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TRAINING FOR IMPACT

COUNTRY TRAINING STRATEGY

USAID/RWANDA

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EXECUTIVE SUMMARY

The mandate of USAID/Rwanda's strategy to train for impact is to specify how training serves the Mission's aims, and how training can be implemented and managed for tangible results.

This strategy is the result of a month-long study in Rwanda to assess the Mission's current training implementation process, how the impact of training is currently defined and measured, and how this system can be improved.

The strategy preparation analysis showed that USAID has made impressive contributions to Rwanda's human resource development. Three key ministers studied in the US in the 1980s under USAID funding. Just about every government department the strategy team interviewed featured high-level alumni of USAID projects. The strategy works to build on Mission successes in human resource development in Rwanda to devise a systematic means of demonstrating the impact of Mission-funded training.

The methodology used to develop the USAID/Rwanda training strategy represents a new approach to training and impact. The Agency for International Development's Africa Bureau, under contract to Creative Associates International, Inc., is working to assess how training can be designed, implemented, monitored, and evaluated for impact on development.

Rwanda is the second of a three-country package the Africa Bureau chose to develop the strategy for training for impact. The first was a retrospective study conducted in Swaziland in July-September 1992. Rwanda's strategy was developed in October-November 1992. The final component will be an evaluation of Mission-sponsored training in Tanzania in January-February 1993.

The preparation of this strategy for training comes at a particularly opportune time. USAID/Rwanda devised a new Country Program Strategic Plan (CPSP) in May 1992, laying out five specific arenas for impact on Rwanda's development. This strategy is designed to support impact in these five sectors.

Several new projects are under development to support USAID/Rwanda's work in the key CPSP areas. This strategy provides guidelines for how training can be used to support impact in these projects along with design, implementation and contractual implications for training under these projects.

- Impact is change. At the people level, impact is change in the quality of life.

- Impact occurs on a variety of levels, from individual to institutional to sectoral to national-level impact.
- Training itself is not impact. Impact is the action that is the result of training: impact is what trainees do with their training. Training is simply one intervention available to the Mission to effectuate change.
- Training is not a USAID/Rwanda strategic objective. Training is an intervention the Mission can use to contribute to its objectives.
- Demonstrating the impact the Mission has had on Rwanda's development goals requires measuring differences in performance before and since training. Establishing impact means measuring individual and institutional performance prior to training and following training. The difference in performance is the impact of the training.
- In order to contribute to USAID's aims for development in Rwanda, training must be:
 - responsive to Rwanda's plans for development;
 - fully integrated into the Mission's programs and projects that support Rwanda's plans; and
 - managed as a strategic tool for fostering USAID's defined development outcomes.
- Training begins and ends at the organization's capacity to have impact on Rwanda's development goals. Mission-funded training will only have impact if the recipient organization can effectively utilize the training.
- The utilization of training includes and begins with how the employing organization, trainee, and USAID plan for and manage training.
- Effective utilization of training is the responsibility of the organization whose work units and staff benefit from training.
- Demonstrating impact requires collecting baseline data against which training impact will be measured and performing longitudinal studies to document change over time.

- Accounting for productivity—demonstrating training impact—is the responsibility of recipient institutions.

Training for impact requires a change in how the Mission, the government and beneficiary organizations perceive training. Training for impact means changing from training individuals to focussing on the utilization of training at the organizational level.

Operationalizing a strategy to train for impact has management implications.

- Training is a highly visible and coveted tool at the Mission's disposal to support Rwanda's development goals.
- Training for impact requires a Mission-wide integrated philosophy which fosters training for development impact across sectors and across projects.
- A strategy to train for impact has implications about how training is planned, managed, and utilized. It means linking training planning, including nominating candidates, to training's ultimate utilization.
- Training for impact means developing procedures for how people are nominated for training so that employing institutions are held accountable for utilizing training. Training for impact means recipient institutional accountability for tracking productivity.
- Mission leadership should continue the dialogue about the meaning of a strategy to train for impact with Government of Rwanda (GOR) policy makers and policy implementers.
- The Mission should capitalize on current GOR commitment to transparency in procedures and take steps to open up the process for selecting what training to fund.
- The Mission should take advantage of existing local institutions to assist in identifying training needs and potential training beneficiaries. The Mission should create training advisory boards to support its strategy to train for impact. These advisory boards should serve to funnel requests for training to USAID and to serve as a critical sieve for training requests. They should recruit and pre-screen training candidates, assure appropriate utilization of training, and assure the collection of baseline data against which training impact will be measured.
- Deciding what training to fund revolves around the employing institution's capacity to plan, manage, and utilize training. If an institution cannot demonstrate

