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**USAID/CHAD**

**IMPACT EVALUATION OF  
USAID-SPONSORED TRAINING  
IN CHAD: 1983 - 1995**

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## ABBREVIATIONS

AFGRAD	African Graduate Fellowship Program, an expired regional project managed by the African-American Institute
AFR/TR/EHR	A.I.D. Africa Bureau, Office of Technical Resources, Education and Human Resources Division
AID/W	Agency for International Development, Washington headquarters
AMDP	African Manpower Development Project (see HRDA)
API	Assessment of Program Impact
ATDM	Association Tchadienne pour le Développement du Management
ATLAS	African Training for Leadership and Advanced Skills
BSPE	Bureau de la Statistique, de la Planification et des Etudes
CDSS	Country Development Strategy Statement
CPSP	Country Program Strategic Plan
CTP	Country Training Plan
CTS	Country Training Strategy
D/G	Democracy and Governance
EI	Entrepreneurs International (U.S. training mechanism managed by PIET)
FSN	Foreign Service National (USAID local employee)
GOC	Government of Chad
G/HCD/FSTA	Bureau of Global Affairs, Division of Human Capacity Development, Field Services and Technical Assistance Office
HRD	Human resources development
HRDA	Human Resources Development Assistance (follow-on regional project which replaced AMDP, SMDP and SHRD in 1988)
HRDO	Human Resources Development Officer (USAID position title)
IEC	Information, Education, Communication
INTRAH	Program for International Training in Health
JHPIEGO	Johns Hopkins program for International Education in Reproductive Health
Mission	The USAID office (or "Mission") in the developing country in question.
NGO	Non-governmental organization
OFNAR	National Highway Office ( <i>Office National des Routes</i> )
OIT	Office of International Training (AID/W)
ORT	Organization for Rehabilitation and Training
OYB	Operational Year Budget (USAID annual development budget)
PACD	Project Assistance Completion Date
PID	Project Identification Document
PIET	Partners for International Education and Training
PIO/P	Project Implementation Order/Participant - USAID financial document obligating funds to send a participant on a training program
PIO/T	Project Implementation Order/Technical Assistance - USAID financial document obligating funds for an institution to provide services (e.g., a training provider)
PP	Project Paper
PSAB	Private Sector Advisory Board
PSC	Personal Services Contract (or Contractor)
PSTNA	Private Sector Training Needs Assessment
PTMS	Participant Training Management System
REDSO	Regional Economic Development Services Office
SHRD	Sahel Human Resources Development III (follow-on project to SMDP I and II)

SIM	Marketing Information System ( <i>Système informatique de marketing</i> )
SMDP	Sahel Manpower Development Project I and II (parallel project to AMDP for Sahel countries in the 1970s and 1980s)
SRFMP	Sahel Regional Financial Management Project
TOT	Training of Trainers
USAID	United States Agency for International Development
VITA	Volunteers in Technical Assistance

## INTRODUCTION

The research and interviewing for the Chad Impact Evaluation took place over a three-week period in January and February of 1995. A four-person team consisting of two U.S.-based human resource experts and two Chadians, was assembled by the contractor, AMEX International, Inc. and USAID/Chad. The two U.S. consultants finished the analysis of data in the U.S. and finalized the document.

The team members spent approximately three weeks in N'Djamena assembling data and writing the first draft. Considerable time was subsequently devoted in the United States to analyzing additional data, running cross-tabulations and refining the evaluation. Graphs and charts were developed in the U.S. as the evaluation was being completed.

The team was composed of Felipe Tejada (Evaluation Specialist and Team Leader), who is a Vice-President at AMEX and a specialist in project management, evaluation and training; Andrew Gilboy (Human Resources Specialist), AMEX's senior HRD associate; Malick Al-Cheikh, a private-sector consultant specializing in human resources and training; and Kladingar N'Diekhor, an economist seconded from the Ministry of Planning and Cooperation. Each member of the team conducted interviews and assembled data. Mr. Al-Cheikh led each focus group session as a facilitator, analyzed data from PTMS and presented the findings for the section on the private sector. Mr. Tejada and Mr. Gilboy wrote the evaluation, with Mr. Gilboy serving as principal editor. A French translation of the entire report has been prepared for Chadian readers.

The methodology used in this evaluation is summarized in Chapter I and described in greater detail in the Annexes. The Impact Evaluation of Training in Chad is the fifth application of a rather complex methodology put forward by the Africa Bureau in 1992 to estimate training impact in the field.

The team expresses its heartfelt thanks to Samir Zoghby of USAID/Chad, whose vision about the difference which training can make in people's attitudes, professional capacity and personal lives was instrumental in the successes registered by the Mission since 1983. Danielle Ilvousou, USAID Training Officer, merits special recognition for providing constant assistance and data during the evaluation. The former Training Officer employed at USAID during much of the period covered, Mr. Issac Tedembe, was not in N'Djamena during the field work for this report; unfortunately, his insights could not be incorporated into the findings. Our appreciation also goes to Djime Adoum, Evaluation Officer, and others in the Mission and in the private and public sectors in Chad who offered valuable time in providing documents and descriptions of USAID's human resource efforts over the years.

## EXECUTIVE SUMMARY

Only a handful of countries in Africa have undergone as much disruption as Chad since independence. An increasingly repressive first regime gave way to a further downward spiral after a 1975 coup, ushering in periods of unforgiving internal strife. Even after the destruction of much of the capital city of N'Djamena and the emergence of a singular authority in 1982, peace failed to take root. Today, thirteen years after the so-called "end of the civil war," the political, social and economic context remains unusually precarious, even for Africa.

### Background

Chad is placed near the bottom in most development indexes (per capita GNP, infant mortality, doctors/nurses per thousand, etc.) as one of the poorest countries in the world. An enormous, landlocked country with myriad cultural and linguistic differences challenging national cohesion, Chad might be considered the ultimate developmental challenge. Yet from some perspectives, Chad has greater potential than its savannah-belt neighbors - Niger, Mali and Mauritania. Chad has fed itself in moderately good rainfall years, contains petroleum deposits able to satisfy most of domestic consumption and has earned major foreign exchange from cotton exports, the principal cash crop. Despite the high cost of road transport between ocean ports and Chad's major cities (there is no railroad), its proximity to Nigeria's huge consumer market and Cameroon situates Chad better than other Sahelian countries for exporting any surpluses from agricultural and livestock production.

In this peculiar context, how can a bilateral or multilateral donor function? What type of development projects can have a positive impact on Chadians and maintain accountability? Which types of assistance can have lasting effects? Although the evaluation of USAID training in Chad is not charged specifically with answering these questions, two factors emerged during the field work which inspired the team to reflect on these issues:

- ◆ the discovery that USAID's training investments over the years, at both the individual, sectoral and national level, have had a **significant and measurable impact** in Chad, despite the trying development context; and,
- ◆ the decision to terminate USAID assistance to Chad in 1995, for a number of reasons, which has brought into question whether and how the training successes can be leveraged and sustained?

Are there mechanisms which USAID can consider to implement training programs without a Mission? What are the advantages and disadvantages of continuing modest training in Chad? How would training be designed, initiated, monitored and financed? The recommendations contained in this report, although they may not be adopted by USAID/Chad, may be useful to other Missions facing phase-downs, close-outs, human rights considerations or unfriendly political regimes. At a moment when USAID/Washington is coping with finding new ways

of delivering development assistance *with measurable impact* but without a heavy U.S. presence, the team's findings from this remote place may be useful to a wider audience.

### Evaluation Methodology

Significant investments have been made in developing countries over the last 35 years in human resources development. Thousands of citizens have received undergraduate and graduate degrees in the United States and "third countries" financed by USAID and their home country employers. Additional thousands of employees of developing country institutions have attended short-term training courses organized at U.S. universities, government agencies, and other public and private training providers. Since 1985 USAID's investment in training has grown to between 15,000 and 20,000 sponsored participants each year for these training programs.

The Chad evaluation is unusual in several respects. It takes an historical look at training impact in a context where short-term rather than degree programs were emphasized. Second, it makes recommendations for continuing limited training even though USAID will be closing. The evaluation covers a large amount of in-country as well as participant training. Lastly, Chad offered evaluators the opportunity to analyze former trainee survey responses unfettered by any hope of receiving additional training. (For readers interested in further information on these methodological issues, please refer to the Annexes.)

Since 1984, USAID/Chad has provided training for over 2,700 Chadians in various fields comprising long- and short-term training in the U.S., third-countries and locally. The Mission is currently completing training in both the public and private sector for approximately 200 additional Chadians during fiscal year 1995. As USAID/Chad will close in September of 1995, this is effectively the last year of the Mission's training program.

Three of the four standard data collection methods were employed: intermediate (use of a survey instrument which is not random), case-study/group interview to appraise impact at several institutions, and secondary (use of data collected by USAID or other contractors). A statistically significant, random, representative sampling of the universe of returned participants could not be developed. As a result, the team chose a combination of interviews of USAID staff, review of USAID/Chad project and training documents, administration of a survey to trainees, individual and small group interviews, and focus groups. The latter were organized around a subject, such as "management," employer (a Ministry) or participant designation (private sector).

In addition to working with team-generated data as described above, the evaluators had at their disposal information produced from USAID/Chad's Participant Training Management System (PTMS). The Mission is fortunate to have amassed considerable data on returned participants extending back to the early 1980's. Over 1,000 individual participant records have been entered into the system, some of which were drawn from old training lists and

other historic information. The PTMS data formed the basis for approximating the universe of the sampling and for reviewing the training trends in Chad since 1983.

Each country presents evaluators with peculiar challenges, and Chad was certainly no exception. Being unable to conduct interviews in several key cities where considerable in-country training occurred and institutional capacity developed, the team decided to increase the number of focus groups to be held in N'Djamena. Six focus groups were organized reflecting the sectoral "training emphasis" indicated by an initial review of PTMS printouts. A total of 61 people attended these sessions during which the team gleaned important anecdotal information which supplemented data collected from questionnaires. By carefully organizing and limiting questions, the team was able to meet 83 former trainees in N'Djamena. The characteristics of this group are described below and, to a large extent, form the basis for many of the findings in this report. It should be noted, however, that the survey population is not *representative*, in a strict statistical manner, of anything, since the individuals could not be selected randomly from the total universe of former trainees in Chad. However, a comparison of the survey group with several key characteristics of all returned participants drawn from the PTMS, reveals that the survey group largely mirrors the PTMS group.

#### Characteristics of the Beneficiaries

Only the simplest information is readily available for all returned participants, such as gender, age, occupation, return date and length of training. More comprehensive baseline data is not kept in PTMS and the system cannot cross-tabulate the data it does contain on participants.

Of the 90 participants sent for long-term degree training (18% of approximately 500 *participants*), 75 attended African institutions and only 14 went to the U.S. The unusually low percentage devoted to long-term training over a 12-year period reflects the Mission's conviction that Chad required a "jump-start" in capacity-building to be achieved mainly through short-term skills upgrading rather than long-term academic training. The policy of focussing on core capacity in a few selected "development ministries" also tended to downplay long-term training commitments.

The mix of participants from the public and private sectors is closely matched by the survey sampling. Eighty-four percent of the participants were employed in the public sector, with only 16 percent from the private sector. The sampling of female interviewees was 23 percent of the total, although only 19 percent rate of all participants were women. As is often the case in Africa, the percentage increases somewhat when in-country training is included. The team decided to interview a higher proportion of women trained out of Chad than at in-country programs in view of the higher per participant cost. The mix between U.S. and third-country trained was slightly skewed in the sampling to favor U.S. programs. When both long- and short-term training are combined, the United States took 37 percent of the total, leaving 63 percent for third countries, primarily in Africa.

## Evolution of USAID Training Strategies Since 1984

Following the end of hostilities in 1982, USAID reformulated its development assistance package for Chad to include a significant human resources component. Taking advantage of access offered Missions to regional projects, USAID/Chad proposed a portfolio of training interventions to the Government of Chad in 1983. Training from 1983 to 1986 emphasized agriculture, health, public works and food security. Support included long-term and short-term training in the U.S. and Africa as well as some in-country training.

From the outset, the Mission chose to de-emphasize U.S. academic training, probably based on the acute and immediate need to build basic government services left in disarray by political instability and warfare. It was reasoned that many more Chadians could receive 2-year technical degrees from francophone African institutions were the number of U.S. diploma programs reduced. This policy contrasted sharply with USAID human resource strategies adopted in neighboring countries where U.S.-based degree programs were large.

Considerable credit must be given to the early human resource staffers in N'Djamena for clarifying their priorities from the outset. Fewer than 20 academic degree scholarship to the U.S. were offered through from 1980 to 1995. Since the yield from investments in graduate training are best harvested when host-country institutions have the capacity to absorb the newly acquired research and teaching skills, USAID/Chad reasoned wisely in focussing on alternative training types. Moreover, nurturing institutions takes decades and requires stable environments. In view of the instability which has ended up hampering development in Chad for years, USAID's decision in 1983 to favor in-country and short-term training, supplemented by 75 undergraduate training slots for Chadians at African institutions, in place of the more traditional and costly U.S. graduate degree programs, was propitious.

In contrast to other USAID programs, the U.S. Government's development strategy for Chad has not deviated fundamentally since 1983. With relatively constant development targets stretching over a decade, the Training Office, working with the GOC, could achieve a certain consistency in recruitment, selection and design of programs to address human resource constraints in these sectors. Therefore, the investments made under the early training programs continued to relate to USAID's development strategies 10 years later.

From 1988 onward, USAID/Chad increased and accelerated its training activities considerably through HRDA. The Training Office was strengthened and new working relationships with the GOC were initiated. In an effort to manage growing demands and pressure from Ministries for training support, some of which did not relate to USAID's development agenda in Chad, the Mission began formulating new selection procedures especially for short-term programs. A central "selection committee" was established located in the Ministry of Plan and Cooperation, through which other public sector organizations would send their requests for training. A review of the Training Office files during this period indicates that these changes were not achieved without occasional turf battles among Ministries which had been

accustomed to dealing directly with donors for financing of coveted short-term training opportunities in the U.S. The fact that the Mission persisted and set up a structure for controlled and transparent selection through only one Ministry undoubtedly contributed significantly to achieving impact through training.

A second policy issue dominating the dialogue from 1988 onward between the GOC and USAID concerned creating a "critical mass" of civil servants with exposure to modern management practices. Management programs – especially French-language ones conceived by the University of Pittsburgh's International Management Development Institute (IMDI) – were sought-after items in the decade after 1980. The "francophone management seminars" made an indelible mark on many francophone Africans. Focus groups held by the authors of this report in Cameroon and Chad leave no doubt about the impact of these programs on African civil servants.

The Mission sought to streamline the selection process by centralizing all public-sector training requests in a Human Resource Division at the Ministry of Plan. By initiating these changes, USAID/Chad evolved from being **reactive** (receiving training requests from government which were then approved or rejected on individual merit) to **proactive** in managing its training portfolio. This progression was an important ingredient in paving the way for USAID/Chad to target its training activities from 1990 onward.

The theory of **critical mass** was adopted by USAID and inspired it to focus human resource development efforts. The theory holds that the transfer to the workplace of skills acquired in training (especially out-of-country) is more readily achieved when there exists a "core group" of professionals who have undergone similar training. New ideas brought back by these cadres, according to the hypothesis, have a greater chance of being considered and applied. A synergy which traverses professional fields can be encouraged, in particular through spreading common understanding of modern management.

The Mission set as its goal a significant "coverage" in modern management training of mid- and upper-level cadres in those ministries. Each ministry would receive roughly one-third of training resources. Higher coverage could only be reached through more-intensive in-country training; in other words, by bringing the "Pittsburgh approach" to N'Djamena. The decision to stress in-country training was also made after a review, in preparation for the 1992 CPSP, of long-term training programs funded in the 1980s for Chadians at African institutions. Many problems plagued these degree programs, including a high failure rate, participant housing and adjustment problems and persistent requests for program extensions.

### The Impact of Training in Chad

Evaluating the impact of training on development presents formidable challenges in determining where to search for change. It is not unusual to record significant and long-lasting impact from a small investment, as was recently shown in an evaluation of USAID/Guinea's

support for a multi-year program of business skills training of women entrepreneurs designed and run by the Opportunities Industrialization Center. At the same token, impressive impact on a sectoral or national level has often been registered from a highly-trained returned participant for whom USAID invested hundreds of thousands of dollars. No scientific, foolproof method exists to assess the changes which occur following training. But this does not reduce the need to understand as much as possible about the dynamic of change and to base HRD resource allocation decisions on in-depth knowledge about needs, a reasonable likelihood to induce change, and an institutional capacity to support and replicate the fruits of training.

### Principal Findings and Recommendations

Below is an abbreviated version of the principal findings and recommendations found in Chapter V of this report.

#### **Findings**

##### General

- ◆ The policy decision made by USAID/Chad in 1990 to focus participant training on three "development" ministries was instrumental in achieving the impact noted;
- ◆ The complementary approach adopted by the Mission to build a "critical mass" of trained cadres in modern management within these ministries contributed significantly to achieving impact and will help sustain the improvements beyond USAID's departure;
- ◆ The Mission was successful in helping build government capacity to analyze human resource constraints, coordinate selection and share with USAID the responsibilities for training design and monitoring;
- ◆ Due to the improved GOC capacity to participate responsibly in managing externally-funded training, several other donors altered their selection procedures and worked through the "USAID/GOC" committee;
- ◆ As a result of the maturing relationship between USAID and the GOC ministries charged with coordinating training, the Mission's Training Office evolved from reactive to **proactive** in designing and implementing training; similarly, the GOC authorities began taking initiatives to screen and assess training requests from other departments (rather than simply transfer them);
- ◆ Only \$7.2 million was devoted to HRD projects since 1983, representing six percent of the total development budget for USAID/Chad; in contrast, 53 percent went to budgetary support for GOC Ministries and road maintenance, for which little lasting impact has been demonstrated;

## Individual

- ◆ Most survey respondents (87%) reported that their performance improved as a result of the training received;
- ◆ Half of all respondents reported a promotion after returning from training, and 83% attributed the promotion to the training;
- ◆ Data from individual interviews showed that ...
  - 70% used their training "very often"
  - 85% kept in contact with colleagues met during training
  - 58% of those who kept in contact did so "frequently;"
- ◆ All 27 Chadians (100%) interviewed individually (i.e., not in focus groups) stated that training led to a "change in their life."

*(see "Private Sector" and "Women" below for further impact at the individual level)*

## Institutional

- ◆ A high percentage of participants surveyed (100%) stated their employers were involved in the selection of training;
- ◆ Most participants surveyed returned to the same employer, and the team noted few non-returnees despite the political upheavals in Chad during the period;
- ◆ A high percentage of participants, based on the survey and a review of files, reported that they were selected for training by a formal committee;
- ◆ Significant improvements in the management of key "development" Ministries with which USAID dealt (Health, Agriculture, and Plan) were due, according to government officials, to USAID-sponsored management training programs conducted both in the U.S. and in Chad;
- ◆ Because of USAID's concentration on improving public-sector management capacity, a core of Chadians developed with new skills and management approaches; in turn, they formed an organization to promote modern management in Chad, the *Association pour le Développement du Management* (ATDM);
- ◆ Overwhelmingly, survey respondents reported that the transfer of skills to the work place resulted in changes (see Table X for a list of changes);

- ◆ Most participants (84%) surveyed shared their new skills with colleagues, indicating a significant "multiplier effect" of USAID-sponsored training;
- ◆ Training led to the establishment of a viable health statistics and planning unit in the Ministry which now publishes annual health statistics;
- ◆ A health training center was founded with USAID support in Sarh which trained a large number of rural-based primary health care personnel;
- ◆ Local consulting firms improved their capacity by collaborating and sub-contracting with USAID and U.S. contractors handling training programs;
- ◆ Training sponsored under AMTT resulted in improved capacity to publish regular and accurate agricultural price reports necessary to the expansion of production and trade;

#### National / Sectoral

- ◆ USAID training was instrumental in inducing changes in family planning policies and attitudes;

*(see "Institutional" section above for indications of impact which overlap with this section)*

#### Private Sector

- ◆ Private-sector training under HRDA was disregarded by the Mission until 1992 when efforts were made to increase the number of beneficiaries promoting the sector;
- ◆ U.S. observation tours exposed key Chadian business people to trade opportunities which resulted in increased revenues and improved commercial ties to U.S. buyers and suppliers;
- ◆ Training offered direct help to Chadian business people surveyed, as shown below:
  - 86% reported learning new marketing and management tools through training;
  - 75% reported increased profits as a result of training;
  - 83% reported increased revenues as a result of training;
- ◆ Other management changes in the private sector noted from interviews and focus groups believed to be associated with USAID training were ...
  - Better distinction between business and personal matters
  - Improved internal management of employees
  - Increased creativity, diversity and product quality

## Women

- ◆ USAID/Chad did not meet targets (35% in the HRDA project) concerning the training of women, even when in-country training is combined with participant training;
- ◆ Training of women business owners had direct, measurable positive impact on their profits, as well as on their family lives;
- ◆ Male attitudes toward women assuming "non-traditional" professional roles are negative in Chad and silently supported by the lack of clear GOC guidance;
- ◆ 78% of all women survey respondents answered that training introduced something "new concerning the situation of women in Chad;"
- ◆ In contrast, 58% of the male respondents believed that training made them "more sensitive to the situation of women in Chad" (82% for long-term participants);
- ◆ USAID/Chad is the only bilateral donor to use (and publicize) mandates for recruiting and selecting women for training;

## Democracy and Governance

- ◆ Exposure of Chad's top magistrates and jurists to legal aspects relating to the transition to democracy in Benin and Senegal;
- ◆ Hands-on training which provided Chadian magistrates with practical information needed to establish a credible judicial system;

## **Recommendations**

- ◆ USAID/Chad should continue limited short-term participant and in-country training using funds (\$600,000) already obligated under the HRDA Project rather than de-obligate these funds to Washington;
- ◆ Implementation of the small program would be possible by the present Training Officer operating from the new English Language Center, funded by USAID and operated by USIS and the Embassy;

## I. EVALUATING THE IMPACT OF USAID TRAINING<sup>1</sup>

Significant investments have been made in developing countries over the last 35 years in human resources development. Thousands of citizens have received undergraduate and graduate degrees in the United States and "third countries" financed by USAID and their home country employers. Additional thousands of employees of developing country institutions have attended short-term training courses organized at U.S. universities, government agencies, and other public and private training providers. Since 1985 USAID's investment in training has grown to between 15,000 and 20,000 sponsored participants each year for these training programs.

Such significant contributions toward education and training merit careful evaluation by development planners to measure results and assess relative efficiencies among the various training options available. In the early years of USAID's involvement in the field, evaluation experts might have been satisfied with some of the following "criteria" often applied to justify investments in human resource development:

- ◆ has the participant returned to his or her employer and assumed a position of equal or greater responsibility?
- ◆ has the project trained the number of individuals called for in the design or obligating documents?
- ◆ is there a sufficient core of U.S.-trained technical specialists in key host-country institutions with whom USAID officials can find common ground in designing and implementing development assistance?

To measure these elements, USAID would fund "tracer studies" which follow participants through their career paths after returning from training. If the participants returned to the organizations where they had been employed, evaluators pronounced the project "successful" and presumed that skills acquired during training would positively affect the institution. Similarly, if external evaluators of a "non-training" intervention, such as an agricultural marketing project, concluded that the contractor trained the correct number of individuals to the required degree level in the fields identified and within the budget and time specified, the investment in training was deemed a success. The objectively verified indicators internal to the project's logical framework were applied and constituted the principal point of evaluation.

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<sup>1</sup>The detailed discussion of the evolution of impact evaluation methodology and a brief look at impact evaluations conducted in other African countries can be found in Annexes A and B. The introductory material for Chapter I (pages 1 - 2) has been adapted from the *Impact Evaluation of USAID-Sponsored Participant Training in Cameroon: 1961-1993*, written by Felipe Tejada and Andrew Gilboy, the authors of the present report.

As pointed out in the evaluation by John Gillies of an HRD project in Kenya in 1991, evaluators have for years aimed at the "lowest common denominator" in evaluating the impact of training: a numerical test to determine whether, within the limits of the funds expended, the project delivered the degrees or training to the individuals selected. For projects designed solely to develop human resources in multiple sectors (such as AFGRAD, SHRD, and SMDP), evaluators often focussed on tracer studies to assess the impact of training on the individuals themselves.

