and Health Survey (DHS) suggests that Rwanda's TFR is now about 7.3. This "improvement" is believed to be related to the increased adoption of family planning methods by Rwandans and the availability of more accurate data from the DHS, which constitutes the first reliable survey on fertility in Rwanda in the last eight years. Updating and revisions to USAID projections to FY 1997 will be made upon analysis of the DHS data. This process is expected to be completed by early-to-mid 1993. The Mission expects significant changes in both the baseline and annual projections.

PROGRAM SUB-GOAL 2: Improve Democratic Governance							
INDICATORS	BASELINE NUMBER (YEAR)	FY 92 (P)ROJECTED/ (A)CTUAL	FY 93 P/A	FY 94 P/A	FY 95 P/A	FY 96 P/A	FY 97 P/A
proper elections	none (as of late 1992) [Source: Post Democracy Committee]	A: none	P: national and local elections				
number of active political parties	1 (1990) [Source: Post Democracy Committee]	A: 16 of which 4 are important	P: at least 5 important parties				
freedom of association and opposition by civil groups, NGOs, press, and business groups	1 on a scale of 1 (low) to 10 (high) (1990) [Sources: USIS, USAID]	A: 4 [Sources: Post Democracy Committee, AFR Focus Country Exercise]					P: 8

The objective of having local and national elections before the end of CY 1993 stems from the current transitional government's constitution. If elections are not held, the President loses his right to govern. The number of major active parties is expected to increase by one when the rebels become incorporated into the transitional government.

This program sub-goal represents a new area for both the Mission and Africa Bureau. As such, much work remains in developing acceptable indicators for "governance." Major changes in the indicators are a likely outcome of the forthcoming MER exercise.

PROGRAM SUB-GOAL 3: Increase Real Income in the Agrarian Sector							
INDICATORS	BASELINE NUMBER (YEAR)	FY 92 (P)ROJECTED/(A)CTUAL	FY 93 P/A	FY 94 P/A	FY 95 P/A	FY 96 P/A	FY 97 P/A
share of non-farm income in GDP	60% (1989) [Source: World Bank]						P: greater than 70%
growth in income per capita in non-farm sectors	1.3%/year (1980-90) [Source: World Bank]						P: 1.7%/year
growth in income per capita in farm sector	-1.5%/year (1980-90) [Source: World Bank]						

As noted above, during FY 1992 the GOR continued to make policy reforms intended to make the economy more responsive to market forces. In addition to the ones noted earlier, the GOR improved labor mobility by reduced its role in controlling hiring and firing; begun a review of export promotion policies, and removed regulations which limited what a one importer was authorized to import. In the case of the latter, now importers formerly restricted to importing car tires can import other goods as well -- whatever they sense the market demands.

With peace and continued political and economic reform, the expectation for growth in income is realistic. Anecdotal evidence supports this expectation. As a result of the eased import controls, removed prices controls, and reduced protectionist tariffs, domestic (and rural) production of bricks and roofing tiles appears to have increased. Using funds from the USAID Production and Marketing Policy Reform Program, a new firm manufacturing umbrellas will be opening. These types of products -- of high bulk and low value -- are the types of goods which will be competitive to imported goods and can possibly be exported competitively in the region. The USAID-MSU-GOR survey of farm and non-farm sources of incomes will help better understand and measure the changes taking place in rural areas, as will the update of the budget and consumption survey. The forthcoming manufacturing study should provide better indications of how Rwandan manufacturing firms have responded to the changing economic conditions. Several of these reports should be ready to incorporate into the FY 1993 API.

In last year's API, the Mission noted that the security situation made it impossible to confirm the extremely rapid highland farmer adoption rates of FSRP's "magic bean" technological

package reported by Farming System Research Project (FSRP) staff. USAID stated it would externally evaluate the project and report the results in this year's API. The impact study concluded that new packages, components and practices for beans, wheat and potatoes developed, respectively, by CIAT, CIMMYT and CIP were disseminated by the Project as well as by other donors' projects in the area. However, the evaluation concluded that there was a serious lack of appropriate technology produced by FSRP team, and thus the impact of FSRP-developed technologies was not significant. USAID has already begun discussions with CIP to examine how private sector producers (including cooperatives and associations) could be used to multiply the seed and extend the technologies. Such activities could be funded under the Mission's new umbrella PVO project, whose purpose is to support cooperatives, associations and private individuals undertaking activities to generate new income and/or employment.

To reduce the costs of marketing and the amount of time devoted to traditional activities, such as collecting water, USAID has funded the construction of rural roads and water systems. Under the FSRP Project's rural infrastructure component, Africare capped 237 small springs, installed 6 gravity flow water systems (30 km), and improved over 90 km of rural roads, and 124 bridges, mostly small ones. The development impact is unclear because these are also the areas where the fighting has been and the displaced have settled temporarily.

III. PROGRESS TOWARD STRATEGIC OBJECTIVES, TARGETS, SUB-TARGETS, AND TARGETS OF OPPORTUNITY

The following tables are presented in the format suggested in the AFR/DP API guidance cables (91 STATE 273190 and 92 STATE 306484).

STRATEGIC OBJECTIVE: POPULATION

STRATEGIC OBJECTIVE 1: Increase Use of Modern Contraceptives							
INDICATORS	BASELINE NUMBER (YEAR)	FY 92 (P)ROJECTED/ (A)CTUAL	FY 93 P/A	FY 94 P/A	FY 95 P/A	FY 96 P/A	FY 97 P/A
contraceptive prevalence rate	3.7% (1988) 8.3% (1991) [Source: ONAPO]	A: 12.8% as of 4/92 [Source: ONAPO] P: 14% by end 1992	P: 16%	P: 18%	P: 20%	P: 20%	P: 24%
couple years of protection	13,400 (1988) [Source: ONAPO]						P: 150,000

The current contraceptive prevalence rate exceeds by more than 50 percent the old Action Plan's Strategic Objective target rate of 8.3 percent for the end of 1991. This achievement is widely believed to have been assisted by USAID's contribution to the training of 17,000 village-level volunteers ("abakangurambaga") who now spread knowledge of family planning methods and services, as well as by the continued USAID support for family planning. During 1992, there was a temporary decline in the contraceptive prevalence rate. Such temporary dips are not uncommon in family planning programs that are not yet mature. In Rwanda, the drop has been attributed to the disruptive effects of the war and various anti-family planning rumors attributed to various political parties. Nevertheless, family planning activities continue and indications are that the contraceptive prevalence rate has once again started to rise. The demand for other services is also encouraging, particularly given that Rwanda's family planning effort only began in the early 1980s. For example, in October alone, in one northern prefecture affected by the war, there were over 60 vasectomies performed.