its capacity to take the steps necessary to utilize and document the utilization of Mission-funded training, the Mission should first focus on supporting this capacity through technical assistance and training.

- The Mission should begin by constituting a Private Sector Advisory Board (PSAB) to work with representatives of business support organizations, GOR, and USAID to discuss the implications of training for impact and to develop procedural guidelines for the Board. This PSAB has a role to support all Mission-funded training supporting private sector development in Rwanda under current as well as future projects.
- The process for identifying institutions and candidates for public sector training should also be revamped. Initial steps to improve the transparency and efficiency of the system should link training proposed for funding to how training will be utilized. Employer stakes in training include degree equivalencies, career development plans, salary scales, promotion schemes, as well as collecting the baseline data against which training impact will be assessed.
- The Mission should establish a Public Sector Group (PSG) to ensure transparency in recruiting public sector candidates for training and to provide a forum for dialogue on the exogenous variables—salary scales, degree equivalencies—that affect how training is utilized in Rwanda.
- The Mission should fully utilize all tools available, including its Participant Training Management System (PTMS), currently underutilized both to manage training and to track training impact. The Mission should identify a PTMS specialist with a vested interest in maintaining the database as well as a role in training other staff and contractors in the system's use and utility. The Mission should request PTMS training for this specialist as well as for the larger community of PTMS users: project managers, project officers, the Human Resources Development Manager (HRDM), Training Manager (TM), Mission contractors, and Mission leadership. Fully using PTMS means knowing what reports are available to managers and how to use them to support managing for impact as well as entering training data.
- Upcoming sector studies for the design and implementation of the Mission's new projects should take the strategy for training for impact into account. Impact—its definition, process, and the pre- and post-intervention data required to demonstrate impact—must be fully integrated into new project design.
- Contracts for future project should spell out specifically how contractors will set up and manage the process for training for impact under their projects.

Implementing a strategy to manage training as a strategic tool for impact has management implications for the Mission, already short-staffed. The Mission's ultimate staffing scenario depends on the resources and profile the Mission is able to devote to training.

The strategy team presented four different staffing scenarios to Mission leadership: High, Medium, Moderate, and Low. The Mission chose the Moderate Scenario during the strategy development team's visit. The rationale for this choice and for rejecting the other scenarios is provided in the following discussion.

1. The High Scenario: project and Mission-managed training are been addressed, maximized, and given high profile with minimal direct hire participation. A Human Resources Development Officer (HRDO) and TM work with a Training/PTMS Specialist (TPS). All three positions are full-time. The Mission's PDO would devote 5 percent to overseeing the HRDO's activities.

Under the High Scenario, the Mission would hire a Personal Services Contractor (PSC) to serve as HRDO, whose primary function is to implement and execute the Mission's training portfolio. This would include representing the strategy to GOR, managing the training advisory boards, heading all Mission-managed training, and managing training staff.

The TM, an Foreign Service National (FSN), would be responsible for managing Mission-managed training project (HRDA, ATLAS), performing reporting functions, and supervising training support staff.

The TPS would coordinate all PTMS activities, supervise contractor input into PTMS, rid the PTMS system of anomalies and guarantee data integrity, and provide all logistical support for the Mission's training activities.

The High Scenario was rejected because Mission financial constraints prohibit hiring a PSC.

2. The Medium Scenario: project and Mission-managed training are addressed and maximized with increased direct hire expertise and involvement. A Human Resources Development Manager (HRDM) works with a TPS, both full-time positions. The Mission's HRDO/PDO devotes 50 percent to overseeing the HRDM's activities.

