
**A HISTORY OF
THE USAID PROGRAM IN RWANDA
1962-1985**

by

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TABLE OF CONTENTS

LIST OF TABLES.....	iii
ACKNOWLEDGEMENTS.....	iv
INTRODUCTION	
PRESENTATION OF HISTORY.....	1
OVERVIEW.....	2
SECTION I THE FIRST YEARS, 1962-1968	
SUMMARY.....	3
HISTORY	
First Aid Is Human Resources Development and Food Relief.....	3
GOR Looks for Greater Donor Assistance.....	3
Long-Term Self-Help Is Established.....	4
Monetary Reform Spurs Increased Aid.....	4
Early USG Role Is as a Supplemental Donor.....	5
SECTION II THE INACTIVE YEARS, 1969-1974	
SUMMARY.....	6
HISTORY	
New Aid Policy Reduces Mission-Run Programs.....	6
Rwanda Is Affected by the New Directions Mandate.....	6
SECTION III DEVELOPING A PROGRAM FOR RWANDA, 1975-1979	
SUMMARY.....	8
HISTORY	
Beginning Project-Based Activities: The FSM Project.....	8
USG and GOR Look to Common Goals.....	9
Other Projects Follow FSM.....	10
First Aid Representative Appointed.....	10
GOR Suggests Program of Donor Assistance Based on Five- Year Plan.....	10
Patterson Outlines First AID Mission Program.....	11
The First Vocational Education Project Is Implemented.....	12
The GOR Requests Assistance with a Cooperative Project.....	13
USG Urges Aid for Rural Health and Family Planning.....	13
Reaching Agreement on an Agricultural Education Project.....	14
GOR Reluctant to Develop Large Cadre of PCVs.....	15
Chiavaroli Follows Patterson as 2nd AID Representative.....	15
SECTION IV ENLARGING PROGRAM ACTIVITIES, 1980-1982	
SUMMARY.....	17
HISTORY	
Rwanda Implements an Expanded Program for Immunization.....	17
Nationwide Family Planning Office Is Established.....	18
The Mugonero Hospital Expands.....	19

Agricultural Survey and Analysis Project Is Designed.....	19
GOR Requests a Cooperative Training and Research Center.....	20
FSM Moves into Its Second Phase.....	20
Cooperative Grain Storage Project Is Completed.....	21
USAID Gives Support to Regional Organizations.....	21
Farm Hand Tools Project Is Evaluated.....	21
Pond Dynamics Research Begins.....	22
Other Regionally-Funded Projects Proceed.....	22
Carter Establishes the Human Rights Fund.....	22

SECTION V THE FOUR-PILLARS POLICY YEARS, 1983-1985

SUMMARY.....	23
--------------	----

HISTORY

African Manpower Development Program Continues.....	23
The Agricultural Education Project Moves into Its Second Phase.....	24
Three MCH/FP Projects Continue.....	25
CCCD Expands Its Program.....	25
National Office for Family Planning Is Created.....	25
PL 480 Provides Food for an Important MCH Program.....	26
A 2nd PL 480 Program Provides Food in Exchange for Work.....	26
The Ag Survey and Analysis Project Takes to the Field.....	27
The GOR Proposes a Refugee Resettlement Project.....	27
A Second Refugee Project Looks at Forestry and Energy Conservation.....	28
Food For Peace Provides Emergency Food Aid.....	29
New Project Activities Begin at Nyagahanga.....	30
Agricultural Research and Resource Projects Begin in Ruhengeri.....	30
Commune-Level Afforestation Project Encourages Agroforestry.....	31
Environmental Analysis of Ruhengeri Is Planned.....	31
Farming Systems Research Is Chosen Approach for Area Development.....	32
FSIP Fields Its Team.....	33
A Fish Culture Project Evolves.....	34
LCS Project Continues.....	35
FSM II Research Activities Begin.....	36
IWACU Begins Its Program.....	36
Project Designed to Promote Small & Medium Sized Enterprises.....	37
Policy Reform Initiatives in Manufacturing and Employment Begins.....	38
The Mission Looks Ahead.....	39

REFERENCES.....	42
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LIST OF TABLES

TABLE 1
Development Assistance by Donor,
Comparing Figures From 1976 and 1984.....2

TABLE 2
Annual Resource Flows--USAID Rwanda,
1976 - 1985.....16

TABLE 3
All Rwanda USAID Mission Projects,
Including Bilateral and Centrally-Funded,
Showing Length of Project, 1975 - 1991.....41

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INTRODUCTION

PRESENTATION OF THE HISTORY

This history traces the growth of a US foreign aid program in Rwanda from 1962 through 1985. In so doing, it occasionally reflects both events occurring globally vis à vis US international development policy, and events within Rwanda that affect the two governments' development planning. It relates how specific projects were conceived and developed through the moment of implementation. However, we will review the history of any one project either in the section dealing with the historical period in which it was completed, or, for on-going projects, in the final section of this paper. In this way, we can trace the growth of the whole program without getting bogged down into following several project threads at any one point in time. This history will, nevertheless, document when the progress or events of one project impact on that of another.

OVERVIEW

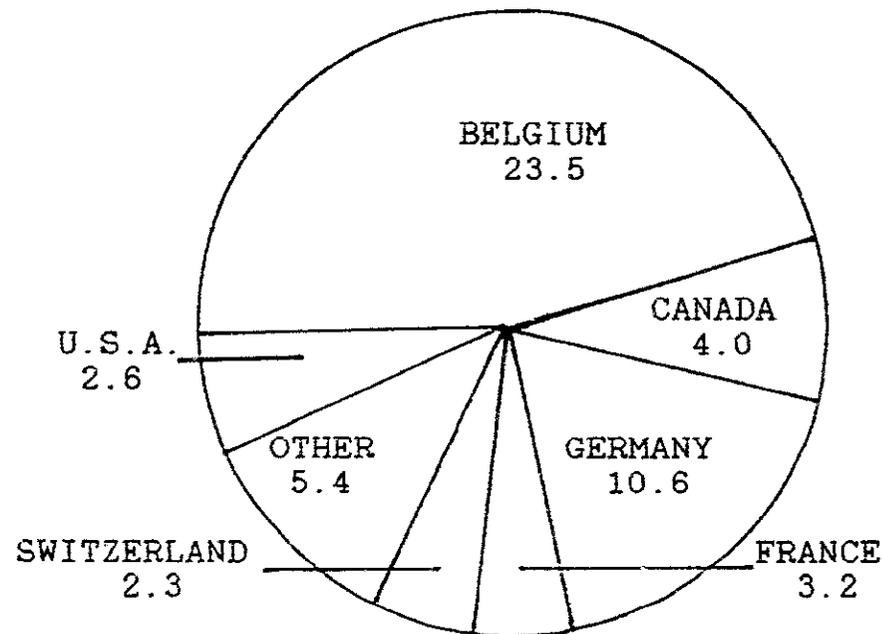
Rwanda is a small, landlocked, 95% agrarian country with a stable government devoted to developing its rural sector. It has always been pro-western and has received a great deal of donor support in its development efforts. Belgium has been the largest donor, but the United States, Canada, Switzerland, France, Germany, other nations and the multilateral donors--such as the International Bank for Reconstruction and Development (IBRD), the United Nations Development Program (UNDP), and the European Economic Community (EEC)--have contributed aid funds throughout the years since independence. The US began as a relatively minor donor in terms of actual dollars spent, but became an important, and in some cases the only, donor within certain areas of expertise--maternal and child health/family planning, agricultural sector analysis, cooperative development and, most recently, private sector development and policy reform. In 1985 the United States was cited as the second largest donor to Rwanda after Belgium (PNUD 1985). (See Table 1.)

The USAID program, in Rwanda, as elsewhere, has several sources of funds. Two of them, PL 480 and regional and/or central funding have supported projects in Rwanda since independence. The first bilaterally-funded project, meaning budgeted and funded through the mission and combined with host country funds, occurred in 1975.

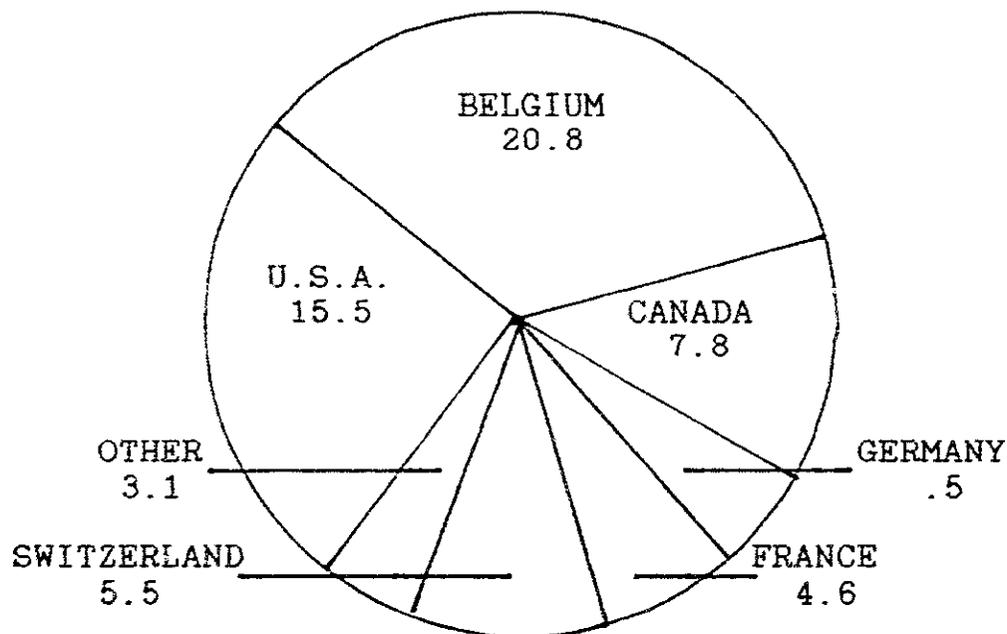
In five years USG aid to Rwanda increased ten-fold from US\$705,000 in 1975 (CP 1977) to US\$7 million in 1980 (CP 1983). In the last five years, 1981-85, the annual budget has ranged between US\$6-9 million and will probably remain at those levels for the next several years (Depp interview 1986). In 1975 the mission was managing three projects--two bilateral and one centrally-funded. By 1980 the number had jumped to 12--5 bilateral and 7 centrally-funded. In 1985 the mission is managing 22 projects--10 bilateral, 11 centrally-funded and one newly-granted from the Fund for Economic Policy Reform.

TABLE 1
DEVELOPMENT ASSISTANCE BY DONOR
COMPARING FIGURES FROM 1976 AND 1984

1976 TOTAL BILATERAL AID BY DONOR (IN MILLIONS OF DOLLARS)



1984 TOTAL BILATERAL AID BY DONOR (IN MILLIONS OF DOLLARS)



1976 figures are from the 1981 CDSS, which were "taken from June 1977 Annual Report on Development Assistance" (CDSS 1981, p. 36). 1984 figures are from the 1985 Annual Report, UNDP--Rapport sur l'Assistance au Développement 1984, by the Programme des Nations Unies pour le Développement au Rwanda (PNUD 1985, p. 21).

SECTION I THE FIRST YEARS, 1962-1968

SUMMARY

The United States established an embassy in Rwanda within its first year of independence, 1962. The first aid to the young country fell into three categories--education, security and infrastructure in Kigali. The strategy in these early years was to demonstrate interest in the economic development of the country, support adoption of a fundamental fiscal and monetary reform and assist the Government of Rwanda (GOR) in maintaining internal security. All aid was administered by an AID liaison officer in the US Embassy.