While abakangurambaga continue to recruit new family planning clients, it is unclear what percentage of these new users remain as continuing users. Additionally, the abakangurambaga network is suffering a setback as the effects of war and lack of motivation take their toll. A data collection system for this information as well as for regularly calculating couple years of protection needs to be put into place during 1993.

TARGET 1.1: Increase Availability of Quality Family Planning Services							
INDICATORS	BASELINE NUMBER (YEAR)	FY 92 (P)ROJECTED/(A)CTUAL	FY 93 P/A	FY 94 P/A	FY 95 P/A	FY 96 P/A	FY 97 P/A
number of service delivery points	280 (1991) [Source: ONAPO]						P: 1,200
number of service delivery point offering five or more methods	25 (1991) [Source: ONAPO]						P: 110

At this point in time, ONAPO does not regularly report on these indicators. The Mission will try to incorporate them into the reporting system to be developed as part of the new Rwanda Integrated MCH/FP (RIM) Project.

TARGET 1.2: Increase the Demand for Family Planning Services							
INDICATORS	BASELINE NUMBER (YEAR)	FY 92 (P)ROJECTED/(A)CTUAL	FY 93 P/A	FY 94 P/A	FY 95 P/A	FY 96 P/A	FY 97 P/A

TARGET 1.2: Increase the Demand for Family Planning Services							
desired family size *	6.0 (1990) (5 m.) [Sources: ONAPO, DHS]	[Source: DHS]					P: 5.0 (4 m.)
percent of couples desiring family planning *	?? [Source: DHS]	[Source: DHS]					P: ??

* The Mission plans to gender desegregate this data.

The forthcoming DHS results will provide updated data on these indicators.

SUB-TARGET 1.1: Increased Private Sector Delivery							
INDICATORS	BASELINE NUMBER (YEAR)	FY 92 (P)ROJECTED/ (A)CTUAL	FY 93 P/A	FY 94 P/A	FY 95 P/A	FY 96 P/A	FY 97 P/A
number of active NGOs	2 (1991) [Source: USAID]	A: 3 [Source: USAID]					P: 6
number of private service delivery points	25 (1989) [Source: ONAPO]	A: at least 28 in the capital, of which 10 are private clinics offering all family planning services					P: 300
number of couple years of protection through private sector	3,000 couple years (1992) [Source: ONAPO]	A: 3,000 couple years					P: 40,000 (to be revised)

Impressionist information indicates the number of private service delivery points is increasing. At present, however, there is no formal survey to substantiate this conclusion. The USAID-funded SOMARC Program began in the first quarter of FY 1992. In addition, PSI International has begun (non-USG funded) operations in Rwanda, including a resident representative. These two organizations are expected to give a boost to private marketing of family planning commodities. The Rwandan Consultative Group for Private Sector Family Planning Activities, formed in 1991, continues to operate and includes SNAF, the Catholic natural family planning activities, CARE International, International Planned Parenthood Affiliate (IPPF), and ARBEF, the Rwandan Association for Family Health.

The data source for these indicators is expected to be ONAPO and the Ministry of Health.

SUB-TARGET 1.2: Increase Public Sector Delivery							
INDICATORS	BASELINE NUMBER (YEAR)	FY 92 (P)ROJECTED/ (A)CTUAL	FY 93 P/A	FY 94 P/A	FY 95 P/A	FY 96 P/A	FY 97 P/A
number of couple years of protection through public sector	13,400 (1988) [Sources: ONAPO and Ministry of Health (MOH)]						P: 110,000
number of sites providing quality longer-term methods	25 (1991) [Sources: ONAPO and MOH]	A: [Sources: MOH, USAID]					P: 110

Due to USAID-funded AVSC training courses, more than 12 hospitals and health centers offer IUD insertions. Voluntary surgical contraception (VSC) training, including vasectomy, is continuing.

SUB-TARGET 1.3: Increase Integration of Family Planning and Health Services							
INDICATORS	BASELINE NUMBER (YEAR)	FY 92 (P)ROJECTED/ (A)CTUAL	FY 93 P/A	FY 94 P/A	FY 95 P/A	FY 96 P/A	FY 97 P/A
number of service delivery points offering quality integrated services	0, all hospitals and health centers, quality is the issue (1991)	A: 0 [Source: USAID]	P: 0 [Source: RIM Project]	P: 25	P: 50	P: 75	P: 100

The RIM Project is directed at improving the effectiveness of Rwandan institutions in delivering these services. Consequently, this indicator is likely to be revised when a better and measurable indicator is agreed upon. At ONAPO, the overall coordinator of family planning in Rwanda, steps continue to be taken under the MCH/FP II Project to improve Rwandans' management capacities. Improving ONAPO's ability to manage will help the process of integrating its family planning operations into the Ministry of Health. ONAPO's new procurement and logistical systems are in-place and operating. This year, for the first time, a comprehensive annual budget and plan was prepared by ONAPO and submitted before the start of its operating year. Finally, a joint meeting -- the first ever -- to coordinate efforts between ONAPO, all the USAID-funded participating agencies, other donors, and the Ministry of Health was held in October 1992. It was generally concluded by all participants to be a useful week-long coordination session, especially given the large number of actors operating in this area.

The data source for this indicator is expected to be the Ministry of Health (MOH), supported by the Rwanda Integrated MCH/FP (RIM) Project.

TARGET 1.4: Increased Promotion of Family Planning and Health Services							
INDICATORS	BASILINE NUMBER (YEAR)	FY 92 (P)ROJECTED/ (A)CTUAL	FY 93 P/A	FY 94 P/A	FY 95 P/A	FY 96 P/A	FY 97 P/A
number of referrals to health centers for family planning services	?? (1992) [Source: DHS, MOH]						
percent of women knowing a source of long-term modern contraceptive method	?? (1992) [Source: DHS, MOH]	A: women's knowledge of family planning methods averaged almost 97% [DHS (1990), CARE HIV/AIDS Project]					
percent of men knowing of contraception	?? (1992) [Source: DHS, MOH]	?? [Source: DHS, MOH]					

The data sources will be the DHS, which will provide the initial estimates in December 1992. Thereafter, the MOH will be collecting the data on the number of referrals. The other data will be updated through latter DHS surveys. Based on these baseline results, the long-term targets will be chosen. Finally, given that percent of women knowing a source of long-term modern contraceptive method is so high (97 percent), the Mission expects to replace it with a more useful indicator which has room to measure significant progress.