Under the Medium Scenario, the Mission would identify an FSN to serve as HRDM, with similar responsibilities to those outlined under the High Scenario: managing Mission-funded training, reporting, and supervising support staff.

The primary responsibility for managing the Mission's training portfolio would fall to the Mission's HRDO/PDO: including representing the strategy to GOR, managing the training advisory boards, heading all Mission-managed training, and managing training staff.

The TPS would again be responsible for PTMS and for providing all logistical support for the Mission's training activities.

The Medium Scenario was rejected because Mission human resource constraints prohibit the PDO devoting 50 percent of his/her time to training.

3. The Moderate Scenario: project and Mission-managed training are addressed; a new HRDM position is added to minimize PDO activities while maximizing Mission training initiatives. The Mission's PDO/HRDO devotes 10 percent to overseeing the HRDM's activities. Coordination and support are respectively assured by a Training Manager and a Training/PTMS specialist.

Under the moderate scenario, an FSN serves as HRDM, managing Mission-funded training, supervising support staff, and assuming the bulk of the strategy set-up responsibilities that fall to the US direct hire under the high and medium scenarios.

The TM would manage HRDA and ATLAS, provide orientations, handle follow-on to training, assure reporting, coordinate communication about training, and supervise the Training/PTMS assistant, with responsibilities for PTMS and for logistical support for training.

The Mission chose to work towards the Moderate Scenario.

4. The Low Scenario: Mission-managed training is minimized; no new staff is hired; the current training manager's position is upgraded to distinguish job responsibilities from the training assistant's.

Under the Low Scenario, the TM manages training activities, including reporting, inter-Mission communication about training, and supervising the TPS, again responsible for PTMS and for logistical support for training.

The PDO devotes 10 percent to supervising training. HRDA funds are used to bring in technical assistance to perform the set-up steps for the training strategy—representing the strategy to GOR, establishing advisory boards, and so on. Mission-managed training is greatly reduced or eliminated.

The Mission rejected the Low Scenario because it does not provide a means to support the Mission's commitment to a strategy to train for impact and because it virtually eliminates Mission-managed training.

I. MANDATE AND METHODOLOGY

This Country Training Strategy (CTS) was designed to find a way for USAID/Rwanda to use training to support the strategic development objectives laid out in the May 1992 CPSP.

The mandate of the CTS is to specify:

- how training serves the Mission's aims; and
- how training can be implemented and managed for tangible results.

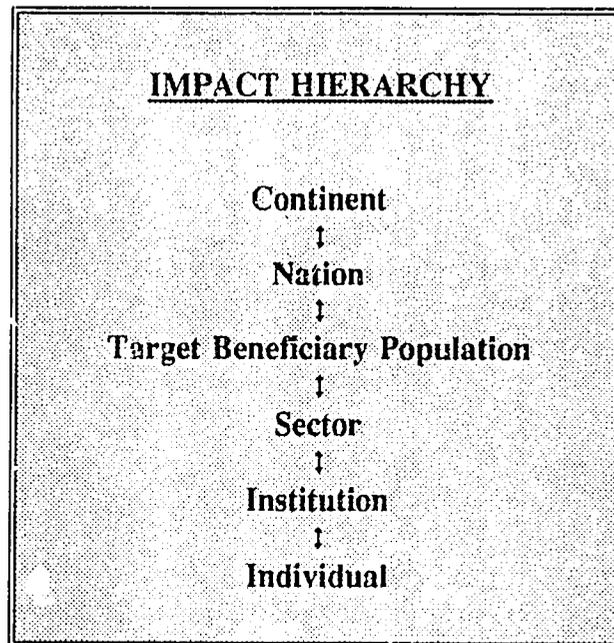
A. Approach to Training for Impact

We used the following key concepts in designing this CTS.

- Training is one tool available to USAID to assist Rwanda in meeting its development goals.
- In order to contribute to USAID's aims for development in Rwanda, training must be:
 - responsive to Rwanda's plans for development;
 - fully integrated into the Mission's programs and projects that support Rwanda's plans; and
 - managed as a strategic tool for fostering USAID's defined development outcomes.
- Training begins and ends at the organization's capacity to have impact on Rwanda's development goals.