To varying degrees, positive answers to these questions provided adequate evidence to continue targeting assistance for education and training. Moreover, a prevailing predisposition to consider investments in education as positive and "always worth it" diminished the urgency to justify even sizeable dollar allocations to human resources development. Some of the largest USAID human resource development efforts were supported by little manpower analysis and others did not even have a Project Paper<sup>2</sup>. As noted in the Africa Bureau's first attempt to establish a comprehensive methodological framework for evaluating the impact of training, *A Training Impact Evaluation Methodology and Initial Operational Guide* by Creative Associates for AFR/TR/EHR:

*without a theory, human resources development will continue to be, as it has for decades, an act of faith reflecting the maxim that education is an intrinsic good .... Without a theory, donors and host countries will continue to tinker at the margins of the existing system (p. II-15).*

What, then, is the best way to evaluate the impact of training on development? Although the Chad Training Impact Evaluation does not present a conclusive answer to this question, it does establish some parameters to lead the way.

The Chad evaluation is unusual in several respects. It takes an historical look at training impact in a context where short-term rather than degree programs were emphasized. Second, it makes recommendations for continuing limited training even though USAID will be closing. The evaluation covers a large amount of in-country as well as participant training.<sup>3</sup> Lastly, Chad offered evaluators the opportunity to analyze former trainee survey responses unfettered by any hope of receiving additional training. (For readers interested in further information on these methodological issues, please refer to the Annexes.)

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<sup>2</sup> USAID/Tunisia's 10-year Technology Transfer Project is an example - see Footnote 7 on Page 14 for a description.

<sup>3</sup>In USAID jargon, a *participant* refers to any local national trained outside the country (in the U.S. or "third countries") on a USAID-funded program. See Footnote 6 on Page 9 for a more detailed definition.

## **A. Evaluation Purpose and Methodology Used**

Since 1984, USAID/Chad has provided training for over 2,700 Chadians in various fields comprising long- and short-term training in the U.S., third-countries and locally. The Mission is currently completing training in both the public and private sector for approximately 200 additional Chadians during fiscal year 1995. As USAID/Chad will close in September of 1995, this is effectively the last year of the Mission's training program.

The objectives of the scope of work of the Training Impact Evaluation included:

- ◆ Review of Mission evaluation survey: Mission has conducted an evaluation of its training program by interviewing over 213 persons, of whom 132 were participants and 81 supervisors. The results are summarized and need to be reviewed by the Consultant.
- ◆ Determine the effectiveness and impact of the long- and short-term training done by USAID/Chad since 1984.
- ◆ Determine the impact of these training programs on human resource development in Chad.

The tasks given to the evaluation team to carry out included the following:

- ◆ develop and administer a survey instrument applicable to Chad;
- ◆ codify, analyze, and interpret data collection and survey results;
- ◆ ascertain whether training needs have been met through appropriate designs;
- ◆ analyze training types (e.g., long vs. short-term, third-country vs. U.S.);
- ◆ discern the impact of training on the private and public sectors and recommend future actions;
- ◆ describe trends in training since 1984 and assess their relative impact;
- ◆ evaluate the impact of training on women and recommend future actions;
- ◆ compare methods of measuring impact (e.g., individual vs institutional analysis);
- ◆ determine whether the management of training (recruitment, selection, design, follow-on, etc.) has met the human resource needs as identified;
- ◆ recommend the best approach to ensure that future training (after USAID/Chad's departure) generates maximum impact;
- ◆ train the two local assistant evaluators in project/program evaluation techniques;
- ◆ draft and complete a final report.

Three of the four standard data collection methods were employed: intermediate (use of a survey instrument which is not random), case-study/group interview to appraise impact at several institutions, and secondary (use of data collected by USAID or other contractors). A statistically significant, random, representative sampling of the universe of returned participants could not be developed due to three factors: (a) time, logistic and security constraints precluding travel outside N'Djamena; (b) difficulty in reconstructing accurate lists of participants from projects dating back into the 1980s (PTMS was installed in 1991); and, (c) the cost necessary to compile a complete data base from which to draw random samplings. As a result, the team chose a combination of interviews of USAID staff, review of USAID/Chad project and training documents, administration of a survey to trainees, individual and small group interviews, and focus groups. The latter were organized around a subject, such as "management," employer (a Ministry) or participant designation (private sector). On occasion the team concentrated on several projects or institutions principally because documents, or informed individuals, were still available.<sup>4</sup>

The team did not undertake a tracer study to determine the location and work status of returned participants from which to draw conclusions about impact. Nor was an attempt made to collect data from a "control group," such as the supervisors of returned participants. Interviewing supervisors produces a validation of participant perceptions of their application at the work place of skills and knowledge acquired during training; the task can be, however, time-consuming in relation to the importance of the information gathered. (The impact evaluation for Swaziland, summarized in the Annexes, was the only USAID evaluation which systematically incorporated interviews of supervisors into its methodology, with uncertain success.)

Instead, a questionnaire was created to discern the usefulness of the skills acquired through training and identify specific changes introduced as a *direct* result of training. A mix of quantitative and qualitative data was sought through the survey instrument to generate answers which could be enumerated and subsequently cross-tabulated. "Open-ended" questions were added to individual interviews to stimulate respondents to think about the impact of their training in ways the team members could not anticipate.

Answers which could be tabulated, such as participant's age, gender, return-from-training date, sponsoring project, field and place of study, length of training, were entered into "Epi Info," a user-friendly software program designed for easy field application of survey-generated data. The shareware software was developed by the Center for Disease Control to assist medical anthropologists ("epi" = epidemiological) manipulate survey data generated from field interviews. A series of questions requiring "yes-no" answers provided quantitative data on participant perceptions of impact resulting from training.

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<sup>4</sup>The evaluation took place only months before the anticipated close-out of USAID/Chad. The Mission had already disposed of many files of projects with training components implemented during the 1980's.

Answers to "open-ended" questions were distilled by team members and entered into the data field as text. In this way the team could browse on-screen through respondents' entries such as Question N63 about obstacles impeding the transfer of skills to the workplace. Text answers to "open-ended" questions are a rich supplement to the "hard" data generated and helped form the basis for the team's observations about impact. (The Annexes include some of the frequency tables and lists from the survey.)

In addition to working with team-generated data as described above, the evaluators had at their disposal information produced from USAID/Chad's Participant Training Management System (PTMS). The Mission is fortunate to have amassed considerable data on returned participants extending back to the early 1980's. Over 1,000 individual participant records have been entered into the system, some of which were drawn from old training lists and other historic information. The PTMS data formed the basis for approximating the universe of the sampling and for reviewing the training trends in Chad since 1983.

## **B. Data Collection and Characteristics of Sampling**

Each country presents evaluators with peculiar challenges, and Chad was certainly no exception. Being unable to conduct interviews in several key cities where considerable in-country training occurred and institutional capacity developed, the team decided to increase the number of focus groups to be held in N'Djamena.<sup>5</sup> The Mission was well-prepared to meet the team's needs, presenting addresses, telephone numbers and contact points and other useful participant data upon arrival. In this way at least more raw survey data could be gathered (by having each focus group participant fill out a questionnaire) and anecdotal evidence of impact might be revealed through the dynamic of a facilitated focus group.

Six focus groups were organized (see box) reflecting the sectoral "training emphasis" indicated by an initial review of PTMS print-outs. A total of 61 people attended these sessions during which the team gleaned important anecdotal information which supplemented data collected from questionnaires. Each group was facilitated by the Chadian consultant from the private sector attached to the team, supported by the other team members. The focus group "types" ranged from participative, dynamic exchanges of ideas to a more formal "meeting" style held in a government office.

<b>Focus Group Sectors</b>
◆ Women Entrepreneurs
◆ Health
◆ Chadian Television Technicians
◆ Participants from Management Seminars
◆ Agriculture
◆ Planning and Development Coordination

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<sup>5</sup>During the first days of the evaluation in late January, 1995, USAID indicated that the team should focus their efforts exclusively in N'Djamena, as recurrent political unrest might prohibit interviews in rural areas. The Mission also estimated that an unusually large percentage of trainees lived and worked in the capital in comparison to most countries, and that a larger sample of participants could be assembled.

As many individual interviews as possible were scheduled, using PTMS data as a guide in order to ensure coverage of the training sectors in the survey sampling. It was not possible to select interviewees randomly. Although chance was allowed to play as much as possible in selecting interview candidates, returned participants who might not come to a focus group were contacted following no particular method. When interviews were held, or during focus groups, the team did not allow supervisors to be present. The USAID Training Officer, or other USAID staffers, did not attend any interviews or focus group sessions.

The team weighted the sampling to increase the percentages of women and private-sector participants surveyed. Early reading of PTMS data and project evaluations alerted the team that the Mission may have fallen considerably short of USAID and HRDA mandates concerning these two target groups. By interviewing a larger number of beneficiaries from these groups, the team sought to find reasons for their under-representation.

Since participants from the health and agricultural sectors remained in more contact with the Mission over the years, the team attempted to compensate from a likely imbalance in the sampling by informally seeking out participants from other sectors. Because USAID/Chad did not sponsor many U.S. long-term academic programs, the team was not confronted with the dilemma, as it was in Cameroon, of needing to include an adequate number of these returnees in the sampling in view of the sizeable investment USAID made for their training.

The team developed a test questionnaire together with USAID/Chad staff. Adjustments and revisions were made so that answers could be entered into the computer software so that the cross-tabulations could easily be run for analysis. An interview guide was also prepared so that each team member would ask identical questions. Participants required on average fifteen minutes to complete the questionnaire; evaluators then asked remaining questions and noted the answers on interview forms. Interviews lasted from 30 to 45 minutes.

By carefully organizing and limiting questions, the team was able to meet 83 former trainees in N'Djamena. The characteristics of this group are described below and, to a large extent, form the basis for many of the findings in this report. It should be noted, however, that the survey population is not *representative*, in a strict statistical manner, of anything, since the individuals could not be selected randomly from the total universe of former trainees in Chad. However, a comparison of the survey group with several key characteristics of all returned participants drawn from the PTMS, reveals that the survey group largely mirrors the PTMS group.

### **Characteristics of the Beneficiaries**

Baseline data on the returned participants in PTMS is insufficient. Only basic information is readily available for all trainees, such as gender, age, occupation, return date and length of training. It is not possible to cross-tabulate this data within PTMS. For instance, it would be helpful to disaggregate U.S.-trained participants who returned prior to 1990 to compare their fields of study, employer's sector and gender with more recent returned participants. Because

data comparisons of this type are not possible from PTMS, the team relied on the analysis of data generated from answers to questions on the survey instrument and interview form.

The table and column graphs which follow compare the "Training Emphasis" by sector in the survey sampling with the universe of trainees, both in-country and out-of-country, by the sector in which they were *employed*. Overall, the survey approximates the emphasis placed by USAID on agriculture, health and planning ("public administration/government"), although health may be slightly under-represented in the sampling. The sector "Telecommunications & Media" received nineteen percent of the survey total (yet only six percent of "training emphasis") because the team wanted to capture, through a focus group, details about an unusual technical training intervention by USAID which suggested high impact (described in detail on Page 50). Also, it should be noted that the team could not anticipate the number of participants in any focus group, and therefore had little influence over the eventual survey make-up; for instance, 15 out of 19 participants (79%) trained over five years ago by USAID at Chadian Television showed up at their focus group!

The information in Table I shows the sectoral emphasis placed by USAID/Chad in its training programs from 1983 to 1995. The number of in-country seminars (A) (not the number of trainees in each seminar) is added to the number of "participants" (B) (defined by USAID as persons sent for training outside the home country) to arrive at an approximation of relative importance accorded to each sector through training. The resulting *Training Emphasis Indicator* is a useful guide in reviewing USAID human resource investments. The actual sector emphasis of USAID training can then be compared with the sector spread of the sampling conducted in N'Djamena tallied in the column "Survey Sampling." A trainee's employment sector, not the subject of the training, is counted in the table (e.g., a Director from the Ministry of Agriculture sent for computer training is counted under "Agriculture").

A graphic representation of the data presented in Table I is reproduced in Table II. It demonstrates clearly how closely the sectors in the survey match those in the known trainee universe. Although the sampling is not statistically representative as stated earlier, the survey data is useful in drawing inferences about the impact of training and should reflect the sector spread to the extent possible.

Toward which sectors has USAID aimed its training since 1983? With the "All Trainees" bar in Table II changed to a pie in Table III, two sectors (Agriculture and Health) dominate the training landscape overall. In some respects, this reflects U.S. Government development priorities for Chad, but it underestimates considerably the percentage of USAID funds spent since 1983 on "Strengthening Ministries" and "Transportation" (see Page 18 for a description of how the Mission carved up its \$115 "development pie" in Chad).

A look at PTMS-generated "fields of study," USAID jargon for the subject in which participants are trained, provides a complementary perspective on training emphasis. The outdated term originated during the period where USAID long-term training dominated HRD

Table I: USAID/Chad Training Emphasis by Sector, 1983-1995

Sectors	Seminars (A)	Partic- pants(B)	Training Emphasis A + B		Survey Distribution	
	# (#trainees)*		#	#	%	#
Public Administration/Government	6 (93)	83	93	14	12	16
Commerce	0	8	8	1	4	5
Finance, Business & Management	0	28	28	4	3	4
Health	72 (636)	136	208	31	17	22
Education	0	17	17	3	2	3
Agriculture	42 (1,150)	127	170	26	17	22
Telecommunications & Media	1 (22)	36	37	6	15	19
Environment	0	8	8	1	1	1
Legal Affairs	2 (36)	15	17	3	3	4
Transport**	16 (117)	15	31	5	1	1
Other	1 (21)	35	36	6	2	3
<b>TOTALS</b>	<b>145 (2,186)</b>	<b>508</b>	<b>653</b>	<b>100</b>	<b>77</b>	<b>100</b>

Notes:

\* The number of Chadians attending seminars is indicated in parentheses.

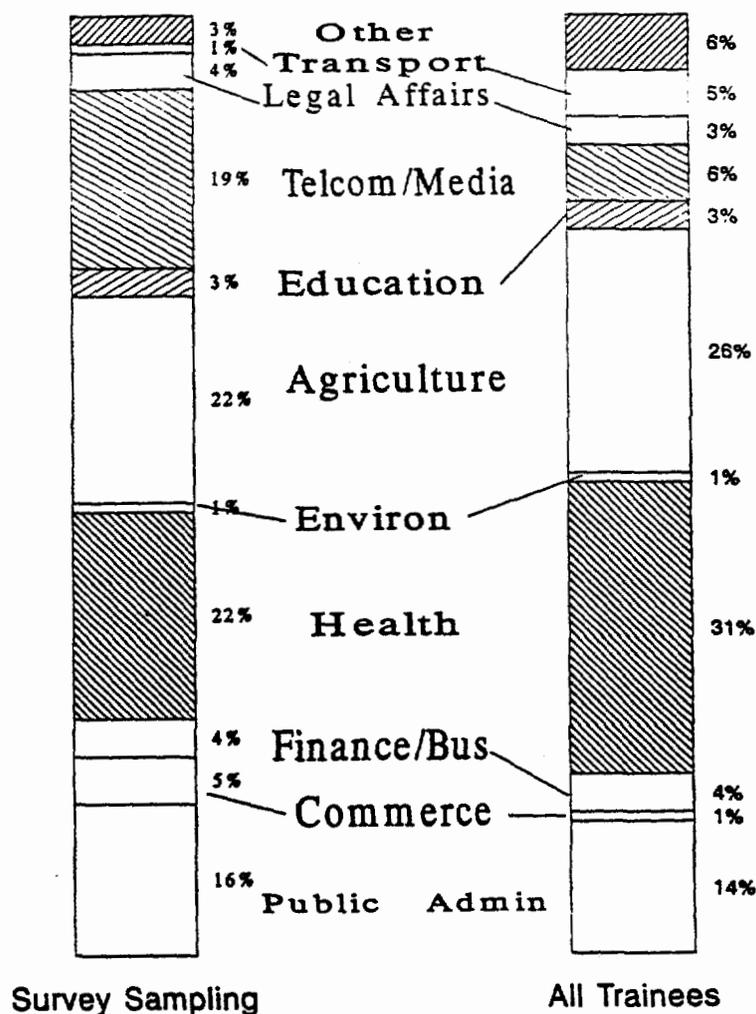
\*\* The number of "training events" under "Transport" includes some on-the-job training. The information is taken from the Final Evaluation of USAID's Strengthening Road Maintenance Project and may underestimate the number of Chadians trained.

expenditures, and today is applied awkwardly to short-term and in-country training as well. Using this spotlight on training, the viewer disregards the sector of employment, training "type" and the beneficiary profile to highlight the skills and knowledge taught in the training program. The pie chart on Page 10 below illustrates the training emphasis by subject matter rather than employment sector among the 508 participants trained outside Chad.

Another perspective on "training emphasis" considers the duration of training, its location (in-country, third-country and the U.S.), and the participant *designation* (private or public, male or female). For instance, to what extent did USAID/Chad succeed in meeting targets to involve women in training? Was training concentrated on government ministries, or could business people access USAID-sponsored training?

The Mission's Training Office made excellent use of the PTMS, especially considering the inadequate computer equipment (an aging Wang attached to the inimitable Epson jack-

Table II: Comparison of Survey Sampling with PTMS Data



hammer) and no laser printer. Many hours of report generating prior to the team's arrival in N'Djamena produced important historical training data. All *participant* training handled prior to 1991 where PIO/Ps had been issued, and in-country training programs funded by PIO/Ts issued through the Training Office, had also been entered into the system.<sup>6</sup> Other in-country

<sup>6</sup> For the purposes of this report, a "participant" is defined as a local national (other than a USAID employee) who attends a USAID-funded training program organized out of the home country. Long-term training lasts over 9 months and generally leads to a degree. Short-term is "technical" and lasts less than 9 months. In Chad, in-country training which is

**Table III: Training Emphasis by Sectors, 1983-1995**

training funded by Mission bilateral projects prior to 1991 did not appear in the system prompting the evaluators to have to reconstruct significant data on early training organized in Chad. In all likelihood, the total number of trainees attending in-country programs is greater than the 2,186 indicated in this report.

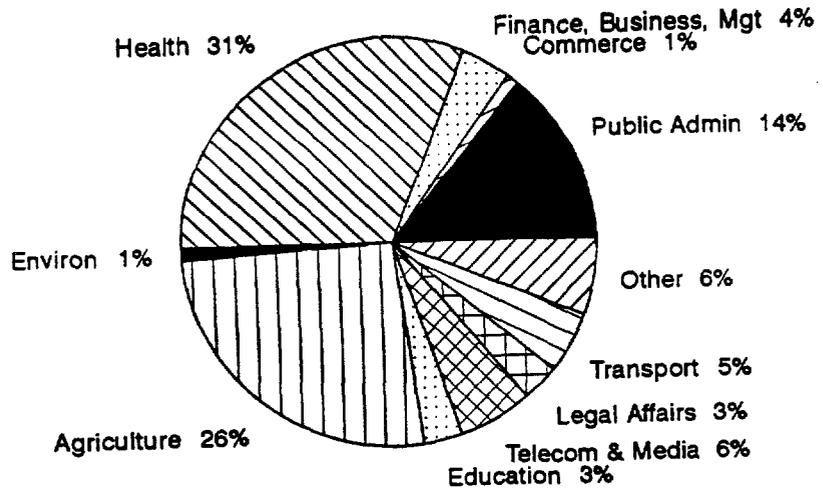
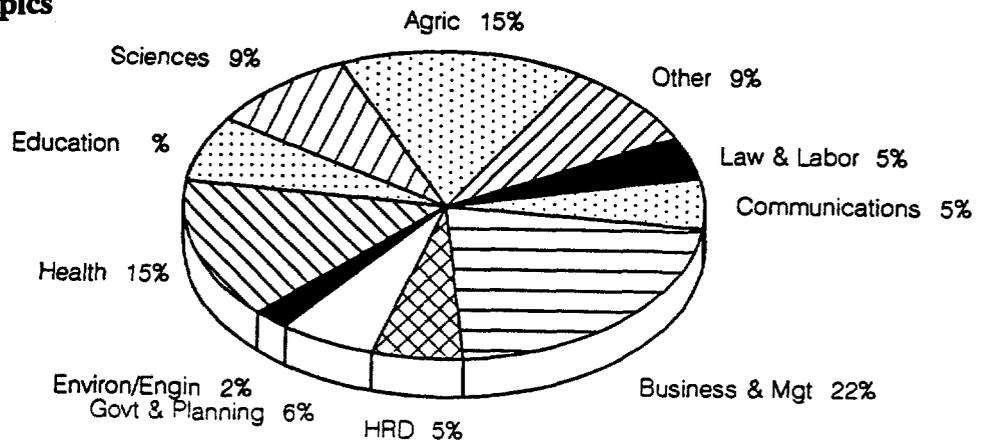


Table V breaks out the training universe by "types" and participant "status" (private/public sector, male/female).

Once again, the survey sampling is compared to the known universe of returned trainees (from PTMS) to determine whether the interview data reflects the beneficiary profile and training type used.

**Table IV: Training Topics**

*All Ret'd Participants  
(from PTMS Records)*



Of the 90 participants sent for long-term degree training, 75 attended African institutions and only 14 went to the U.S. The unusually low percentage devoted to long-term training over a

"technical" and short-term has "trainees" rather than "participants." Biographic information on individual "participants" and funding data are included in a "PIO/P" (Project Implementation Order/Participant) and entered into the Mission's participant training database (PTMS). Since most in-country training in Chad was short-term and implemented by local or U.S. organizations, USAID/Chad tracked only the aggregate data (number of trainees, cost, duration, etc.).

12-year period reflects the Mission's conviction that Chad required a "jump-start" in capacity-building to be achieved mainly through short-term skills upgrading rather than long-term academic training. The policy of focussing on core capacity in a few selected "development ministries" also tended to downplay long-term training commitments.

The mix of participants from the public and private sectors is closely matched by the survey sampling. However, the number of participants actually employed in the private sector is considerably lower due to USAID's tracking method, by which government official staff working directly with the private sector are counted as "private sector." A number of participants and trainees at in-country programs (for example, from agencies handling Customs, Commerce or Planning) were counted as fulfilling HRDA's mandate to "support private-sector development." Although this designation is correct, the presence of a significant number of public servants in "private sector training programs" dilutes the *direct* benefit of USAID-funded training to Chad's private sector.

The sampling of female interviewees was 23 percent of the total, considerably above the 18 percent rate at which women benefitted from USAID training. When U.S. and Third Country training is separated out, the disparity between actual numbers of women trained and those interviewed increased significantly. As is often the case in Africa, USAID Missions tend to train more women in-country than out, thereby increasing the cumulative share of training offered to women. Chad was no exception. The team decided to interview a higher proportion of women trained out of Chad than at in-country programs in view of the higher per participant cost.

The mix between U.S. and Third-Country trained was slightly skewed in the sampling to favor U.S. programs. It can be argued that due to their higher cost, U.S. programs merited greater consideration in the survey. Although the bulk of U.S. training was short-term (only 14 degree training slots were funded), this distinction is not made in the chart.

**Table V: Comparison of Returned Participants (PTMS & Survey Sample)**

Characteristics	PTMS		Survey	
	#	%	#	%
Total Number of "Participants"	501	100	100	100
Long-Term degrees	90	18	13	19
Short-Term programs	411	82	54	81
Male - U.S.	156	83	24	41
Female - U.S.	31	17	7	39
Male - TC	249	79	28	47
Female - TC	65	21	7	39
Total Male	405	81	59	77
Total Female	96	19	18	23
Public Sector	263	84	61	79
Private Sector	51	16	10	15
Other (Int'l)	n/a	n/a	4?	5
U.S. Trained	187	37	31	46
Third-Country Trained	314	63	35	54

## II. BACKGROUND

### A. Overview of Economic, Political, and Social Context in Chad: 1984-1995

Only a handful of countries in Africa have undergone as much disruption as Chad since independence. An increasingly repressive first regime gave way to a further downward spiral after a 1975 coup, ushering in periods of unforgiving internal strife. Even after the destruction of much of the capital city of N'Djamena and the emergence of a singular authority in 1982, peace failed to take root. Today, thirteen years after the so-called "end of the civil war," the political, social and economic context remains unusually precarious, even for Africa.

Chad is placed near the bottom in most development indexes (per capita GNP, infant mortality, doctors/nurses per thousand, etc.) as one of the poorest countries in the world. An enormous, landlocked country with myriad cultural and linguistic differences challenging national cohesion, Chad might be considered the ultimate developmental challenge. Yet from some perspectives, Chad has greater potential than its savannah-belt neighbors - Niger, Mali and Mauritania. Chad has fed itself in moderately good rainfall years, contains petroleum deposits able to satisfy most of domestic consumption and has earned major foreign exchange from cotton exports, the principal cash crop. Despite the high cost of road transport between ocean ports and Chad's major cities (there is no railroad), its proximity to Nigeria's huge consumer market and Cameroon situates Chad better than other Sahelian countries for exporting any surpluses from agricultural and livestock production.