HISTORY

First Aid is Human Resources Development and Food Relief

The early 1960's saw the birth of several new African nations. Rwanda was among them. Rwanda achieved independence in 1962 and the United States opened an embassy in Rwanda within the first year of its nationhood. Ambassador Charles D. Withers presented the first foreign aid to the new country in the form of "an independence gift" of a scholarship fund for young Rwandans to study in the U.S. From 1962 through 1968 the United States Government (USG) provided \$20,000 for scholarships to American universities. It also established a regional scholarship program for students attending the National University in Butare. Other AID educational support included sending U.S. professors to the University and purchasing school equipment.

During those first seven years of independence, Rwanda also received close to three million dollars worth of Food for Peace, Titles II and III (Amembassy 1966a). Part of this food was distributed by the Catholic Relief Service (CRS) which continues to run development programs to this day, by using PL 480 commodities.

GOR Looks For Greater Donor Assistance

In July 1963 the GOR asked the USG for equipment and local construction assistance for its internal security forces, both military and police. This request was denied, but a late 1963 threat to GOR internal security precipitated the arrival of a U.S. police survey team in the spring of 1964. According to the team's report summary, they perceived the GOR as being "until now" pro-western. But since its first requests for military and police commodity assistance had been rejected by the U.N, the USG and other donors, the GOR had become critical and suspicious of all current efforts to assist them in these fields. The survey team recommended the USG provide technical and commodity assistance. Their

recommendations led to a public safety project launched in 1964. Over a period of five years the USG provided \$700,000 worth of communications and transportation equipment along with a team of two advisors to provide technical training in the use and maintenance of the equipment. Some short-term training also took place in the U.S. (OPS/AID 1964).

Although considerable contributions were made in these early years through the Food for Peace program and other regionally-funded projects, this fact was apparently not fully realized by the Rwandans. For example, an article appearing in a Catholic mission news organ, dated October 14, 1963 was translated and transmitted to the US Department of State by Ambassador Withers. The article stated that the US had granted 349.64 million dollars to numerous African countries, but "not even a penny has been given Rwanda.... We hope that this great country which is advanced in Democracy will remember next year to help Rwanda..." (Amembassy 1963).

Long-Term Self-Help Program Is Established

A program to provide one-time support to worthwhile social and economic self-help development projects was established in 1964 and continues today. Then as now, this program is administered through the Embassy. Contributions are generally in the form of small cash grants to buy local commodities. For example, early projects provided furnishings for a nursing school in Kigali and transistor radios for each commune in Rwanda.

Monetary Reform Spurs Increased Aid

In 1966, USG stepped up its aid to Rwanda and several programs were activated. The impetus for this increased activity was an agreement between Rwanda and the International Monetary Fund (IMF) signed in April (AID CP 1966). The GOR agreed to devalue the Rwandan franc and was granted standby credit from the IMF. In November, one of the first acts of the newly-appointed second ambassador, Leo G. Cyr, was to send a letter to President Kayibanda commending him on his courageous monetary reform and listing the US projects that got underway that year. He followed up with a series of detailed letters describing the US aid programs. The most important of these were two commodity import programs--one providing trucks, vehicle equipment and raw plastic and a second providing several food staples such as flour, oil and milk. The commodities were sold to importers by the National Bank of Rwanda. According to Ambassador Cyr, the benefits from this program were threefold: the GOR was assured of a supply of several basic commodities without spending its foreign exchange, the funds deposited in the National Bank were thus a grant to finance several projects agreed upon by the two governments and the consumer was able to buy basic items such as bread and oil at reasonable prices (Amembassy 1966b).

In addition to the projects mentioned above, during the years 1966-68, USAID also provided funds and technical support for paving

several streets in Kigali (including Paul VI), and constructing a water purification plant for the capital. Aid support to education and human resource development included several short-term training courses and two undergraduate degree courses, a grant for twenty regional scholarships to students attending the National University in Butare and an equipment grant to the University. An independence gift of 30 training grants for civil service fields was also administered during this period. Gene Moore, the AID Liaison Officer at the Embassy, directed these projects.

Early USG Role Is as a Supplemental Donor

The expressed USG aid strategy in those early years was (a) to support, in collaboration with Belgium and the IMF, adoption of a fundamental fiscal and monetary reform, (b) to assist the GOR in maintaining internal security, and (c) to evidence US interest in the economic development of the country by supporting small, viable development projects, and (d) to press other donors to play an appropriate role in that development process (AID CP 1966). US policy was to maintain the role of a supplemental donor with the greatest share of development assistance being left to the Belgians.

In a joint State-Aid message to the US Department of State, Ambassador Cyr notes he reminded the Rwandan government that the aid in support of Rwanda's stabilization program "was exceptional in Africa and had been made possible only by a very special effort." Prophetically he adds, "given the trend toward regionalism, we were comparatively lucky to have the counterpart funds to work with" (Amembassy 1966c).

SECTION II THE INACTIVE YEARS, 1969-1974

SUMMARY

For five years AID activities in Rwanda were limited to PL 480 Title II and the Embassy-administered Self Help Program. In 1973 the New Directions Mandate sparked interest in Rwanda, as one of the "poorest of the poor" developing nations.

HISTORY

US bilateral assistance to Rwanda terminated at the end of FY 1968 with the departure of the Public Safety/Communications Advisor and the AID Liaison Officer (Nulle nd).

New Aid Policy Reduces Mission-Run Programs

Rwanda was among 13 African nations not receiving bilateral assistance under a new policy that channeled assistance to these countries, if at all, through regional and multidonor activities. Thus until 1975 only two programs continued in Rwanda: the self-help funds administered through the Embassy and the PL 480 Title II assistance to maternal and child health and school feeding programs run by CRS.

Rwanda Is Affected by the New Directions Mandate

The New Directions Mandate of 1973--a congressional directive to focus development on the poorest of the poor was the catalyst that brought USAID attention back to Rwanda. Making the UN list of the 25 least developed countries, Rwanda's repeated requests over the years for more US assistance were now heeded. Over a period of 18 months, four separate teams of AID/W staff came to talk with GOR officials to determine the most likely projects which would significantly contribute to the country's development without severely taxing Rwanda's limited resources (FBS 1974).

In 1973, President Habyarimana came into office, marking the beginning of the 2nd Republic. From that time until now, developing the rural sector has been the cornerstone of national development policy. Also then as now, GOR development priorities have been in step with USAID goals and strategies (Soos 1977).

In 1974 certain parts of the country were hit by severe hail storms which damaged crops and caused a reduction in yields. In other parts of the country that year there was a longer-than-usual rainy season causing the sorghum crop to spoil. Although certain areas were unharmed and had surplus crops to send to those hardest hit areas, it was discovered that the country lacked an effective

mechanism for storing, shipping and marketing basic food commodities such as beans and sorghum.

In 1974 the GOR presented the USG with 23 projects for which the GOR was seeking donor assistance. One of their priorities was to establish a food storage and marketing project, obviously engendered by their recent food crisis. Out of the 23 suggestions, this food storage and marketing project was the first to be accepted and implemented by the USG in Rwanda under the New Directions Mandate.

SECTION III DEVELOPING A PROGRAM FOR RWANDA, 1975-1979

SUMMARY

The United States had been a minor donor to the development activities in Rwanda. However, during the last half of the 70's the USG began to put considerable effort into developing and expanding its program in Rwanda. It did so because of Rwanda's status as one of the "inner six" of the world's 25 poorest countries and a western-oriented one--a fact the GOR had stressed repeatedly (ABS '79 1977).

The long-range objectives of the USAID program in Rwanda were to increase agricultural production and improve the demographic situation in the country. The program developed by the first USAID Representative to Rwanda, John A. Patterson, primarily channelled development assistance into food storage and marketing projects, and vocational, agricultural and rural health training projects at the local level--in keeping with the 1970's emphasis on grass-roots development.

He hoped that progress could be made towards the second objective "as the GOR grows more aware of the demographic crisis and begins to take its first steps in demographic policy and program formulation". Then, he felt, AID with its unique expertise, could play a crucial role in this area (ABS '79 1977). A year before he left, Patterson was approached by a GOR official for USG assistance in setting up a national office of family planning (Patterson 1978). The GOR made the first effort toward addressing the demographic problem through a family planning conference held in the fall of 1978.

HISTORY

Beginning Project-Based Activities: The FSM Project

The Food Storage and Marketing Project (FSM) begun in 1975 was to create an institution, the Grenier National du Rwanda (GRENDARWA), which could manage a nation-wide system of warehouses for storing basic crops. The project was considered of greatest significance to the nation because, while there was a relatively wide range of crops grown throughout the country, inadequate transportation, limited markets, low incomes, poor communication and other factors combined to keep the movement of agricultural crops in the market to about 20% of the total produced. This limited availability of food crops created wide swings in market prices (FBS 1974). It was felt that the country needed to stabilize the price of basic food crops through the use of a buffer stock.

Project outputs were to be eight warehouses; training for ten Rwandans in appropriate areas related to food storage and marketing; an operational food marketing office in the Rwandan Development Bank; procedures for operating and financial control; a working

capital fund for the food marketing office; and procedures for proper warehouse management (AID PPC 1985).

As first planned, the FSM Project was to be organized as follows: a National Council for Food Policy (NCFP) was to be established at the ministerial level to set the price policy the project was to carry out. In addition, a National Food Crop Marketing Organization (NFCMO) was to be created by law as the action agent. The NFCMO was to carry out its activities through local cooperatives. What actually happened was that the NCFP was replaced by the National Council for Economic Policy (NCEP) and cooperatives were dropped because it was felt they were unable to handle this activity (Brown 1977).

The project agreement required that the NFCMO be legally established. At the time these statutes for NFCMO were at the Presidency awaiting approval, statutes for an animal production and marketing organization also arrived. The Presidency decided that too many separate agencies were being formed and a single global organization was created--OPROVIA (Brown 1977). As it evolved, the Office Nationale Pour le Développement et la Commercialisation des Produits Vivriers et des Productions Animales consisted of a series of funded activities or projects concerned with crop marketing as well as livestock production processing and marketing. GRENARWA was to be one of these projects, but in fact was not integrated in to OPROVIA until 1982.

The FSM/GRENARWA project was a ten year project that began in 1975. It was designed to provide grain storage at the national level for two distinct purposes--a buffer stock operating on a given yearly market cycle and a strategic stock used in response to random market disruptions due to crop failures or other disasters (Brown 1977). Don Brown, A USDA agricultural economist was the first manager of this project.

USG and GOR Look to Common Goals

It was mentioned earlier that global USAID policy and Rwandan national development policy have always been basically aligned. This commonality of goals is exemplified in the 1975 founding of the Movement Revolutionnaire National pour le Développement (MRND). The Movement's goal was and is to mobilize all forces in the country to achieve development. Central leadership by the president was balanced with an equally strong role given to local development initiatives at the communal level, under the direction of the bourgmestre. The MRND is represented at the local level by members who also serve as government officials, thereby promoting both the Movement and the local government (CDSS '81 1979). This emphasis on bringing development to the grassroots level was in accord with the same emphasis in USAID policy during the 1970's.

Other Projects Follow FSM

The USAID program soon became involved in storage programs at the local level as a logical and necessary complement to the national program. The first of these projects was run by the CRS and it too started up in 1975. The project addressed the problem of food losses caused by humidity, rodents and insects which occurred because farmers stored their crops in mud and thatch huts. CRS contracted with USAID to construct more effective storage silos at four of their missions. It obtained local technical expertise, constructed the silos and implemented the seasonal purchase of beans and sorghum. An operational fund of \$7000 was allotted to each mission which was recouped at the time of sale. The profits of each sale were held to a specified amount which reduced speculation by traders (AID PPC 1985). The success of this small project was reflected in the design of the cooperative grain storage project which followed in 1979.