STRATEGIC OBJECTIVE: GOVERNANCE

STRATEGIC OBJECTIVE 2: Increase Accountability of Government on Social and Economic Policies							
INDICATORS	BASELINE NUMBER (YEAR)	FY 92 (P)ROJECTED/ (A)CTUAL	FY 93 P/A	FY 94 P/A	FY 95 P/A	FY 96 P/A	FY 97 P/A
adherence to government budgets	2 on a scale of 1 (low) to 10 (high) (1992) [Source: IMF, WB, Focus Country Exercise]	A: 2 [Source: IMF, WB, Focus Country Exercise]					P: 7
specific examples (i.e., concrete evidence) where non-state groups have clearly participated and/or influenced the public policy formulation process, and the consequences of the policy changes (i.e., people-level impact)	prior to 1991, there were virtually no such registered groups [Source: Focus Country Exercise]	A: human rights groups influenced GOR to propose an independent review of human rights issues; one new business association presented position paper on a free trade zone and GOR is likely to investigate [Source: Post Democracy Committee, PRIME]					
number of active non-state groups	no figure as yet. [Source: DIG Project baseline survey]						

As discussed earlier, the GOR has made many needed policy changes. However, executing many of them involves difficult institutional changes that touch upon both the political and economic spheres, or in other words, the sphere of "democracy and governance." It is in this area that the Mission expects to make the most progress during the MER exercise in refining indicators. Nevertheless, the Mission expects that anecdotal evidence will probably play a major role in trying to "capture" the people-level impact of the USAID effort. While the Mission believes it made substantial progress in understanding this new Agency interest area, indicators that could confirm the anecdotal evidence proved to be elusive. Indeed, this finding is in line with the conclusions of a recent CDIE world-wide review of democracy and governance projects and performance indicators.

"Active non-state groups" are defined as organizations submitting position papers to government, conducting seminars, rallies, and training/public education sessions, and being

referred to in the media. The data source is the annual exercise to determine the Africa Bureau's Focus Countries. As part of that process, AID/W, STATE, and others assign these subjective values. In turn, those values will be entered into this API table. Input will also be provided by the American Embassy, such as through the annual human rights report.

TARGET 2.1: Improve Financial Accountability and Control							
INDICATORS	BASELINE NUMBER (YEAR)	FY 92 (P)ROJECTED/ (A)CTUAL	FY 93 P/A	FY 94 P/A	FY 95 P/A	FY 96 P/A	FY 97 P/A
government financial control agencies	1 on a scale of 1 (low) to 10 (high) (1991) [Source: USAID, UNDP, WB/SPA Public Expenditure Review]						
budget deficit	10% in excess of IMF targets (1991) [Source: IMF]				P: within IMF targets		

During 1992, the GOR took steps to quantify clearly the amounts of borrowed internally and from the small financial sector. The recent IMF/World Bank team concluded that although the GOR had not controlled expenditures, it had made real progress in tracking its financial activities. This tracking is a first step in the direction of financial accountability and control. Hopefully when the forthcoming USAID Support for Economic Reform (SER) Project, Budgetary Reform Program, and other donor activities in this Target area begin, further and more important progress can be achieved. At present, donors and government agencies are working together to develop a coordinated plan to address financial accountability weaknesses. USAID expects the IMF and World Bank to assume the lead, with bilateral donors, such as France, Belgium, and the US, to provide support in their respective areas of expertise and comparative advantages.

The data sources will be IMF reports and the World Bank-lead Public Expenditure Reviews (PER), which are conducted as part of the Special Program for Africa (SPA) framework. Information on the financial control agencies will be derived from USAID-funded assessments conducted as part of the forthcoming SER project.

TARGET 2.2: Increase Responsiveness of Government Policies							
INDICATORS	BASELINE NUMBER (YEAR)	FY 92 (P)ROJECTED/ (A)CTUAL	FY 93 P/A	FY 94 P/A	FY 95 P/A	FY 96 P/A	FY 97 P/A
public knowledge of national government responsibilities *	2 on a scale of 1 (low) to 10 (high) (1991)						P: 5

* The Mission will gender desegregate this indicator.

The data sources are expected to be mass media, e.g., press reports, and surveys. Under the recently-signed Democratic Initiatives and Governance (DIG) project, a baseline survey will be conducted. This indicator is foreseen to be one of the questions in the baseline survey and subsequent follow-up surveys.

As discussed in the DIG project, there are many donors funding training courses for citizens, legislators, and potential future candidates for elected offices. USAID, with the Post Democracy Committee has sent leaders from the various political parties to the U.S. for training. Additional training is to be provided through AFR's regional election support project, AREAF. Through these activities, the Mission expects to be able to obtain data to measure this indicator.

TARGET 2.3: Increase Popular Participation in Public Policy Formulation							
INDICATORS	BASELINE NUMBER (YEAR)	FY 92 (P)ROJECTED/ (A)CTUAL	FY 93 P/A	FY 94 P/A	FY 95 P/A	FY 96 P/A	FY 97 P/A
percent participation in political parties *	?? [Source: DIG baseline survey]	A: 40% (estimate 1992)					P: 80%

* The Mission will gender desegregate this indicator.

The discussion concerning Target 2.2 above applies to this Target as well. An indicator on the role of other non-state groups already has been included as one of the governance strategic objective indicators and as part of sub-target 2.3 below.

SUB-TARGET 2.1: Improve Recurrent Budget Process							
INDICATORS	BASELINE NUMBER (YEAR)	FY 92 (P)ROJECTED/ (A)CTUAL	FY 93 P/A	FY 94 P/A	FY 95 P/A	FY 96 P/A	FY 97 P/A
controls	no effective controls over unapproved expenses (1991)				P: control system to prevent un-authorized expenses		
arrears	arrears total Rwf 18 billion (1991)					P: outstanding arrears reduced to Rwf 5 billion	

The specific objectives are to have the equivalent of the USG "anti-deficiency" regulations being enforced in Rwanda and to have a capability to perform audits to ensure compliance.