It is, however, an frequent observation that none of Chad's comparative advantages can be reasonably marshalled for the benefit of its citizens in an atmosphere of pervasive insecurity and lawlessness, and at such high risk. Although many African nations suffer from fragile political and economic environments, a good number have developed minimal systems, institutions and infrastructure necessary for economic growth to occur (for example, Senegal, Ghana, Mali, Ivory Coast, Kenya, Zimbabwe, Tanzania, Botswana, Benin, South Africa and Burkina Faso). Chad has yet to establish the basics, such as freedom from arbitrary seizure of property, security of movement of goods and people, financial regularity and minimal infrastructure. Communications - a prerequisite for economic growth, are unreliable and expensive (e.g., most overseas telephone calls must still be placed manually through a central government operator, and there are only three direct flights per week to Europe). Complex business registration requirements, obtuse customs and taxation practices, sky-high utility costs and geographic isolation hinder foreign investment, lower investor confidence and raise costs.

In this peculiar context, how can a bilateral or multilateral donor function? What type of development projects can have a positive impact on Chadians and maintain accountability? Which types of assistance can have lasting effects? Although the evaluation of USAID train-

ing in Chad is not charged specifically with answering these questions, two factors emerged during the field work which inspired the team to reflect on these issues:

- ◆ the discovery that USAID's training investments over the years, at both the individual, sectoral and national level, have had a **significant and measurable impact** in Chad, despite the trying development context; and,
- ◆ the decision to terminate USAID assistance to Chad in 1995, for a number of reasons, which has brought into question whether and how the training successes can be leveraged and sustained?

Are there mechanisms which USAID can consider to implement training programs without a Mission? What are the advantages and disadvantages of continuing modest training in Chad? How would training be designed, initiated, monitored and financed? The recommendations contained in this report, although they may not be adopted by USAID/Chad, may be useful to other Missions facing phase-downs, close-outs, human rights considerations or unfriendly political regimes. At a moment when USAID/Washington is coping with finding new ways of delivering development assistance *with measurable impact* but without a heavy U.S. presence, the team's findings from this remote place may be useful to a wider audience.

## **B. Evolution of USAID Training Strategies Since 1984**

Following the end of hostilities in 1982, USAID reformulated its development assistance package for Chad to include a significant human resources component. Taking advantage of access offered Missions to regional projects, USAID/Chad proposed a portfolio of training interventions to the Government of Chad to be implemented through the Sahel Manpower Development Program II (SMDP) in 1983. Training from 1983 to 1986 emphasized agriculture, health, public works and food security. Support included long-term and short-term training in the U.S. and Africa as well as some in-country training. Approximately 55 Chadians attended short-term programs in third countries and the U.S., 37 were sent on degree programs to African-based institutions (principally in Senegal, Morocco and Ivory Coast), and 111 people were trained through in-country seminars. The total cost for SMDP II was \$1 million.

From the outset, the Mission chose to de-emphasize U.S. academic training, probably based on the acute and immediate need to build basic government services left in disarray by political instability and warfare. Many more Chadians could receive 2-year technical degrees from francophone African institutions were the number of U.S. diploma programs restricted. This policy contrasted sharply with USAID human resource strategies adopted in neighboring countries. For instance, USAID/Cameroon targeted Agricultural research during this period and, for nearly a decade, financed over 50 graduate degrees at U.S. universities, with virtually no academic training taking place in Africa. In the 80's, USAID/Mauritania, in a nation with fewer than 2 million people, sponsored over 50 long-term degree candidates at U.S. universi-

ties, mostly in agriculture and health disciplines. The academic scholarship leader in Africa (excluding Egypt) during the period, *par excellence*, was USAID/Tunisia, which through a 10-year "project" sponsored nearly 900 Tunisian Masters and Doctoral degrees.<sup>7</sup>

Considerable credit must be given to the early human resource staffers in N'Djamena for clarifying their priorities from the outset. Fewer than 20 academic degree scholarship to the U.S. were offered through from 1980 to 1995, some of those financed from central funds which the Mission could hardly refuse (such as AFGRAD and various health projects). Since the yield from investments in graduate training are best harvested when host-country institutions have the capacity to absorb the newly acquired research and teaching skills, USAID/Chad reasoned wisely in focussing on alternative training types. Moreover, nurturing institutions takes decades and requires stable environments. In view of the instability which has ended up hampering development in Chad for years, USAID's decision in 1983 to favor in-country and short-term training, supplemented by 75 undergraduate training slots for Chadians at African institutions, in place of the more traditional and costly U.S. graduate degree programs was propitious.<sup>8</sup>

In contrast to other USAID programs, the U.S. Government's development strategy for Chad has not deviated fundamentally since 1983. The first CDSS (Country Development Strategic Statement) emphasized agriculture and road infrastructure. The CPSP (Country Program Strategic Plan and subsequent Update) covering 1988 to 1996, focussed on the agriculture and health sectors, linking road maintenance to agricultural market improvements. Within these sectors the Mission targeted different aspects, such as child survival, agricultural marketing and export promotion. Direct budgetary support was introduced to key "development" ministries to induce further policy reforms and build capacity.

With relatively constant development targets stretching over a decade, the Training Office, working with the GOC, could achieve a certain consistency in recruitment, selection and design of programs to address human resource constraints in these sectors. Therefore, the

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<sup>7</sup> The \$40 million Tunisian Technology Transfer Project, which began in the early 1980s, had no in-depth needs analysis or project paper. The non-return rate for the Tunisia project was 60 percent, the highest in the world for USAID-sponsored long-term training excluding countries where political upheavals prevented participants from returning. Although many factors explained the high non-return rate (lack of clear project objectives and verifiable indicators, weak or non-existent links between training and the Tunisian job market, poor project management in the U.S. and insufficient participant pre-return orientation), the Tunisian case illustrates the risks of investing in long-term training expecting relatively short-term impact. On the other hand, a long-term view holds that USAID's \$40 million will ultimately pay off handsomely in Tunisia, as is happening today in Eritrea, South Africa, Ghana and Namibia, when conditions improve and trained and experienced nationals return from abroad.

<sup>8</sup> A case more similar to Chad's was Mauritania where the non-return rate escalated with the 1989 riots, after which government-sponsored racial discrimination precluded the re-integration of returned participants into their Civil Service jobs. Many of the USAID-sponsored Mauritians from "Black-African" extraction (i.e., Wolof and Pular ethnic groups whose first language was not Arabic) were stripped of their citizenship, civil service rank and expelled to Senegal.

investments made under the early SMDP continued to relate to USAID's development strategies 10 years later.

In 1986 a Country Training Plan was written in conjunction with the newly authorized Sahel Human Resources Development Project ("SHRD III") setting out new training starts covering four years. The plan reconfirms USAID/Chad's earlier policy not to devote major resources to U.S. academic training, although 9 U.S. Masters degrees mostly in agriculture were planned (at a cost of roughly \$500,000). Most training proposed was for Africa-based degree training complemented by the usual short-term programs and in-country seminars. Considerable effort was spent to explain reasons for USAID not investing in the "education" sector.

Shortly thereafter, the SHRD Project was supplanted by the new, and more far-reaching, Human Resources Development Assistance Project in FY1988. The Mission ended up financing only \$817,000 of the SHRD Training Plan, in FY1986 and FY1987. In FY1988 the HRDA Project offered Missions with all the advantages of the forerunner "umbrella" training projects (SMDP I & II, SHRD III) plus strong management support for improved training implementation, monitoring and evaluation. For the first time, USAID could hire Training Office staff and purchase computer equipment with OYB funds obligated in HRDA, an innovation which proved key to improving USAID's ability to sponsor new types of training in-country and to reach out to new target groups, such as women's associations, entrepreneurs, private-sector support organizations and NGOs.

From 1988 onward, USAID/Chad increased and accelerated its training activities considerably through HRDA. The Training Office was strengthened and new working relationships with the GOC were initiated. In an effort to manage growing demands and pressure from Ministries for training support, some of which did not relate to USAID's development agenda in Chad, the Mission began formulating new selection procedures especially for short-term programs. A central "selection committee" was established located in the Ministry of Plan and Cooperation, through which other public sector organizations would send their requests for training. A review of the Training Office files during this period indicates that these changes were not achieved without occasional turf battles among Ministries which had been accustomed to dealing directly with donors for financing of coveted short-term training opportunities in the U.S. The fact that the Mission persisted and set up a structure for controlled and transparent selection through only one Ministry undoubtedly contributed significantly to achieving impact through training.

A second policy issue dominating the dialogue from 1988 onward between the GOC and USAID concerned creating a "critical mass" of civil servants with exposure to modern management practices. Management programs - especially French-language ones conceived by the University of Pittsburgh's International Management Development Institute (IMDI) - were sought-after items in the 80's. The "francophone management seminars" founded by David Gould, (who perished in Pan Am Flight 103), made an indelible mark on many

francophone Africans. Focus groups held by the authors of this report in Cameroon and Chad leave no doubt about the impact of "Pitt" (and similar programs offered at Clark-Atlanta University, California State Polytechnic University at Pomona, Texas Tech University at Lubbock and the University of Connecticut-Storrs) on African civil servants. Reared with French concepts of *administration*, African functionaries found Gould's interactive, Africa-focussed professional seminars, led by highly experienced African and U.S. trainers, fascinating and relevant to their needs. Planning, establishing objectives, articulating indicators for project achievement, learning evaluation methodology and many other modern approaches to human resources management and organizational development were transferred during these 2-month long summer sessions.

*One of my most vivid recollections of training in Chad was David Gould with some trainers from Pittsburgh, holding a week-long management session in 1984 at Doubaia alongside the Chari River for high-level Chadian officials. I wish I had a picture of the friendly but wild monkeys sitting on the wall at our outdoor classroom watching us experience interactive training for the first time!*

Samir Zoghby, longtime USAID/Chad official

By 1990 USAID/Chad had decided to try to build a core capacity in several development ministries of cadres with improved management and technical skills. It targeted the Ministries of Agriculture, Health (both of which had been receiving considerable support through bilateral projects beforehand) Information and Plan. Detailed training plans were developed with each, coordinated by the Ministry of Plan. The Mission sought to streamline the selection process by centralizing all public-sector demand in a Human Resource Division at Plan. By initiating these changes, USAID/Chad evolved from being reactive (receiving training requests from government which were then approved or rejected on individual merit) to proactive in managing its training portfolio. This progression was an important ingredient in paving the way for USAID/Chad to target its training activities from 1990 onward.

The theory of **critical mass** was adopted by USAID and inspired it to focus its human resource development efforts. The theory holds that the transfer to the workplace of skills acquired in training (especially out-of-country) is more readily achieved when there exists a "core group" of professionals who have undergone similar training. New ideas brought back by these cadres, according to the hypothesis, have a greater chance of being considered and applied. A synergy which traverses professional fields can be encouraged, in particular through spreading common understanding of modern management.

The Mission set as its goal a significant "coverage" in modern management training of mid- and upper-level cadres in those ministries. Each ministry would receive roughly one-third of training resources. Higher coverage could only be reached through more-intensive in-country training; in other words, by bringing the "Pittsburgh approach" to N'Djamena. The decision to stress in-country training was also made after a review, in preparation for the 1992 CPSP, of long-term training programs funded in the 1980s for Chadians at African institutions. Many problems plagued these degree programs, including a high failure rate,

participant housing and adjustment problems and persistent requests for program extensions. The CPSP noted the Mission's increasing tendency, beginning in 1990, to cease funding for degree programs, even at African institutions. Short-term (in Africa and the U.S.) and in-country training became the only types of training funded under HRDA. A few AFGRAD scholarship students, funded from prior years, did depart in 1990 for U.S. graduate programs, but for the most part, USAID support for academic programs ended with AFGRAD.

In 1991, using a buy-in to the HRDA Project, the Training Office contracted with the Consortium for Development Management (CDM), to conduct a series of workshops and seminars in N'Djamena for cadres at the target Ministries.<sup>9</sup> In view of the recent reorganization of the Chadian public service and the weak structures of most ministries in the government, the Mission realized the need for increasing skill building in human resources development. The continued emphasis on projects as the basic building blocks of Chadian development programs, and the poor performance of GOC project managers was considered to be one of the greatest on-going challenges to USAID's target Ministries (Agriculture and Health). Three management workshops were offered during this period in addition to workshops for agricultural extension agents and trainers. These in-service intensive training programs in French helped spread to a far wider audience the desired concepts of modern management. This increase in management training in isolated N'Djamena spurred the beginnings of a Chadian association of civil servants who had learned about modern management either from their programs in the U.S. or Africa (e.g., at CESAG in Dakar, or CAMPCI in Abidjan). The *Association Tchadienne pour le Développement du Management* (ATDM) was born during this period.

Until 1992 USAID/Chad offered little training on behalf of the private sector, despite the HRDA Project mandate to set aside fifty percent of training resources for the "private sector" and 35 percent for women. A Private Sector Training Needs Assessment ("PSTNA") was completed in 1990 by the HRDA Project core contractor which surveyed 50 firms to determine priority training needs. It was recommended that HRDA increase its funding to promote private sector development, and to form a Private Sector Advisory Board (PSAB). Although the latter was never official established, the Mission did alter course by 1992 to begin funding activities in support of Chadian business development. The Ministry of Plan supported these new efforts and retained a place on the "selection" committee which was eventually formed with various representatives from private sector associations in Chad. The Mission's Training Office began working directly with personnel at institutional contractors in Chad implementing business-oriented projects, such as AMTT, ATPRP, PEP (VITA) and IRIS.

Although there were small participant training components in the Mission's bilateral projects (described in Chapter II, C), the principal funding source for out-of-country training was the

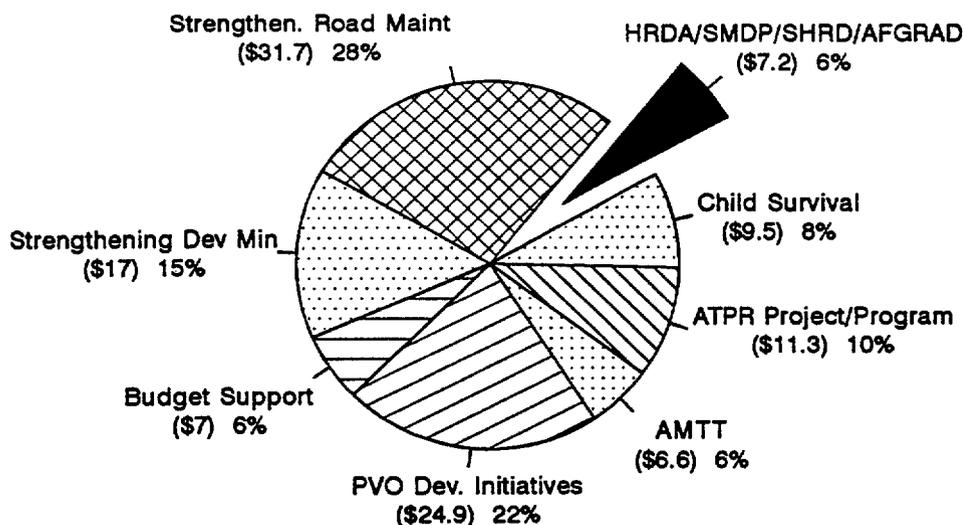
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<sup>9</sup> The CDM included, in addition to Pittsburgh's IMDI, the University of Connecticut-Storrs, Indiana University/Bloomington, Clark-Atlanta University, and Washington State University.

HRDA Project. From FY1988 to FY1994, \$4.9 million was obligated funding training plans incorporated into annual amendments of a Limited Scope Grant Agreement signed between USAID/Chad and the GOC's Ministry of Plan. If other "umbrella" type training projects from 1984 onward are included with HRDA, the approximate amount spent increases to \$7.2 million.

Table VI compares Mission funding specifically for human resources development (i.e., HRDA, SMDP II, SHRD III, and AFGRAD) with other activities during the same period.<sup>10</sup>

**Table VI: Major USAID/Chad Projects: 1983-1995**



The regrettable impression given by this illustration of USAID/Chad's development investments since 1983 is that a striking 53 percent went to two projects: road maintenance and strengthening government ministries (which included budgetary support). The recently completed final evaluation of the Strengthening Road Maintenance Project, USAID/Chad's most expensive single activity, concluded that the objectives were far from attained and, worse, the entire \$31 million spent over eight years may have been in vain.<sup>11</sup> The other activity called for large transfers of salary support for Chad's key development ministries during USAID's tenure in N'Djamena. Neither project had notable training budgets (see Chapter C for a review of training impact of the road project).

<sup>10</sup>The funding level for AFGRAD is estimated according to the number of U.S. graduate degree slots allotted.

<sup>11</sup> *Final Evaluation Study, Strengthening Road Maintenance Project (SRMP)*, Morrison Knudsen Corporation, for USAID/Chad, 1994. As stated on page 35, "If SNER [the successor to OFNAR] fails to succeed in being profitable in the road maintenance business, ...Chad will face the same situation which existed in 1984.... The need for road maintenance capacity in Chad will then be demonstrated and SRMP's efforts and funds would have been lost."

### The University of Connecticut Short-Term Training Evaluation, 1992-93.

In 1992, USAID Chad decided to undertake an evaluation of the quality of the short-term training it had provided since 1984, appraise the impact of this training on trainees, their job performance, and the effectiveness of their respective organizations. Because of its long experience in designing and evaluating training programs in francophone Africa, and its knowledge of the Missions's training portfolio, the University of Connecticut was asked to carry out this evaluation. Two Chadians from the Ministry of Plan and Cooperation were sent to the University in Storrs Connecticut for training in program and project evaluation for five weeks in 1992, where they worked directly with University staff in designing a survey questionnaire. Once back in Chad, the team of Chadian evaluators administered the questionnaire to two hundred trainees and their supervisors. In the spring of 1993, the data was collected, coded, analyzed and interpreted, and presented in a final report.<sup>12</sup> The report recommended continued funding of short term training programs in both the US and Chad, increased rigor and transparency in the candidate selection process, and more emphasis on recruiting women for training, especially those in managerial positions.

### The University of Pittsburgh's 1994 In-Country Training Programs

Due to the success of the previous trainings offered by the Consortium for Development Management and the continued need, expressed by the Government of Chad, for additional training in the areas of management and training of trainers, USAID/Chad contracted with the University of Pittsburgh's IMDI to conduct four in-country seminars in 1994 through the HRDA Project. Building on nascent training and management consulting capacity which had emerged locally principally due to USAID/Chad's earlier projects (such as SRFMP, VI-TA/PEP and HRDA), IMDI could identify qualified Chadians with whom the University's senior trainers could team in delivering the in-country courses. The university was also able to contract out logistic support services to the Chadian ATDM.

The seminars had an important capacity building outcome in that they increased the training capacity of local trainers through collaboration with senior training specialists from the United States. In this way one of HRDA's principal objectives, to build local training capacity - both with individuals, firms and NGOs, was attained.

The University of Pittsburgh's in-country training events took place in 1994 and included the following: two seminars for the Ministries of Agriculture and Health in project management and a TOT, two workshops for the Ministry of the Interior in management techniques and management of financial resources.

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<sup>12</sup> "An Evaluation of the Short Term Training Program for Chad," University of Connecticut, 1993.

## Public and Private Sector In-Country Training Programs: 1994-95 (AMEX International)

In 1994 USAID/Chad contracted with AMEX International to deliver nine in-country short-term training programs. For the public sector, assistance was provided to reinforce the Missions's efforts in Democracy and Governance by working with the Ministries of Justice and Interior.<sup>13</sup> For the private sector, a series of training programs were delivered to private businesses, farmers and members of local NGOs. AMEX contracted with highly-respected and experienced legal and judicial professionals from Senegal and Benin to design and deliver the training courses in Chad. The decision to call on francophone Africans helped ensure that the training was relevant to the Chadian context and that the maximum amount of useful information could be transferred during the sessions.

The AMEX training programs are described briefly below.

### ◆ Public Sector Training Seminars for Magistrates & Clerks/Notaries (*Greffiers*)

Three in-country seminars were held in N'Djamena tailored carefully to the level and needs of the legal professionals invited. Separate refresher seminars were provided for magistrates and notaries, and a third seminar was developed for magistrates on the organization and operation of the Supreme Court.

### ◆ Private Sector Training

A TOT Seminar was offered in N'Djamena for selected employees and members of NGOs and Cooperatives. Training programs were organized in the regional capitals of Sarh, Moundou and Abéché targeting informal sector business people in food preservation, marketing and inventory management. Finally, a seminar in accounting & inventory management was organized for accountants and business managers based in N'Djamena.

## C. Overview of Key Mission Activities with Training Elements

### 1. Health programs and projects

USAID/Chad has maintained a focussed health program since the early days of its development interventions in the 1980s. Some of the first training activities were funded through central project contractors (INTRAH, JHPIEGO) and included in-country and third country training. Seminars, workshops, study tours, and short-courses were used over a 6-year

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<sup>13</sup> As of this writing, the final public sector training program to be offered by AMEX, "Election Mechanisms Seminar," was taking place. The activity had been delayed by the American Embassy and the USAID Mission until the GOC met certain conditions concerning the creation of a truly independent Election Commission. Other issues concerning transparency and good governance in election organization (voter registration, level playing field for opposition parties, etc.) had been considered as preconditions to moving ahead with the training. The "go-ahead" was signaled to AMEX in late February and AMEX's election training was underway in March.

period (1985–1991) to train close to 90 percent of senior and mid–level professionals in the Ministry of Health in family planning, and in IEC skills (Information, Education and Communication).<sup>14</sup> During that time, other influential audiences were targeted for family planning training, such as students, business people, religious figures, women's groups, NGOs members and staff, and key personnel from government Ministries in "non–health" sectors.

Public policy changes regarding family planning were registered in the 1980s. Training and technical assistance arranged by USAID/Chad were instrumental in helping convince the GOC to modify laws which, up to the late 1980s, made engaging in certain family planning activities illegal. The culmination of these activities was a USAID–sponsored Family Planning Conference held in Chad in October of 1988. This watershed event resulted in a series of changes which legitimized the family planning movement in Chad, improved the legal environment, encouraged new collaboration between public and private actors interested in family planning, and helped bring Chad into the family planning network of nations. Over 200 Chadians participated in this conference.

Since 1991, approximately 20 Ministry of Health cadres have benefitted each year from USAID–financed short–term training. These training events were instrumental in assisting the GOC in setting up a Family Well–Being program and in convincing political and religious leaders of the importance of family planning. Clinical, academic and management training in family planning has continued through 1994 which has contributed significantly toward acceptance of Chad's family planning program. In fact, it was a USAID–funded in–country workshop in 1989 designed to introduce modern family planning methods to nurses and midwives which enabled the Ministry to offer family planning services in seven medical centers in N'Djamena for the first time. These services were then extended to rural areas.

Since 1984 the Ministry of Public Health's Statistics and Planning office (BSPE, now DSIS) has been assisted by USAID through training health personnel in developing a computerized data management system for managing health statistics. In 1986, USAID incorporated this assistance into a bilateral Health Planning Restoration Project. During the life of this activity, over 200 Chadian public–sector health officials were trained in collecting basic statistics as part of a national health information system. With strong technical assistance and targeted training from USAID, the BSPE began in 1987 to publish for the first time since 1977 an Annual Statistical Yearbook for Health. In this report, annual statistics are given on the health situation throughout the country and the human and financial resources of the Ministry are detailed in an effort to rationalize the planning and delivery of national and rural health care program. This report has also been used by USAID and other donors to plan their interventions in the health sector.

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<sup>14</sup> Between 1986 and 1988, over 250 Chadians were trained in short–term family planning courses through USAID funding. The training providers included INTRAH, JHPIEGO, CEDPA, Columbia University/Abidjan, CAFS, and UNFPA.

## Chad Child Survival Project (677-0064)

The Chad Child Survival Project (CCSP) has been the USAID's flagship program since its inception in 1989, reflecting the Missions's continued focus on alleviating the health crisis in Chad. With an LOP funding level of over \$9 million, CCSP included institution building, design of a health cost recovery component, training, and supervision of peripheral level health workers. The training component of CCSP was the most important activity of the project, addressing the lack of trained health personnel by focussing on training medical doctors, nurse supervisors, and peripheral level nurses in one prefecture of Chad, the Moyen-Chari.

During the 21-months of implementation of the CCSP training component, impressive results were obtained. A fully-functioning training center was equipped and staffed in Sarh, the center of Moyen-Chari; numerous training programs were organized for health care personnel, including TOTs and third country visits; and specialized training and nursing guides for the major childhood diseases were developed. Over this brief period of time 23 supervisors and 83 nurses (82% of all health workers in this zone) passed through a series of 8 training modules covering case management and prevention of the major childhood diseases, and supervision of health personnel and TOTs.

In 1994, 12 Chadian health care professionals working in the Moyen-Chari attended three-week courses in Morocco and Tunisia in family planning.