1. Defining Impact

Impact can be simply defined as changes in the quality of life. Impact occurs on a variety of levels ranging from the individual to the institutional to the national, as depicted on the next page.



Within this scheme, training itself is not impact. Impact is what trainees do with their training.

Impact is the **action** that results in an improvement in the quality of life.

There are always pre-conditions that must be met in order for this action—impact—to occur. **Training is just one of these pre-conditions.**

In training for impact, the point is to make those pre-conditions as conducive to impact as possible.

2. **Impact and Strategy**

The preparation of this CTS required eight sets of analyses.

■ **Defining impact at the people level.**

Impact is defined as changes in quality of life. Training is but one intervention that can cause impact. Furthermore, there might be external variables that will have an effect on training's impact. Consequently, defining impact requires

analysis of these variables and of the pre-conditions that must be met in order for impact to occur.

Any definition of impact also includes specifying target groups or beneficiaries among whom changes are expected to result.

- **Mapping the system that has the potential for delivering desired changes among beneficiaries.**

Defining a strategy for impact requires analysis of the sector and concerned players and institutions. This map identifies key organizations that affect the desired sector performance. These organizations will eventually name work units and individuals to receive training.

- **Determining the capacity of the key organizations to plan for, manage, and effectively utilize trained personnel.**

Training can only be used as a tool to achieve the desired impact if the target organization can utilize training effectively. Effective utilization of training is the responsibility of the organization whose work units and staff benefit from training.

Effective utilization begins at the training planning stage, and continues when training is effectively managed and training beneficiaries are appropriately utilized within the organization after training.

- **Determining and managing the exogenous factors that will affect the organization's ability to make use of trained personnel.**

This implies ensuring that GOR, USAID, or other donors are intervening appropriately to affect the non-training elements that lie outside training itself, yet have impact on training's effectiveness. For example, training health workers to provide rural family planning services cannot in itself have an effect on the population growth rate if the target population does not have access to family planning devices.

- **Identifying perceived needs for training.**

An analysis of the needs for training perceived by the players in the sector—USAID, target institutions, and other donors—contributes to determining the eventual training audience, training location, type, duration, and so on.

- **Determining the nature and availability of training resources within Rwanda that could respond to an organization's need for trained personnel.**

Whenever possible, recurrent training needs should be met by local institutions. Interventions should be calculated to strengthen local training capacity.

- **Assessing the training implementation system's capacity to provide the training and other support needed by target organizations and their employees.**

Training for impact requires an implementation system capable of planning, managing, and effectively utilizing training. Included in the implementation system are USAID, target organizations, GOR, contractors, training institutions, and training beneficiaries.

- **Identifying barriers to or issues affecting effective implementation.**

An effective strategy for training for impact must provide guidelines to address current barriers to effective implementation.

B. Methodology and Team Composition

The CTS was developed by a four-person team:

Brenda Bryant	Executive Vice President, Creative Associates International, Inc.
Douglas Passanisi	Education and Training Strategist
Elizabeth Torrey	Education and Training Specialist, AFR/ONI/TPPI
Susan Votaw	Human Resource Policy Developer and Team Leader

The three educational policy developers were in Rwanda for four weeks. The team reviewed documentation and conducted interviews to analyze how training can be used as a tool for impact in the five sectors USAID/Rwanda selected for intervention in the 1992 CPSP.

We interviewed work groups within A.I.D./Washington, USAID/Rwanda, GOR, the donor community, Mission contractors, and key institutions supporting public and private sector development as well as representatives of the populations targeted in the CPSP. In order to

standardize our information collection process, we developed questionnaires for each category of interview.

We offered the Mission four staffing scenarios to manage and implement their strategy to train for impact. On the basis of available financial and personnel resources, the Mission was able to choose the Moderate Scenario.

We presented the strategy for training for impact in Rwanda first to Mission management, then in a Mission-wide workshop that included all Mission staff involved in training. We also supported Mission leadership and staff in presenting the strategy to train for impact to decision-makers in GOR.