The data sources will be IMF reports and the World Bank-lead Public Expenditure Reviews (PER), which are conducted as part of the Special Program for Africa (SPA) framework. Information on the financial control agencies will be derived from USAID-funded assessments conducted as part of the forthcoming Support for Economic Reform (SER) project.

SUB-TARGET 2.2: Strengthen Legislative and Judicial Processes							
INDICATORS	BASELINE NUMBER (YEAR)	FY 92 (P)ROJECTED/ (A)CTUAL	FY 93 P/A	FY 94 P/A	FY 95 P/A	FY 96 P/A	FY 97 P/A
percent of trained legislators *	0% (1991)						P: 60%
judicial knowledge and enforcement of legal code	2 on a scale of 1 (low) to 10 (high) (1992)						P: 5

* Mission will gender disaggregate this data.

The objective is to cultivate a representative National Assembly that understands the expected roles and responsibilities associated with being an elected representative. For the National Assembly, USAID-funded efforts will include developing a data/information handling system, training in drafting laws, sessions on gender issues, and so forth. For the judicial branch, the objective is to introduce consistency and precedence into rulings. Indeed, if there is non-compliance with the above Target's anti-deficiency control efforts, then it will be very important that the judicial system sends a clear and consistent message as to the costs associated with non-compliance.

For the first indicator, data sources will include USAID Training Office records, particularly those of the DIG and HRDA projects. For the second indicator, the source will be an

Embassy-USAID assessment carried out as part of the annual Focus Country exercise, as well as the Embassy's annual human rights report.

SUB-TARGET 2.3: Support the Development of Public Interest Groups and Press							
INDICATORS	BASELINE NUMBER (YEAR)	FY 92 (P)ROJECTED/ (A)CTUAL	FY 93 P/A	FY 94 P/A	FY 95 P/A	FY 96 P/A	FY 97 P/A
independent press	0 on a scale of 1 (low) to 10 (high) (1990) [Sources: USIS, Focus Country Exercise]	A: 2 on a scale of 1 (low) to 10 (high) [Sources: USIS, Focus Country Exercise]					P: 8
number of active public interest groups *	??	A: 25 [Sources: USIS, Focus Country Exercise]					P: ??

* The Mission will gender desegregate this indicator.

As the DIG Project will be working directly with an Rwanda umbrella PVO organization, currently being established by PVOs interested in becoming more politically aware and active, and a Rwanda association of journalists (written and oral mediums) comprised of both government and private sector journalists, the Mission believes it will be able to gather quality data on this sub-target.

SUB-TARGET 2.4: Increase Civic Awareness and Responsiveness							
INDICATORS	BASELINE NUMBER (YEAR)	FY 92 (P)ROJECTED/ (A)CTUAL	FY 93 P/A	FY 94 P/A	FY 95 P/A	FY 96 P/A	FY 97 P/A
percent of population given civics training *	less than 1% (1990)	[Source: DIG Project survey]					P: 10%
decentralization of government	10% of government budget controlled at regional level (1992) [Sources: IMF, WB]	A: 10% of government budget controlled at regional level [Sources: IMF, WB]					P: 20%

The DIG Project will be funding civic training activities through the umbrella PVO. It will also be buying into the regional Municipal Planning Project managed by REDSO/WCA to help explore how best to decentralize powers to local authorities. For this reason, the Mission will be able to use the DIG Project's annual reports (prepared by the U.S.

cooperating agency) to report on DIG-funded as well as other donor funded activities in this area.

STRATEGIC OBJECTIVE: PRIVATE SECTOR

STRATEGIC OBJECTIVE 3: Increase Commercial Output by Medium and Smaller Scale Enterprises and Farms							
INDICATORS	BASELINE NUMBER (YEAR)	FY 92 (P)ROJECTED/ (A)CTUAL	FY 93 P/A	FY 94 P/A	FY 95 P/A	FY 96 P/A	FY 97 P/A
value of goods and services marketed	Rwf 125 billion (estimate 1991) [Sources: WB, IMF]						P: Rwf 132 billion
percent of people having significant off-farm employment	6.7% (1988) [Sources: National Census, DSA, WB]						

Mission activities in policy reform (the on-going PRIME and PMPR programs) and small enterprise development (the on-going PVO Support and Cooperative Training projects, and proposed SER project) are expected to contribute indirectly to increased agricultural production and overall economic growth, while contributing directly to farm income growth through market efficiencies and incentive structures that encourage commercialization. During FY 1992 the GOR continued to implement policy reforms as noted in Section I above. However, the impact of these reforms is not yet visible, neither in terms of positive growth in the value of goods and services marketed, nor the percent of people earning the majority of their income from off-farm sources. Data from the recent census, plus supplementary reports derived from the planned mini Budget and Consumption survey and other planned DSA studies may provide a clear indication of the changes taking place.

TARGET 3.1: Expand Financial and Business Services Sector (medium and smaller scale enterprises)							
INDICATORS	BASELINE NUMBER (YEAR)	FY 92 (P)ROJECTED/ (A)CTUAL	FY 93 P/A	FY 94 P/A	FY 95 P/A	FY 96 P/A	FY 97 P/A
share of credit to medium and smaller scale enterprises *	20% (estimate 1992)	A: 20% (estimate)	[Sources: National Bank of Rwanda (central bank), PVO Support, SER]				P: 35%
number of business services enterprises *	20 (1992)	A: 20	[Sources: Ministry of Commerce, PVO Support, SER]				P: 36

* Mission will gender disaggregate data.

During 1992, it became increasingly apparent that there is an excess of liquidity in Rwanda's large formal financial sector. As a result, the GOR, with IMF and WB concurrence, reduced interest rates. The reduction has not resulted in a significant increase in the demand for formal sector credit. The GOR has not borrowed heavily from the commercial banks to finance its deficit. Rather it has borrowed from the central bank.