## **2. Agricultural programs and projects**

### Agricultural Marketing and Technology Project (677-0062)

The goal of the AMTT project was to improve the efficiency of the agricultural marketing system in Chad. Its three components included:

- ◆ a marketing information system (*SIM* in French),
- ◆ an agribusiness support center (*CAPAGRI* in French), and
- ◆ agricultural marketing policy studies.

Under the *SIM*, one of the major objectives was the development of the institutional capacity of the *Bureau de Statistique Agricole* of the Ministry of Agriculture through training. The capacity enhancement activities of the AMTT project focussed on training on-the-job by the long-term technical assistance team, and third-country training. This training had three themes: database management, internships in *SIM* in other African countries, and organizational management. Fifteen Chadians benefitted from third-country training under this component, in Senegal, Mali, Niger, Cote d'Ivoire and France. Positive impact of this training was shown by the increased capacity of the unit of the Ministry of Agriculture to carry out its mandate, and produce accurate and regular price reports on agricultural products.

Potential impact would include future regional collaboration between Chadian and SIM colleagues in the countries visited during the third-country training.

In-country training under SIM consisted of thirteen round tables, workshops and seminars covering user-needs assessment, computer training, means of improving the radio broadcast and new price collection methodology. These group meetings were also used as tools to develop longer-lasting institutional links between the Ministry of Agriculture and the Ministry of Information and Culture. Two hundred and fifty-five Chadians participated in these in-country training events.

Under the CAPAGRI activity, 295 Chadians participated in round tables, workshops and seminars, grouping business people, bankers and donors, dealing with financial management, TOTs, agricultural processing and post-harvest technology. Three people received training in the United States, and ten people participated in third-country training in Cote d'Ivoire, Cameroon, and Burkina Faso. These participants represented agribusiness entrepreneurs, consultants, and project staff. A point of focus for the CAPAGRI was the promotion of local consulting firms through on-the-job training and their inclusion in training activities taking place in Chad. Positive impact was proven by the increased business volume of the firms who benefitted from training and collaboration, and the subsequent creation of an independent Federation of Chadian Private Consultants.

#### Agricultural Trade Policy Reform Program/Project (677-0069)

A small amount of participant training was conducted under both the ATPR Project and Program, managed either by the project's prime contractor (SCI International), through USAID's Training Office or through a U.S. contractor (Cargill International). All training was short-term and designed to take advantage of specific courses or trade fairs in franco-phone Africa or in the U.S. Most of the training was programmed over a 15-month life of project, shortened due to the phase-down of USAID operations in Chad. They included:

- ◆ familiarization tour with U.S. businesses and attendance at trade fair in Atlanta for 10 Chadian entrepreneurs, arranged by Cargill International;
- ◆ one member of a HRDA-sponsored group Observational Study Tour of U.S. Chambers of Commerce;
- ◆ three Chadians to the Trade Efficiency Fair in Ohio;
- ◆ one participant to a course in Abidjan and two to a course in Gambia
- ◆ three women entrepreneurs to Dakar for an international women's conference;

In addition to taking advantage of training opportunities which addressed specific needs of ATPRP beneficiaries, the project's institutional contractor arranged the following in-country seminars:

- ◆ Export Taxes Round Table – 2 days, 90 trainees
- ◆ Gum Arabic Workshop – 2 days, 150 trainees
- ◆ Business Seminar – 1 day, 50 trainees
- ◆ Policy Seminars in interior cities – 3 of 3 days each, 120 trainees.

In most instances, participants were selected by an *ad hoc* committee with representation from the Ministry of Agriculture, the institutional contractor, the Chamber of Commerce, the employers association (*Patronat*) and USAID.

### PVO Development Initiatives Project (677-0051)

The PVO Development Initiatives project was originally designed in early 1985 as a four-year \$12 million activity with the intention to support 4-5 sub-projects designed and implemented by U.S. PVOs. The project paper was subsequently amended several times to increase the LOP to \$26 million and extend the PACD to May 31, 1995. The purpose of the project as amended is to improve agricultural marketing, increase small farmer productivity, improve job skills through training, and support private businesses which have demonstrated institutional development effects.

A total of 10 sub-projects were funded, three with CARE, two with VITA, two with Africare, two with ORT and one with ACIDI. The VITA project focused on the development of micro- and small and medium-sized enterprises while the others were concerned mainly with agricultural production and marketing.

Training was used in connection with the agricultural production projects as a key development instrument. For example, in its Ouaddai Economic Strengthening Initiative Subproject, Africare launched a program to inform farmers about risk, credit, financial management and bookkeeping to encourage farmer groups to establish self-managed credit systems. Technical training emphasized construction and maintenance of storage facilities, post-harvest conservation techniques, and proper maintenance of tool and machines.

### VITA/Private Enterprise Promotion

One of USAID/Chad's projects considered successful *and sustainable* by many as successful was VITA's Private Enterprise Promotion (PEP) Subproject of the PVO Development Initiatives Project. The project is in its third phase, having achieved impressive results over the last ten years. Using new loan access from World Bank sources, the project has been providing credit, firm-level assistance and targeted training to micro-enterprises and small- and medium-sized businesses and enterprises (SMEs) in N'Djamena. Loan repayment rates for the project are averaging 80 percent for SMEs and almost 98 percent for micro-enterprises.

According to an evaluation done in 1990, the project "has improved the quality of life for low-income people affected by the project activities in the targeted geographic areas served" and "expanded the limited number of small private enterprises in Chad ...." As of March 1994, the subproject has disbursed 4,476 loans totaling \$4 million and created 3,074 full-time jobs. Borrowers come from both N'Djamena and within 40 km. from the city. With a total of 68 percent of loans offered to female owners and managers of businesses, this subproject represents the strongest support to women in the Mission's portfolio.

The training component of the PEP project includes tailor-made training to potential borrowers in accounting and bookkeeping. With training modules offered in French and classical Arabic for literate borrowers, and in Chadian Arabic and a variety of national languages (Sara and Ngambay) for the illiterate, project staff work directly with borrowers for whom the training is voluntary, first in a classroom environment, using audio-visual and written methods for introducing basic concepts in double entry accounting, cash flow and operating expenses. Once this fundamental training is complete, borrowers return on a monthly basis to receive individual assistance and follow-up training in tracking expenses and revenues. In January of 1995, the project trained 51 borrowers, 26 women and 25 men. In all of 1994, a total of 1,314 business owners received training, and over the last three years the project has trained over 2,200 borrowers (approximately 60 percent women).

*I received loans twice from VITA for my pharmacy without which I'm not sure I would have succeeded. Women's Focus Group*

*Two loans from VITA, both of which I have repaid, were key to helping me in the early stages of my project. Restaurant owner*

The HRDA Project itself has benefitted from one of VITA's early borrowers, the founder and owner of the Institut Supérieur de Gestion. The ISG began as a private management school and has evolved to an extent that it now contracts with overseas organizations to assist in implementing training programs. Its director has also served as a local consultant on a number of USAID-funded activities in Chad.

### The Strengthening Road Maintenance Project

The road maintenance project stretched over eight years and sought to build public-sector institutional capacity in road maintenance, a key factor in promoting Chadian economic development. The \$31 million effort included technical assistance from U.S.-based engineering firms, heavy equipment procurement and training on behalf of OFNAR (*Office National des Routes*) to build a viable state organization with adequate financial means and technical expertise to carry on road maintenance. Aside from training offered to OFNAR staff in management, none of which is assessed in the final evaluation due to the unavailability of records, at least 117 workers were offered on-the-job training and an undetermined number of management staff were presumably trained during the project. Some of the training targets

are itemized in the final project evaluation, which was constrained to reiterate the contractor's (Louis Berger) conclusion that

*although the brigade training could be considered a success at the individual level, it failed to improve the overall level of institutional competence. The trainees on their return to their work groups were insufficient in number to raise the overall standards and lapsed into their former practices and systems.* (p. 14, SRMP Final Evaluation Study)

The evaluation also noted that the 14-man "Brigade Training" training program was not originally anticipated in the Project Paper and, in any case, whatever increased technical capacity was transferred had the undesirable result of "less work being given out to private sector companies." Creating and sustaining an institution requires careful training design, implementation and monitoring, in order to sustain the impact beyond the individual. "SRMP developed technically competent individuals but failed to do so at the institutional level. It failed also to develop a financially responsible organization" (p. vi).

The history of project evaluations is unfortunately littered with similar conclusions that although a certain number of individuals were trained (as anticipated in the project's log-frame), no perceivable *institutional* improvements could be found.

### **3. Other Projects**

#### **The Sahel Regional Financial Management Project (SRFMP)**

Completed in 1990, SRFMP's intervention in Chad, like the project elsewhere in the Sahel, was hailed as a success. Originally designed to assist with the financial management of USAID projects, SRFMP was modified soon after to meet the demand from private sector firms interested in improving their financial management capacity. The project's most zealous customers ended up being from the private sector willing to pay for training which addressed their needs. The project nurtured at least three training and consulting firms in N'Djamena, and trained a core of Chadian trainers who have committed to continuing training and providing consulting services for the private sector. Both in-country and third-country training was provided to the public and private sector. In one instance, three agents of the *Inspection Générale de Contrôle d'Etat* (IGCE) benefitted from third country training in auditing, and one of the Directors of IGCE participated in a TOT offered in N'Djamena. IGCE also worked with SRFMP staff on improving the inventory accounting system for the GOC and on the development of an audit manual and training plan for its controllers.

#### **D. Current USAID Program Plan**

In 1993 USAID announced that it was closing a number of overseas Missions, including Chad. Much of 1994 was devoted to taking stock of projects and activities which could be

modified to meet the 1995 close-out deadline. Some of the training components of bilateral projects, such as ATPRP, were accelerated to take advantage of a propitious environment for training targeted to the private sector.

The Training Office started to review long-term training commitments, of which there were few, and to plan the phase-down of HRDA-sponsored activities. Several contracts were let in 1994 to U.S. organizations which could design and manage in Chad a series of in-country training programs. The University of Pittsburgh and AMEX International conducted the bulk of in-country programs targeting judicial reform, public-sector management, private-sector business training and election mechanisms (democracy and governance).

As this report was being finalized, the Mission was considering a recommendation to continue selected HRDA training activities subsequent to the departure of USAID. In this scenario, the Training Officer would continue to oversee a \$600,000 training budget (previously obligated) for two years, following a training plan already established. Monitoring and oversight would be provided by REDSO and the core contractor under HRDA. The training facility, which could be located in a USAID-funded English language program managed by USIA, would enable limited but effective training to continue in a country with no USAID presence.

### III. THE IMPACT OF TRAINING IN CHAD

Evaluating the impact of training on development presents formidable challenges in determining where to search for change. It is not unusual to record significant and long-lasting impact from a small investment, as was recently shown in an evaluation of USAID/Guinea's support for a multi-year program of business skills training of women entrepreneurs designed and run by the Opportunities Industrialization Center.<sup>15</sup> Measurable and tangible yields were recorded, such as an increase in profits or higher product sales, which were closely associated with the training received. At the same token, impressive impact on a sectoral or national level has often been registered from a highly-trained returned participant for whom USAID invested hundreds of thousands of dollars. No scientific, foolproof method exists to assess the changes which occur following training. But this does not reduce the need to understand as much as possible about the dynamic of change and to base HRD resource allocation decisions on in-depth knowledge about needs, a reasonable likelihood to induce change, and an institutional capacity to support and replicate the fruits of training.

#### A. On Individuals<sup>16</sup>

It might appear that assessing impact at the individual level could produce the most verifiable conclusions. Hypotheses such as the following have traditionally been employed to arrive at an assessment of the value of training:

*If* the participant trainee ...

- ◆ returns to the same employer;
- ◆ is assigned job responsibilities equal to or greater than that which the trainee had prior to departing for training;
- ◆ receives a promotion within several years after returning;
- ◆ receives a salary increase; and/or,
- ◆ introduces changes at the workplace,

*then* training is often presumed to have achieved its objectives. At the individual level, however, whether the participant returns to the same employer is less significant an indicator of training success, since the person can carry the skills and knowledge gained through training to another institution. In fact, if the preconditions for impact, such as the level of capacity and performance found at both the individual and institutional level, are not present

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<sup>15</sup> Andrew C. Gilboy and Thierno Kane, *Evaluation: Women Entrepreneurs and Management Training Project, Phase II, USAID/Guinea*, AMEX International, Inc., July 1994.

<sup>16</sup> Some of the material included in this section has been adapted from the Impact Evaluation of USAID-Sponsored Training in Cameroon, by the same authors. A more detailed discussion about the differences between evaluating impact at the individual, institutional and sector level is included in Annex A.

with the original employer, the impact potential might be greater were the trained participant hired by a more viable organization.

Baseline data on the participants – such as salary level and position held, job description, productivity at the workplace (measured by employer's job performance appraisal, if any) and family size – were not available for this evaluation. Had the baseline been established on individuals prior to their departure for training, the team could have made a pre- and post-training comparison. It would then have been possible to hypothesize on the links between an individual's situation before and after training. Even if it is difficult to attribute causality or isolate the interference of exogenous factors, evaluators can find valuable guidance in comparisons of quantifiable data to use in organizing follow-on activities and in designing future training programs.

This type of individual data cannot, at present, be entered into PTMS in a manner to allow for future cross-tabulation and analysis. Were USAID to continue promoting human resource development in Chad, the team would encourage the Training Office to collect essential quantifiable information on all participant trainees prior to departure. A simple software package, such as "EPI Info," could be used to track questionnaire responses for future evaluation. Just as PTMS became an invaluable tool in tracking current training actions and reporting historic training data covering all Mission-funded human resources activities, collecting baseline data on individual participants will bring USAID closer to more realistic appraisals of the impact of training.

Although sufficient quantifiable participant baseline data could not be produced from PTMS, the team generated new data from survey responses, written answers to open-ended questions and comments made during interviews and focus groups upon which impact can be inferred.

A number of key questions were asked to help determine whether the knowledge and skills acquired during training were applied at the workplace. In a world controlled by scientists and project evaluators, a control group composed of persons *not* having received the training yet otherwise matching the profile of USAID-sponsored participants would be interviewed. Evaluators could then compare results from the two groups and draw conclusions whether training had any impact. Another approach would have the evaluators interviewing the supervisors of returned participants to verify that they applied the skills acquired during training at work. (The Swaziland Impact Evaluation employed this approach and interviewed at selected institutions the supervisors of participants; results were somewhat disappointing – see Annexes for further details.) In the end, because we are dealing with evaluating human behavior and attempting to analyze factors which lead to individual or institutional change, the task invariably includes conjecture and inferred linkages between knowledge acquired and changes noted.

By asking a number of questions each with a slightly different emphasis, the team attempted to cover the territory to determine what, if any, training resulted in positive changes.

If self-assessment is valid, the survey indicated that 86 percent of all respondents believed they had applied the fruits of training upon return (Table VII). Ninety-two percent of long-term participants surveyed, compared to only 77 percent of females, answered positively to the same question. To what extent do long-term participants use their skills more readily once returned? Do women have more difficulty applying in an institutional setting the knowledge they learned during training?

**Table VII: Changes Introduced Resulting from Training (Survey)**

Question 53: "Have you applied the skills you learned during training?"

Group	YES		NO	
	#	%	#	%
All Respondents	66	86.8	10	13.2
Long-Term	12	92.3	1	7.7
Short-Term	54	85.7	9	14.3
Women	14	77.0	4	14.0
Men	52	89.6	6	10.4

The answers to question No. 53 document the transfer of skills to the workplace as viewed by the respondents. The higher affirmative response rate among long-term participants surveyed carries considerable weight in that fully 15 percent of *all long-term participants* sponsored by USAID (thirteen out of 90) were interviewed – a high coverage rate by any standard. This sampling level could not be emulated for the other categories (e.g., short-term, in-country, etc.) due to the limitations on data gathering discussed in Chapter I.

A follow-up question to elicit further reflection on skills transfer was designed to, a) double-check the responses to Question 53, and b) stimulate further ideas on the impact, or relevance, of the skills acquired. It is conceivable that skills applied at the workplace might have no effect, or worse, a negative effect.

A higher percentage of all respondents to Question 54 responded affirmatively. This would tend to affirm the validity of the answers to the first question as well as suggest that the skills transferred were put to good use. The breakdown of types of skills transferred and an indication of the exact effects noticed provide further information. Space was provided under Questions 53 and 54 for interviewees to write examples of skills applied or effects recorded. These comments, reproduced in English in Table IX<sup>17</sup>, provide additional ammunition to conclude that at least among the survey respondents, the training funded by USAID had an

<sup>17</sup> The complete texts of the answers to these questions (in French) are included in the Annexes for further reference.

**Table VIII: Effects of Skills Transfer (Survey)**

Question 54: "Do you think that the transfer of skills to the workplace produced any effects?"

Group	YES		NO	
	#	%	#	%
All Respondents	64	92.7	5	7.3
Long-Term	12	92.3	1	7.7
Short-Term	52	85.2	9	14.8
Women	14	77.0	4	14.0
Men	52	89.6	6	10.4

impact at the individual, and most probably, institutional levels.

The skills listed attest to specific improvements which would appear to be applicable to the workplace. Responses to the follow-up question concerning whether the skills transfer produced effects reconfirm this impression. These are listed in Table X.

The consistency of the responses and their specificity provide a glimpse of how meaningful USAID-sponsored training was for the vast majority of beneficiaries. Were their gains shared with others? Was there a multiplier effect to USAID's human resource efforts? If so, how can it be measured?

Short of interviewing supervisors as well as colleagues, it is not possible to *verify* the answers provided by respondents to the question, "Have your professional colleagues, or anyone else, benefitted from your training?" By adding the clause "or anyone else," the team sought to capture possible impact from training *outside* the workplace. The Cameroon impact evaluation had uncovered examples of changes induced by training in participants' home life. Did this occur in Chad?

The answers, presented in Table XI, show a high multiplier effect, if self-assessment of this factor is valid. Eighty-four percent asserted that others benefitted from the training. Interestingly, short-term participants responded affirmatively at a higher rate (85%) than for degree candidates (77%), a phenomenon difficult to explain. More meaningful may be their explanations of "how" others benefitted. Many of the examples of multiplier effect written by

**Table IX: Examples of Skills Acquired**

- ◆ Improved planning and management
- ◆ New management and organizational skills
- ◆ Ability to create/apply an organizational chart
- ◆ Evaluation and follow-up of projects
- ◆ Human resource management and planning
- ◆ Management by Objectives
- ◆ Assembly and maintenance of camera equipment
- ◆ Television production techniques
- ◆ Needs assessment methods and communication
- ◆ Word processing and D-base; information systems
- ◆ Design of a training plan
- ◆ Teaching and training methodology
- ◆ Training of trainers methodology
- ◆ Registration and Summarizing of judicial judgments
- ◆ Organization of work, time management.

**Table X: Effects of Training at the Workplace**

interviewees can be grouped around the following:

- ◆ Distribution of documents and trip reports brought back from training
- ◆ Discussions, contacts with fellow employees
- ◆ Demonstration of techniques learned
- ◆ Seminars, workshops where skills and knowledge were shared

- ◆ Application of planning methods
- ◆ Many customers come to see me
- ◆ Organization of a seminar
- ◆ Improved work organization
- ◆ Enhanced quality control
- ◆ System of project analysis begun
- ◆ Action plan adopted
- ◆ Ease in using a TV camera
- ◆ Organization of reporting instituted
- ◆ Work quality improved
- ◆ Personnel system restructured
- ◆ Improved work productivity
- ◆ Better employee relations
- ◆ Increased revenues and efficiency

If skills were acquired during training, applied at the workplace and shared with colleagues, was the individual's performance enhanced as well? Again, interrogating participants about performance produces self-assessments of uncertain objectivity. Nevertheless, the results supplement previous questions about application of skills acquired during training and, taken together, provide a sketch of the participant's view of the impact from training.

**Table XI: Multiplier Effect of Training**

Question 55: "Have your professional colleagues, or anyone else, benefitted from your training?"

Group	YES		NO	
	#	%	#	%
All Respondents	62	84.0	12	16.2
Long-Term	10	77.0	3	23.1
Short-Term	52	85.2	9	14.8
Women	15	83.3	3	16.7
Men	53	84.1	10	15.9

Relying on self-assessments of work performance produces, at best, predictable results. What employee would admit that training led to a deterioration of the quality of work performed? Even with no hope of future training funds hovering in the background to tilt interviewees toward positive answers (everyone knew that USAID/Chad was closing), this question alone would yield little information. It was hoped that respondents would draw the connection between work performance improved *as a result of your training* and answer accordingly. Eighty-seven percent affirmed that work performance improved, with little noteworthy variation among the different categories of participants.

**Table XII: Effect of Training on Work Performance**

Question 56: "Did your work performance improve as a result of your training?"

Group	YES		NO	
	#	%	#	%
All Respondents	61	87.1	9	12.9
Long-Term	11	91.6	1	8.4
Short-Term	50	86.2	8	13.8
Women	15	83.3	3	16.7
Men	53	89.8	6	10.2

Sharing information with colleagues contributes as much to institutional development as individual skills upgrading, and could correctly be included in the section about organizational capacity building. Questions about promotion concern the individual and are customarily included in impact evaluations in an attempt to demonstrate advancement due to new skills or knowledge acquired during training. How did the Chadians surveyed fare in obtaining promotions following training?

The impact methodology cites promotion as a hypothetical indicator of training impact, or training "success." The presumption is that an institution advances its employees based on job performance and knowledge or skill base. In the context of generally fragile African organizations, an external evaluator cannot surmise that other factors related to family, religion or ethnic group were not central reasons – rather than improved job performance or new skills acquired – behind a promotion.

Using promotion as an indicator is also risky for another reason – the lack of information about employees not promoted. With no control group to which to compare the survey sample, the team could not conclude whether the participants interviewed were promoted at a lesser or greater rate than those not receiving training. Moreover, even if a control group had been interviewed, it is not possible to exclude all other factors affecting promotion to be able to conclude that training was the *direct* cause.

Except for data concerning long-term participants, the results shown in Table XIII present several problems. In-country trainees, included in the responses, could not be expected to receive a promotion as a result of a two-week seminar. Short-term *participants* do, from time to time, receive promotions suspected of being linked to the training received, as was shown in the Cameroon report, but the attribution of promotion to training is dubious at best. Moreover, the sampling was so small (19 in the case of women respondents) that it was difficult to draw clear relationships between promotions received and gender or training type (i.e., short-term or in-country).

**Table XIII: The Link between Promotions and Training**

Question 30: "Were you promoted after returning from training?"

Group	YES		NO	
	#	%	#	%
All Respondents (35 men and 5 women responded affirmatively)	40	52.6	36	47.4
Long-Term	9	69.2	4	30.8
Question 31: "If yes, do you think that the promotion is linked to your training?"				
All Respondents (4 did not answer the question)	30	83.3	6	16.7
Long-Term	9	100.0	0	0

Roughly half of all respondents stated that they were promoted. Of those, most (83.3%) reported a link between training and promotion. Sixty-nine percent of the long-term participants interviewed attested to being promoted after training. Of these, 100 percent reported a link between the promotion and the training. In that the number of long-term participants interviewed was 15 percent of the *actual universe* of 90 academic participants – a high percentage of the total, it might be reasonably inferred that the a majority of the long-term participants not interviewed received promotions also. As stated above, a similar inference cannot be drawn for the short-term and in-country trainees due to their smaller representation of their respective universe in the survey sampling.

If time and logistics had permitted, the team could have done a random sampling of the 90 academic participants, most of whom were probably working in N'Djamena, to be able to draw conclusions about the impact of long-term training on Chad's development. Singling out the 90 participants could

*I had no notion of how to plan, design or evaluate a project [prior to taking the in-country management course].*

A Ministry of Health official

have been justified by the larger investment made by USAID in each person's training compared to the other beneficiaries. A two-year U.S. graduate degree costs at least \$75,000 and a three-year course of study at an African institution can cost up to \$45,000 per participant. In contrast, a two-week seminar designed and conducted in Chad with assistance from a U.S. training provider might cost \$1,600 to \$3,200 per participant (\$40,000 for a seminar for 25 to 50 trainees), and a short-term, one-month U.S. or third country training program ranges from \$8,000 to \$15,000 per participant.

Of all the questionnaires completed, twenty-seven were from individual interviews and covered additional questions (numbers 63 through 77) on the impact of training which were

not asked of focus group participants. Of these 27 individuals, eight were women (29.6%), 19 were men (70.4%), 8 were long-term participants (29.6%) and 19 (70.4%) short-term. Of the 19 who attended short-term programs, 13 were "participants" (i.e., trained outside Chad) and 6 were "trainees" (i.e. trained in Chad). This breakdown becomes important in considering some of the questions, especially those inquiring about returning to the same employer, maintaining contact with colleagues met during training or whether the employer was involved in selection. In-country trainees would not render significant information in answering these questions due to the short duration of the training and lack of rigorous criteria applied to their "selection."