In FY 1976 the USG initiated a regionally-funded program of participant training in Rwanda. Since that time AID has provided funds for a variety of training both in the country and abroad as an effort to increase the human resource base essential to development. In 1979 this regionally-funded program became known as the African Manpower Development Program. The first project officer for this program was Brooke Stallsmith (Stallsmith interview 1985).

First Aid Representative Appointed

In October 1976 John A. Patterson arrived in Kigali to become the first USAID Representative for Rwanda. The first AID offices were in the Embassy building. According to Patterson, the decision to reintroduce an AID staff to Rwanda was carefully reviewed by Ambassador Fritts. However, the workload was too much for a small Embassy staff to handle, and there was a bit of a mandate to increase the support levels. Non-project assistance was not part of the arsenal in those days. By his own reckoning, Patterson's major activity during his two and a half years in Rwanda was to "go scouting for projects and get an aid program off the ground" (Patterson 1985). He therefore directed a Development Assistance Program (DAP) study, produced in 1977, which became the basic program document upon which AID activities were based.

GOR Suggests Program of Donor Assistance Based on Five-Year Plan

Early in 1977 the GOR released its Five-Year Development Plan (1977-1981) setting out a program which would

- improve and intensify food production,
- provide more jobs in the rural sector,
- improve the food crop marketing system,
- upgrade rural infrastructure, and
- improve and upgrade rural sector services.

During the GOR/Donor Roundtable Conference in February 1977, the five-year strategy and program were supported by the GOR and the donor community together. They also supported a call for a national demographic policy. The Plan meant a doubling of external flows from about \$50 million a year to over \$90 million (ABS '79 1977).

Apparently following up on the Roundtable discussions, Ambassador Crigler wrote a letter to the Minister of Foreign Affairs and Cooperation describing current and future US assistance to Rwanda. In his response to that letter, the Minister acknowledged appreciation for the existing programs of food relief, participant training, the self-help program and the progress made on the FSM project. He also recognized that US aid dollars also went to international agencies with ongoing programs in Rwanda.

The minister goes on to note that the GOR is pleased with the US proposition to give priority to "accelerated impact projects" (AIPs) but disagreed with the US approach, saying that financing of relatively modest projects does not meet the expectations of assistance that should come from a great country like the US. Furthermore, if the USG has decided to increase considerably its assistance to developing countries, Rwanda, which is among the five poorest, has the right to expect aid which is not limited to micro-projects (Nsekaliye 1977). This point is repeated in the 1979 Annual Budget Submission (ABS). AIPs are quickly funded/quick results projects that were popular with AID during this period, but evidently not popular with the GOR.

Patterson Outlines First AID Mission Program

Written in mid-1977, the 1979 ABS outlines the strategy and course of action recommended by Patterson and his staff, based on the Five-Year Plan, the DAP and discussions at the Roundtable Conference. The basic objectives of the program are to increase food production and encourage steps to check population growth. He proposes a general course of action from then to 1983 that included the following:

- expand the GRENAWA buffer stock capacity from 5,000 MT to approximately 9,500 MT to maximize price stabilization leverage;
- initiate a project to construct small storage silos at the local level in order to reduce crop loss and encourage savings;
- initiate projects to improve vocational, agricultural and rural health training facilities to permit the dissemination of more effective farming and family planning techniques at local levels;
- provide additional support to Rwandan food production efforts (e.g., farm schools, rural development schemes, cooperatives, transport, marketing, agricultural extension) utilizing traditional AID support, PL 480, Peace Corps Volunteers (PCVs), private voluntary organizations (PVOs), etc. (ABS '79 1977).

A significant series of discussions were held in September of 1977 in which several projects of interest to the GOR were presented for consideration by the mission. These Mini-Roundtable Discussions, as they were called, bore the seeds for many of the projects still underway in the country and also reflected the course

of action laid down by Patterson in the ABS. The US delegation, headed by Ambassador Crigler, included Patterson, two staff members from REDSO/Nairobi, two Embassy consuls, and a Peace Corps Representative from Kinshasa. The Rwandan delegation, headed by the Secretary General of the Ministry of Foreign Affairs and Cooperation, Juvenal Renzaho, included directors or division chiefs from the following ministries: Public Health, Interior, Social Affairs and Cooperatives, Plan, Agriculture and Livestock, and Youth.

Out of the several projects discussed in that meeting, eight were ultimately implemented in some form by the mission. These included, an agricultural area development project, an agricultural education project, a nation-wide food storage project, a maternal and child health project, construction of a cooperative training center, a fish culture project, grants for advanced education and training, and the PL 480 Title II, Food for Development program. Patterson spent the rest of 1977 and the greater part of 1978 coordinating studies, preparing project identification documents, and project papers for the first set of projects agreed to at the Mini-roundtable. Negotiations with the ministries included calling for dossiers, determining the appropriate project planning procedures preferred by the GOR and sorting out where and why delays or misunderstandings were occurring. During this period he often asked Nkurunziza Gustave, an AID employee since 1978, to act as translator for him (Nkurunziza interview 1985).

In addition, Patterson wanted to demonstrate the USG's firm intention to increase development activities in Rwanda. One example of a quickly implemented project is the Nyabisindu Farm Hand Tools project.

The First Vocational Education Project Is Implemented

The Nyabisindu Farm Hand Tools Project was conceived prior to Patterson's arrival, but was not implemented until March of 1978. The project was referred to in the May 1977 letter from Foreign Affairs Minister Nsekaliye. He implied it fell under the category of a "mini-project" and felt it should be integrated into a general one covering training, production and marketing of farming hand tools and would like to see the training center producing enough tools to satisfy the national market (Nsekaliye 1977).

The purpose of the project was to train young blacksmiths to manufacture and repair common rural implements and utensils. They were to receive training, room and board for nine months at a forge artisan built by the Swiss in the early '70's. The Swiss had abandoned the project during the political disturbances of 1973. The smithy and staff had stayed at the center and were producing and selling hand tools. This staff would form the nucleus for the renewed training project. The new AID project would provide a grant to 1) partially fund dormitory construction, new equipment and commodities, 2) finance a part-time project technician who would help develop a new curriculum, 3) provide tuition and per diem support for students, 4) train 60 blacksmiths over a three year

period, and 5) provide them with tool kits for "take-home" assignments and post-training employment (AID PPC 1985).

The GOR Requests Assistance with a Cooperative Project

In 1977 the Cooperative League of the USA (CLUSA) was invited by the GOR to design a project that would move the country toward its goal of a cooperative grain storage facility in each of Rwanda's 143 communes. Out of this was born the first of a two-phase project that would involve not only construction of silos or storage units, but also provide training and management assistance for warehouse personnel. The Cooperative Grain Storage Project (CGS) was implemented in late 1978 under a 2-year Operational Program Grant (OPG) which was ultimately extended to the end of 1981. Jim Alrutz headed this project. CLUSA was to provide technical assistance in training and management which would complement contributions from the GOR, from the cooperatives themselves and from the United Nations Capital Development Fund (UNCDF) which financed the construction of seven storage silos and a revolving fund to operate them. (Willot 1981) This project was seen as a preliminary or pilot phase for a more extensive Local Crop Storage (LCS) project that came into being in 1980. Under an OPG, AID provides funds to a project that is perceived consistent with mission strategy. These funds are usually conferred to PVOs, who are free to administer the projects, independent of AID day-to-day management.

LCS project funds were allocated to construct 40 silos and warehouses attached to cooperatives; to expand a comprehensive training program for both government and cooperative administration of a cooperative-based storage and marketing system; to develop a credit system permitting access to working capital; and to provide technical assistance in implementing these activities. The ultimate goal of these activities was to increase farm family income in the participating communes and to increase food availability to small farmers throughout the year at more stable prices.

Thus, through the four storage projects (FSM, CRS, CGS and LCS) the USAID program in Rwanda was addressing three agricultural sector goals of the 1977-81 Rwanda Development Plan:

- improvement of storage and marketing facilities,
- agricultural training and extension, and
- promotion of community organizations and regional development services.

USG Urges Aid for Rural Health and Family Planning

During the Roundtable Discussion in the fall of 1977, the GOR asked for aid in building two rural hospitals. The Embassy/USAID response was to express doubt that such projects would be approved since US policy stressed preventive medicine for mothers and children. The matter was dropped by the GOR although the Embassy continued in its communications with the GOR to express its interest

in preventive medicine, rural maternal and child health and family planning (Patterson 1978).

In June and July of 1978 Patterson was approached by the Secretary General of Social Affairs, Madame Habimana Nyirasafari Gaudence, with a request for US aid in organizing a new GOR office responsible for family planning activities. This was the first positive indication that the GOR was ready to address the demographic problem that was plaguing the country.

In October 1978 the GOR and Pathfinder--an international PVO for promoting family planning--sponsored an Interafrican Seminar on Maternal and Child Health and Family Planning (MCH/FP). This opened the way for a small Pathfinder training and information dissemination project (Robertson interview 1985). Three pilot family planning clinics were to open in the country's largest government hospitals by January 1979. The project would also provide US training for nurses/midwives and social assistants, both on service delivery and as multiplier trainers through an on-the-job extension program. Most of the training was completed, but the rest of the project was eventually replaced by a larger, more comprehensive MCH/FP project called the Family Health Initiatives Project (AID 1980).

Reaching Agreement on an Agricultural Education Project

The present Agricultural Education Project also has its roots in the early exchanges between the attendees of the 1977 Roundtable Discussions. At that time the GOR apparently asked for the funding of 42 post-primary schools (the CERARs--centers for rural and artisanal education for boys.) The first of these boys' vocational education centers began as pilot ventures in 1970 and '71. They were initiated to complement the postprimary girls' training centers begun in the early 1960's (ABS '79 1977). The girls' and boys' schools later became co-ed CERAI's (though not all CERAI's are co-ed).

The USG response to this request for 42 schools was that it had already identified a three-part agricultural education program that would include 1) building 10 CERARs, 2) expanding the agricultural school in Kibuye by upgrading the participant and in-service training programs, and 3) developing the school facilities, syllabus and trained staff for the recently-built Nyagahanga Ecole Feminine Agricole. Patterson was particularly keen on implementing the Nyagahanga project, in part because of the new emphasis on involving women in the development process. Initially however, he met with a great deal of resistance from a GOR minister who insisted there was no place for women in agricultural extension in Rwanda (Patterson 1978).

The Kibuye school funding was dropped because the Swiss were prepared to reinstate their support to this school. They had initiated the school in 1966 to train agronomists as extensionists. The GOR wanted to substitute support for the agropastoral school for boys at Ngarama for both Kibuye and Nyagahanga. In August 1979 the various plans resolved into one Agricultural Education Project which aimed to assist the GOR in implementing the agricultural component

of its national education reform which raised the years of primary education from six to eight years and proposed a practical as opposed to academic track of post-primary education for 90% of the students. This would be achieved through construction of 30 CERAI's; extending and improving both the coverage and quality of rural postprimary education for boys and girls through the CERAI mechanism. CERAI curriculum development, adult education, and the expansion of the Nyagahanga Agricultural School for Girls were also important components of this project.