The demand for credit in the informal financial sector remains strong, although repayment problems are reported to be common during this economic recession. Through the PVO Support Project, the Mission expects to provide assistance to the many small saving societies to expand to meet the demands of their members. Some such societies have over 1,000 members and are reaching the limits of what they can manage without developing newer systems. Under the PVO Support Project, the Mission expects to work with several Rwandan PVOs that represent or work with cooperatives, associations, and/or private individuals. These include Technoserve/Rwanda; IWACU, a cooperative training center and AID-registered NGO; Duterimbere, a women's associations providing business services; and SERDI, a government/UNDP supported business services center. Furthermore, the Mission's new umbrella project (PVO Support) will be making sub-grants. Potential recipients must have their financial control systems evaluated. Then the sub-grants (over \$25,000) must be audited annually, per AID regulations. Given the small size of Rwanda's financial services sector, USAID's activities hold, in and of themselves, the potential for stimulating the expansion and growth of business services. Indeed, in the last several months, private Rwandan services firms have been presenting their credentials to USAID. Where one year ago USAID reported that there were very few local auditing/accounting firms available, now there are at least 5 or 6. (Their capabilities remain to be evaluated by USAID.) A number of them have become associated with international firms, such as Price Waterhouse. While these are encouraging developments, the people-level impact remains to be measured.

Data sources for these indicators are GOR and USAID surveys. Previously, these surveys have been funded under the PRIME project. However, in the future, the PVO Support Project and the planned SER Project will become the Mission's vehicles for collecting this type of information.

TARGET 3.2: Expand Agricultural Processing and Marketing (medium and smaller scale enterprises)							
INDICATORS	BASELINE NUMBER (YEAR)	FY 92 (P)ROJECTED/ (A)CTUAL	FY 93 P/A	FY 94 P/A	FY 95 P/A	FY 96 P/A	FY 97 P/A
formation rate of new non-farm businesses (manufacturing and commerce, including services)	585 enterprises per year, of which private firms are 548/year (1989-90) cooperatives/associations: 37/year (1980-90) [Sources: Ministries of Commerce and of Social Affairs]						
value of output by existing enterprises	?? [Source: Ministry of Plan reports on business activity]						

The baseline data on the rate of new business formation has been developed since the CPSP was submitted. What remains for the Mission to decide is what ought to be a reasonable target rate of new business formation by 1997. The second indicator can provide insight on the performance of existing firms. The raw data has been collected annually by the Ministry of Plan since 1983, but it has not been processed and published. Depending on other donors' data collection efforts, it could become an area where USAID will invest an effort.

SUB-TARGET 3.1: Improve Policy and Regulatory Environment							
INDICATORS	BASELINE NUMBER (YEAR)	FY 92 (P)ROJECTED/ (A)CTUAL	FY 93 P/A	FY 94 P/A	FY 95 P/A	FY 96 P/A	FY 97 P/A
commercial code	no comprehensive code (1992) [Source: Official Gazette]	A: none [Source: Official Gazette]				P: comprehensive code passed into law [Source: Official Gazette]	P: quality of code is 5 on a scale of 1 (low) to 10 (high) [Source: WB or USAID evaluation]
income tax rates for individuals and businesses	55% for individuals and 80% for businesses (1992) [Source: Official Gazette]	A: 55% for individuals and 80% for businesses [Source: Official Gazette]				P: 44% for individuals and 64% for businesses [Source: Official Gazette]	
administrative procedures	3 on a scale of 1 (low) to 10 (high) [Source: USAID rapid appraisal surveys]						

Now that the GOR has implemented a number of the major reforms, other constraints are emerging to the forefront in the minds of private businesses interviewed by USAID. Among them are the lack of a commercial code which encourages private sector activity, high marginal tax rates, and procedures which allow administrative misuse. Each are part of the current debate on needed economic reforms. The GOR's Official Gazette will be used to indicate when the commercial code has been adopted and when income tax rates have been changed. However, to assess the actual impact on firms, USAID expects that it will have to finance a special study.

SUB-TARGET 3.2 Develop Appropriate Legal and Regulatory Framework for the Rational Exploitation of Natural Resources							
INDICATORS	BASELINE NUMBER (YEAR)	FY 92 (P)ROJECTED/ (A)CTUAL	FY 93 P/A	FY 94 P/A	FY 95 P/A	FY 96 P/A	FY 97 P/A
national environmental code	no code (1991) [Source: USAID/ADO, Official Gazette]	A: umbrella framework for code drafted and submitted to National Assembly [Source: USAID/ADO, Official Gazette]					P: quality of code is 5 on a scale of 1 (low) to 10 (high) [Source: USAID/ADO]

As reported in the last API, the National Environmental Strategy and Action Plan (SNER/PAE) was approved during FY 1991, with USAID NRMP Project support. In FY 1992, the process continued when 20 priority environmental projects were incorporated into the Public Investment Program and presented at the donor Roundtable in July. Finally, the GOR, again with NRMP involvement, developed a draft national environmental code. As currently envisaged, the draft code forms the super-structure to which more detailed sections of the code will be added. As part of the process of reviewing the draft code, GOR officials took the code to the UN Conference on Environment and Development (UNCED) in Brazil to obtain other views points, and have requested additional follow-up from USAID. In light of the fact that the Mission's Project shifted twice during the year (Ministry of Plan to Ministry of Agriculture, and then finally to a new Ministry of Environment and Tourism), much was accomplished. It reflects the priority Rwandans seem to be placing on environmental issues.

SUB-TARGET 3.3: Strengthen Indigenous Entrepreneurship							
INDICATORS	BASELINE NUMBER (YEAR)	FY 92 (P)ROJECTED/ (A)CTUAL	FY 93 P/A	FY 94 P/A	FY 95 P/A	FY 96 P/A	FY 97 P/A
number of trained entrepreneurs *	45 (1991) [Source: USAID TRG]		[Source: PVO Support]				P: 150 [Source: PVO Support, USAID TRG]
number of entrepreneur associations *	3 (1991) [Source: PRIME, USAID]						P: 7
number of enterprises active in market towns	?? [Source: ?? SER]						

* Mission will gender disaggregate the data.

Activities in this target area will be supported by the PVO Support Project and later by the SER Project. During 1992, USAID conducted two training courses in entrepreneurship, which have already resulted in the creation of a new association. This association's purpose is to advance their concerns vis a vis the GOR.

TARGET OF OPPORTUNITY: BIO-DIVERSITY

TARGET OF OPPORTUNITY 1: Conserve Biodiversity through the Improved Management of National Parks and Reserves							
INDICATORS	BASELINE NUMBER (YEAR)	FY 92 (P)ROJECTED/ (A)CTUAL	FY 93 P/A	FY 94 P/A	FY 95 P/A	FY 96 P/A	FY 97 P/A
??							