We circulated a draft of the strategy during our third and fourth weeks in-country. We left a final draft that reflected Mission feedback, and submitted a finalized CTS four weeks after our departure from Rwanda.

To fulfill our mandate, we devised a workplan, that Mission management approved during our first week in-country.

The CTS team's methodology, workplan and survey instruments are supplied as appendices to this document.

II. USAID STRATEGY IN RWANDA

USAID/Rwanda's Country Training Strategy was commissioned in October 1992 to provide a framework for training to be used strategically to support the Mission's overall strategy for development in Rwanda.

The Mission's strategy was developed through a process begun in early 1992. In May 1992, the Mission finalized its Country Program Strategy Plan (CPSP). Mission leadership travelled to Washington in June 1992 to negotiate a management contract with A.I.D./Washington's Africa Bureau on the basis of this CPSP.

The CPSP laid out specific development objectives for Rwanda for 1992 to 1997. Sectors for impact and targets of opportunity for impact were determined. The CPSP further defined sub-goals in each sector and strategies to achieve the sub-goals. These are spelled out below.

A. USAID/Rwanda Development Objective

USAID/Rwanda's program goal is to **increase participatory economic growth.**

B. Sectors for Impact and Targets of Opportunity

The CPSP spells out USAID/Rwanda's strategy for increasing participatory economic growth through targeted interventions in three sectors: population, governance, and the private sector.

HIV/AIDS prevention and biodiversity/conservation were retained as targets of opportunity for impact.

C. Strategy and Expected Development Results

USAID/Rwanda's CPSP indicates three primary sub-goals to achieve the program goal:

- to **decrease the population growth rate by increasing the use of modern contraceptives;**
- to **improve democratic governance by increasing the accountability of government on economic and social policies; and**

- to increase real income in the agrarian sector by increasing commercial output of medium and smaller scale enterprises and farmers.

Additional targets of opportunity are:

- to conserve biodiversity by improving the management of national parks and reserves; and
- to reduce the rate of HIV/AIDS transmission through targeted information education, and communication (IEC), condom social marketing, and sexually transmitted disease (STD) programs in Rwanda's largest urban centers.

The CPSP's specific goals, strategies, and indicators are shown in the chart on the following page.

D. Impact Indicators

The CPSP includes preliminary program impact indicators for the Mission's goal, sub-goals, and strategic objectives. These indicators demonstrate impact by changes in national statistics over a designated period of time. These statistics are and will be based on numbers supplied by identified providers.

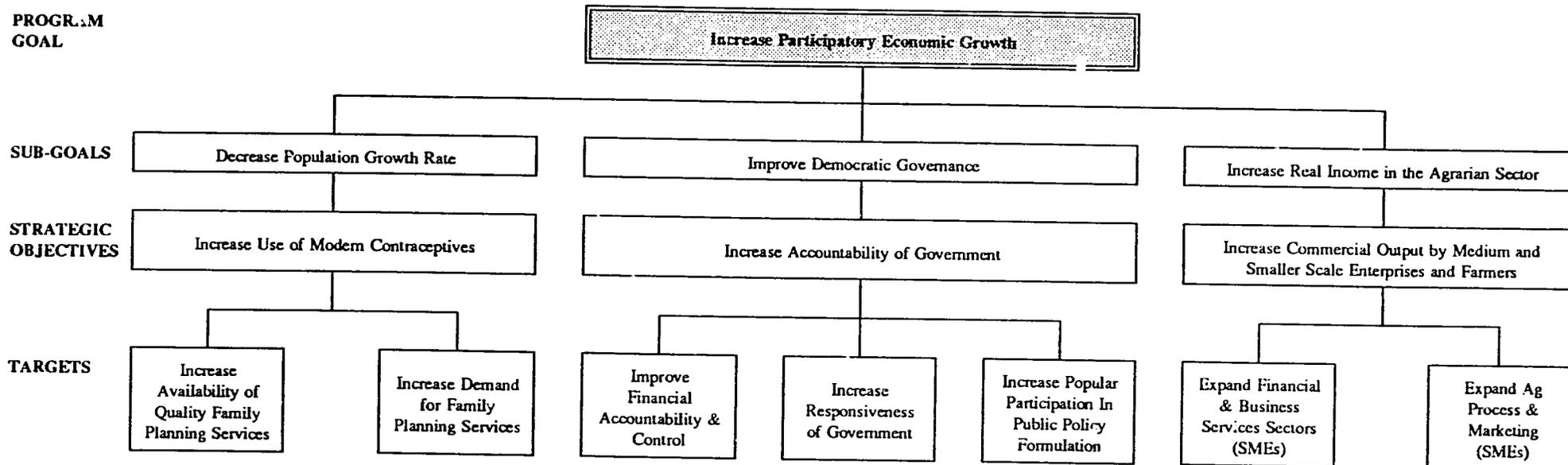
The Mission Assessment of Program Impact (API) discusses strategic objectives and relates these to indicators of program impact. These discussions include assumptions, exogenous factors, and progress towards reaching each strategic objective. In Rwanda, human resource development is not a sub-goal or strategic objective. Consequently, the API will not directly use training indicators to assess program success.