Of these activities, school construction began almost immediately. During this early phase of the project, however, serious doubts were raised regarding the socioeconomic benefits, and practical feasibility of CERAI's and by extension, the project. Whatever the case, the other aspects of the project were not implemented for several years (Norris et al 1984).

GOR Reluctant to Develop Large Cadre of Peace Corps Volunteers

Involving PCVs in AID projects was an issue that Patterson struggled with. He clearly sought to include PCVs wherever he could in the USG development program. He would have had PCV teachers at Nyagahanga School, others working with the blacksmith project, the local crop storage project and the fish culture project. After expressing initial enthusiasm, the new Peace Corps Director was reluctant to have Volunteers working in projects financed by AID. The GOR on the other hand wanted the assurance that the PCV's would be adequately supported (Patterson 1986). In addition, the government argued that there were already a number of Rwandans who could fill the roles of technical assistance generally assigned to PCVs, but the Rwandans lacked the means for training. The GOR urged the USG to rather give Rwandans the short-term special training and the support to enable them to operate much as volunteers do. However, it should be noted that the GOR did not object to bringing in volunteers with the expertise and experience not available here in Rwanda (CDSS '82 1980).

Chiavaroli Follows Patterson as Second AID Representative

In July 1979, John Patterson completed his tour of duty in Rwanda. He left with several large projects in the implementation phase and many others on the brink of implementation. (See Table 2.) Three months later, Eugene R. Chiavaroli became the second USAID Representative to Rwanda. Chiavaroli, in his end-of-tour report, wanted to give substantial credit to Patterson and the mission's first program officer, Terry Barker, who had worked with both of them. He notes, "while some of the efforts begun prior to my arrival have been dropped, the country analysis (DAP) which was completed under Mr. Patterson's direction, and the projects which were financed at that time, in large measure, are the basis for the major orientation of the program as it exists today" (Chiavaroli 1985).

TABLE 2
ANNUAL RESOURCE FLOWS--USAID RWANDA
1976 - 1985
(IN THOUSANDS OF DOLLARS)

FISCAL YEAR	GRANTS	P.L. 480	TOTAL
1976	634	1,447	2,081
1977	518	1,250	1,768
1978	54	1,596	1,650
1979	476	996	1,472
1980	1,124	2,035	3,159
1981	1,632	3,813	5,445
1982	1,965	2,442	4,407
1983	(No figures available: CP 1985 missing)		
1984	4,658	4,035	8,693
1985	5,407	5,712	11,119

From Congressional Presentations 1978 through 1986 (with the exception of the 1985 CP). These figures are taken from the "Resource Flows Table, Column "FY 19-- (Actual)," a table of expenditures presented each year in the CP. The 1985 figures are from the mission program officer.

SECTION IV ENLARGING PROGRAM ACTIVITIES, 1980-1982

SUMMARY

During his first three years in Rwanda, Chiavaroli expanded the program begun by Patterson. He increased the annual budget level for bilateral projects by 200% and tripled the number of projects. The 1982 Country Development Strategy Statement (CDSS) written within six months after his arrival indicates the shift in strategy he would accomplish within the framework of projects on-going or about-to-be-implemented as a result of Patterson's planning.

The overall mission development goals remained the same: increase per capita food production and effect a general improvement in the health status of the Rwandan family, while bringing the demographic problem in balance with development potential.

The US, as a recently-committed new donor to Rwanda, had already demonstrated expertise in three areas important to the GOR's development goals--food crop storage and marketing, cooperative development, and family health and planning--in the next few years it would add the important task of rural and agricultural sector analysis.

The mission was already playing a major role in supporting and encouraging GOR Policy and programs in the areas mentioned above. The future USAID influence on GOR policy reform is presaged by the CDSS suggestion that in the long run, with continued support, AID will be able to influence needed policy changes such as increased resources to a basic rural health delivery system, incentive prices for food crops and a progressive attitude toward cooperative formation (CDSS '82 1980).

Whereas Patterson's chief task had been to develop a program that answered the priority needs of the Rwandan government while staying within the USG's development policy at that point in time, Chiavaroli's task was three-fold. First, he had to build on the program base established by Patterson, adjusting it to policy shifts as they occurred in both Rwanda and AID/W. Second, Chiavaroli also directed the evaluation of several programs begun before and during his years in Rwanda. A third task was to encourage and establish linkages between the various projects, making use of knowledge and experience gained in one project to propel another.

During this period, health officer Rob Robertson joined the staff and Norm Olson replaced Terry Barker as program officer.

HISTORY

Rwanda Implements an Expanded Program for Immunization

As discussed earlier, the USG was interested in preventive medicine for children and mothers; this is reflected in the fact that maternal and child health has always been an important component of the mission's program. Late in 1979 the US and a

number of other donors, most especially WHO and UNICEF, initiated a world-wide program for Combatting Communicable Childhood Diseases (CCCD). Rwanda was one of the first countries to be included in these activities. The Centers for Disease Control and AID began the preliminary design work for this program in 1978. And by early 1980 the first effort in this program, the Expanded Program for Immunization (EPI) was well underway. The project was initially supervised by a WHO consultant, Dr. Molouba.

The project's goal was to immunize children under five against measles, diphtheria, tetanus, pertussis, tuberculosis and polio. To achieve that goal, vaccine had to be delivered to clinics and dispensaries throughout the country and administered by trained technicians. USAID and UNICEF were responsible for the cold chain material that would keep the vaccines frozen or refrigerated from the time they left the manufacturer until they were locally dispensed. This included refrigeration units of various sorts, vehicles, spare parts and gasoline as well as the supplies needed to administer the vaccines. During this period, Allan Getson was the mission health officer so ably responsible for choosing, ordering, and delivering in a timely fashion the supplies needed to disallow any breaks in the cold chain. USAID and UNICEF were responsible for providing the EPI with materials, WHO and UNICEF provided the necessary training.

Nationwide Family Planning Office Is Established

The 1979 Pathfinder seminar on Maternal and Child Health/Family Planning (MCH/FP) had broken the ice and the GOR embarked on the delicate business of bringing demographic problems to the attention of its citizens. As promised by Madame Habimana, the GOR came to AID with a request for major bilateral assistance in establishing a nationwide system for providing family planning information and services in conjunction with the Ministry of Health's maternal and child health program. A grant agreement had already been signed in 1980 for a relatively modest centrally-funded Family Health Initiatives (FHI) project aimed at providing training for Ministry of Health personnel at various levels and for establishing information activities in a few areas of the country.

AID was and is the foremost provider of MCH/FP project assistance. It already had on-going programs in maternal and child health which included the FHI and EPI programs described above and supported the CRS nutrition centers for mothers and children by supplying them with PL 480 food commodities.

In 1981 the mission entered into a major long term bilateral project which would result in establishing the National Office of Population (ONAPO) and assisting in its operation (Chiavaroli 1985). The project, as conceived in 1981, was to develop the capability to provide adequate population data collection and analyses, research and evaluation. ONAPO would provide training programs and education materials and develop mass media communication programs. They were to be responsible for the delivery of MCH/FP information and services in all ten prefectures

of the country (PIR 1985). The program would offer funding for the education and training of doctors, nurses, nutrition instructors and social workers in maternal and child health and family planning and support construction activities related to the preceding elements.

The Mugonero Hospital Expands

In 1980 a regional grant from American Schools and Hospitals Abroad (ASHA) funded a project run by the Seventh Day Adventist World Services (SAWS). The purpose of the project was to expand Mugonero Hospital by constructing and equipping a health education center, a medical ward, maternity and nursing school and do other site improvement work, such as providing an adequate water supply (PIR 1985).

Agricultural Survey and Analysis Project Is Designed

The possibility of carrying out a survey and analysis of agriculture in Rwanda was first conceived in March 1979. Design of the AID Agricultural Education Project was underway when REDSO personnel asked the Ministry of Agriculture (MinAg) for information on the appropriate content of an agricultural education curriculum for rural students at the post-primary and secondary level.

Discussions at the MinAg that initially focused on the Agricultural Education Project revealed that both the organization and information bases were inadequate for the purposes they were used. Yearly data from the MinAg on acreage, production and yields was the main data source for the GOR Five-year Plan. These data, which were also the main information source for projects, and the principal numbers used in the so-called sector reviews or sector assessments of donors were highly unreliable, and more accurately characterized as "guesstimates" than "estimates" (PID 0115 1979).

In July 1979, a team of US consultants from the Bureau of Census and REDSO worked with the MinAg to prepare an "Outline of a Possible Collaborative Survey and Analysis of Agriculture in Rwanda". They established the need for an extended institution-building pre-pilot survey phase which would include organization, staffing, training, design, and the field-testing of instruments and procedures--a phase not to be completed until February 1982. This phase would be followed by the pilot survey and analysis in March 1982. MinAg accepted the need for the extended prepilot phase and opened the way for further planning and discussion, resulting in an official request for AID funding from the GOR. The first phase of design, training, and field-testing data collection activities began in March 1981 and was completed in March 1982. From March 1982 through April 1983 the pilot study was conducted to test the methodology, the instruments and the training of personnel. The full (regular) survey got underway immediately following the evaluation of the pilot study activities (Craig interview 1986).

GOR Requests a Cooperative Training and Research Center

The need for a training center to serve Rwanda's cooperative movement was recognized as far back as 1976, and was included in the list of the GOR's 23 priority projects. The Swiss government as well as the US had a strong and long involvement in cooperative activities. Beginning in 1965, Swiss bilateral aid programs for cooperatives included developing TRAFIPRO, a large consumer cooperative with 27 associated local consumer co-op outlets and the Banque Populaire, a union of presently 72 cooperative savings and credit societies.

The growing training needs of these organizations and the keen interest of the GOR in a training center prompted the GOR to ask the Cooperative League of the USA (CLUSA) to design and develop a national cooperative center based on discussions with the Ministry of Social Affairs and the Cooperative Movement (MINISCOOP), the Banque Populaire, the Swiss and the mission. The CLUSA study was completed in mid-1979. In 1980 the Swiss designated two million Swiss francs (\$1.2 million) for construction of the center and to cover the annual operating costs of the center's proposed research and extension unit. The GOR provided the two hectare site for the center which is located at the edge of Kigali. The project became a collaborative one between the GOR, the Swiss, CLUSA and USAID/Kigali. The USG gave an Operational Program Grant (OPG) to CLUSA which covered the funding for a cooperative education expert, education equipment and interior furnishings for the center, and during the initial stages, a portion of the center's operating budget. The OPG was signed in 1981 and construction was underway soon thereafter (Garvey and Alrutz 1984).

Food Storage and Marketing (FSM) Moves into Its Second Phase

Supporting an improved system of storing and marketing grains and pulses began in 1975 with the FSM project which, according to a 1981 evaluation, had achieved its first purpose of establishing an efficient food storage and marketing system. The Grenier National du Rwanda (GRENARWA) was an outgrowth of this project and had become the leader in providing storage advice and services to those Rwandan government and non-government organizations involved in food storage. While the storage services were satisfactory, marketing and financial capabilities needed additional strengthening. Furthermore, bean storage was still problematical and more research needed to be done (AID PPC 1985).

With these ends in mind, FSM II was designed to provide technical assistance in the form of a marketing advisor and a financial management/accounting advisor; it also funded the purchase of equipment such as a computer and vehicles. In 1983, Taoufik Jomni arrived to become the marketing advisor and Alain Joyal joined the team as financial consultant to the director. The overall purpose of the second phase was to assist GRENARWA in consolidating operations and build linkages between the national GRENARWA operations and the communal LCS project cooperatives (CDSS 1982).