*Even in sports, I was able to use management principles I expected to apply at workplace*

**Table XIV: Responses from Individual Interviews to Questions about Post-Training Application of Skills**

Question 70: "Concerning the application of skills and knowledge acquired during training, do you think they are used ..."

Group	Very Often		Sometime		Not at All	
	#	%	#	%	#	%
All Respondents (% are crosswise)	19	70.4	6	22.2	2	7.4
Women (% are crosswise of women only)	6	75.0	1	12.5	1	12.5
Men (% are crosswise of men only)	13	68.4	5	26.3	1	5.3

Question 71: "After your training, did you keep in contact with colleagues having taken the same training program?"

All respondents	Yes: 23 (85.2%)	No: 4 (14.8%)
Women	Yes: 7 (87.5%)	No: 1 (10.5%)
Men	Yes: 16 (84.2%)	No: 3 (15.8%)

"If yes, how often?"

Group	Frequently		Occasionally		Rarely	
	#	%	#	%	#	%
All Respondents	14	58.3	7	29.2	2	8.3
Women	5	71.4	0	0	2	28.6
Men	9	52.9	7	41.2	0	0

Of the 27 individuals interviewed, 100 percent responded affirmatively to the last question, "In your opinion, did your training lead to a change in your life?" This question was designed to elicit from individuals interviewed further reflection on what impact their training might have had in their lives *even outside the workplace*. In many countries the hope of receiving further USAID training might predispose a respondent to answer such a broad question enthusiastically and affirmatively. With no anticipation that future USAID training

would be forthcoming, all respondents nonetheless answered positively to this question, providing an indication as to the impact – however vague – training might have had. Furthermore, to many respondents, a "change in your life" might more likely occur *outside* the work place, in that in Africa fulfillment in family life is so often considered paramount over job "advancement." Without further careful surveying at the individual level, the team could not clarify the way training induced "life" changes.

The distinction between impact at the individual and institution levels is somewhat arbitrary, in that the latter cannot occur without the former. Some of the impact noted in the section which follows could have also been included in this section on individual impact.

## **B. On Institutions and Development Sectors**

Some of the most significant data from the survey sampling concerned institutional involvement in training, selection and design. Although the amount of data is small for Chad, the responses are helpful in measuring impact at the institutional level. Included in this chapter are summary comments drawn from focus groups, which reveal first-hand accounts of the effects of USAID-sponsored training in Chad, in particular on public sector management and business promotion.

### Information Gleaned from the Survey

To what extent were employers involved in the selection of participants for training? Of those interviewed who were trained outside Chad, 100 percent of the respondents answered affirmatively. Seventeen (85%) of the "participants" interviewed individually (i.e., not in focus groups) indicated they returned to the same employer following training. When the long-term participants are disaggregated, five (62.5%) returned to the same employer. Returning to the same institution is regularly used in impact evaluations as an indication of impact, despite the reality that a trained person can transfer skills and knowledge to a new employer effectively. Perhaps the more telling data is that 100 percent of those who did *not* return to the same employer found their training "compatible with the new position held." This would indicate that the skills and knowledge acquired were portable to the extent that the new employer could use them as well as appropriate to the individual trained.

Special questions were reserved for long-term participants in the questionnaire. These produced disappointing results, in that only six out of eight long-term participants interviewed responded. Although the universe of long-term participants was only 90, and that 15 percent participated in the survey, basing a finding on only six respondents is precarious at best. Nonetheless, the overwhelming majority of respondents indicated that...

- ◆ they kept in contact with their employers during training (100%)
- ◆ their employer prepared their reintegration into the office after returning from training (83%).

Other questions relating to institutional capacity building produced the following responses:

◆ "Did your training request pass through the selection committee" (No. 49)

Eighty-eight percent of all respondents indicated that a formal committee deliberated on their training request. This high rate of *formal selection procedure* no doubt is a result of USAID's efforts to systematize selection within the GOC. When only long-term candidates are considered, 92 percent reported to have been formally selected by committee.

◆ "Was there a training plan in your division?" (No. 50)

Seventy-six percent overall responded affirmatively, again a striking indication of the existence of formalized human resource planning within the employers of participants and trainees surveyed. When the private, for-profit sector respondents are removed from the list, the rate of affirmative response increases slightly to 76.3 percent. It is not common to find in francophone African governments and NGOs such a high number of participants selected for *both short- and long-term training* by a formalized committee. The data here suggest the impact of capacity building by USAID in development planning, human resource management and donor-government coordination. Some small business owners could not be expected to submit their training application to a committee for review; sixty percent of the business respondents answered positively to the question.

Interestingly, when short-term candidates were isolated from the respondents when calculating the percentage of participants who stated that their divisions had training plans, little variation existed. Seventy-five percent affirmed that a training plan existed.

But the presence of a training plan does not result in effective training, wise selection or institutional impact. It is known that helter-skelter selection and "knee-jerk" training decisions fail to build institutions. Proper planning and training management merely point to a minimal level of human resource management considered prerequisite to institutional capacity building.

The data described in the first section on individual impact sets the stage for the possibility for institutional impact in Chad. The survey sampling, supplemented with focus group interviews and a review of project evaluations, indicated that USAID-sponsored training had a significant impact on the individual level, especially in terms of work performance, understanding the needs and parameters of modern management and on the quality of planning and analysis. The tendency to conclude that significant development impact has occurred in Chad as a result of USAID is reinforced by the responses to questions related to institutions.

*Before I went to management training at Pittsburgh, I always preferred working by myself. Now I enjoy team work with my colleagues.*  
Ministry of Health official

### Impact at Key Government Ministries

It is rare to see a dedicated Human Resources section in a francophone African Ministry. The concept is a modern one, suggesting a "management" approach to human resources reaching beyond personnel or administrative functions. The evaluation team was impressed by the number of Chadian professionals speaking the language of HRD and management, and planning HRD activities. The box below provides a glimpse at how this functions.

#### Human Resources Development: Cross-Ministerial Impact on GOC

The positive and enduring impact of USAID-funded training on institutions in Chad revealed itself through the quality of interchange between senior GOC officials dealing with HRD issues and the evaluation team specialists. The officials demonstrate a sharp understanding of the central role Human Resources Development plays in delivering government services. In numerous interviews with heads of Human Resources Development Divisions and Departments in government, officials who had benefitted from USAID-funded training discussed with ease key concepts of training and human resources development with team members. In the Ministry of Agriculture, the Director of HRD spoke of training needs assessments, of HRD trends in his Ministry, and shared with the team a Master Plan for HRD developed in 1990, and updated regularly. The concept of creating a "critical mass" or "chain" of trained professionals to introduce improved management concepts has inspired the Ministry's comprehensive training plan, which is considering the staffing needs of the Ministry into the next century.

In the Ministry of Health, the head of the HRD Division could quickly summarize the number of cadres who had received training over the last three years and detail the improvements which resulted. He monitored returned participants carefully and underscored the link between their returning quickly to post and obtaining the maximum impact from training. The team noted that a number of Ministries included HRD functions in their organizational chart, in particular the Ministries of Justice and of Plan and Cooperation.

Although it is not possible to compare the level of awareness of HRD among senior GOC officials in selected Ministries *prior* to USAID-sponsored training with what the evaluators discovered today, the cadres interviewed credited their exposure to U.S. approaches to managing human resources for the improvements and changes in their government services.

In other cases, key development Ministries targeted by USAID through the "critical mass" policy demonstrated an increased capacity in management and policy analysis. Focus groups and individual interviews revealed some of the yields from USAID's HRD investments. These are described below.

**Ministry of Health**  
*A Record of High-Impact Training*

As described elsewhere in the report, USAID/Chad's efforts to build capacity in the health sector dates back to the inception of the U.S. development assistance program. Some of the principal results are detailed below:

*Increased institutional capacity to induce change at the national level -*

- ◆ training events were essential in helping the GOC establish a Family Well-Being program and convince political and religious leaders and citizens of the necessity of family planning
- ◆ USAID-funded in-country workshop in 1989 trained nurses and midwives in family planning methods which enabled the Ministry to begin offering family planning services in seven medical centers throughout N'Djamena for the first time
- ◆ in 1987 the BSPE began publishing for the first time since 1977 an Annual Statistical Yearbook for Health due to technical assistance and targeted training arranged by USAID
- ◆ the Family Planing Conference sponsored by USAID in late 1988 was a watershed event which helped legitimize the family planning movement in Chad. It also led to improvements in the legal environment for family planning and inspired better collaboration between public and private sectors.

*Increased institutional capacity as a result of individual skill upgrading -*

Participants in focus groups indicated they were better prepared to review project activities, design follow-on and evaluate outcomes. They improved their planning and management skills, often which affected personal life skills as well (see box). Computer training increased the ministry's ability to produce health statistics, plan and design development activities. Some suggested that the need for outside consultants was reduced as the institutional capacity improved.

*The training exposed me to ways of improving my personal life as well. I began to apply management approaches to my home - for example, better organizing times with my children and monitoring more carefully the family budget.*

A women trainee in health

*Continuing institutional constraints to improved management -*

- ◆ insufficient cadres trained in modern management techniques
- ◆ lack of adequate equipment and resources

- ◆ need for skills upgrading to keep abreast of changes
- ◆ English training to have access to new information and to be able to participate in international conferences/seminars

**Ministry of Plan and Cooperation**  
*Improved Human Resources Management and Capacity*

The improved GOC capacity noted earlier in this report in managing HRD activities in collaboration with USAID and other donors is the principal impact of sustained and quality management training. The training was conducted both in-country (in a series of highly effective seminars conducted by U.S. universities and other organizations), in Africa at leading institutions (CESAG, CAMCI, IDEP, etc.) and in the United States. Most was short-term, targeted training concentrating on various sub-elements of management, such as financial planning, human resources management, project evaluation and design, etc. The effort led by USAID and the GOC to build public sector capacity in HRD helped ensure that the resources devoted to training addressed well-defined needs and produced yields. The development of a capable government interlocutor in the form of a training selection committee proved critical for USAID (and eventually other donors as well), without which the impact from investments in training would have been scattered and unsustainable. Individual improvements might have been recorded, but institutional capacity building would not have occurred.

Whether a planning ministry can coordinate its participation on an external evaluation of a development project is an indication of its capacity. The Ministry of Plan demonstrated conclusively during the evaluation that it could contribute substantively to the evaluation of USAID training. It seconded (prior to the team's arrival) a qualified and resourceful cadre to work with the team and organized a focus group of management trainees and assisted in meetings with the ATDM. Statistics and human resource planning documents were made available. Despite the severe working conditions in Chad and relentless instability, the two external evaluators on this assignment had rarely visited a more competent and committed HRD division in a francophone Africa Ministry.

**Ministry of Agriculture and Environment**

A significant proportion of USAID's development effort in Chad focussed on the agricultural sector. The impact was felt in many ways, from small advances in relatively remote areas of Chad (through efforts of Agricultural Cooperative Development International, Africare) to policy-level improvements induced through ATPRP and AMTT. The HRDA project, and its predecessors, included many GOC agricultural cadres on training programs in management, rural development, veterinary science, and agronomy from 1983 onward. In addition, the Ministerial services participated in management training offered across the sectors by USAID following the "critical mass" approach adopted in 1990.

Evaluators note impact through impressions gleaned from visits to government offices as well as through data analysis. The box describes what was found at the Ministry of Agriculture.

The Director of HRD is looking at training needs assessments and HRD trends in his Ministry, and participated in developing a Master Plan for HRD developed in 1990, which is updated regularly. The Ministry has the capacity to assess in-house its human resource needs after the year 2000.

Other positive indications of training impact were shown by the increased capacity of the statistical unit of the Ministry of Agriculture to carry out its mandate, and produce accurate and regular price reports on agricultural products. Ministry officials introduced by USAID in modern management concepts helped lead efforts to change the organizational chart and reorient the Ministry. One result was the increased attention paid to environmental issues as a way to reach farmers with services from the Ministry.

The team also noted the Ministry's capacity to distinguish between 'administering personnel' and 'managing human resources' at the Department level. The Ministry helped establish new capacity in the management and delivery of training as well, as noted by one official in the box.

*I learned to be a real stand-up trainer and am now able to design and deliver training for women, farmers and Ministry officials. Training also helped me offer better quality advice to herders in rural areas so they could improve their stock management and increase revenues.*

A Ministry official

## C. On Special USAID Targets

### 1. Women

One of the failings of USAID-funded human capacity building programs in Chad was the lack of success in promoting significant change in the government concerning recruiting and selecting women for training. The problem is deep-set: a lack of interest from the highest levels in *real* progress to promote women in the public sector, few policies or procedures designed to effect change, and a history of male domination in hiring during periods when government was growing.

The issues were best expressed by women themselves during focus group meetings. Female government employees uniformly believed that without pressure from donors sponsoring training, they would not be included. Beyond government inertia in recruiting and promoting women for training lays an even more disturbing fact: in many Ministries, there are simply no women in positions of authority. In some ministries, such as Health, Education and Planning, women have indeed climbed the ranks, but there remain disturbing areas of intransigence in many sectors of government service.

The situation for women in Chad resembles more what is encountered in Cameroon and Zimbabwe than in Morocco, Tunisia and Egypt. In North Africa and several sub-Saharan African nations (e.g., Senegal), women have advanced impressively in "un-traditional" positions, despite facile Western observations of an "intolerant" Islam. In contrast, intransigence by men in positions of power and their prevailing negative attitudes about women's abilities to take on certain professional functions keep men in the driver's seat in Chad. Unless the tone for inclusion of women in the country's development is set from the top down, even younger Chadian men will not be socially supported to change their views. The comment in the box made by a young, educated television technician was not an exception. What can a visitor expect from perhaps the only country in the world to have a man occupy the ministerial post which handles "women's affairs!"

Comment made in answering why there were no women television technicians or journalists at Chad TV: *you cannot expect a woman to be able to carry heavy camera and sound equipment*

The reply from one observer: *Why not? Women have traditionally lugged 40 kilo water jugs on their head for many kilometers!*

Focus Group of Television Participants

It is not apparent either that younger Chadians hold more "progressive" views about the equality of women or that training had an effect. Several examples of women who have broken "traditional" barriers are well-known in Chad. One in particular raises eyebrows: a woman baggage handler loading airplanes alongside her Chadian counterparts (confirmed by the evaluation team upon departure!). Comments from those who travelled to the U.S. for training who noticed women in positions traditionally reserved for men (such as bus drivers or construction workers) indicate that even their attitudes do not easily transfer back home.

Were USAID to continue in Chad, the team would recommend a "one-for-one" training selection requirement as a condition for HRD resources allotted to Chad: one women trainee for one man. There is no workable alternative to a quota system, which has been successfully used in Morocco on USAID-funded projects. Although there will be much resistance, ultimately the situation will improve as a result of USAID's insistence on including women in its programs.

As is often the case, the private sector fared better for women, and USAID attempted to recruit women entrepreneurs and business association leaders for training. Most of the training was short-term, often to attend conferences or management courses. These efforts were highly-regarded by women met during the evaluation in focus groups and individually.

According to anecdotal information, USAID was the only bilateral donor in Chad to include mandates for women participation in training. Furthermore, one of its most successful projects, the VITA/PEP effort, directly affected the lives and businesses of many Chadian women. Generally USAID was credited as a leader in reaching out to women, as indicted in the box.

Women entrepreneurs were jubilant about their training opportunities. For some, it was their first time to travel outside Chad. All made quick use of their new skills and contacts: one introduced a new product (an improved natural ginger ale discovered in Burkina Faso) immediately upon return; another revamped her customer waiting area and trained an employee in proper greeting techniques. The data culled during the evaluation from the 19 women participants do not begin to tell story of the impact of USAID training on Chadian women beneficiaries. It is unfortunate that the training targeting women in the private sector did not get underway until 1991, and that it will be curtailed.

*I couldn't believe it when I received a letter committing USAID to fund five training programs for women members. Never had any donor approached us concerning promoting women, even though I have been active in business for many years.*

A successful Chadian business woman  
and business association leader

The profile of women surveyed was as follows:

- ◆ Total interviewed: 19
- ◆ Long-term: 2
- Short-term: 13
- In-country: 4
- ◆ Public Sector: 10
- Private (for-profit) 5
- International Agency 2
- NGO: 1

The analysis below of selected survey responses underscores many of the points above.

- ◆ "Did you receive a promotion after returning from training?" (No. 30)

Only five women (36%) answered affirmatively, compared to 11 (68%) negatively out of a total of 16 respondents. Of the five answering "yes," four indicated in the follow-up question that the promotion was indeed linked to the training. When male responses are singled out, thirty-five (87%) of those who responded to the same question received a promotion, with 26 (86%) linking the promotion to the training received. The large variation between male and female responses concerning promotions, although not statistically "significant" due to the limits of the survey methodology used, raises serious questions about promotions for women among USAID-sponsored returned participants not surveyed.<sup>18</sup>

<sup>18</sup> See Chapter I and the Annexes for additional details on the survey methodology used.

The team deliberated hours over the most effective way to ask about the impact of training on women in Chad. It was decided to ask two questions, one for men and one for women, unlike for the Cameroon evaluation where a single question was preferred to be answered by both men and women.

For women respondents only:

- ◆ "Did your training introduce anything new concerning the situation of women in Chad?" (No. 57)

Seventy-eight percent of all women respondents answered "yes" to the question and many wrote examples of changes. There were no significant variations among categories of trainees in their answers (long-term vs. short-term, in-country, etc.). The comments, which can be read in their entirety in the Annexes, illustrate how new some of the women trainees were to the "world of WID." They noted learning about new strategies for promoting women, that women can excel in areas dominated by men, and compared the status of women in Chad with other African countries.

For male respondents only:

The question for men was designed to be as neutral as possible yet confront the problem at the same time. The minimum impact hoped for from training might be to increase "sensitivity" to the "situation" of women in Chad. Avoided were terms such as "improving the status of women," "promoting women's advancement" or the loaded reference to "women's equality" in order to discern from the responses *any* impact of training on men's perceptions.

- ◆ "Did your training make you more sensitive to the situation of women in Chad?" (No. 58)

Fifty-eight percent of all male respondents answered affirmatively. The breakdown into training categories produced far more variation than among women, as shown below:

LT Male Participants:	82% Yes
ST Male Participants:	52% Yes
(includes in-country)	

Male comments about how training made them more sensitive included some of the following (see Annexes for the complete list in French):

- ◆ I created jobs in my village for women
- ◆ I became "pro-woman"
- ◆ Aware that women can be more integrated in Chad's development
- ◆ Learned that women have the same capacity as men

- ◆ Women have a key role in management of our natural resources
- ◆ Women have a right to be involved in development
- ◆ Jobs - Training - Equality

The data suggest that training affected both men's and women's perceptions about the situation of women in Chad. The focus groups provided further anecdotal information to support this hypothesis. In contrast, the lower promotion rates among women attest to what might be a grave situation for Chadian women, one which can be addressed effectively through training, exposure to other countries and professional networking.

The first focus group held assembled a half-dozen women from N'Djamena's small private sector. A summary of the impressions drawn from this meeting are included in the box below.

#### Women in Business

**Focus Group Profile:** 6 participants. Training: 3 in U.S., 2 in Chad, 3 Africa (several had more than one training program). Most had never travelled, and the 3 who were trained in the U.S. had never been there. Age: 30 -45. Sectors: Pharmacy, Dressmaking and Embroidery, Bakery and Catering; Gum Arabic; Handicrafts.

#### Summary of Impact

- ◆ Able to understand the importance of quality control by seeing the final product in its destination market
- ◆ Realized that organizing the workplace is different from running a family
- ◆ Separation of Personal from Business Expenses
- ◆ Delegation of responsibilities, labor differentiation
- ◆ Learned that time spent organizing work was not wasted- resulted in lowering stress and improving working conditions
- ◆ Basic business skills helped women analyze their businesses
- ◆ Technical skills learned in food preparation and preservation
- ◆ Awareness that women can take responsibilities traditionally done by men.
- ◆ Private & Public Sectors should join together for development
- ◆ Several women noted an increase in sales as well as profits directly related to the training received, although it is not possible to verify this observation
- ◆ Increased understanding about marketing
- ◆ Learned how to better articulate problem

## 2. Private Sector

Several factors minimized the impact from USAID's investments to promote the growth of Chad's small private sector. From the inception of its training programs in the early 1980s, the Mission opted to concentrate on building capacity in the country's civil service following years of internal conflict. Even after private sector promotion became a cornerstone of USAID policy agency-wide, USAID/Chad's training emphasis was slow to change. Other bilateral projects addressed many constraints affecting the sector (e.g., AMTT, ATPRP, VITA, and PVO Support) and some included small amounts of short-term or in-country training. But HRDA's mandate in 1988 to earmark fifty percent of training to private-sector beneficiaries was not heeded. Many of the recommendations presented in the 1990 PSTNA were not implemented until 1992, leaving only two years of HRDA funds available to support training for Chadian entrepreneurs.

Due to Chad's geographic isolation, high cost of business transactions, and chronic instability, few opportunities exist for creative and promising training initiatives. Nonetheless, from 1992 onward, USAID sponsored in-country training (the "roundtable") and a series of short-term training opportunities to entrepreneurs and business association representations. Additional HRDA-funded business skills training organized by AMEX in 1994 is described in more detail elsewhere in the report.

What was the impact of this limited but targeted training? Based on focus group discussions, a review of training descriptions, individual interviews and an analysis of the survey data, the following impact can be discerned. Most change occurred at the individual level, or at the most, the institutional level (i.e., the firm owned by the beneficiary).

Although the size of the sampling was tiny (10 respondents out of 77, or 13 percent), the percent surveyed of the total number of possible private-sector candidates (which PTMS could not accurately produce) was certainly higher than for other categories, given the small number of private-sector candidates sponsored by USAID. In any case, the survey data showed some surprising findings:

*Management training changes your attitudes, even in your personal life.*

- ◆ "During the training did you learn any new marketing or management methods which corresponded to your needs?" (No. 59)

Eighty-six percent of the 7 respondents answered "Yes."

- ◆ "Did the training program enable you to increase your profits?" (No. 60)

Seventy-five percent of the 8 respondents indicated that it did.

- ◆ "Did the training enable you to increase your revenues?" (No. 61)

Eighty-three percent of the 6 respondents answered affirmatively. The team was careful not to ask participants to divulge any financial information, which it is believed, helped encourage interviewees to respond to this question. There is no way, however, to verify the answer.

- ◆ "Since your return from training, have you discussed a commercial agreement, negotiated a contract or concluded a deal with business people you met during the training?" (No. 62)

Eighty-three percent of the 6 respondents indicated that they were involved in discussions or had concluded a contract. Even with the small number of respondents in the survey, were USAID to be able to demonstrate new business ventures undertaken as a result of training, especially with U.S. firms, human resource development would take a seat next to the green revolution, where agriculture experts clearly (and forcefully) showed returns on U.S. investment.

Of the ten entrepreneurs in the survey, all but one was trained outside Chad and one was a retired government Minister who had just created his own consulting firm. The relationship between the size of the sampling of business people (13%) and the number of "private-sector participants" (from PTMS data - 16%) is roughly the same. It is difficult to determine to what extent conclusions drawn from such a small number of respondents can be imputed to all returned participants from the private sector. Nonetheless, it appears that an impressively high percentage of business owners interviewed who benefitted from USAID-sponsored training registered immediate improvements in the operation of their firms, in their view directly related to the training opportunity offered. Some even entered into commercial agreements as a result of meeting business people abroad.

The support offered by USAID through HRDA to Chadian members of the Enterprise Network of West Africa (*Reseau de l'Enterprise de l'Afrique de l'Ouest*) enabled the nascent organization of 20 young business people to get off the ground. The network has brought together like-minded West African entrepreneurs who have created new partnerships based on regional trade opportunities. Several participants interviewed indicated that the Network opened new business opportunities for them, especially in anglophone countries where francophone firms have not been prominent. The Network in Chad appears to be composed of young, dynamic entrepreneurs who find the more classic and cumbersome francophone Chambers of Commerce or the Employers' Association (*le Patronat*) unresponsive to their needs. Through attendance at the Network meeting in Ghana, one Chadian businessman realized the business opportunities he was missing in neighboring Nigeria simply due to his unfamiliarity with anglophone business practices and lack of fluency in English. He is now taking intensive English and has already concluded business deals with Nigerian importers.

Other indications of impact gleaned from discussions and focus groups are listed below:

## Improved Management Practices

### ◆ Better distinction between business and personal matters

Several entrepreneurs, among them two women small business owners, reported a fundamental change in the way they ran their firms. No longer did they mix family and business finances. One reported that she no longer treated her relatives differently from employees at the workplace. Another noted that she had to seek help outside the family when her sisters found it "too difficult" to get up at 4:00 a.m. to prepare a new line of pastries which had been successful. There may be a tendency for entrepreneurs, in particular young members of the Network, to use modern management methods learned through training (which rely on rational analysis) in place of approaches based on tradition which mingle family and business matters.