The Mission plans to specify indicators for this Target of Opportunity during the evaluation of the Natural Resources Management Project (NRMP) scheduled for late November 1992. The evaluation is intended to focus the project into a more effective activity from the Mission's, contractor's, and GOR's perspectives. It is expected to provide guidance for redesigning the Project. It is thus premature to anticipate how or what the evaluation will conclude and premature to provide an indicator. This question will be discussed during the MER exercise. The data source is expected to be the Ministry of Environment and Tourism.

TARGET OF OPPORTUNITY: HIV/AIDS PREVENTION

TARGET OF OPPORTUNITY 2: Reduce the Rate of HIV/AIDS Transmission through Targeted IEC, Condom Social Marketing, and STD programs in Rwanda's large urban centers							
INDICATORS	BASELINE NUMBER (YEAR)	FY 92 (P/PROJECTED/ (A)CTUAL	FY 93 P/A	FY 94 P/A	FY 95 P/A	FY 96 P/A	FY 97 P/A
percent of target population understanding the risks of HIV/AIDS	?? [Source: AIDSCAP Project]						
IEC program	?? [Source: AIDSCAP Project]						
commodities and services targeted at HIV/AIDS risk population	?? [Source: AIDSCAP Project]						

These indicators are very preliminary. Rwanda is an AIDSCAP focus country. A \$10 million HIV/AIDS project will be designed and signed during FY 1993. The AIDSCAP pre-PID assessment team has already completed its work and the PID team is scheduled to return in early CY 1993. As part of the PID and PP design process, the Mission will work with the AIDSCAP team to define indicators for this target of opportunity and to incorporate the measurement systems for those indicators in the AIDSCAP project.

There have been several USG-funded HIV/AIDS activities in Rwanda. One was the centrally-funded CARE HIV/AIDS education pilot project. Completed in December 1991, the Project was evaluated during FY 1992. Another activity is the NIH-funded Project San Francisco, which continues to do both research and outreach. Lessons learned from these efforts will be incorporated in the AIDSCAP design.

USAID/RWANDA CPSP PROGRAM OBJECTIVE TREE

PROGRAM GOAL

Increase Participatory Economic Growth

SUB-GOALS

Decrease Population Growth Rate

Improve Democratic Governance

Increase Real Income in the Agrarian Sector

STRATEGIC OBJECTIVES

Increase Use of Modern Contraceptives

Increase Accountability of Government on Econ & Soc Policies

Increase Commercial Output by Medium & Smaller Scale Enterprises and Farmers

TARGETS

Increase Availability of Quality Family Planning Services

Increase Demand for Family Planning Services

Improve Financial Accountability & Control

Increase Responsiveness of Government

Increase Popular Participation in Public Policy Formulation

Expand Financial & Business Services Sectors (Medium & Smaller scale Enterprises))

Expand Ag Process & Marketing (Medium & Smaller Scale Enterprises)

TARGETS OF OPPORTUNITY

1. Conserve Biodiversity - improved management of national parks & reserves
2. Reduce rate of HIV/AIDS transmission - targetted IEC, condom social marketing, and STD programs in Rwanda's large urban centers

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STRATEGIC OBJECTIVE

Increase Use of Modern Contraceptives

TARGETS

Increase Availability of Quality Family Planning Services

Increase Demand for Family Planning Services

SUB-TARGETS

Increase Private Sector Delivery

Increase Public Sector Delivery

Increased Integration of Population & Health Services

Increased Promotion of FP/MCH

- NGO's
- Social Mktg for Family Planning, HIV/AIDS, and other STD control

- VSC
- IUD
- Norplant
- Condoms
- Orals
- NFP
- Integrated Services
- Community Based Distribution

- Quality Counselling and Referrals
- Increased MCH use

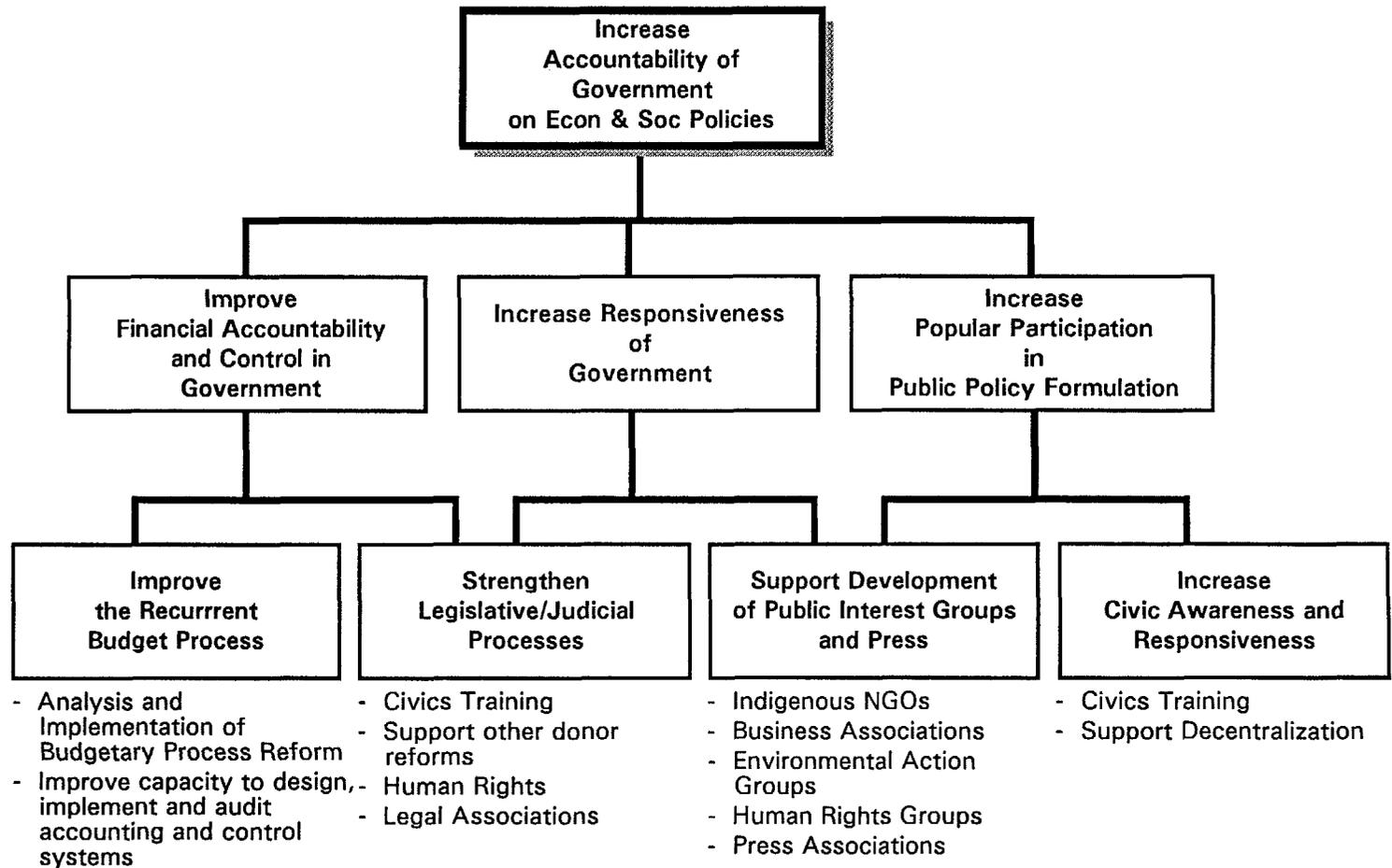
- Family Planning
- Prenatal
- Postnatal
- HIV/AIDS
- STDs