The third component of FSM II was to continue and intensify research into the effects of storage variables on bean quality and cookability. This third component was not implemented until 1984 with partial funding also coming from the Local Crop Storage Project (Clarke interview 1986).

Also in 1982 GREARWA was officially integrated into OPROVIA, the large parastatal agency having national responsibility for developing and marketing food and livestock products.

Cooperative Grain Storage Project Is Completed

In 1981 the Cooperative Grain Storage (CGS) project came to an end and was evaluated as generally successful. All seven planned silos plus an additional one were completed. By 1981 storage at the silos was 33% of capacity--below the target level but adequate. The evaluation team concluded that a key lesson learned was the need, both before and during the building phase, for grass-roots education/training and baseline research as well as training of personnel at the central office of the ministry involved in cooperatives (AID PPC 1985, Dalrymple interview 1986).

USAID Gives Support to Regional Organizations

Rwanda is a member of two regional organizations: the Economic Community of the Great Lakes (CEPGL) with Zaire and Burundi, established in 1976 and the Kagera Basin Organization (KGO) with Tanzania, Uganda and Burundi, established in 1978. Both organizations have received regional funding from AID, typically for training.

In the early '80s, USAID provided training and support funds to CEPGL (headquartered in Gisenyi) to be used for staff training and project development studies related to economic, demographic and energy source development. The last portion of funds were, in fact, deobligated because CEPGL was unable to come up with suggestions for suitable studies (Chiavaroli interview 1985).

The KBO has sent eight people for training under this program since it was initiated in 1981. The remaining funds for this program are in danger of being deobligated as well unless the KBO becomes more active in proposing appropriate candidates (PIR 1985, Depp interview 1986).

Farm Hand Tools Project Is Evaluated

In 1982 the Nyabasindu Farm Hand Tools project was completed. The project had expanded and renovated an existing blacksmith training center and conducted three 9-month training courses, graduating 15 persons. While the training was a success from the technical point of view, project objectives were not fully achieved. Only 23 of the graduates traced were using the skills

they had acquired in training, and of these, only 2 worked in a rural forge. However, 14 were teaching the trade. The evaluators, Chiavaroli and Balihuta, concluded that future training projects should: 1) undertake a marketing survey to study supply and demand factors, including a comparison of price/quality of local products versus imported items; 2) make admission requirements more stringent to identify motivated trainees; and 3) provide follow-up services, including logistical support after graduation, refresher courses, and assistance in obtaining materials and in marketing products (AID PPC 1985).

Pond Dynamics Research Begins

This is a centrally-funded research program run by Oregon State University. This particular Collaborative Research Support Project (CRSP) is one of several projects doing research on Talapia Nilotica in various agro/ecological zones throughout the world. The Rwandan project, doing high altitude research, is being implemented by Dr. Boyd Hanson, a researcher from Oregon working in close collaboration with the implementing institution--the University of Rwanda. Dr. Hanson arrived in 1982 prepared to begin his research. He found instead that his first task would be to engineer construction of the fish ponds in an abandoned botanical garden near the fish culture project described later. While the ponds were being built under his supervision, Dr. Hanson monitored and supervised the graduate students' writing of their masters theses and taught some courses at the University. The actual research would not occur until 1985 (Depp interview 1986).

Other Regionally-Funded Projects Proceed

During this period two small regionally funded projects were completed--a Scout Training Center was constructed at Butare and a communal water system was installed in Giciye.

A larger regional project was underway from 1980-84. It consisted of a series of studies relating to renewable and improved energy. The project explored the use of solar energy, micro-hydro plants and several types of fuel-efficient wood and coal burning systems. The project was implemented at the National University in Butare.

Carter Establishes the Human Rights Fund

Under the Carter administration, a Human Rights Fund was established and administered through the State Department. This small foreign aid fund was used to support what embassies considered human rights activities within the country. Examples of funding activities in Rwanda include sponsoring a seminar on working women in the urban milieu and providing funds to publish a book on esoteric practices in Rwanda (Weinland interview 1985).

SECTION V THE FOUR-PILLARS POLICY YEARS, 1983-1985

SUMMARY

During these three years, the mission strategy and goals were fine tuned to simultaneously address the four AID priority concerns and the objectives of the GOR's Third Five Year Plan. The "four pillars" of AID's global development priorities and strategy include support of:

- 1) policy reforms that decentralize administrative structures, rely on free market forces and limit population growth rates;
- 2) private enterprise development;
- 3) technology transfer and research; and
- 4) institutional development (CDSS 1983).

The third Five Year Plan (1982-1986) has four major goals:

- 1) satisfy the food needs of the population;
- 2) promote better use of the country's human resources;
- 3) improve the living conditions of the population; and,
- 4) improve Rwanda's position vis à vis the exterior (Technoserve 1984).

A key objective in achieving these goals is to promote labor-intensive small and medium enterprises primarily in the rural sector.

Several on-going projects already addressed both governments' priorities: the mission's agreement with GRENAWA relating to indicative rather than fixed pricing; the population policies generated under ONAPO; the production of critical agricultural information for decision-makers; and progress towards institutionalizing the cooperative movement. New major projects beginning in these last three years focus attention on private enterprise development and technology transfer and research.

In the fall of 1985 Gene Chiavaroli completed his six-year tour of duty as AID representative to Rwanda. Later that year Emerson Melaven arrived to become the third AID Representative.

HISTORY

African Manpower Development Program Continues

The AMDP is a regionally-funded project that for many years has provided short-term training which generally supports broader program objectives. Part of these funds are committed to the African Graduate Fellowship Program (AFGRAD) run by the African American Institute of New York. Highly qualified Rwandan University graduates are sent to US universities for graduate training under tri-mutual sponsorship: the US universities provide a scholarship, the GOR pays for the students' tickets and the AMDP provides the students with a maintenance allowance. One hundred percent of the graduates who have completed their training under this program have

returned to Rwanda (Depp interview 1986). Nkurunziza Gustave has for several years served as the project officer of this program.

The Agricultural Education Project Moves into Its Second Phase

The only component of this project that was functioning prior to 1983 was the construction phase, which succeeded in its goal--30 CERAI's were built between 1979 and 1981. Efforts to implement the technical assistance phase were frustrated because the search for university expertise under the Title XII set-aside failed to uncover any qualified candidates. Thus the bidding process was opened to private firms and finally, in September, AID signed a contract with Development Assistance Corporation (DAC) who had a subcontract with Creative Associates (CA) to provide a team leader/specialist in agricultural education (ag ed) policy and planning, Robert Morin, and ag ed advisor, Roger Steinkamp. They joined the third member of the team, Vinh Van Pham, the engineer who had supervised the school construction and was signed on as vocational-education/construction/mechanics specialist.

Arriving almost four years after the signing of the grant agreement, the team found that French cooperants were already providing the technical assistance originally slated for the AID team. Thus the team was assigned to work with the Bureau Pédagogique. In February 1984 they were transferred to another part of the Ministry of Primary and Secondary Education--the Direction d'Enseignement Rural et Artisanal Intégré. The project focus shifted away from ministry-level preparation of formal curriculum and towards in-service training of CERAI staff, notably in school management and curriculum adaptation. (Norris et al 1984).

The project will be completed in fall of 1986. After Morin left, Steinkamp became team leader and was recently joined by three short-term consultants: Roger Clapp is working with the CERAI's to identify income-generating activities; Louise Fillion is developing curriculum materials; and Jean Pascal Caillaud is working with the Formation à la Carte.

The team has produced a significant amount of training materials and workshops since 1983. Training in management, accounting, budget management, in teaching animal husbandry and agriculture management, in constructing cisterns at the CERAI's (125 were built), among other subject areas, have been completed. Detailed training manuals were a necessary result of these training activities and will continue to be used as a valuable residual of the project. They were recently combined into a single Guide de Gestion. The project also developed a training program which offers free choice of a wide variety of agricultural and craft skills training. Over 650 teachers have benefited from this Formation à la Carte program. In addition, the project provided supplies and material to the Women's Agricultural School in Nyagahanga and conducted two sociological studies on integrating the CERAI's into the communal milieu. Current activities include developing audio-visual materials for distribution to the CERAI's (PEA 1986).

Three MCH/FP Projects Continue

The United States continues to play a major role in programs directed towards maternal and child health and family planning in Rwanda. It is the only donor nation providing funds for population planning activities to Rwanda (PNUD 1985).

Combatting Communicable Childhood Diseases Expands Its Program

The CCCD program is three-pronged: it has activities directed towards control of diarrhea among children under five; the treatment of malaria among that same group as well as prophylaxis for pregnant women; and the Expanded Program of Immunization discussed in Section IV. The EPI program, begun in 1980, was effectively achieving its purpose of vaccinating the young children against communicable childhood diseases as well as immunizing pregnant women.

In 1984 a second phase of CCCD was implemented. The objective of this second phase is to increase EPI efforts and reduce mortality by 25% by controlling diarrhea through oral rehydration and treating fevers presumptively to control malaria mortality. Toward that end, a technical advisor arrived in 1984 to assist the Ministry of Health and Social Affairs (MOHSA) to achieve these new goals. Maryanne Neill, under contract to the Centers for Disease Control, Atlanta Georgia, has helped to integrate a malaria and diarrhea diseases commodity distribution system into MOHSA, is conducting a study to confirm the presence of chloroquine-resistant mosquitoes, and has launched three CCCD demonstration zones. Under her direction, a survey of the health knowledge, attitudes and practices of the local population was completed by the end of 1985. Using training modules developed by CDC, new training activities for existing EPI staff and others have been initiated.

National Office for Family Planning Is Created

In the past five years, the successful, bilateral Family Health Initiatives Project which began in 1981 has accomplished many of the objectives outlined earlier in this history. Under the guidance of the USAID Health Officer, Allan Getson the Project has helped establish a national office for family planning--ONAPO. ONAPO has completed a nationwide fertility survey, and distributed information on family planning to more than 25 hospitals, and well over 100 health centers, dispensaries and nutrition centers throughout the country.

Under this project, AID funded the training of several doctors, and a great number of nurses, social workers and other auxiliary staff both in-country and long-term overseas. One health and nutrition center has been constructed with AID funds and three more are being built. A training center in Kicukiro will be completed by 1986. Health institutions which deliver family planning services went from 84 in 1984 to 135 in 1985, which is approximately one half

of the 271 health institutions in Rwanda (PID 1985). Dr. Maryse Pierre-Louise arrived in 1985 and is the technical advisor to ONAPO.

PL 480 Provides Food for an Important MCH Program

Since 1965 the CRS has been providing a variety of feeding programs for children and mothers as part of the maternal/child health program in Rwanda. Its current director is David R. Harshbarger. Food is distributed by locally-staffed nutrition centers found throughout the country. At present many of these nutrition centers have activities such as kitchen gardens, small animal raising projects and fruit tree nurseries, all aimed at demonstrating ways the family itself can improve its food production and nutritional habits. The food distribution for this program is aimed at children between the ages of 6 months and five years (ABS '85 1983).

PL 480 Title II is the only Food for Peace (FFP) program in Rwanda. CRS, in addition to the MCH program described above, also runs a secondary and vocational school feeding program. The AID/Washington office of FFP recently determined that the school feeding program should be phased out. CRS requested a one-year moratorium to study the potential impact of the phase out. The study revealed that the phase out would create significant financial hardships on the students enrolled in these boarding schools since tuitions would be raised. They recommended a ten-year phase out period. In response, AID/W/FFP proposed a six-year phase out for the secondary schools and a three-year phase out for the vocational day schools. The GOR has accepted the plan.