### ◆ Improved internal management of employees

Training appears to have helped business owners understand how to motivate and relate to employees better. One owner (of a dressmaking shop) reported that the level of stress she felt diminished significantly as a result of clearly delegating work responsibilities to her employees. She had attended a month-long management course in Atlanta where learned the value of planning, organizing her work flow better and keeping more accurate accounts. In other words, extra time spent planning ahead and organizing had direct impact on the quality of her life – in particular, reduced stress (she also reported a significant increase in sales and profits directly resulting from the changes she introduced following the training).

### ◆ Increased creativity, diversity and product quality

Exposure to new products, possibilities and markets through training (courses, attendance at trade fairs, and study tours) stimulates fresh thinking. Such was the case for a number of returned participants. One owner of a small business reported learning how to diversify her operation during a training visit to Burkina Faso, where bakers used oven capacity during slow periods more efficiently by baking whole lambs ("méchouis") for special occasions (weddings, festivals, etc.). Back in N'Djamena, she captured a new market and in no time had 10 orders increasing substantially her revenues, profits and efficiency. The same entrepreneur acquired new skills in food preservation, enabling her to make larger quantities of an improved traditional ginger drink without spoilage (she reported a significant increase in market share). As a result of the 10-member U.S. business training visit in 1994, gum arabic exporters began to deal directly with U.S. importers (eliminating the French middlemen) after learning about U.S. customs requirements.

For having begun in earnest only a few years ago to involve private sector players in USAID's training programs, considerable impact on development has been recorded. With no further training to seek out from USAID, Chadian business people responded overwhelmingly

that training affected their bottom lines. Eighty-three percent volunteered that their revenues had increased and the same number reported to have entered into discussions about deals with people met abroad. These are impressive answers, despite the small size of the sampling. Although the exact percentage represented by private sector participants of all the business people sent for training is not known, it is certain that the survey sampling of business people is far higher than for short-term and in-country trainees.

### 3. Democracy and Governance

Over the last three years, the Mission has programmed a number of innovative and potentially instrumental training activities in the areas of Democracy and Governance. These activities have been effective in allowing the key Chadians who are preparing to implement the mechanisms of a fair and unbiased system of justice in a democratic society to see first-hand what their fellow West African countries have been able to do in this area. The major focus has been on the three countries which have advanced the furthest in democratic reform: Mali, Benin, and Senegal.

In 1993, four Chadian magistrates were sent on an observation tour to Mali, Benin and Senegal to observe the functions of a Supreme Court in a democratic environment. They worked side-by-side with their West African colleagues and observed first-hand the operation of a Constitutional Court and a Court of Appeals.

Following this successful visit of the magistrates, the HRDA project funded a contract with AMEX International to carry out three training programs in Chad in 1994. Due to the established judicial systems in francophone West African countries and the contacts made there by the Chadian magistrates during their visit, AMEX identified West African legal experts as trainers who could design and conduct seminars for Chadian counterparts. The following three sessions were developed:

- ◆ Seminar for Clerks/Notaries (Greffiers): Target audience: court clerks. The objective was to perfect the skills and services of notaries and judicial clerks as important actors in the administration of justice.
- ◆ Seminar for Magistrates: Target audience: magistrates. The objective was to define the role of magistrates in a developing democracy.
- ◆ Supreme Court Seminar: Target audience: magistrates currently working in the appellate court who will be administering the future Supreme Court. The objective was to clarify the role, organization and management of a Supreme Court in a democratic society.

In 1994 the HRDA project funded the attendance of two independent journalists and the editor-in-chief of Chadian National Radio at a USAID-organized third-country training

activity in Mali. The workshop, entitled "Professional Development of African and Broadcast Media Journalists and Managers," focussed on reporting and media management skills in the area of economic affairs reporting.

In 1994 six lawyers took part in an observation tour to Mali and Senegal. The objectives of the trip were to help the Chadian practitioners of the legal profession better understand how law firms are organized and managed. They were able to attend public court hearings and meet with magistrates and other court assistants.

As a final activity in this area, the HRDA project is funding an observational tour to Senegal for eight magistrates to work directly with their Senegalese counterparts on procedures for instituting and running four institutions which do not yet exist in Chad: Labor Court, Juvenile Court, Commercial Court, and an Administrative Tribunal.

#### **D. At the National Level**

Often the difference between national impact and institutional impact is blurred, in that many institutions affect the country as a whole or at least across an entire sector. Two examples of national impact are described in this section: training for Chadian television technicians and the creation of a national association to promote awareness about modern management methods. Other examples of national impact induced by USAID-sponsored training have been described elsewhere in this report, especially in the Chapter III, B, where institutional impact is assessed.

##### Impact on Training on Chadian Television

The box below describes an innovative training intervention designed by USAID/Chad in response to a clearly-articulated need by the Government for a national television service. The development impact, although beyond the scope of this evaluation to measure, can be inferred to the extent that national television responds to local needs (e.g., family planning, education policy, promotion of women, agricultural and economic information, etc.).

What was the institutional and national impact of the USAID-sponsored television training?

- ◆ created a critical mass of appropriately trained Chadian technicians to implement the GOC's first efforts in television broadcasting
- ◆ identified appropriate third-country training sites to meet the specific needs of a distinct group with targeted and tailor-made training
- ◆ returned participants took up posts with radio and television Chad and used new skills
- ◆ trainees learned appropriate and immediately applicable skills in producing programs, editing, and filming

**Telecommunications and Media:  
Achieving Immediate National-level Impact with Targeted Short-Term Training**

USAID/Chad's assistance to the GOC in helping it staff its nascent television station was timely and well-focussed, and helped the country establish its first successful efforts in television broadcasting. For a total investment of less than \$200,000, the US government was instrumental in creating a critical mass of appropriately trained Chadians who were able to establish a national television capacity.

In the late 80s the Chadian Ministry of Communications was under-staffed and ill-prepared for its mandate to bring Chad into the age of television. In 1987 the President of Chad was faced with organizing three major international conferences in Chad, and wished to have live media coverage of these events. Using a make-shift technology of very limited capacity, the French army assisted a select group of Chadians to receive televised images within a short radius of N'Djamena on television sets, and receive the sound via a simulcast FM broadcast on their radios. Soon after these events, the GOC embarked on a effort to begin full time television broadcasting.

The French government partially financed the necessary equipment purchases, but no trained Chadians were available to work in this new industry. USAID was approached and asked to help finance training. The national level Chadian government selection committee reviewed the request and agreed to make the Ministry of Communications a target for HRD interventions for both television and improved radio broadcasting.

Once the training request was approved, the first group of 8 trainees left in 1990 for 6 months training at the *Centre de Formation Professionnelle* associated with the Cameroonian Radio and Television in Yaounde. Upon their return, this group constituted the first cadres of Chadian television technicians, nearly all of whom remain at their posts almost six years later. Two years later, USAID financed a second training program of 9 months to be held in Egypt. Again, all cadres returned, and most are still working at the national television station.

What were some of the major obstacles?

- ◆ changing technologies require technicians to constantly update their skills through new training programs – there is limited capacity in Chad to meet this need
- ◆ limited material and equipment at the television station to handle sophisticated needs of broadcasting
- ◆ management of human resources remains poor; for example, returned trained cadres are not always given a job directly related to training received.

Was there an impact on women in Chad?

- ◆ strong prejudices against women in television concerning their inability to handle work load and time demands of the job, physical demands of camera work, and their limited technical competence (see comments concerning women in box on 42).

## Impact at the National Level: Practitioners of Modern Management

### CONFERENCE-DEBATE

*The Chadian Association for Development Management, with the collaboration of USAID, is organizing a conference on July 29, 1994 around the theme "Management and Development." Decision-makers in the public and private sector, business men and women, company owners, students, opinion makers, and leaders - this conference is for you. You will discover ideas about: "What is Management? Why study and put into practice management techniques." Management is the key to development. Development is the job of all Chadians.*

So reads a poster posted on the walls of Ministries and public places throughout N'Djamena. During the AMEX evaluation team's time in Chad, constant reference was made by public and private sector interviewees to management training, techniques of modern management, and the management of human resources. Why is management so talked about in Chad today? What has happened to bring so many people to a realization of the needs for modern management? How does one create the capacity in-country to train cadres in these techniques?

As mentioned in the overview of USAID/Chad's projects, the HRDA project has been used to finance a large number of short-term training programs in management. Training providers in Africa (Senegal, Cote d'Ivoire), the U.S. (University of Pittsburgh, University of Connecticut) and in Chad have all been used to deliver a range of courses around the themes of modern management. Scores of Chadians from the public and private sector have taken one or more of these training programs, and now constitute a core of management *devotes* who understand and are familiar with modern management terminology and techniques.

A noteworthy indicator of the impact of management training has been the creation of indigenous Chadian non-governmental organization, *l'Association Tchadienne pour le Développement du Management (ATDM)*. With some assistance and encouragement from USAID, and with a great deal of enthusiasm among its members, ATDM now numbers over 50 members, and regularly holds meetings, debates, and seminars, and has more recently begun participating actively in spreading management techniques in Chad through TOTs and management training seminars. With the creation of ATDM, and the large number of trained Chadians, USAID has helped create a critical mass of modern management converts who are putting into practice on a daily basis practices such as: participatory management, team building and team work, management by objective, work planning, rational management of human resources, delegation of power, etc.

### Improved Management

What were some of the effects of improved management?

- ◆ Work habits were transformed through training.
- ◆ Learned how to adapt management approaches to different cultural settings
- ◆ Training enabled me to apply logical analysis to goals and objectives
- ◆ The birth of ATDM was the direct result of the management training received

- ◆ Several consulting firms specializing in management have been formed in Chad
- ◆ Learned how to design a project and submit it for consideration.

What were some of the principal obstacles to improving management?

- ◆ Training does not always address the need
- ◆ Insufficient analysis of training need
- ◆ Wrong people are selected and sent to training
- ◆ Little follow-up or evaluation of training
- ◆ Poor utilization of trained human resources once reintegrated in the workplace.
- ◆ Frequent reassignment of trained personnel to jobs for which training was not designed.
- ◆ Organizational resistance to change
- ◆ Absence of a clear government policy encouraging women

## IV. MANAGEMENT OF PARTICIPANT TRAINING

### A. Training Office

Only in the last few years have training offices been asked to compile evidence of impact from its human resources development activities. Today Missions are required to track the impact of assistance in its strategic sectors and with selected target groups. The Africa Bureau, and the Office of International Training, have offered to help by equipping Missions with improved data collection capacity (PTMS), computers to track information and upgrade the process (largely through HRDA), and additional staff to handle higher training levels – both in-country and out-of-country.

No longer viewed as detail-oriented "processors of last resort" by Mission technical offices and project contractors, USAID training and HRD experts are increasingly considered "recognized authorities" in training design, recruitment, selection and follow-on. Advice and input from the training office is routinely sought when formulating new project designs, or in selecting and placing short-term and degree candidates proposed by USAID technical offices.

Part of the success of USAID's human resource development efforts in Chad are due to the role played by the Training Office. These units run the gamut in Missions from little more than travel facilitators to proactive appraisers of the HR needs in strategic sectors and key institutions. The Chad Mission has been composed of elements of all of these types. Most importantly, training was not marginalized in the Mission and by and large occupied a place of importance.

The evaluation team could not interview the Training Officer who had worked at USAID/Chad for a number years prior to leaving for a private-sector position (Mr. Tedambe was away on business during the evaluation). But it appears that the office provided the management support needed to implement USAID's policies of training a critical mass of GOC employees in management methods, and begin new activities targeting the private sector. Without this management backstopping, the training activities described in this evaluation would not have happened.

### B. Recruiting and Selecting Candidates

One of the major accomplishments of the Training Office, and USAID/Chad overall, was establishing an effective recruitment and selection mechanism in collaboration with the GOC. The evaluation team reviewed six years of correspondence between the Mission and the government to assess the quality of this relationship and the transparency of the selection. A clear evolution can be seen from the classic "one-way-street" approach, whereby the government Ministry handling training distributes requests to donors, to a "two-way-street" with USAID and GOC representatives sitting together on selection committees. The decision to target training to three development ministries, and to build up government capacity in

management, were made collectively, and not without considerable turf fighting among government agencies.

The Mission realized early into the period covered by this evaluation that long-term degree training for Chadians was fraught with difficulties. It was feared, although it eventually did not materialize, that a high percentage of Chadians would not return due to political instabilities and lack of opportunity. The pool of qualified Chadians for U.S. graduate study was limited, making Africa-based training more likely and cost effective. However, Chadians studying in Senegal, Cote d'Ivoire and Cameroon encountered academic difficulties due to their inadequate preparation, and there were frequent failures and expensive requests for extensions to programs. All in all, managing long-term training for Chad was returning little in the way of apparent impact while complicating life for the Training Office.

Short-term participant training was significantly increased after 1990, and in-country training took on new possibilities with the HRDA Project. Major contracts were let through HRDA to U.S. training providers, and local institutions, to implement in-country programs in management, health and agriculture. Selection and recruitment for these programs was handled either by the Training Office, the Mission's technical project office or an institutional contractor, always in collaboration with government.

Although a formal Private Sector Advisory Board was not established as had been recommended in the 1990 PSTNA, the Mission did involve the major business associations in recruiting and selecting short-term trainees.

### **C. Implementation**

The Training Office opted to group in-country activities under several "umbrella" contracts funded by HRDA. In this way, the considerable management burden for seminars and workshops, often conducted outside N'Djamena, would pass to the contractor. It is not feasible for the Training Office in today's USAID Mission to be directly implementing training activities without the benefit of an outside contractor, whether U.S.-based or local.

Although the number of financial transactions generated by a Training Office is high in any USAID office (PIO/Ps for each participant, vouchers for travel advances, travel authorizations for ticket emissions, PIO/Ts for contracts and buy-in actions, etc.), the Chad Mission was able to handle these burdens. However, it would have been beneficial for the Mission to have coordinated the accounting system with REDSO/WCA, so that all participant financial records would have been on the Master Accounting System (MACS).

### **D. Data Collection and Monitoring Impact**

The Mission provided the Training Office with a less-than-advanced computer equipment with which to manage the complex and large data bases which make up the PTMS. The old

equipment impeded presentation of PTMS reports and slowed down the entire process of record-keeping. Nonetheless, the Training Office produced respectable reports and data printouts necessary to the evaluation. Due to the lack of a laser printer, however, the team could not quickly generate additional data for the evaluation.

In the event that a small amount of training continues in Chad, supervised by the current Training Officer, the team would recommend upgrading PTMS, obtaining a laser printer and installing the latest version of PTMS. Some of the questions included in the evaluation questionnaire should be arranged in a new participant survey instrument, from which impact can be traced in the future.

## V. PRINCIPAL FINDINGS AND RECOMMENDATIONS

Below are reiterated the principal findings explained in detail in the body of this report. A host of recommendations would normally flow from an evaluation of this nature upon which USAID could base future human resource investments. In light of the imminent closing of USAID/Chad, only a few recommendations regarding future training have been made.

### Findings

#### General

- ◆ The policy decision made by USAID/Chad in 1990 to focus participant training on three "development" ministries was instrumental in achieving the impact noted;
- ◆ The complementary approach adopted by the Mission to build a "critical mass" of trained cadres in modern management within these ministries contributed significantly to achieving impact and will help sustain the improvements beyond USAID's departure;
- ◆ The Mission was successful in helping build government capacity to analyze human resource constraints, coordinate selection and share with USAID the responsibilities for training design and monitoring;
- ◆ Due to the improved GOC capacity to participate responsibly in managing externally-funded training, several other donors altered their selection procedures and worked through the "USAID/GOC" committee;
- ◆ As a result of the maturing relationship between USAID and the GOC ministries charged with coordinating training, the Mission's Training Office evolved from reactive to proactive in designing and implementing training; similarly, the GOC authorities began taking initiatives to screen and assess training requests from other departments (rather than simply transfer them);
- ◆ Only \$7.2 million was devoted to HRD projects since 1983, representing six percent of the total development budget for USAID/Chad; in contrast, 53 percent went to budgetary support for GOC Ministries and road maintenance, for which little lasting impact has been demonstrated;

#### Individual

- ◆ Most survey respondents (87%) reported that their performance improved as a result of the training received;

- ◆ Half of all respondents reported a promotion after returning from training, and 83% attributed the promotion to the training;
- ◆ Data from individual interviews showed that ...
  - 70% used their training "very often"
  - 85% kept in contact with colleagues met during training
  - 58% of those who kept in contact did so "frequently;"
- ◆ All 27 Chadians (100%) interviewed individually (i.e., not in focus groups) stated that training led to a "change in their life."

*(see "Private Sector" and "Women" below for further impact at the individual level)*

### Institutional

- ◆ A high percentage of participants surveyed (100%) stated their employers were involved in the selection of training;
- ◆ Most participants surveyed returned to the same employer, and the team noted few non-returnees despite the political upheavals in Chad during the period;
- ◆ A high percentage of participants, based on the survey and a review of files, reported that they were selected for training by a formal committee;
- ◆ GOC Ministries with which USAID collaborated had functioning HRD units which could be strengthened through training;
- ◆ Significant improvements in the management of key "development" Ministries with which USAID dealt (Health, Agriculture, and Plan) were due, according to government officials, to USAID-sponsored management training programs conducted both in the U.S. and in Chad;
- ◆ Because of USAID's concentration on improving public-sector management capacity, a core of Chadians developed with new skills and management approaches; in turn, they formed an organization to promote modern management in Chad, the *Association pour le Développement du Management (ATDM)*;
- ◆ With minimal assistance from USAID, ATDM developed into a viable organization which now enters into contractual agreements with overseas organizations (such as the University of Pittsburgh) to co-manage in-country management training;
- ◆ Training was applied at the work place of participants surveyed;

- ◆ Long-term participants had considerable success at applying their skills and knowledge (92%) at the work place, although comparisons with other categories could not be made;
- ◆ Overwhelmingly, survey respondents reported that the transfer of skills to the work place resulted in changes (see Table X for a list of changes);
- ◆ Most participants (84%) surveyed shared their new skills with colleagues, indicating a significant "multiplier effect" of USAID-sponsored training;
- ◆ Training led to the establishment of a viable health statistics and planning unit in the Ministry which now publishes annual health statistics;
- ◆ A health training center was founded with USAID support in Sarh which trained a large number of rural-based primary health care personnel;
- ◆ Local consulting firms improved their capacity by collaborating and sub-contracting with USAID and U.S. contractors handling training programs;
- ◆ Training sponsored under AMTT resulted in improved capacity to publish regular and accurate agricultural price reports necessary to the expansion of production and trade;

#### National / Sectoral

- ◆ USAID training was instrumental in inducing changes in family planning policies and attitudes;

*(see "Institutional" section above for indications of impact which overlap with this section)*

#### Private Sector

- ◆ Private-sector training under HRDA was disregarded by the Mission until 1992 when efforts were made to increase the number of beneficiaries promoting the sector;
- ◆ U.S. observation tours exposed key Chadian business people to trade opportunities which resulted in increased revenues and improved commercial ties to U.S. buyers and suppliers;
- ◆ Training conducted in-country by VITA was a major element in the success of its small business loan program;

- ◆ Training offered direct help to Chadian business people surveyed, as shown below:
  - 86% reported learning new marketing and management tools through training;
  - 75% reported increased profits as a result of training;
  - 83% reported increased revenues as a result of training;
- ◆ Other management changes in the private sector noted from interviews and focus groups believed to be associated with USAID training were ...
  - Better distinction between business and personal matters
  - Improved internal management of employees
  - Increased creativity, diversity and product quality

### Women

- ◆ USAID/Chad did not meet targets (35% in the HRDA project) concerning the training of women, even when in-country training is combined with participant training;
- ◆ Training of women business owners had direct, measurable positive impact on their profits, as well as on their family lives;
- ◆ Male attitudes toward women assuming "non-traditional" professional roles are negative in Chad and silently supported by the lack of clear GOC guidance;
- ◆ 78% of all women survey respondents answered that training introduced something "new concerning the situation of women in Chad;"
- ◆ In contrast, 58% of the male respondents believed that training made them "more sensitive to the situation of women in Chad" (82% for long-term participants);
- ◆ USAID/Chad is the only bilateral donor to use (and publicize) mandates for recruiting and selecting women for training;

### Democracy and Governance

- ◆ Exposure of Chad's top magistrates and jurists to legal aspects relating to the transition to democracy in Benin and Senegal;
- ◆ Hands-on training which provided Chadian magistrates with practical information needed to establish a credible judicial system;

## Recommendations

- ◆ USAID/Chad should continue limited short-term participant and in-country training using funds (\$600,000) already obligated under the HRDA Project rather than de-obligate these funds to Washington;
- ◆ Implementation of the small program would be possible by the present Training Officer operating from the new English Language Center, funded by USAID and operated by USIS and the Embassy;
- ◆ Oversight of the training activities implemented over the next two years would be provided by REDSO/WCA, with support from the HRDA Project (RSSA and core contractor staff) in Washington;
- ◆ Annual training plans could be continued following well-established procedures between USAID and the GOC;
- ◆ In-country training would be implemented by U.S. institutional contractors with support from local consulting firms and training providers, through three PIO/T contracts executed by REDSO/WCA.

## ANNEXES

### PRINCIPAL EVALUATION METHODOLOGICAL ISSUES

For a number of years, USAID has spent time and resources defining development impact and determining quantitative and qualitative methods to track results. Each USAID Mission must complete an annual "Assessment of Program Impact" (API) whereby recent economic and social indicators are compared to baseline data identified and collected prior to a given intervention. Development experts then wrestle with the dilemma of determining whether the USAID intervention "caused" the change in the indicator. With interventions in the health or agricultural sectors, for instance, direct causality occasionally appears to be reached: a decrease in child mortality due to increased oral rehydration use resulting from a USAID-financed intervention, or an increase in farmer income due to improved agricultural marketing information. However, even in cases of sector-level changes which seem to lend themselves to quantitative analysis, evaluators need to be cautious attributing change to discrete, USAID-funded activities.

Interventions to develop human resources present even greater challenges for quantitative analysis. Measuring the impact of changes (if any) introduced by a trainee returning from a short or long-term training program would require isolation of elements which deal with human character, behavior, organizational psychology and culture. If it were possible, one might trace a particular change, such as an individual's improved management of human resources, to an observed change back home, such as the existence of more accurate data on staffing and human resources development from the office which that individual directs.

The realization that qualitative "interferences" might affect impact analysis should not reduce the importance - or need - to evaluate investments in education and training. It is for this reason that the Africa Bureau and the Human Capacity Development Office have established an integrated framework to guide evaluations of participant training.

#### Definition of Development Impact and the Theoretical Framework

The principal works upon which this evaluation draws its approach are the Africa Bureau's training impact evaluation methodology developed in 1991<sup>19</sup> and a subsequent summary report entitled, *An Integrated Methodological Framework for Enhancing and Evaluating the Development Impact of Training*.<sup>20</sup> The latter document is a distillation of the earlier study into a clearer presentation to make the methodology more accessible and operational for

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<sup>19</sup>The complete title of the study is *A Training Impact Evaluation Methodology and Initial Operational Guide*, prepared for the Africa Bureau (AFR/TR/EHR) by Herb Turner, Brenda Bryant and Andrea Bosch at Creative Associates, October 1991.

<sup>20</sup>Also prepared for AFR/TR/EHR by Creative Associates, Inc. in March 1993.

Missions and HRD specialists. Both define development assistance as "the economic, social and political change which results from an intervention altering the quality of life for a nation or a designated subset of the population."

Evaluating development impact should aim to:

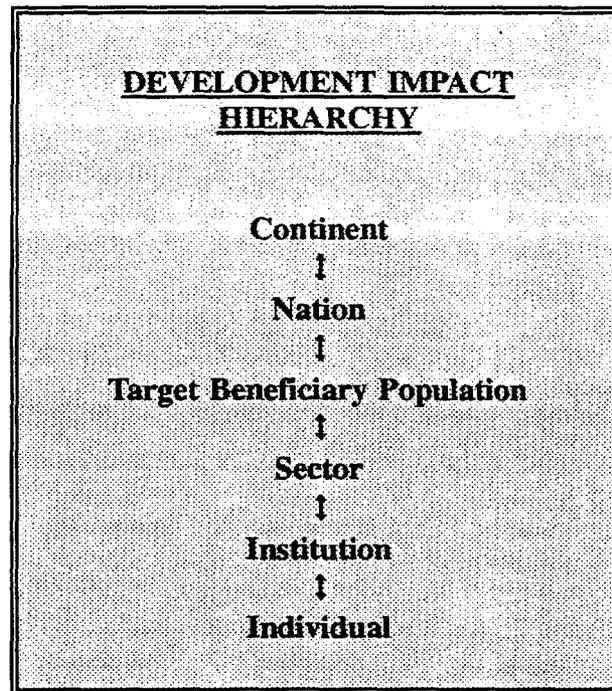
- ◆ measure (or estimate) the economic, social and political change induced by an intervention;
- ◆ determine the extent the change was *attributable* to the intervention;
- ◆ estimate the extent the intervention was *critical* to the change;
- ◆ reveal how and why the change occurred; and,
- ◆ assess the role played by external factors.