At the same time, training events within the three sectors of intervention and two targets of opportunity may inform the API about Mission impact by relating measured training successes in target and sub-target populations to attaining strategic objectives.

Impact indicators in training refer to the individual, institutional, and sectoral objectives formulated for each training event and are used to reflect how effective the event was. These indicators determine what baseline data is collected and what behavior the training targets for change.

Identifying measurable indicators to determine training impact becomes essential in the process of determining the impact of training on the development areas the Mission has targeted. In other words, in each of the Mission's sub-goal areas, project training indicators

USAID/RWANDA CPSP PROGRAM OBJECTIVES AND STRATEGY



TARGETS OF OPPORTUNITY

1. Conserve Biodiversity—improved management of national parks and reserves
2. Reduce Rate of HIV/AIDS Transmission—targeted IEC, condom social marketing, and STD programs in Rwanda's largest urban centers.

may reflect how successful the Mission has been in progressing towards its strategic objectives.

E. Relationships Between Sectors

The Mission's strategy is to impact on development in three major sectors: population, governance, and the private sector. Two targets of opportunity are also included in the CPSP: conserving biodiversity and reducing HIV/AIDS transmission.

These sectors are interrelated. Private sector participation is an integral part of the Mission's strategy to increase the supply of quality family planning services. Private sector development in turn requires changes in the policy environment and on Rwanda's legal and regulatory framework as well as impact on farmers and entrepreneurs.

The mechanisms for activities calculated to reduce population growth will also be leveraged to reduce HIV/AIDS transmission.

F. Hypotheses for Impact

The CPSP's stated strategy for impact on Rwanda's development relies on certain hypotheses that apply to each sector. These are discussed below.

1. Population

The CPSP strategy of decreasing the population growth rate is based on the hypotheses that targets and sub-targets will have a measurable impact on indicators that include the total fertility rate, the contraceptive prevalence rate (CPR), couple years of protection, the number of service delivery points and number of these offering five or more methods, desired family size, and percentage of couples desiring family planning (FP).

The 1992 Demographic and Health Survey (DHS) along with the Office National de la Population (ONAPO) and Ministère de la Santé (MINISANTE) data will measure the number of active NGOs, the number of private service delivery participants, number of couple years of protection provided by the public and private sectors, number of service delivery points offering integrated services, number of referrals to health centers for family planning services, percentage of women knowing a source of long-term modern contraceptive method and percentage of men knowing of contraception.

2. Governance

The CPSP strategic objective of increasing accountability of the government is based on the hypotheses that:

- improved recurrent budget processes (analysis, design and audit) will lead to financial accountability;
- strengthened legislative/judicial processes (civics training) will lead to increased government transparency; and
- public interest group support and civic awareness (indigenous NGO and media support) will lead to increased popular participation in the political processes.