- Referrals for FP services
- Increased quantity and quality of IEC outreach

STRATEGIC OBJECTIVE

TARGETS

SUB-TARGETS



STRATEGIC OBJECTIVE

Increase Commercial Output by Medium & Smaller Scale Enterprises & Farmers

TARGETS

Expand Financial & Business Services Sectors (Medium & Smaller Scale Enterprises)

Expand Ag Processing & Mktg (Medium & Smaller Scale Enterprises)

SUB-TARGETS

Improve Policy & Regulatory Environment

- Further policy & regulatory changes on registration, entry and exit, taxation, contracts, and marketing (both domestically and regionally)
- Reduce or limit the role of parastatals

Develop Appropriate Legal & Regulatory Framework for Rational Exploitation of Natural Resources

- Modify legal framework
- Establish regulatory capacity to monitor and evaluate NRM issues affected by business activities
- Tourism development

Strengthen Indigenous Entrepreneurship

- Marketing skills
- Identifying and adapting production technologies
- Market information
- Credit
- Auditing and accounting
- Entrepreneurial training
- Market town infrastructure
- Business plan development incorporating NRM concerns
- Cooperative development
- Regional Markets

**RWANDA
ISSUES PAPER
ASSESSMENT OF PROGRAM IMPACT
FY 1992**

Section II, Progress Toward Overall Program Goals and Sub-Goals

- Sub-Goal #3 is increase real income in the agrarian sector. However, two of the indicators track income in the non-farm sector. Why?

Strategic Objective 1

- The contraceptive prevalence rate indicator shows a dramatic increase, from 3.7% in '88 to 8.3% '91 to 12.8% as of 4/92. Is this for real? What does the mission attribute this success to? It may make a good "lesson learned" for other missions.
- I love the missions indicators, which will be gender disaggregated, for Target 1.2.
- I also like the inclusion of men's knowledge of contraception as an indicator since men have a lot of influence over the woman's decision to practice family planning.

Strategic Objective 2

- The mission is to be commended for its commitment to gender disaggregate these indicators in the future.
- Good attempt at indicators in such a new, complex sector.
- On indicators that are on a scale from 1 to 10, the mission should define the scale.
- The mission does attempt to have people-level impact indicators.

Strategic Objective 3

- Although the government pursued significant policy reforms in FY 1992, there has been no visible impact the value of goods/services marketed or percentage of Rwandans earning a major portion of their income from off-farm sources. Decreased interest rates has not resulted in increase in demand for formal sector credit. Does the mission expect that this scenario will change within the next couple of years? At what point would the mission become concerned?
- The mission is to be commended for its commitment to gender disaggregate these indicators in the future.

- On indicators that are on a scale from 1 to 10, the mission should define the scale.

Notes

- Good format - very easy to read.
- Great first try! Look forward to seeing next year's API.
- Good attempts to find people-level impact indicators.

REVIEW OF FY 1992 ASSESSMENTS OF PROGRAM IMPACT

Country: RWANDA		
I. Program Impact * New	Impact Grade (H/M/L)	Narrative (examples from the data)
Goal Increase participatory economic growth*	L*	*Too early to determine progress. There has been zero real growth compared to the baseline of '89 in real increases in gross domestic product and a slight decrease in real per capita gross domestic product increases. However, as the mission notes, Rwanda has had to endure civil strife in this time period.
Sub-Goal One Decrease population growth rate	H	Current estimates reflect a decrease from 8.5 in the baseline year of '90 to 7.3 in '92. Additional data will be available from the DHS in mid-93. This progress was also noted in last year's API review.
Sub-Goal Two Improve democratic governance*	H	Although this is a new sub-goal, there has been significant progress in the current indicators since the baseline year of '90 in the number of active political parties and freedom of association and opposition by civil groups. Mission expects that these indicators will be revised in the upcoming MER exercise.
Sub-Goal Three Increase real income in the agrarian sector*	L*	New sub-goal - data for indicators has not been established yet. Some anecdotal information supports the mission's sub-goal. A manufacturing survey and farm/non-farm income survey will provide more information for next year's API.

REVIEW OF FY 1992 ASSESSMENTS OF PROGRAM IMPACT

Country: RWANDA		
<p>Strategic Objective One Increase use of modern contraceptives</p>	<p>H</p>	<p>The mission is still in the process of refining its indicators. However, the mission has noted a dramatic increase in the contraceptive prevalence rate from its baseline of 3.7% in '88 to 12.8% as of 4/92 with the expectation that it will be 14% by the end of '92. This exceeds by more than 50% the mission's old target of 8.3% by the end of '91. The mission notes that recent efforts in family planning have been complicated by the civil war. Also included is an indicator measuring men's knowledge of family planning.</p>
<p>Strategic Objective Two Increase accountability of government on social and economic policies*</p>	<p>M*</p>	<p>The mission is still in the process of refining its indicators. One of the indicators does note that non-state groups, that were virtually non-existent prior to 1991, have made an impact on government policies on human rights and possibly on free trade zones. Under target 2.1, improve financial accountability and control, the IMF/WB concluded that while there was no progress on controlling expenditures, the government at least had made progress in tracking its financial activities. Mission plans to disaggregate its indicators by gender.</p>
<p>Strategic Objective Three Increase commercial output by medium and smaller scale enterprises and farms*</p>	<p>L*</p>	<p>The mission is still in the process of refining its indicators. The mission points out that the reforms undertaken in '92 have not produced the expected impact. On the bright side, demand for credit in the informal sector, which the mission will support, is strong.</p>

REVIEW OF FY 1992 ASSESSMENTS OF PROGRAM IMPACT

Country: RWANDA		
Target of Opportunity One Conserve biodiversity through the improved management of national parks and reserves*	*	There are no indicators for this target pending an evaluation of the existing NRM activity.
Target of Opportunity Two Reduce the rate of HIV/AIDS*	L*	The mission is still in the process of refining its indicators.