In order to conduct an evaluation, a theoretical framework can be used to guide the observers to reasonable conclusions which, in turn, can inform development planners about the value - and relative efficiencies - of their assistance. In other words, human resources development should be based on more than "an act of faith," and programmatic decisions concerning candidate selection, training types and fields of study should be supported by judgments based on lessons learned from the past.

Although quantitative methods cannot be relied upon solely to measure induced change, or explain why or how impact was achieved, they can increase understanding of the factors at work and can help project designers and managers make reasoned choices among a set of options.

The Chad Training Impact Evaluation draws on aspects of several models widely used in evaluating development interventions. These models incorporate different approaches, such as measuring achievements against program goals and objectives, using social science research and surveys, analyzing economic indicators and reconstructing pre-intervention conditions based on the situation perceived by "stakeholders" in the present. In analyzing qualitative and quantitative information, the team followed the development theory set forth in Africa Bureau methodology. This framework stipulates that impact, or induced change, occurs at various levels, from the individual through the institution, sector, nation and occasionally, the region. It recognizes that, while the levels are interrelated, an observer can view change through a prism of the "development hierarchy." With the trained individual as a "change agent", an institution must coordinate, energize and diffuse change in order for impact to occur beyond the trained participant. Further up the hierarchy, the sector or sectors must have the capacity to absorb and integrate benefits from improvements introduced by institutions (or individuals).

At the country level, change needs to be supported through policy enhancements, macro-analysis and an economic and social context conducive to change.



A convenient focal point for evaluators has been a country's or sector's institutions, in that they offer observers more accessible, controllable units to study, in addition to the individual. However, attributing sector- or country-level changes directly to training received by individuals from institutions, although not impossible, is problematic at best.

As the development hierarchy can help us view impact vertically, stages of the development process can help us view impact horizontally over time. A horizontal presentation of the impact, or the *development impact continuum*, allows the evaluator to assess effects of training at several points in time. The design and delivery of training, for example, can be measured at the end of a course, while the application of training can be measured two or three months after training, and the institutional impact may be assessed one to three years later. Thus, the evaluator does not need to wait for years to determine whether the training has been effective. Further, as each stage is determined to be successful, it becomes increasingly likely that development impact will occur.

The development impact continuum also allows the evaluator to distinguish between the *preconditions* to impact and actual effect or changes. Before training can have the desired impact, it must be effectively designed and delivered in a way that will *increase the trainees' capacity*. In turn, the trainee must *apply the training* in a manner that affects the *capacity and performance of the institution*. These stages must occur before there is development impact

from training and thus should be considered preconditions to impact. In the past, many efforts to assess training often ended at the first stage: if the target number of individuals completed training, the project was determined to be successful.

The continuum also allows program planners and decision makers to determine whether the intervention (or the project inputs, which are found at the left end of the continuum) can be linked to the sectoral or national goals (at the right end) that the USAID Mission is trying to achieve. These goals are articulated in the Country Program Strategic Plan (CPSP). There is growing pressure from USAID/Washington to link each project in the Mission's portfolio to the CPSP, especially in the case of bilateral projects. The following development impact continuum illustrates the linkage.

### DEVELOPMENT IMPACT CONTINUUM

PRECONDITIONS TO IMPACT				IMPACT	
Development Intervention -->	Increased Capacity of Trainee -->	Improved Performance of Trainee -->	Improved Performance of Institution -->	Institutional Impact -->	Sectoral Impact -->
Design and delivery of training	Acquisition of skills, knowledge, attitudes	Application of training	Institutional changes in policies, practices, procedures	Economic effects of changes	Cumulative effects of institutional changes

### Key Elements to Measuring Impact

When a change is identified, a link to the training intervention must be established to draw inferences that the training was related to the change. The key questions in determining the nature of the relationship between the change and the intervention revolve around:

- **causality** - *Is each change in the development hierarchy and continuum a necessary, albeit insufficient, factor to explain change at the next level?*
- **attribution** - Can the change be traced back to the training (the flip-side of causality)?
- **criticality** - What is the likelihood that the change would have occurred without the training?

There are no hard certainties here — no conclusive evidence that one activity causes a given change, since it is impossible to either exclude exogenous factors that affect change or to control all the variables involved. Nor can the reliability of the data be entirely assured, since

evaluators must often rely on self-assessments from the trainees. Since it would be costly to control the variables, and virtually impossible to isolate all the factors, end-users of the evaluation data must accept that absolute causality, attribution, and criticality cannot be proven.

There are many *internal factors* that influence the extent to which the training will have an impact on the individuals, institutions, and sectors involved. Internal factors are those that are within the control of the project or the management of the organization where the trainee originated. For example, the relevance and quality of the training that is delivered to trainees determines, in part, whether the training will be applied. There are also numerous internal factors, such as the interest and commitment of superiors, colleagues, and subordinates to implement change. So, even if a training course were effectively designed and delivered, skills were successfully acquired, and the trainee made diligent efforts to apply the training, it would not result in impact if the organization could not absorb or diffuse the changes.

In addition, there are numerous exogenous constraints, or external factors. These factors include larger issues that are outside the control of the project management staff or the organization, such as government policies, economic conditions, and cultural and social practices and attitudes.

Returning to the continuum of impact, viewing the training process from the early stages — selection, design, implementation — through the post-training period, evaluators can attempt to isolate factors that affect the identified changes.

In the Chad Training Impact Evaluation, each level of possible development impact presents elements which merit consideration. At the individual level, the evaluation considered trainees' career choices, their use of the benefits of training at home or at the office. At the institutional level, questions revolving around the employer's involvement with the training process, and the use of returned trainees' skills, serve as gauges of the organization's capacity to incorporate and promote change.

At the sectoral and national levels, where evidence of causal links to the training intervention is more elusive, the evaluation probed for greater impact among institutions, across sectors or at the policy-making level. Quantitative data at this level is sparse. Using qualitative data, however, the evaluation noted that changes had been introduced across institutions, such as with the creation of the Association Tchadienne pour le Développement du Management (ATDM), a national-level organization grouping public and private sector professionals, and these changes were believed to have been the direct result of USAID-sponsored training.

*Capacity and performance* at all levels of the development hierarchy are preconditions to impact. For instance, if an individual does not have the capacity to learn English, training at a U.S. university - and the impact anticipated therefrom - is precluded. If the Chadian Television Network, for which a core of cameramen, producers, editors, and sound men were

trained by USAID, could not manage its human resources to apply the skills acquired in Cameroon and Egypt by the returned participants, impact would not be recorded.<sup>21</sup> In light of the severity of the political insecurity in Chad and its attendant economic paralysis, with low-paid civil servants working in barely functioning organizations with limited or non-existent equipment and training budgets, the existence of the preconditions to development impact becomes critical to this evaluation.

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<sup>21</sup>Fortunately, Chad TV had the capacity (and political backing) to improve performance using its newly trained staff - indeed, without the USAID training, many believe there would be no national television today. Regrettably, many highly-skilled African professionals return to dysfunctional (or non-existent) institutions, wrecked by political dissension where any development impact evaporates. Examples: agricultural research at Kisangani, Fourah Bay College (Africa's oldest university) University of Dschang (Cameroon).

## Review of USAID Impact Evaluations from Other Countries

Four recent impact evaluations of USAID-financed participant training were completed prior to the Chad Training Impact Evaluation and contributed ideas used by the team. To varying degrees, all these studies applied the methodology summarized in the 1993 Integrated Methodological Framework mentioned above. Reflecting the expectations and needs of USAID management and peculiarities of the training offices, each Mission's Scope of Work differed somewhat in emphasis. Each evaluation was tied closely to Mission country-specific strategies and current portfolio requirements. The data available on returned trainees, and their reliability, varied considerably between countries. All of the evaluations used some form of survey instrument with individual participants, as well as with focus groups and case studies. Finally, the use and collection of primary and secondary data ranged between a little and a lot, resulting in evaluations that were primarily qualitative to partially quantitative. These evaluations are briefly described below.

### 1. **The Impact of Training on Development: A Study of the Impact of USAID-Sponsored Training Initiatives in Swaziland (November 1992)**

The first in the series was the Swaziland evaluation, which was organized around the institutions in which the participants were, or are, employed prior to, or after, training. Its purpose was to study the impact of training from all projects on development in Swaziland since 1971. Since a tracer study had been conducted of all Swazi returned participants, the impact evaluation was not intended to repeat quantitative data gathered during that report. The Mission hoped that by analyzing the impact of training, rather than the locus of the trainees, it could reinforce the design of future HRD projects and improve impact indicators. For Swaziland, the evaluation included in-country, in addition to, participant training.

The Swaziland evaluation relied heavily on data previously collected which examined training outcomes rather than impact. The team identified 16 Swazi institutions with a concentration of USAID-trained participants and a sufficient track-record to indicate institutional capacity. Institutions were also selected so that USAID priority development sectors (agriculture, health, education and private sector) were represented. A distinguishing factor in the Swaziland report was its attempt to track impact by including in its survey group Swazi managers who did not receive USAID-financed training and by interviewing supervisors of returned participants. Each institution's organizational characteristics were carefully presented in an effort to disaggregate impact and, to the degree possible, attribute causal links.

The Swaziland evaluation team hand-tabulated its data, collected primarily with open-ended questions. A total of 98 individuals were surveyed and the findings were presented in the framework of case studies of each institution.

## **2. Training for Impact: Country Training Strategy, USAID/Rwanda (December 1992)**

The Rwanda report was a CTS which analyzed the results of USAID/Rwanda investments in human resources for the purpose of increasing the impact of future training through improved tracking and implementation. That report closely mirrored the Mission's CPSP, completed in May of 1992. It offered specific recommendations for each USAID strategic objective in order to increase the impact in projects being designed, and made operational suggestions to measure future training impact. The report is not an evaluation of the impact of past training in Rwanda; rather, it is a set of findings about training impact adapted to the Rwanda institutional and development environment, and correlated with USAID strategies. It draws on a methodology developed by Creative Associates in 1991, which was partially tested in Swaziland.

The Rwanda study did not collect new, primary quantitative data by administering questionnaires to returned participants or conducting long interviews. It concentrated on reviewing Mission data on all previously-known participant training. It reviewed USAID's strategic approach in detail, meeting with USAID officials and visiting selected institutions which are key to directing impact in certain sectors. The report assesses the management implications of "training for impact" and reviews current USAID options for improving implementation. In brief, the study introduced to USAID/Rwanda current methods and procedures tailored to the local setting, so as to assist the Mission in achieving (and tracking) a greater impact in future HRD projects and training components in sector-specific activities.

## **3. Training for Impact: Impact Evaluations for USAID/Tanzania and Guidance for Mission Training (April 1993)**

The Tanzania report was charged with "assessing the impact of HRDA and project-related training, and providing guidance to USAID/Tanzania regarding future training and development of a new CTS." Its scope was limited to assessing whether the management of training within USAID and among contractors supports (and tracks) project impact. The evaluation and recommendations are based on the new evaluation methodology, and the direction of the inquiry is forward-looking. The team did not develop a new survey instrument to question returned participants and collect quantitative data with which to measure impact. The team relied on 151 questionnaires previously developed and administered by the Mission in 1991. With little baseline data on returned participants to compare to post-training information, and confronted with PTMS data which omitted significant amounts of non-HRDA training financed by USAID but implemented by contractors or Mission technical offices, the Tanzania team relied on document reviews and interviews with USAID officers, training managers, and government and institutional officials to reach findings and generate recommendations. Where adequate data was available, such as with HRDA-funded training, the team analyzed end-of-training questionnaires from returned participants and interview reports written by PIET on 17 returned EI participants.

Three focus groups, comprising a total of 26 participants, provided important information on individual and institutional impact from training. Impact evaluation was primarily of the HRDA project activities and, by definition, recent. The Tanzania evaluation is not an attempt to dissect the impact of USAID-sponsored training on Tanzania's development since independence.

#### **4. Impact Evaluation of USAID-Sponsored Participant Training in Cameroon: 1961-1993 USAID/Cameroon (November 1993)**

The Cameroon Evaluation embarked on a slightly different path to impact assessment. It examined the overall impact of USAID-funded *participant training* since 1961 with a view toward increasing the impact of training in the future in tandem with rapidly evolving Mission development objectives. In contrast to the Chad evaluation and the Tanzania and Rwanda reports, the Cameroon study excluded in-country training from its purview. The objectives were to "determine the effectiveness and impact of the long and short term training done by USAID/Cameroon over the last thirty years; determine the impact of these training programs on human resources development in Cameroon; and, propose how USAID/Cameroon might proceed in developing future training programs."

Three standard data collection methods were employed: intermediate data analysis through the use of a survey instrument, case-studies, and secondary data analysis. One hundred returned participants were asked to complete a brief, largely quantitative questionnaire which, followed by a discussion during which the interviewer asked a series of supplementary questions. Only two focus groups were organized to collect data on groups of participants who shared similar training experiences (management training and long-term US-University degree training).

After extensive analysis of the data collected, the evaluation team distilled the principal conclusions concerning the impact of training on development in Cameroon since 1961. These findings were grouped by level in the development hierarchy: individual impact focussing on professional and personal changes; institutional level impact looking at the transfer of skills at the workplace; impact at the national level showing the possible effect USAID training had across institutions; and the impact of special training in management, women in development, and democracy and governance.

The recommendations from the report focussed on how to achieve high-impact training through continued targeted interventions with key institutions, a strategy for leveraging training investments through continued support for networks of returned participants, and specific suggestions for increasing training opportunities for women and the private sector.

ANNEX  
TEAM PROFILES

**EVALUATION SPECIALIST AND TEAM LEADER: FELIPE TEJEDA**

Mr. Tejada has worked in development assistance for over 25 years for USAID, the U.S. Peace Corps, the World Bank, and African Governments. His experience includes evaluation of projects and programs, and the design and implementation of human resource development programs. He has been Team Leader for USAID evaluations, and has managed training programs and developed multi-year training plans and budgets. As a Corporate Officer at AMEX, Mr. Tejada has coordinated the provision of financial and human resources to support USAID projects in A.I.D. Washington, Africa, and the Mid-East. Mr. Tejada holds an M.S. in Business Computer Applications and an M.A. in African Studies/Linguistics. He is a skilled user of the major computer software packages. He is fluent in French, Spanish, Wolof and has lived and worked throughout Africa.

**HUMAN RESOURCES SPECIALIST: ANDREW GILBOY**

Mr. Gilboy is a human resource development specialist, with twenty years of experience in the planning, coordination and evaluation of development assistance projects in training and human resource development, institutional development and private-sector activities. Since early 1990, Mr. Gilboy has concentrated his short-term consultancies on assessing the training needs of private firms and on human resource development project design and evaluation for USAID missions, including designing and conducting comprehensive business surveys in Morocco and Zimbabwe. He has also analyzed the impact of human resource development initiatives on employment and private-sector growth. As Human Resource Development and Private Sector Officer for USAID in Mauritania for 3 1/2 years, he directed a \$14 million portfolio of education, research, training and business promotion activities. For three years he headed a project based in Washington, D.C. to provide advanced training of black South Africans at American universities. Mr. Gilboy is fluent in French and Wolof and has worked and travelled throughout Africa and the Middle East.

**EVALUATION / PRIVATE SECTOR CONSULTANT: MALICK AL-CHEIKH**

Mr. Al-Cheikh is a human resources development specialist, with a background in business management training and project design and evaluation. In addition to regular teaching and training responsibilities, he has worked with a number of international development agencies, both as a team member with visiting technical experts and independently as a trainer and evaluator. Mr. Al-Cheikh has a Maitrise in Human Resources Management from the University of Yaoundé with a specialization in organizational development, and a Licence in Business Management from the University of Bangui. He is fluent in French and Arabic, and speaks and understands English.

## **EVALUATION CONSULTANT: PUBLIC SECTOR: KLADINGAR N'DIEKHOR**

Mr. N'Diekhor is an economist with the Ministry of Planning and Cooperation in Chad. He has participated in evaluations and technical studies. With a Licence in Economics from the University of Chad, he is fluent in French and Arabic.

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AMEX EVALUATION WORK PLAN

ACTIVITY	DATE
USAID/Washington document review Draft questionnaire prepared Communication with USAID/Chad	Jan. 3-13
AMEX team travels to Chad	Jan. 15-17
Briefings USAID/C: Director, Evaluation Officer, GDO, Training Officer, Executive Officer Consultant interviews: Public & Private	Jan. 18
Visits Ministries of Agriculture & Interior Draft work plan developed Meeting with members of ATDM (management) Finalize consultant choice	Jan. 19
Full team visits to Ministries of Interior & Health Collect & analyze PTMS data	Jan. 20
Document review Finalize questionnaire Analyze PTMS data	Jan. 21
Review, finalize, duplicate questionnaire Work plan and report outline presented Finalize choice of interviewees Individual interviews begun	Jan. 23
Briefing with USAID/Chad Acting Representative Individual interviews	Jan. 24
Individual interviews Focus Group (FG) #1: Private sector women	Jan. 25
Individual interviews	Jan. 26
Individual interviews FG #2: Management	Jan. 27
Individual interviews FG # 3: Health	Jan. 28
Individual interviews FGs # 4-6 (Television, Plan, Agriculture) Data entry & analysis Draft report preparation	Jan. 30 - Feb. 4
First draft presented to USAID	Feb. 6
Debriefing @ USAID/Chad USAID/Chad comments incorporated into draft	Feb. 7
Final draft presented to USAID/Chad Departure of AMEX team	Feb. 8
USAID submits comments to AMEX team	Feb. 15
AMEX team prepares and translates final report	Feb. 16-27
Final report sent by AMEX to USAID/C	Feb. 28

ANNEX  
INDIVIDUALS CONSULTED

USAID/CHAD

Mr. Richard Fraenkel, USAID Representative  
Mr. Samir Zoghby, Special Project Officer, General Development Office  
Ms. Dannielle Ivoulsou, Training Officer  
Ms. Nambatingue Hor-Bira, Project Assistant, Private Sector Training  
Mr. Djimé Adoum, Evaluation Officer  
Ms. Anita Mackie, General Development Officer  
Ms. Carol Adoum, Non Project Assistance Project Manager  
Mr. Nadjilar Lokema, Project Assistant  
Mr. Barnett Chessin, Executive Officer

AMERICAN EMBASSY/CHAD

Mr. Laurence Pope, Ambassador  
Mr. Douglas Kinney, Deputy Chief of Mission  
Mr. Richard Chelune, Regional Security Officer

GOVERNMENT OF CHAD

Mr. Sanny Garba, Directeur de l'Interieur, Ministere de l'Interieur et de la Sécurité

Mr. Nebona Le Dagossé, Directeur des Etudes et des Reformes Administratives du Ministere de l'Intérieur et de la Sécurité

Mr. Louani, Directeur General du Ministere de la Sante Publique

Mr. Mahamat Adjid Oumar, Directeur de la Formation et de la Planification, Ministere de la Sante Publique

Mr. Saleh Maharem, Chef de Division des Ressources Humaines, Ministere de la Sante Publique

Mr. Aboubacar Ousta Ourde, Directeur des Ressources Humaines, de la Formation Rurale, et des Programmes, Ministere de l'Agriculture et de l'Environnement

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Mr. Ahmed Djeraki, Chef de Division des Ressources Humaines, Ministere de l'Agriculture et de l'Environnement

Mr. Chetima Ali Hassane, Directeur General Adjoint, Ministere des Finances et de l'Informatique

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Mr. Dézoumbé Mabare, Directeur General, Ministere de la Justice

Mme. Irene Orthom, Chef de Division des Ressources Humaines, Ministere de la Justice

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Mr. Djogoye Talansadi, Directeur de la Planification, du Développement et de la Réconstruction, Minitere du Plan et de la Coopération

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Mr. Tyrone Gaston, Africare Country Representative, Ndjamen

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Ms. Appoline Moudelbaye, Agent de Service Crédit, Project d'Enterprises Privés, (PEP), VITA, Ndjamen

Examples of Skills Acquired During Training (N53)

REC LESQUELS1

-----  
1 en tant qu'employe usaid  
2 comme employe de l'USAID  
3 Comment sensibiliser des femmes au devel.  
4 Management  
5 Conferences, emissions a la radio  
6 epidemiologie, planification, management  
7 planification  
8 planification et rigueur dans la gestion  
9 Connaissance nouvelles en gestion et organisaton, c'  
10 la comptabilite  
11 je fabrique des bons gateaux et du jus  
12 .  
13 discussion en pleniere entre conseillers et reuni  
14 impact sur gestion de personnel  
15 mise en place d'un organigramme avec repartition des  
16 meilleur oranisation de mon service  
17 Formation des formateurs  
18 assiste ma soeur d'ouvrir une pharmacie  
19 Management strategique  
20 dans l'evaluation et suivi des projets  
21 evaluation et management des projets  
22 Management des ressources humaines  
23 animation du management aux prefets  
24 management et gestion de projet sante, elaboration /  
25 elaboration d'un projet de reforme et formation de  
26 coelioscopie  
27 analyse de projet  
28 j'ai dirige le projet promrotion pour le bien etre  
29 les connaissances ont ameliore la qualite de servic  
30 .  
31 planification des ressouces humaines  
32 capacite de gestion et le management par objectif  
33 en voie de realisation un projet de laboratoire de  
34 cameramen monteur  
35 pride de vue et montage  
36 operateur de prise de vue et montage  
37 preparation d'une equipe de tournage  
38 prise en main des operations sur tous les plans  
39 le montage camera et la maintenance  
40 .  
41 la prise de vue  
42 prise de vue et realisation des magazines  
43 qualite de prise de vue et production des emissions  
44 realisation de montage  
45 utilisation de la perche en prise de son  
46 le montage qui fait partie de l'acquis  
47 realisation des emissions radiodiffusee et televisee  
48 en realisant des emissions  
49 les connaissances sont tres peu utilisees  
50 le milieu humain ne permet rien  
51 appui a la promotion des PME  
52 communication et technique d'analyse des besoins  
53 traitement de texte, tableur et Dbase  
54 .  
55 .  
56 amerlioration/conservation des ressources/prot envir

REC LESQUELS1

-----  
57 conception des plan de formation adaptes  
58 pour preuve les collegues de service se refere a moi  
59 .  
60 le domaine de la sante animale, prophylahie et trait  
61 application des connaissances lors de session de fo  
62 la gestion du personnel et la pedagogie en formation  
63 gestion, conception des programmes; analyse/synthese  
64 .  
65 experience des autres  
66 le systeme d'information  
67 celles relatives aux finances publiques et privees  
68 utilisation de l'informatique pour la confection des  
69 elaboration des plans de formation  
70 Form des Form; Form en mgt  
71 topographe, dessin, statistiques  
72 Techniques de laboratoires  
73 .  
74 planafication des activites; eval des projets  
75 .  
76 Evaluations des formations USAID  
77 Participe a l'evaluation menee par UCONN  
78 Compatibilite, planification  
79 redaction et enregissements des jugements  
80 l'indpendence du magistrat des autre pouvoirs  
81 organ et gestion des chambres de commerce  
82 Presentation des dossiers pour negociations  
83 Organ de travail; gestion de temps; prep de reunions  
84 .