3. Private Sector

- USAID/Rwanda's strategy is predicated on the assumption that increasing commercial output by medium and smaller scale enterprises and farmers will cause an increase in real income in the agrarian sector.
- Increased real income in Rwanda's agrarian sector is intimately dependent on success in USAID's strategy in the population sector—decreasing the population growth rate in Rwanda is absolutely required to reduce the pressures on Rwanda's fixed land and other resources.
- Long-term improvements in rural agrarian income require environmentally sustainable interventions. Many of Rwanda's adjustments in agricultural practices have accelerated long-term land degradation, declining soil fertility and therefore land productivity. Any long-term impact on Rwanda's rural population must come from environmentally sustainable interventions.
- Off-farm employment requires a regulatory climate conducive to the growth of private business. The structural adjustment program introduced in 1991 has meant some improvements in the climate in which business operates. More is needed in the fields of registration, tariffs, taxation, labor laws, and other aspects of the regulatory environment governing the growth of Rwanda's private sector.
- The proposed move from subsistence agriculture to off-farm for-profit employment will require major shifts in farmers' attitudes and perceptions that might prove difficult to accomplish in this historically traditional and isolated country.

4. Relation Of Hypotheses To Training Impact

The above hypotheses in the Mission's key strategic sectors are based on project interventions which include training components. It can therefore also be hypothesized that the success of meeting the strategic objectives relies at least in part on the success of the associated training initiatives in each targeted area.

G. FY92 - FY97 Mission Projects

The Mission has an array of projects available to achieve its chosen objectives during the CTS period. These are shown in the following table. Descriptions of each project's purpose are provided in an appendix to this document.

USAID/RWANDA PROJECTS DURING CTS PERIOD (FY93 - FY97)

CPSP SECTOR	← FY91	FY92	CTS PERIOD (FY93 - FY97)					
			FY93	FY94	FY95	FY96	FY97 →	
Private Sector	Cooperative Training							
		PMPR						
	←	PRIME						
			PVO Support				→ beyond FY97	
			SER (PID Stage)					
Population	←	MCH/FP II						
					Population Project?		→ beyond FY97	
			RIM				→ beyond FY97	
Governance			DIG (Pre-RFP Stage)					
HIV/AIDS				AIDSCAP (Pre-PID stage)				
Biodiversity and Conservation	NRMP							
			NRMP II					
Training Projects	HRDA							
			ATLAS				→ beyond FY97	

III. USAID TRAINING EXPERIENCE IN RWANDA

This section examines Mission achievements in training and assesses the current USAID/GOR system in place for planning, managing and utilizing training. This analysis in turn serves as the foundation for USAID/Rwanda's CTS.

A. Training Accomplishments

The analysis of USAID's contribution to Rwanda's human resource development is based on the information available from the PTMS as of October 19, 1992. This information does not reflect the Mission's entire training history because the PTMS system does not include all Mission-funded training.

The status of PTMS, a suggested PTMS workplan and recommendations for designating and training a PTMS operator are found in separate sections below.

1. Training by Gender

All information in PTMS is disaggregated by gender. According to current PTMS data, men accounted for over three quarters of USAID-funded training in Rwanda, as shown in the following breakdown.

TRAINING BY GENDER		
GENDER	NUMBERS	PERCENTAGE
Men	435	77%
Women	132	23%
TOTALS	567	100%

2. Public and Private Sector Development

USAID/Rwanda's training to date has been overwhelmingly devoted to the public sector, according to current PTMS data and as shown in the breakdown on the following page.

TRAINING BY SECTOR		
SECTOR	NUMBERS	PERCENTAGE
Private	14	2%
Public	553	98%
TOTALS	567	100%

3. Training Locations

USAID/Rwanda has traditionally provided the bulk of its training in the United States, accounting for close to three quarters of training entered into the Mission's PTMS system.

Third country training represents the remaining quarter of Mission-funded training.

No in-country training whatsoever has been entered into the Mission's PTMS system, despite the system's quick entry format for in-country group training. The proposed workplan for PTMS suggests that the Mission spend time entering all training at all locations.

The following table shows the distribution of Mission-funded training by location of training.