REVIEW OF FY 1992 ASSESSMENTS OF PROGRAM IMPACT

Country: RWANDA		
II. Quality of API	API Quality Grade (H/M/L)	Narrative Commentary on API
Narratives	H	Although the mission's strategy was approved only this past summer, the mission has developed an excellent narrative on the special factors affecting the USAID program and the its plans for each of its SOs.
Indicators	M	Given that this is a new strategy, the mission is in the process of refining its indicators, including indicators for SOs/TOs that have carried over from its previous action plan (family planning and natural resources management). An MER exercise is scheduled for mid-93. The mission proposes to disaggregate many of its indicators by gender. People level impact indicators are included under each SO. The mission includes good descriptions of its indicator plans. It is expected that next year's API will include more planned targets.
Data	L*	Given that this is a new strategy and the MER exercise has yet to take place, it is not possible for the mission to have complete data. The mission does note in its narrative its potential sources of data for indicators and does provide baselines for most of the indicators.

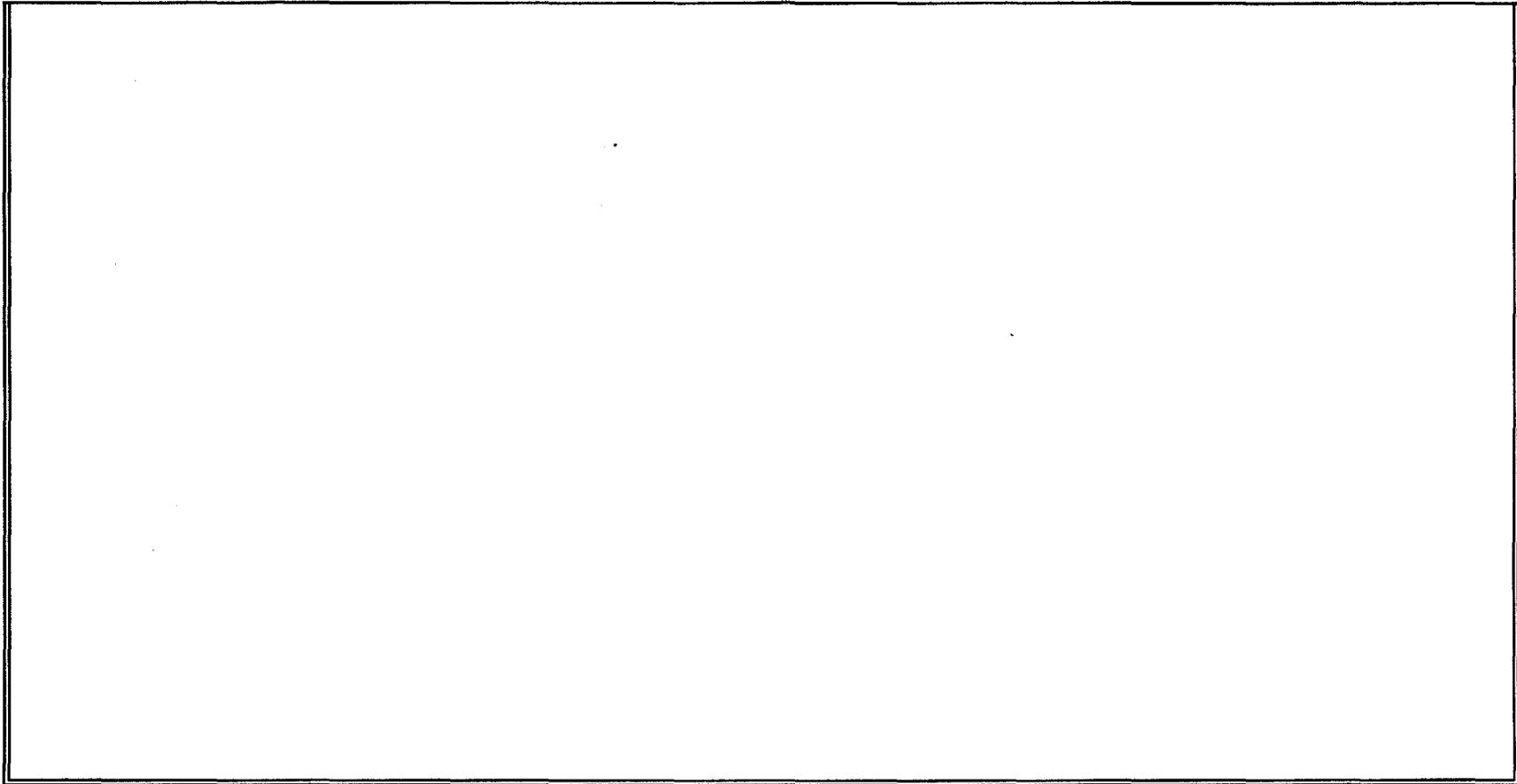
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REVIEW OF FY 1992 ASSESSMENTS OF PROGRAM IMPACT

Country: RWANDA		
III. Validity of Mgt. Contract	Validity Grade (H/M/L)	Narrative Commentary on Management Contract
CPSP or Concept Paper, Date Approved	CPSP H	CPSP approved in June 1992. At this early point, the mission has met the management contract.

Country: RWANDA
Suggestions for the Mission

REVIEW OF FY 1992 ASSESSMENTS OF PROGRAM IMPACT



Country: RWANDA

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REVIEW OF FY 1992 ASSESSMENTS OF PROGRAM IMPACT

Results (suggested for use in the CP Overview)

- Progress on the fertility rate and the contraceptive prevalence rate (I believe we already used this in last year's DFA report).
- The establishment of non-state organizations and political parties.