A Second PL 480 Program Provides Food in Exchange for Work

The Adventist Development and Relief Agency (ADRA), formerly the Seventh Day Adventist World Service (SAWS) shifted its PL 480 program from a primary school feeding program to food-for-work activities in late 1982 when the GOR terminated the school program. In the Food for Work program, communal development projects use food commodities to pay workers for such activities as local road building, making bricks for constructing schools, dispensaries, etc., and work on reforestation or land reclamation projects. Adult literacy teachers are also paid with these commodities. The AID mission is also attempting to develop linkages between the Food for Work program and other on-going development projects such as the Communal Afforestation project and the CARE Gituza project both described below (ABS 1985). James Conran has been director of ADRA/SAWS for several years. Francoise Bernadel is the mission's project manager for several of the programs related to child and maternal health such as those discussed above.

The Agricultural Survey and Analysis Project Takes to the Field

After completing and evaluating the pilot study in August 1983, the survey teams went out into the field to measure farm areas and plots. Data collection on agricultural production began in November 1983. The survey was completed by the end of October 1984. At the close of 1985 the project had succeeded in completing the first volume of agricultural statistics based on its survey. The expatriate team includes economists John Craig, Scott Loveridge and Yvan de Yaegher and programmer Jim Otto. The survey results have been published, widely distributed and very well received. The unit has accepted several invitations to participate in seminars on agricultural issues and to perform evaluations. Two permanent staff members have been identified for long-term training in the U.S. There now exists a cadre of 78 surveyors paid by the MinAg. This survey team continues to apply its field experience to further data gathering activities such as collecting farmer opinions on food crop production, size of fields in food crops, data on food crop production, and prices and marketing of beans and sorghum. The project management has also responded to requests from other groups to process data collected by these groups.

Thus the two primary objectives of the project--to institutionalize agricultural surveys along with the analysis and publication of the data, and to disseminate the data to policy makers for guidance in their decisionmaking--have essentially been achieved (PIR 1985). The success of this project has led to the decision to finance a second phase of this activity. It is hoped that new funding will be available early in 1987 when the current project ends.

The GOR Proposes a Refugee Resettlement Project

In 1983, a project paper was quickly prepared based on earlier refugee aid proposals offered by the GOR. The money came from the State Department's Migration and Refugee Assistance (MRA) fund. The implementing agency, Africare, was to design and build a resettlement community at Nasho for 400 herding families who were refugees from Uganda. According to Africare/Rwanda's mission Director, Mel McCaw, the project reflected the US position that countries who accepted refugees were in need of assistance over and above the direct aid to the refugees. The project was to be an example of how this could be done. As designed by the GOR, then, it had a heavy emphasis on infrastructure and a concomitant lack of emphasis on sociological issues which, it was assumed, would be handled by the U.N. High Commission for Refugees (UNHCR) (McCaw interview 1986).

The purpose of the project was to assist 400 cattle-raising refugee families to develop viable communities by establishing local organizations to manage water and pasture; developing an agriculture production system including a veterinary center, a tsetse control system, a biogas system, ranches, housing, and two health centers; and installing three water systems (PIR 1985).

Within the first year, the project faced a very immediate problem: the GOR had not legally recognized any refugees as permanent residents with the right to resettle the area. The people were considered transients with no real rights to land and permanent settlement and thus, none of the activities could get underway. Nevertheless, the project began work on the designs for infrastructure construction of such things as the water systems, health centers etc. These plans were subsequently delayed and modified when it was discovered that part of this land was to be set aside for a World Bank sugar project. Until it was clear where the boundaries were, no further planning could be done.

Other activities that could go ahead included a reforestation component run by Peace Corps Volunteer Mark Buccowich, working with both the refugee and local commune population. In addition, animal health care was established and an innovative tsetse fly control program was well underway under the direction of the team's agriculture and livestock officer, Gene Neill.

In late 1985 the project again was struck by a major problem-- the refugees and their cattle moved back to Uganda. However a new target group was quickly formed out of refugees coming from the dismantled refugee camp Kibondu. The resident population then shifted from cattle-raising families to 400 principally agricultural families and only 80 herding families. Furthermore, they were no longer classified as refugees, but were repatriates. This called for a shift in project goals and an opportunity to build into the project an appropriate emphasis on sociological issues such as involving the beneficiaries in the decision-making process. Project objectives were rewritten under the guidance of Eric Metzner, a community development veteran who was the Africare director preceding McCaw. The major goal is to achieve self sufficiency for the target population. Each family is receiving 1.5 hectares of cultivable land and communal grazing areas are being developed. The team's sociologist, Bob Brandstetter is now working closely with the community members in their efforts to create a village lifestyle not familiar to most Rwandans. Jean Denis is the project's administrative officer.

Thus by the end of 1985, infrastructure activities are ready to start, and the community can now begin their first season of farming and initiate a number of community development activities. In 1986 the project paper will be revised to more closely reflect the new situation and the revised project goals.

A Second Refugee Project Looks at Forestry and Energy Conservation

In 1984 The GOR invited CARE International to examine program possibilities for Rwanda and open a mission in the country. According to CARE/Rwanda Director Chris Scheiffele, the GOR was particularly interested in reforestation and water projects. Based on this and discussions with the mission, a reforestation project was designed that responded to the GOR's interests and was funded by a grant from the MRA fund. This money was supplemented by CARE's

contribution and by contributions in kind from the World Food Program and the GOR.

The Gituza Forestry project was designed to help replace the fuelwood consumed by 23,000 refugees who, until late 1985, had lived in Camp Kibondu, a corner of the Akagera National Park in eastern Rwanda. The project was designed with three components: to reforest 3,000 hectares of degraded and denuded hillsides; to develop agro-forestry extension activities for Gituza commune farm families and to introduce energy-conserving interventions in the refugee camp. The first two activities are directed by David Gibson and the latter by Eva Mueller.

Shortly after the project got underway, the true urgency of the situation was revealed. Whereas it had been estimated that the camp had approximately one year's fuel supply remaining, in fact all reserves had been exhausted and thus the UNHCR was forced to buy wood from the local communes (CARE 1985).

All three components got underway and by late 1985, 300 hectares had been planted, eight extensionists trained and all 8 extension nurseries were operating. Over 23,500 seedlings had already been distributed and an additional 200,000 forest and fruit trees had been produced in a central nursery. Furthermore, the woodstove that was introduced to conserve fuelwood had indeed reduced wood consumption, compared to the 3-stone fire, by 50% (PIR 1985). An energy extension service was also developed in the camp to further reduce fuelwood consumption.

It was at this point that the refugees either left the camp and returned to Uganda or were given resident status. As the year drew to a close, the project team was in the process of redesigning the energy component. Because the project was originally designed to repair the environmental damage already done by the refugees, it was still deemed appropriate to fund it with MRA funds. The project as a whole will most likely continue as planned (Scheiffele interview 1986).

Food For Peace Provides Emergency Food Aid

A grant under the Food For Peace Title II program was authorized in 1984 in response to a request from the GOR to all donors. It was feared that it would be a drought year and Rwandan families would need emergency food rations. There was, in fact, a drought in some areas, though it was not as severe or widespread as originally predicted. The USG sent 8,291 metric tons of commodities to Rwanda. Due to Rwanda's landlocked position, the crisis had passed by the time the food arrived from Mombasa. Thus, although originally intended for distribution through the communes, the food was channeled instead to secondary schools, with sorghum going to health and youth centers. CRS, ADRA and CARITAS, another non-government organization, shared in the responsibility of distributing 3,302 MT of the food (Bernadel interview 1986).

New Project Activities Begin at Nyagahanga

The Nyagahanga Marshland Reclamation project is a two-year, centrally-funded, Women in Development project begun in 1984. Its purpose is to help the Nyagahanga Women's Agricultural School put into production a reclaimed valley. The project will be in effect over three seasons to establish it as a demonstration and work/study facility for the school. Nyagahanga's prior activities were funded by the Agricultural Education Project which, in 1984 completed an extension of the school and in 1985, the construction of a storeroom. The dedication of the Nyagahanga Extension took place in June 1985 under the patronage of the President of Rwanda. (Bernadel interview 1986).

Agricultural Research and Resource Projects Begin in Ruhengeri

During the period 1983-85 three projects were implemented in the Ruhengeri Prefecture. Two were regionally funded-projects: the Ruhengeri Resource Analysis and Management (RRAM) project and the Communal Afforestation project, with its emphasis on agroforestry. The third is the bilaterally-funded Farming Systems Improvement Project (FSIP). The projects are meant to complement each other and, with sufficient interaction, it's intended that they will mutually gain from each other's research, training and extension activities.

As far back as 1979, the mission wanted to design and implement an agricultural research and development project. Several areas were considered, including the Zaire/Nile Crest and the Nyabarongo Valley. In the end, four adjoining communes in the Ruhengeri Prefecture were chosen as the area in which to concentrate research activities. Although the FSIP implementation team did not arrive until mid-1985, the project site was identified as early as 1982. During those intervening years the two regionally-funded Ruhengeri projects were implemented.

Ruhengeri Prefecture was the appropriate choice for each of these projects for many of the same reasons. Ruhengeri has always been a highly productive, densely populated region. It is only because of the natural high soil fertility that it has managed to sustain the numbers of farming families living there. It is rich in a number of natural resources which are rapidly being degraded and depleted. These include one of the principle watersheds in the country, an important complex of lakes and wetlands, generally productive soils, and the Virunga natural forest which harbors the rare mountain gorilla and thus generates significant foreign revenue through tourism. Population growth, increasingly intensive farming and use of marginal land for cropping, however, is causing soil erosion, deforestation, and decreasing crop yields per hectare. The three projects underway in this area specifically address these problems and seek to provide recommendations for ameliorating them (Weber interview 1986).

Commune-Level Afforestation Project Encourages Agroforestry

The Communal Afforestation project is one of several afforestation efforts in east Africa directed by the AID regionally-funded Energy Initiatives in Africa Project. The Rwandan project began implementation in April 1984 and is active in the Ruhengeri communes of Cyeru and Butaro. It recently began work in Nyamugali as well.

The purpose of the project is to promote the planting of trees for fuel and other purposes in these three communes. To achieve that goal, the project has planted 400 hectares of communal forest; set up nurseries, one per sector in the first two communes; has planted a demonstration farm in the Cyeru commune business center, Kirambo. Under the direction of Viet Trong Dong, the project has built three houses and an office building in Cyeru for project staff (PIR 1985). The project has also hired and trained 24 extension workers who are working with farmers and a Peace Corps Volunteer forester, Mike Szuch--the one expatriate staff member.

The project, in hiring more local labor than was foreseen in the design, has needed to request supplemental funds to continue what is perceived as the worthwhile practice of employing communal residents. In the meantime, start-up activities in Nyamugali have been minimal. According to mission project officer Ed Robins, the project is emphasizing on-farm plantings in agro-forestry configurations in addition to improving communal woodlots. He hopes that the Farming Systems Improvement Project, currently starting up in this area will find it advisable to continue experimenting and working with farmers on agroforestry systems. Although the project will end in 1987, it is hoped that the nurseries will have planted trees for seeds so afforestation efforts can go on beyond the life of the project (Robins interview 1986).

Environmental Analysis of Ruhengeri Is Planned

In 1983 the Environmental Training and Management in Africa (ETMA) project sent a planning team to work with the GOR to design an environmental assessment project for Rwanda. ETMA was an AID-sponsored regional project providing cooperative technical assistance to a number of African governments and institutions for the purpose of expanding their environmental information base and dealing with their major environmental problems (McCormick 1983).