Examples of the Effects of Training (N54)

REC LESQUELS21

-----

- 1 .
- 2 .
- 3 trop tot pour les indiquer
- 4 .
- 5 Sensibilisation des femmes
- 6 Mise en oeuvre d'un programme au Tchad
- 7 application des methodes de planification
- 8 meilleure conduite
- 9 .
- 10 .
- 11 beaucoup des clients viennent me voir
- 12 .
- 13 organisation d'un seminaire
- 14 .
- 15 meilleure organisation du travail
- 16 elab des plans de form.; meilleurs criteres de select.
- 17 .
- 18 meilleure organisation; l'esprit d'equipe; assiduite
- 19 gestion des flux d'info.; organ. des structures admin.
- 20 l'appréciation des rapports d'évaluation
- 21 .
- 22 organisation et la gestion des collaborateurs
- 23 amélioration sensible des techniques de gestion
- 24 amélioration de la qualité de services et des competenc
- 25 .
- 26 en diagnostic gynocologique
- 27 systematiser l'analyse de projet
- 28 sensibilisation sur les bienfaits espacement naissances
- 29 les effets il y en a eu dans tous les domaines
- 30 .
- 31 en appliquant la planification methodique
- 32 elab du plan d'action; eval des projets
- 33 .
- 34 amélioration de la qualité de service
- 35 .
- 36 le changement est intervenu des notre retour
- 37 .
- 38 pendant les grands evements du Tchad
- 39 la manipulation de la camera est devenue chose facile
- 40 maitrise du materiel de reportage et le magasin
- 41 la nettete, stabilite et la precision
- 42 aisance dans le travail
- 43 l'organisation du reportage
- 44 amélioration de connaissances sur la profession
- 45 je m'occupe d'un service entier
- 46 la qualité du travail
- 47 connaissances en traitement/realisation des emissions
- 48 les gens apprecies mes emissions
- 49 .
- 50 .
- 51 creation et analyse des projets
- 52 .
- 53 .
- 54 .
- 55 .
- 56 par l'encadrement et la formation des agents

85

REC LESQUELS21

-----  
57 methodologie de communication/transmissions de connoiss  
58 restructuration du service de personnel  
59 .  
60 preservation de la sante animale  
61 a travers la formation  
62 .  
63 amelioration de rendement dans le travail  
64 il manque d'occasions pour les mettre en valeur  
65 les procedure en matiere de revendication  
66 le recouvrement des factures et l'approvisionnement des  
67 bonne gestion du personnel et des rapports fructueux  
68 independance dans le travail  
69 elaboration de projet de rehabil. judiciaire  
70 Formateurs des CFPA et eleves de Doyaba s'en servent  
71 amelioration de la connoissance dans la comprehension  
72 aider les medecins dans leurs diagnostics  
73 Meilleur gestion  
74 .  
75 .  
76 Permis a l'USAID de connaitre l'impact des projet form  
77 .  
78 augmentation du chiffre d'affaires  
79 amelioration des procedures; simplification  
80 .  
81 difficile a preciser  
82 adaptation aux langages des manageurs  
83 efficacite et productivite  
84 .

86

Examples of Multiplier Effect (N55)

Examples of Multiplier Effect  
(Question No. 55)

REC SIOUICOMM1

-----  
1 .  
2 Quotidiennement  
3 Commence form. pour femmes non-juristes  
4 Je peux former les gens en gestion de projets  
5 .  
6 formation aux autres sur le terrain et au bureau  
7 formation des autres, identifier autres pour la fo  
8 .  
9 elles me consultent souvent  
10 .  
11 en preparant les memes choses  
12 commentaire avec d'autres femmes sur leur reussite  
13 exposes, rapports, echange d'experience  
14 restitution des connaissances aux autres collegues  
15 mise a leur disposition des cours  
16 .  
17 J'ai anime la formation des formateurs  
18 par une reunion organisee et par mon rapport de sta  
19 .  
20 la preparation des missions d'evaluation  
21 .  
22 les discussions, les contacts  
23 les responsables de mon service  
24 seminaire, atelier et reunion  
25 determination des objectifs/eval du travail fait  
26 au travail a la maternite  
27 mise a disposition de docs; reunion d'information  
28 form sur terrain des agents; animation de semin.  
29 ceux de la de la meme Direction que moi  
30 .  
31 tres bonne collaboration  
32 les rapports etablis a cet effet et distribues  
33 sur le plan theorique  
34 .  
35 .  
36 d'autres collegues ont beneficie de la formation  
37 .  
38 ils ont obtenu des documents  
39 maintenant tout marche bien pour moi  
40 .  
41 transmission des connaissances aux collegues  
42 partage des connaissances theoriques  
43 .  
44 demonstration des techniques non connues par eux  
45 en prise de son quelques uns  
46 certains etaient a Yaounde  
47 plusieurs ont beneficie de la meme formation  
48 en aidant ceux qui n'ont pas de formation  
49 .  
50 des participant comme moi  
51 mise a disposition des documents de seminaire  
52 dans les memes conditions que moi  
53 .  
54 par le meme biais  
55 .

Examples of Multiplier Effect (N55)

REC SIOUICOMM1

-----  
56 animation de seminaire  
57 mise des documents a disposition de mes collegues  
58 par la meme procedure que moi  
59 des collegues ont aussi ete formes dans differents  
60 .  
61 beaucoup des collegues ont beneficie de la meme  
62 dans le meme domaine de formation  
63 .  
64 .  
65 .  
66 .  
67 dans le meme domaine que moi  
68 .  
69 le meme canal que moi  
70 Ateliers de restitution; seances de travail  
71 .  
72 dans l'analyse de laboratoire  
73 2 operateurs econ a la chambre ont beneficie  
74 .  
75 .  
76 .  
77 Explication des documents ramenes du stage  
78 quelques membres  
79 J'enseigne d'autre collegues  
80 par des conseils aux autres magistrats  
81 a travers les idees que je leur communique  
82 creation d'emploi pour collegues et leur format.  
83 formation des form en andragogie; form des animat  
84 .

Examples of Improved Work Performance  
(Question No. 56)

REC SIOUICOM21

-----  
1 .  
2 .  
3 meilleur articulation de prog. d'aide a femmetchad  
4 en gestion de projets, que je connaissais pas avan  
5 par les idees nouvelles  
6 maniere d'approcher et resoudre un probleme  
7 mieux cerner activities  
8 discipline dans la gestion  
9 .  
10 apres la formation la gestion est bonne  
11 la clientele s'est accrue  
12 je commence par ressentir les effets  
13 plus de dynamisme et prise de conscience du role d  
14 eventail des connaissances supplementaires  
15 mise a leur disposition des cours  
16 Gestion du temps et repartition des taches  
17 .  
18 organisation de travail; sait travailler en equipe  
19 meilleur gestion de temps, de la stucture de l' or  
20 Comprehension de la methodologie de l'evaluation  
21 .  
22 .  
23 .  
24 amelioration des capacites d'approche en gestion  
25 facilite dans l'execution de missions et predispo  
26 .  
27 acceptation des projets soumis  
28 sollicitation par le Ministere du fait des connais  
29 traitement rapide des dossiers et organisation de  
30 .  
31 utilisation des modules appris lors du seminaire  
32 la maniere de gerer efficacement en atteignant des  
33 la gestion des stocks  
34 .  
35 .  
36 performance au travail s'est amelioree.  
37 .  
38 tres bonne experience en photographie  
39 la production et la correction d'une image  
40 .  
41 je maitrise plus que certaines choses  
42 realisation des magazines  
43 l'amelioration est visible dans le travail  
44 passage du stade amateur au stade professionnel  
45 je suis sollicite depuis mon retour  
46 facilitation au niveau du choix de plan de vue  
47 le travail evolue meme si les moyens manques  
48 organisation du et le cadrage du plan  
49 .  
50 .  
51 capacite d'analyse et creation de PME  
52 .  
53 .  
54 .  
55 .  
56 acquisition des connaissances nouvelles  
57 amelioration de cond trav & decouv nouv connaiss

Examples of Improved Work Performance  
(Question No. 56)

REC SIOUICOM21

-----  
58 separation de gestion person. & donnees de gestion  
59 amelioration cond de travail et syst d'information  
60 .  
61 systeme de gestion et taches habituelles changes  
62 .  
63 gestion des activites et ressources humaines  
64 .  
65 .  
66 l'exploitation rationnelle de l'information  
67 .  
68 possibilite de mieux comprendre  
69 meilleure conduite de reunions et elab prog action  
70 Dans mes prestations  
71 amelioration stockage et traitement de donnees  
72 augmentation des connaissances  
73 .  
74 Je suis plus implique dans la prise de decisions  
75 .  
76 .  
77 Form m'apprise beaucoup, surtout dans dom d'eval.  
78 systeme de gestion a change  
79 meilleure connaissance de travail  
80 difficile a apprecier  
81 plus de rigueur dans mon travail  
82 bonne presentation et elaboration des dossiers  
83 facilite dans tout le travail  
84 Meilleur comprehension de fonctionn de cour Tcha

## Principal Obstacles to the Transfer of Skills

Current selection: laformatio = "Y"

### REC OBSTACLES1

- 
- 1 Manque de suivi
  - 2 Nouveau domaine d'etudes; differences culturelles; manque d'
  - 3 Politiques - Min. refuse d'organiser des conf. sur les droits
  - 4 Pas assez de personnes formees; gens employes selon leurs con-
  - 5 .
  - 6 Jalousie professionnelle, insecurite, maniere trop etroite d'appr
  - 7 Manque de moyens, pas d'options on management, manque de motivati
  - 65 comprehension de problemes etle rapport entre homme/femme
  - 66 pas de difficultes au transfert des connaissances
  - 67 la jeunesse de cette administration entraine des perturbations
  - 68 Manque de temps et difference dans les logiciels utilises
  - 69 la structure du departement ne pas un transfert
  - 70 Entourage admin=hirarchie=chef non-forme; systems francais;
  - 71 la structure organisationnelle au Tchad est tres lente et lourde
  - 72 la langue anglaise m 'a pose un peu de problemes
  - 73 lenteur admin pour mettre
  - 74 Pas tellement d'obstacles au niveau de service
  - 75 Pas d'obstacles; mais la form ne correspond pas avec mes fonction
  - 76 Pas d'obstacles
  - 77 pas d'obstacles
  - 78 Pas d'obstacles majeurs - les gens comprennent difficilement
  - 79 pas d'obstacles au service
  - 80 fonctionnement de la cour supreme
  - 81 Administration; comportement des operateurs
  - 82 pas beaucoup d'obstacles; s'ils existent, on les contourent tourj
  - 83 pas d'obstacles, sauf le temps d'organiser ce que j'ai appri
  - 84 pas d'obstacles; les insti ne sont pas mise sur pied

Comments from Women on Changes Concerning Women  
(Question No. 57)

Current selection: sexe = "F"

REC SIOUICOM32

-----  
3 en appliquant les strategies adoptees a Dakar  
4 J'avais deja appris ces choses  
5 apprentissage de nouvelles strategies  
8 prodiguer des conseils pour les femmes  
9 creation d'une cooperative qui marche bien  
10 .  
11 amelioration de la gestion  
12 femmes ont eu beaucoup d'info par les voyages  
13 .  
18 Prise de cons que la fem.peut faire autant q l'hom  
28 La fem peut practiquer le plng fam avec son mari  
54 Meilleur gestion aprise par la form  
55 .  
57 Peux compare cond de femme au Cameroon et Tchad  
65 .  
69 des nouveautes en ce qui concerne son role  
75 .  
76 .  
83 edification des vrais prob qui handicap.de pro fem

92

Comments from Men on Changes Concerning Women  
(Question No. 58)

Current selection: sexe = "M"

REC SIOUICOM43

-----  
1 creation d'emploie au village  
2 Creation d'emploies pour femmes;devenu "pour"  
6 sensibilisation que la femme peut etre mieux impli  
7 fondaure de l'association de BEF au Tchad  
14 appris l'existence des prog. de promotion de femme  
15 .  
16 .  
17 .  
19 dans les affaires, j'etais deja sensible aux femme  
20 la dimension femme est prise en compte pour preuve  
21 .  
22 son role et insertion dans le developpement  
23 .  
24 .  
25 .  
26 .  
27 .  
29 appris que la fem a les memes aptitudes que l'homme  
30 formation generale qui a apporte beaucoup  
31 elle doit occupe le role qui lui convient  
32 .  
33 on a compris que la femme est marginalisee  
34 .  
35 .  
36 .  
37 .  
38 .  
39 .  
40 .  
41 surtout dans le domaine de la communication  
42 dans la realisation des magasins du monde rural  
43 plus des connaissances de la vie sociale  
44 femme est au monde de dev rural et sect prive  
45 .  
46 lors des theatres et magasins organises  
47 l'importance de la femme est chose evidente  
48 elab des emissions que font reflechir les femmes  
49 .  
50 elles m'ont sollicite pour animer un seminaire  
51 .  
52 la doit avoir sa place dans le developpement  
53 .  
56 femme a un role cle dans gestion de ressource nature  
58 .  
59 meilleure comprehension de son role et la necessite  
60 .  
61 elle est consideree comme partenaire entiere  
62 elle est associee de plus en plus aux activites  
63 je deviens sensible parce qu'elle manque d'attenti  
64 la fem a droit etre au service du developpement  
66 .  
67 .  
68 les peuvent egalement occuper des postes de respon  
70 Stage a Wash m'a permis d'apprécier davantage role  
71 Emploi, formation, Egalite

Comments from Men on Changes Concerning Women  
(Question No. 58)

REC SIOUICOM43

-----  
72 elle sont marginalisees par le milieu  
73 Promouvoir la femme dans le secteur moderne  
74 .  
77 en constatant que les femmes n'ont pas benefice  
78 .  
79 Avec la participation de femmes  
80 .  
81 plus convaincu que jamais q la fem contrib au dev  
82 rendu compte que peu de femme Tch sont en form  
84 Form m'a rendu plus sen. a la sit de la fem au Tch

94

Participants Interviewed Individually  
All - LT, ST and In-country (27 total)

Current selection: LAFORMATIO = "Y"

SOUVENT	Freq	Percent	Cum.
+	19	70.4%	70.4%
-	8	29.6%	100.0%
Total	27	100.0%	

Current selection: LAFORMATIO = "Y"

QUELQUEFOI	Freq	Percent	Cum.
+	6	22.2%	22.2%
-	21	77.8%	100.0%
Total	27	100.0%	

Current selection: LAFORMATIO = "Y"

PASDUTOUT	Freq	Percent	Cum.
+	2	7.4%	7.4%
-	25	92.6%	100.0%
Total	27	100.0%	

95

N70: Male Respondents Only

Current selection: (sexe = "M") AND (LAFORMATIO = "Y")

SOUVENT	Freq	Percent	Cum.
+	13	68.4%	68.4%
-	6	31.6%	100.0%
Total	19	100.0%	

Current selection: (sexe = "M") AND (LAFORMATIO = "Y")

QUELQUEFOI	Freq	Percent	Cum.
+	5	26.3%	26.3%
-	14	73.7%	100.0%
Total	19	100.0%	

Current selection: (sexe = "M") AND (LAFORMATIO = "Y")

PASDUTOUT	Freq	Percent	Cum.
+	1	5.3%	5.3%
-	18	94.7%	100.0%
Total	19	100.0%	

*N71: Male Respondents*

Current selection: (sexe = "M") AND (LAFORMATIO = "Y")

CONTACTCO	Freq	Percent	Cum.
+	16	84.2%	84.2%
-	3	15.8%	100.0%
Total	19	100.0%	

Current selection: (sexe = "M") AND (LAFORMATIO = "Y")

RARES	Freq	Percent	Cum.
-	17	100.0%	100.0%
Total	17	100.0%	

Current selection: (sexe = "M") AND (LAFORMATIO = "Y")

OCCASIONNE	Freq	Percent	Cum.
+	7	41.2%	41.2%
-	10	58.8%	100.0%
Total	17	100.0%	

N71: Male Respondents Only

Current selection: (sexe = "M") AND (LAFORMATIO = "Y")

FREQUENTS	Freq	Percent	Cum.
+	9	52.9%	52.9%
-	8	47.1%	100.0%
Total	17	100.0%	

91

N70: Female Respondents Only

N71

Current selection: (SEXE = "F") AND (LAFORMATIO = "Y" )

CONTACTCO	Freq	Percent	Cum.
+	7	87.5%	87.5%
-	1	12.5%	100.0%
Total	8	100.0%	

Current selection: (SEXE = "F") AND (LAFORMATIO = "Y" )

RARES	Freq	Percent	Cum.
+	2	28.6%	28.6%
-	5	71.4%	100.0%
Total	7	100.0%	

Current selection: (SEXE = "F") AND (LAFORMATIO = "Y" )

OCCASIONNE	Freq	Percent	Cum.
-	7	100.0%	100.0%
Total	7	100.0%	

Current selection: (SEXE = "F") AND (LAFORMATIO = "Y" )

FREQUENTS	Freq	Percent	Cum.
+	5	71.4%	71.4%
-	2	28.6%	100.0%
Total	7	100.0%	

*N70: Female Respondents Only*

Current selection: (SEXE = "F") AND (LAFORMATIO = "Y" )

SOUVENT	Freq	Percent	Cum.
+	6	75.0%	75.0%
-	2	25.0%	100.0%
Total	8	100.0%	

Current selection: (SEXE = "F") AND (LAFORMATIO = "Y" )

QUELQUEFOI	Freq	Percent	Cum.
+	1	12.5%	12.5%
-	7	87.5%	100.0%
Total	8	100.0%	

N70: Female Respondents Only

Current selection: (SEXE = "F") AND (LAFORMATIO = "Y" )

PASDUTOUT	Freq	Percent	Cum.
+	1	12.5%	12.5%
-	7	87.5%	100.0%
Total	8	100.0%	

Private Sector Survey Responses  
N59: New marketing or management methods

Current selection: PRIVELUC = "Y"

REC SIOUICOM54

-----  
1 .  
2 .  
8 le management strategique est utile partout  
9 .  
10 .  
11 des connaissances supplementaires en gestion  
12 etude de marche, et organisation du systeme de ges  
19 gestion strategique et gestion du temps et des hom  
66 amelioration de la gestion des clients et des  
73 Gestion privree d'une chambre de commerce  
81 role du patron vis a vis ces employees  
82 diffusions des info sur le commerce int'l par elec

Private Sector Survey Responses  
N60: Comments on increase in profits

Current selection: PRIVELUC = "Y"

REC SIOUCOMME1

-----  
1 .  
2 .  
8 .  
9 organisation de l'entreprise  
10 .  
11 le nombre des commandes a augmente considerablement  
12 dans plusieurs domaines  
19 ma societe est en constante progression  
66 amelioration de la tresorerie  
73 Organisation et la gestion du reseau dont je suis coordinat.  
81 difficile a dire  
82 meilleur comprehension des docs comptables

100



Données sur la formation

Quel était votre niveau d'éducation avant la formation?

(33)

Votre formation a-t-elle eu lieu ...

aux Etats Unis? [ ]

(34)

en Afrique? [ ]

(35)

au Tchad? [ ]

(36)

ailleurs? [ ] \_\_\_\_\_

(37)

Combien de temps a duré le programme de formation financé par USAID?

9 mois et plus [ ]

(38)

moins de 9 mois [ ]

(39)

Donner le nom des institutions où vous avez été formé sous financement USAID

(40)

La formation a-t-elle été sanctionnée par un diplôme?

[ ] Oui [ ] Non

(41)

Si oui, veuillez indiquer le(s)quel(s)

(42)

Dans quel(le) domaine/spécialité avez-vous fait votre formation? (ex. Agro-économie, Santé Publique, Management)

(43)

En quelle année êtes-vous parti en formation \_\_\_\_\_

(44)

En quelle année êtes-vous rentré au Tchad? \_\_\_\_\_

(45)

Combien de temps a duré votre formation financée par USAID?

(46)

Quel est le nom du projet qui a parrainé votre formation?

(47)

Comment avez-vous eu l'information sur la formation?

(48)

Votre demande de formation est-elle passée par le comité de sélection? [ ]Oui [ ]Non (49)

Existe-t-il un plan de formation dans votre service? [ ]Oui [ ]Non (50)

Votre formation cadre-t-elle avec ce plan? [ ]Oui [ ]Non (51)

Avez-vous été consulté dans le choix de votre programme de formation? [ ]Oui [ ]Non (52)

Avez-vous appliqué vos connaissances acquises de la formation? [ ]Oui [ ]Non (53)  
Si oui, lesquelles?

Si non, pourquoi?

Pensez-vous que l'application de vos connaissances au travail a produit des effets? [ ]Oui [ ]Non (54)  
Si oui, lesquels?

Est-ce que vos collègues de service, ou quelqu'un d'autre, ont bénéficié de votre formation? [ ]Oui [ ]Non (55)  
Si oui, comment?

Est-ce que votre performance au travail s'est améliorée comme conséquence de votre formation? [ ]Oui [ ]Non (56)  
Si oui, comment?

Si non, pourquoi?

Pour les femmes: Votre formation vous a-t-elle apporté quelque chose de nouveau concernant la situation de la femme au Tchad?

Oui  Non (57)

Si oui, comment?

Pour les hommes: Votre formation vous a-t-elle rendu plus sensible à la situation de la femme au Tchad?

Oui  Non (58)

Si oui, comment?

Répondez aux questions suivantes si vous êtes opérateur économique

Avez-vous découvert à travers la formation de nouvelles méthodes de gestion ou de marketing adaptées à vos besoins?

Oui  Non (59)

Si oui, lesquelles?

Le stage vous a-t-il permis d'améliorer votre rendement?

Oui  Non (60)

Si oui, y a-t-il des exemples concrets à citer:

La formation vous a-t-elle permis d'augmenter votre chiffre d'affaires?

Oui  Non (61)

Depuis votre retour de la formation, avez-vous discuté un accord commercial, négocié un contrat ou conclu un marché avec des hommes (ou femmes) d'affaires rencontrés lors du stage?

Oui  Non (62)

(Nous vous remercions de votre coopération)



**Training Data**

What was your educational level before training?

- Did you training take place ... (33)  
in the U.S.? [ ] (34)  
In Africa? [ ] (35)  
In Chad? [ ] (36)  
Elsewhere? [ ] \_\_\_\_\_ (37)

How long did your USAID-financed training program last?

- 9 months or more [ ] (38)  
less than 9 months [ ] (39)

Give the name of the institutions where you were trained under USAID sponsorship:

- \_\_\_\_\_  
\_\_\_\_\_ (40)

Did the training lead to a degree?

- [ ] Yes [ ] No (41)

If yes, please indicate which ones:

- \_\_\_\_\_  
\_\_\_\_\_ (42)

In which field or specialty did you undertake your training?  
(for instance, Agricultural Economics, Public Health, Management)

- \_\_\_\_\_  
\_\_\_\_\_ (43)

In what year did you leave for training? \_\_\_\_\_

In what year did you return to Chad? \_\_\_\_\_ (44)  
(45)

How long did your USAID-financed training last?

- \_\_\_\_\_ (46)

What is the name of the project which sponsored your training?

- \_\_\_\_\_ (47)

How did you learn about the training?

- \_\_\_\_\_ (48)

Did your request for training go through a selection committee?  
 Yes  No (49)

Does your division have a training plan?  
 Yes  No (50)

Was your training in accord with this plan?  
 Yes  No (51)

Were you consulted in the choice of your training program?  
 Yes  No (52)

Have you applied the skills you acquired during training?  
 Oui  Non (53)

If yes, which ones?

If no, why not?

Do you think that the skills or knowledge you applied at the work place had any effects?  
 Yes  No (54)

If yes, which ones?

Did your professional colleagues, or someone else, benefit from your training?  
 Yes  No (55)

If yes, how?

Did your work performance improve as a consequence of your training?  
 Yes  No (56)

If yes, how?

If no, why not?

For women only: Did your training introduce you to something new concerning the status of women in Chad?  
[ ]Yes [ ]No (57)  
If yes, how?

For men only: Did your training make you more sensitive to the status of women in Chad?  
[ ]Yes [ ]No (58)  
If yes, how?

Please answer the following questions if you are in business

Have you discovered through your training any new management or marketing skills which fit business needs?  
[ ]Yes [ ]No (59)  
If yes, which ones?

Did your training program enable you to increase your yield/profit?  
[ ]Yes [ ]No (60)  
If yes, are there any concrete examples which could be noted?

Did your training enable you to increase your sales volume?  
[ ]Yes [ ]No (61)

Since your return from training, have you discussed a trade agreement, negotiated a contract or signed a deal with business people you met during your training program?  
[ ]Yes [ ]No (62)

(Thank you for your cooperation)

Name of Person Interviewed \_\_\_\_\_ ID \_\_\_\_\_

Name of Interviewer \_\_\_\_\_

In your opinion, what are the principal constraints to the transfer of knowledge acquired during training which would contribute to the development of Chad? (63)

Since you returned from training, have you continued to improve your skills in your professional field? (64)  
 Yes  No      Comments:

Was your employer involved in selecting you for training? (65)  
 Yes  No      Comments:

<b>For Long-Term Participants:</b>	
Did you keep in contact with your employer during training? <input type="checkbox"/> Yes <input type="checkbox"/> No      Comments;	(66)
Did your employer prepare your reintegration into the organization after returning from training? <input type="checkbox"/> Yes <input type="checkbox"/> No      Comments:	(67)
y	

Did you return to the same organization at the end of your training? (68)  
 yes  No      Comments;

If not, was your training appropriate for the new job you took? (69)  
 yes  No      Comments

In regards to the application of knowledge and skills acquired during training, do you think they are used ...

- very often
- sometime
- not at all

(71)

Comments:

After training, did you keep in contact with colleagues who also benefitted from the same type of training?

- Yes
- No

(73)

If yes, were these contacts:

- rare
- occasional
- frequent

(74)

(75)

(76)

Comments:

In your opinion, did the training inspire a change in your life?

- Yes
- No

(77)