The concept was well-received by the mission. Unfortunately the project paper (PP) that the team produced did not meet mission expectations and the suggested budget was far greater than AID/W would approve. However, the mission was still interested in implementing an environmental assessment project in Ruhengeri. In 1984 they asked Bill Weber, who had previously worked in the prefecture and on the original PP, to return to Rwanda and design a similar project with a substantially more modest budget.

Weber's design was accepted and in May 1985 the Ruhengeri Resource Analysis and Management (RRAM) project was implemented with

Weber providing the technical assistance under a contract with the Southeast Consortium for International Development (SECID).

The long-term project goal is to help sustain the natural resource base of Ruhengeri and to minimize deterioration of the environment caused by intensive land use and economic development. To accomplish this goal, the project's Phase I will: a) assemble and assess a regional environmental information base for the prefecture from which natural resource management and intervention plans can be developed, and b) assist the government in institutionalizing integrated resource management practices in its development decisions at the prefectural level.

During the initial seven months of the project, progress toward meeting the first objective included the production by several short-term consultants of: a socio-ecological survey; a resource classification/mapping/geographic information system; a water resources survey; a forestry, agroforestry and soil conservation report; a subsection of a larger report on the natural forest ecosystem of the Parc National des Volcans; and an assessment of ecological aspects of agricultural development in the area. Progress toward achieving the second objective included establishing institutional contacts and linkages at three levels: 1) direct contact with government officials and personnel from other projects and institutions, 2) participating in three seminars and conferences in which RRAM objectives were presented, and 3) attempting to formulate official mechanisms for collaborating with regional and national government authorities (RRAM 1985).

Institutional linkages in the third area mentioned above have been hampered because an expected Prefectural Commission on Forestry and Environment has not yet been established nor is there any one ministry responsible for the environment at the national level. This makes it difficult to coordinate the various ministries; it precludes the possibility of official environmental impact assessments of proposed development projects; and basically makes the second objective of institution building somewhat problematic. It should be noted however, that a regionally-attended RRAM conference, held in January 1986, resulted in several recommendations which could speed-up the process of institution building.

Because of the strong progress in achieving the project's first objective, funding for Phase II has been approved and activities for that phase are in the planning stage (Weber interview 1986).

Farming Systems Research Is Chosen Approach for Area Development

In 1981, Don Brown and Ed Rawson were members of a team studying various approaches or methodologies for conducting an area development project. The farming systems approach to research and extension was chosen over other alternatives such as the more encompassing integrated rural development type of project in order to devote the greatest effort to agricultural research as opposed to broader-based rural infrastructure improvements. Farming systems research and extension is a location-specific, farmer-oriented,

interdisciplinary type of agricultural research and extension methodology using rapid diagnostic survey techniques, on-farm testing and an iterative process of technology development and testing (Minot 1984). The project was designed in early 1984 by the University of Arkansas under the Cropping Systems Improvement Project. Funds from this initial phase also provided for start-up activities such as participant training and procurement for the actual farming systems project. Under this phase of the project, eleven Rwandan students received English language training, enabling several of them to begin 1986 undergraduate university training in the US (PIR 1985).

The Farming Systems Improvement Project (FSIP) Fields Its Team

The project area for FSIP is four communes in the Ruhengeri Prefecture--Butaro, Cyeru, Nyamugali and Nyarutovu. The project is based at the Institute des Sciences Agronomiques du Rwanda (ISAR) Rwerere high-altitude research station in Cyeru Commune.

The four-member technical assistance team was in the country by August 1985 and all are living on or near the research station. The multidisciplinary team includes technical team leader/agricultural economist Ed Rawson, agronomist K.B. Paul, soil scientist Charles Yamoah, and extension/training specialist Ron Grosz. A farming systems advisor has also been recruited and will be stationed at ISAR's national center at Rubona.

The purpose of the project is to assist the GOR in developing a farming systems approach to research and extension by increasing the institutional capacity and capability of ISAR to perform adaptive research on the farm as well as on the station. Other objectives include establishing linkages between ISAR, the Ministry of Agriculture and local administration; establishing national and international networks to support the project and FSR/E in general. The project will demonstrate commitment to and replicability of the farming systems approach; improve the effectiveness of the extension service in the four communes; and demonstrate awareness and understanding of the FS approach by Rwandan scientists, extension workers and farmers (PIR 1986).

In its first five months the project team members with their two Rwandan counterparts have reviewed secondary data and generated project area profiles on various topics relevant to the project. They visited other projects and institutions to begin to establish the linkages essential to the farming systems approach. They also completed a diagnostic survey of the area to prepare them for the first set of on-farm trials to begin in March/April '86. By May '86, 25 on-farm bean variety trials will have been installed. Research is also being conducted on erosion control and sweet potatoes--another major food crop in the area. To better facilitate project activities, the road to the research station is being improved, permanent housing and an office building are well under way, and water supplies are being developed or improved in all four communes.

Mission project officer David Dupras states that another major activity was a week-long workshop on Farming Systems conducted by ISAR with support from the Nairobi office of the International Maize and Wheat Improvement Center (CIMMYT) and the AID-sponsored Farming Systems Support Project (FSSP) based at the University of Florida. This workshop gathered together several Farming Systems and other rural development projects that had been in the country for many years and drew them in under the aegis of ISAR for the first time. Participants also came from Burundi and Zaire as well as Rwanda. FSIP was instrumental in this effort in that its presence was the catalyst that precipitated the conference (Dupras interview 1986).

A Fish Culture Project Evolves

In the 1977 roundtable discussions, the GOR expressed an interest in working with the US on a national fish culture project. At that time, the government proposed that USAID assist in constructing government-owned fish ponds in each of Rwanda's 143 communes. Instead, the USG offered to assist in reconstructing or renovating existing fish ponds found throughout the country and to provide technical assistance through the Peace Corps. The Peace Corps Representative at the discussions had a successful pisciculture program going in Zaire at the time and clearly could have extended the program into Rwanda. The GOR, however, was not willing to have 12 or more volunteers involved in the project. They preferred to have 2-3 experts for programming, supervising and coordinating the project (Patterson 1978). Negotiations bogged down and it wasn't until 1981 that the following project design was approved.

Known as the Rwanda Fish Culture Project (Projet Pisciculture Nationale, or PPN), it is implemented through the Ministry of Agriculture, Livestock and Forestry and operates out of the National Fish Culture Center at Kigembe, 20 kilometers south of Butare. The purpose of the project is to develop the capacity of Rwandan farm families to build and maintain profitable on-farm fish farms. The greatest constraint to achieving this purpose is inadequate training of farmers in improved techniques of fish culture. Thus the main thrust of the project is to build and improve the fish culture extension cadre and promote through them adequate stocking, pond fertilization and water regulation.

Although the project was approved in 1981, the technical assistance contract was not awarded until March 1983. The Auburn technical assistance team--training advisor and team leader Karen Viverica and extension advisor John Moehl arrived in May 1983. Because of this delay in start-up activities, the project was extended to 1987. A 1984 evaluation further suggested that implementation progress had been seriously hampered by internal management problems and a concomittant "ripple effect" on field activities. Project activities such as in-country training of field extensionists (moniteurs), construction and renovation at the Kigembe Center and the zonal fish stations were all delayed (AID 1984). Training is now well underway with 17 fish culture

extensionists completing a 3-month intensive course bringing the total of trained extension agents up to 30. Twenty-eight vocational secondary school teachers have been trained in pond construction and management techniques. Project agricultural agents (agronomes) and prefectural veterinarians also received training in the last year. And farmers have successfully completed their first project harvests - some with yields as high as 19kg/are/yr.

A 1985 amplified project description states that project objectives are to increase the average annual yield of fish from ponds in the project area and to increase associated aquaculture activities. The project is to establish regional fish stations and provide training for all levels of extension agents and farmers (PIR 1985).

Local Crop Storage (LCS) Project Continues

LCS had its roots in the first CLUSA Cooperative Grain Storage project which was discussed earlier. As the end of the project (due in June 87) approaches, most of the objectives have been met and both project funds and personnel will meld with other on-going related ministry activities in a continued effort to strengthen and support cooperative development in the country.

The four project objectives were 1) to develop a local level cereals and pulses storage and marketing system favorable to small farmers; 2) to reduce seasonal and regional price fluctuations and ensure fair weights; 3) to reduce on-farm and communal storage losses by introducing, through cooperatives, improved storage practices and use of improved insecticides, and 4) to study the effect of long-term storage on beans and the resistance of beans to attack by pests (PIR 1985).

To achieve these objectives the project will have completed construction of approximately 30 silos, which, in addition to the eight CGS silos comes close to the goal of 40 stated in the project agreement. These silos were also equipped with scales, bags, palettes, etc. To meet the second objective, cooperative training has been vigorously carried out and will continue at the Cooperative Training Center. Current technical advisor to LCS, Bill Dalrymple is already dividing his time between LCS and the training center activities. All aspects of cooperative and silo/warehouse management have been the topics of numerous long and short-term training programs. In addition, a revolving operating capital fund was established with which cooperatives can purchase grains and pulses as well as help stabilize local market prices. It is hoped that the remaining funds will be transferred to the Banque Populaire as a guaranteed loan source from which cooperatives can continue to borrow in the years ahead. To achieve the third objective, the project provides training programs and on-site follow-up on storage practices and the use of insecticides. The project also served as a temporary source of insecticides for cooperatives until the local supply situation improved. The fourth objective is being met through the research activities of the FSM II project described below.

During its history LCS had a discontinuous series of project advisors, beginning with Jim Alrutz who bridged the transition between CGS and LCS before leaving in 1981. After a few months Jim Conway took his place, who was followed by Gene Lerner, followed by the latest advisor, Dalrymple. Between each shift a few months passed without technical assistance. In mid-project, the cooperative division of the government changed ministries, passing from the Ministry of Health and Social Affairs to the Ministry of Youth and Cooperatives. It's suggested that these two factors slowed the momentum of the project such that the completion date was extended without the necessity of increasing the funding.

The Ministry would still like to see a silo built in every commune and a study is proposed which will identify areas where additional silos are needed. The mission, however, argues that efforts are better spent strengthening the ability of cooperatives to manage existing facilities (Dalrymple interview 1986).

FSM II Research Activities Begin

As discussed in Section IV, the marketing and financial advisors called for in FSM II have been with the project since 1982. In 1984 the University of Minnesota sent its team of researchers, Steve Clarke, Judy Edmister, Ted Wittenberger and Elizabeth Lamb to work with OPROVIA on a number of research projects. Paul Hanegreefs, an agricultural engineer joined the team in March 1985 and Wittenberger and Lamb completed their contracts later that year. The team is partially supported by funds from LCS, since the research is of relevance to grain storage at both the local and national levels. (Clarke interview 1986).

The primary objectives of the research are to: 1) determine the extent and relative importance of storage losses at the farm, community and national levels; 2) develop, test and demonstrate technologies to reduce losses and improve storage of beans and sorghum; 3) facilitate national marketing strategies through improved information on varietal distribution, producer and consumer preferences and the commodity flows within the food supply system (PIR 1985).

IWACU Cooperative Training Center Begins Its Program

The Training Center began full operations in January 1984 as a nonprofit, nongovernmental organization. Georges Bonduelle is the center's director and cooperative education advisor. IWACU is kinyarwanda for chez nous or "our place." Constructing the center and completing the paperwork and formalities in order to achieve this local NGO status took several years. It now provides facilities, programs and educational aides for upgrading the skills of managers, accountants, auditors and board members of local cooperatives, and training for field extension workers, trainers from the national cooperative organization and training officers of the Ministry responsible for cooperative development.

In achieving its goal, the facility was made available to cooperative organizations to conduct their own training programs. In addition, the center's training staff provided courses and specialized programs for cooperatives, groupement and extension personnel. It also provided research, documentation and information services to the training staff and to cooperatives to support the development of the cooperative movement (Garvey and Alrutz 1984).

Two of the guiding principles in the development of the center were that the center should meet the training needs of the cooperative movement and that it should become a self-financing institution. This second principle is being met by renting the Center's facilities and contracting its services to non-cooperative institutions. Phase II of the IWACU project must address the issue of to what extent should the center open its doors to non-cooperative users.

Other Phase II activities that are just getting underway include more out-reach activities and in-the-field training. It will also provide continued scholarship support, and expand the type of trainees involved. It has also established a technical assistance office to work with cooperatives in their efforts to analyze their constraints and expand profit-making activities (Bonduelle interview 1985).

Cooperatives are seen as an important subsector or element of the mission's private enterprise portfolio and thus this second phase of the project will continue to focus on training and management of cooperative personnel (Depp interview 1986).

Project Designed to Promote Small & Medium Sized Enterprises

The Rwanda Private Enterprise Development Project was initiated in 1984. It clearly reflects the mission's current emphasis on the four pillars of AID development strategy for the 1980s. The purpose of the project is to promote small and medium-scale private enterprise in Rwanda through direct technical assistance to enterprises and by contributing to an improved institutional environment. Briefly stated, project goals are to strengthen the management, administrative, accounting and technical capability in private enterprises and related institutions through close consultation, advising and increased opportunities for training (PIR 1985).

The project was first conceived in early 1984. When REDSO/Nairobi heard that the mission was interested in developing a private sector project, it suggested Technoserve send someone from their Nairobi office to develop the concept paper. Technoserve prepared the project paper in July, and a cooperative agreement grant for implementation was signed August 30th. Then came a period of waiting for Technoserve's agreement of cooperation with the GOR to be ratified by the Conseil National de Développement (CND). This agreement gives Technoserve legal status in Rwanda and asserts that the GOR understands Technoserve's services and agrees to its setting up an office, bringing in expatriate staff and providing services to

enterprises. The ratification process took several months and held up the arrival of the team until May 1985.

After completing initial project start-up activities, by mid-July the team of Jim Herne, Barbara Howald and Denis DeSantis was ready to begin work. They visited local authorities, ministries, banks, other donors, held an open house to kick off the project and were interviewed on Rwandan radio. The expatriate team, along with their newly-hired Rwandan staff, then began work in earnest on the three major project components--management services, training and institutional development, and policy analysis. Before the year was out, they had visited every prefecture, contacted local offices of the Chamber of Commerce, cooperatives and about 70 individual enterprises. Three professional Rwandan accountants were hired to assist in establishing bookkeeping systems in the enterprises.

Two major outputs of the training and institution development component were first, to begin the process of identifying 12 Rwandan candidates to send to other African countries for accountant training and second, to conduct a survey of institutions offering training to the private sector. The survey looked at such institutions as IWACU, the Chamber of Commerce, the Banque Populaire and others. The project hopes to collaborate with some of these groups rather than set up their own training institute; they will help them improve or expand their present programs. Training advisor Howald also participated in an evaluation of IWACU's training and curriculum. As a result, she will conduct a training of trainers course there in June 1986.

The third component, policy studies, is just underway with the completion of a demand analysis for the project's services. This was recently submitted to the mission along with the survey of training institutions.

The Rwandan professional staff will be involved in providing long-term management assistance to enterprises and short-term business advisory services. RPED will also work with IWACU in its cooperative management training activities, since cooperatives are also considered private enterprises. In the future Technoserve will collaborate on studies with PRIME (described below) and expects to work with Rwandan Development Bank (BRD) clients who may need management services (Herne interview 1986).

Policy Reform Initiatives in Manufacturing and Employment Begins

In 1985 USAID and the GOR signed the PRIME program agreement to support Rwandan efforts to make necessary structural adjustments and policy changes in order to stimulate production and employment in the manufacturing sector, particularly in the small and medium enterprise (SME) sub-sector. This agreement consisted of two parts: the first provides US\$2.0 million for technical assistance to undertake certain studies; the balance is a US\$10.0 million grant which will be provided to the GOR in three installments after the agreed-upon adjustments and policy changes have been undertaken.

Activities to be carried out under the studies component include an industrial incentives study, and an analysis of household

budget data gathered by the GOR. Other studies will be undertaken to assist the government in formulating policies to promote decentralized production, in developing implementation plans for reducing its role in productive parastatals, and in privatizing commercial components of development projects. Funds will also be provided to enable the SME Division of the BRD to increase its staff by two to three loan officers to handle the increased number of credit applications expected from SMEs.

Specific policy reforms to be supported relate to revising the Investment Code, revitalizing the Central Bank's guarantee funds, and restructuring the pricing and tariff system. The USG will provide the dollar grant in three installments and the GOR will deposit the local currency equivalent of these funds in a bank account. The uses of this fund will be jointly programmed. However it will be primarily used by the BRD for lending to small and medium scale enterprises, and by the GOR to support its efforts to privatize certain parastatals and otherwise implement the policy reforms (AID 1986).

According to Agricultural Development Officer Michael Fuchs-Carsch, the project is a product of the Reagan administration's African Economic Policy Reform Program (AEPRP) which addresses the aid donors' lament--we have no leverage to implement permanent development changes. AEPRP suggests that donors can succeed in institutionalizing change if the host governments are willing to take advice and change policy (Fuchs-Carsch interview 1985). The GOR has expressed a willingness to do just that and has identified constraints to improving the country's economic performance which it wishes to remove.

The Mission Looks Ahead

The "action plan" for the mission in the coming years has three broad objectives: improve agricultural technologies through research and institution building; provide information, training and services to maternal and child health care, including family planning; and encourage economic growth and on-farm employment opportunities by expanding the role of the private sector particularly through creation of small rural firms. These objectives shape the following policy issues for discussion with the GOR: creating incentives for agricultural producers, addressing the demographic problem, and expanding the role of the private sector in the economy.

Mission staff are beginning work on a new country development strategy statement (CDSS). To prepare for this activity, a study of the social/institutional profile of Rwanda is underway. According to Program Officer Rose Marie Depp, the directive from Washington to "do more with less" must be translated as no increase in staff. Therefore one objective for the future may well be to simplify the mission portfolio and thus reduce the number of management units presently required. In part this will occur through the aging of several projects in the next two years. (See Table 3.) Beyond that, the mission may attempt to package several projects under a single management unit. One example is to combine the environmental

research and extension activities of FSIP with the RRAM and Afforestation Projects. The portfolio could be streamlined into major sectors such as agricultural productivity and natural resource management; human resource development and employment generation; health and population; and non-governmental organizations.

Another future trend may be towards more programs and fewer projects. Program assistance indicates a high level of trust in the local government. Rwanda has frequently demonstrated the capability and seriousness to manage these types of programs. One such shift from project to program is currently being explored with ONAPO--the national office for population planning (Depp interview 1986).

In summary, it appears that within the history of USAID in Rwanda, mission activities have moved from small centrally-funded projects through a period of intensive project activity and are now moving in a more program-oriented direction. But it is worth noting that, regardless of how mission objectives were manifested, they have remained essentially the same: to improve the rural standard of living through increased agricultural production and private enterprise; to provide greater opportunities for human resource development; and to persist in the unrelenting concern for child and maternal health.

TABLE 3
ALL RWANDA USAID MISSION PROJECTS
INCLUDING BILATERAL AND CENTRALLY-FUNDED
SHOWING LENGTH OF PROJECT
1975 - 1991

PROJECT	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91
PL 480	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
FSM I & II	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
CRS SILOS	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
FARM HAND TOOLS				X	X	X	X	X	X	X	X	X	X	X	X	X	X
COOP. GRAIN STOR.				X	X	X	X	X	X	X	X	X	X	X	X	X	X
LOCAL CROP STOR.				X	X	X	X	X	X	X	X	X	X	X	X	X	X
AG. EDUCATION				X	X	X	X	X	X	X	X	X	X	X	X	X	X
AFR. MNPWR DEV.*				X	X	X	X	X	X	X	X	X	X	X	X	X	X
SRO/CEPGL*				X	X	X	X	X	X	X	X	X	X	X	X	X	X
EPI*				X	X	X	X	X	X	X	X	X	X	X	X	X	X
FAMILY HLTH INI.*				X	X	X	X	X	X	X	X	X	X	X	X	X	X
MUGONERO HOSP.*				X	X	X	X	X	X	X	X	X	X	X	X	X	X
RENEWABLE ENERGY*				X	X	X	X	X	X	X	X	X	X	X	X	X	X
MCH/FAMILY PLAN.				X	X	X	X	X	X	X	X	X	X	X	X	X	X
AG. SURVEY				X	X	X	X	X	X	X	X	X	X	X	X	X	X
COOP. TRNG CTR. I&II				X	X	X	X	X	X	X	X	X	X	X	X	X	X
NAT'L FISH CULTURE				X	X	X	X	X	X	X	X	X	X	X	X	X	X
SCOUT TRAINING CTR.*				X	X	X	X	X	X	X	X	X	X	X	X	X	X
GICIYE WATER SUPPLY*				X	X	X	X	X	X	X	X	X	X	X	X	X	X
SRO/KBO*				X	X	X	X	X	X	X	X	X	X	X	X	X	X
POND DYNAMICS*				X	X	X	X	X	X	X	X	X	X	X	X	X	X
CROPPING SYSTEMS				X	X	X	X	X	X	X	X	X	X	X	X	X	X
COMMUNAL AFFOREST.*				X	X	X	X	X	X	X	X	X	X	X	X	X	X
NASHO REFUGEE RESET.*				X	X	X	X	X	X	X	X	X	X	X	X	X	X
FSIP				X	X	X	X	X	X	X	X	X	X	X	X	X	X
GITUZA*				X	X	X	X	X	X	X	X	X	X	X	X	X	X
CCCD*				X	X	X	X	X	X	X	X	X	X	X	X	X	X
NYAGA. MARSH*				X	X	X	X	X	X	X	X	X	X	X	X	X	X
RRAM*				X	X	X	X	X	X	X	X	X	X	X	X	X	X
PRIME**				X	X	X	X	X	X	X	X	X	X	X	X	X	X
HUMAN RESOURCE DEV.				X	X	X	X	X	X	X	X	X	X	X	X	X	X
YEAR	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91
TOTAL PROJECTS	3	3	2	4	7	12	18	19	20	21	22	20	13	9	3	3	2

X : Implementation period
 / : Probably will continue, runs on yearly contract
 = : Proposed
 * : Centrally- or regionally-funded projects
 ** : Fund for Economic Policy Reform
 Note: the Embassy-run aid projects, Self-Help Fund and Human Rights Fund, have not been included in this table.

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INTERVIEWS

The following people graciously submitted to lengthy interviews on the history of the AID program in Rwanda: Francoise Bernadel; Georges Bonduelle; Bob Brandstetter; Gene Chiavaroli; Steve Clarke; John Craig; Bill Dalrymple; Rose Marie Depp; Dave Dupras; Mike Fuchs-Carsch; Jim Herne; Tharcisse Kubwimana; Mel McCaw; Gene Neill; Maryanne Neill; Gustave Nkurunziza; Rob Robertson; Ed Robins; Rita Rukashaza; Chris Scheiffele; Brooke Stallsmith; Roger Steinkamp; Bill Weber and Helen Weinland.