USAID/RWANDA TRAINING LOCATIONS		
LOCATION	NUMBERS	PERCENTAGE
US Training	421	74%
Third Country	144	25%
In-Country	None in PTMS	
Unknown	2	< 1%
TOTALS	567	100%

4. Training Objectives

Non-degree training accounts for the bulk data in the Mission's PTMS system: over four-fifths of Mission training in the system has been technical.

Academic training accounts for 97 of the 567 trainees in the Mission's PTMS system. Masters degrees represent almost half of this training; PhDs, another quarter of the Mission's academic training as shown in the following table.

TRAINING TYPES AND OBJECTIVES		
OBJECTIVE	NUMBERS	PERCENTAGE
PhD	27	5%
Masters	40	7%
Bachelors	16	3%
Other Undergrad	14	2%
Total Academic	97	17%
Technical	470	83%
ALL TRAINING	567	100%

5. Major Fields of Training

The majority of Mission-funded training in the PTMS system was in the fields of arts and sciences, agriculture, and management, together accounting for three quarters of Mission-funded training to date.

Energy, environment, and forestry received the least Mission-funded training, as shown in the breakdown on the following page.

MAJOR FIELDS OF TRAINING		
FIELDS OF TRAINING	NUMBERS	PERCENTAGE
Agriculture	142	25%
Arts/Sciences	171	30%
Business and Management	112	40%
Education	20	4%
Energy	10	2%
Environment	6	< 1%
Forestry	3	< 1%
Health	43	8%
Population	60	10%
TOTALS	567	100%

6. Training Success Rates

According to data available in the PTMS system, over a third of Mission-funded training programs were not successfully completed.

Current PTMS data on training success rates is shown below.

TRAINING STATUS		
STATUS	NUMBERS	PERCENTAGE
Active	24	4%
Planned	1	< 1%
Successfully Completed	331	58%
Terminated	211	37%
TOTALS	567	100%

It is likely that this alarmingly high failure rate does not represent real training outcomes. Rather, it is probable that in addition to being incomplete, Mission training data is not coded accurately.

The current PTMS system reports 33 pages of anomalies. These are internal inconsistencies that the PTMS system picks up in analyzing its own data's integrity. These do not include inaccuracies in coding: such inaccuracies can only be identified when Mission managers review PTMS reports on training for accuracy, when modifications are communicated to the PTMS operator, and when the operator enters these corrections into the PTMS database.

Recommendations for a PTMS workplan, including correcting and completing existing data, are found under "Implementation Priorities" below.

7. Repatriation Rates

PTMS could not be used to analyze alumni repatriation rates because this information is not routinely maintained. Furthermore, data was lost during the team's visit. The most recent data backup was dated June 1992, so all data entry since that time had to be redone.

The Mission Training Office developed a list of former participants prior to the team's arrival. This list showed 99 alumni, again underlining a data discrepancy: as noted in the prior section, PTMS shows 331 successfully completed training programs and 211 terminated programs, for a total of 542 participants.

In combining and analyzing PTMS data and the Training Office's WordPerfect list, Rwanda's repatriation rates are high: 97 percent of the Mission's 542 historical participants returned to Rwanda following training.

Of the remaining 17 trainees (3 percent), 5 (less than 1 percent) are non-returnees. The remaining 12 (2 percent) are still in their country of training under other funding, or are now working in other African countries.

The table on the following page shows this breakdown.

USAID/RWANDA REPATRIATION RATES		
STATUS	NUMBERS	PERCENTAGE
Returned to Rwanda	525	97%
Non-Returnees	5	< 1%
Other Repatriation Status	12	2%
TOTALS	542	100%

The 5 non-returnees all received training in the US, and represent 1 percent of the 421 participants who PTMS shows as receiving US training.

Without complete PTMS data, it is impossible to correlate repatriation with training type or with training success or failure. However, the exogenous variables discussed throughout this strategy that affect how training is utilized are influencing trends in Rwanda's repatriation rate. For instance, the war is causing trainees to delay repatriation until things calm down at home. Uncertain professional prospects and other aspects of the utilization of training are also factors in some cases of delayed repatriation.

B. Analysis of the Current System for Implementing Training

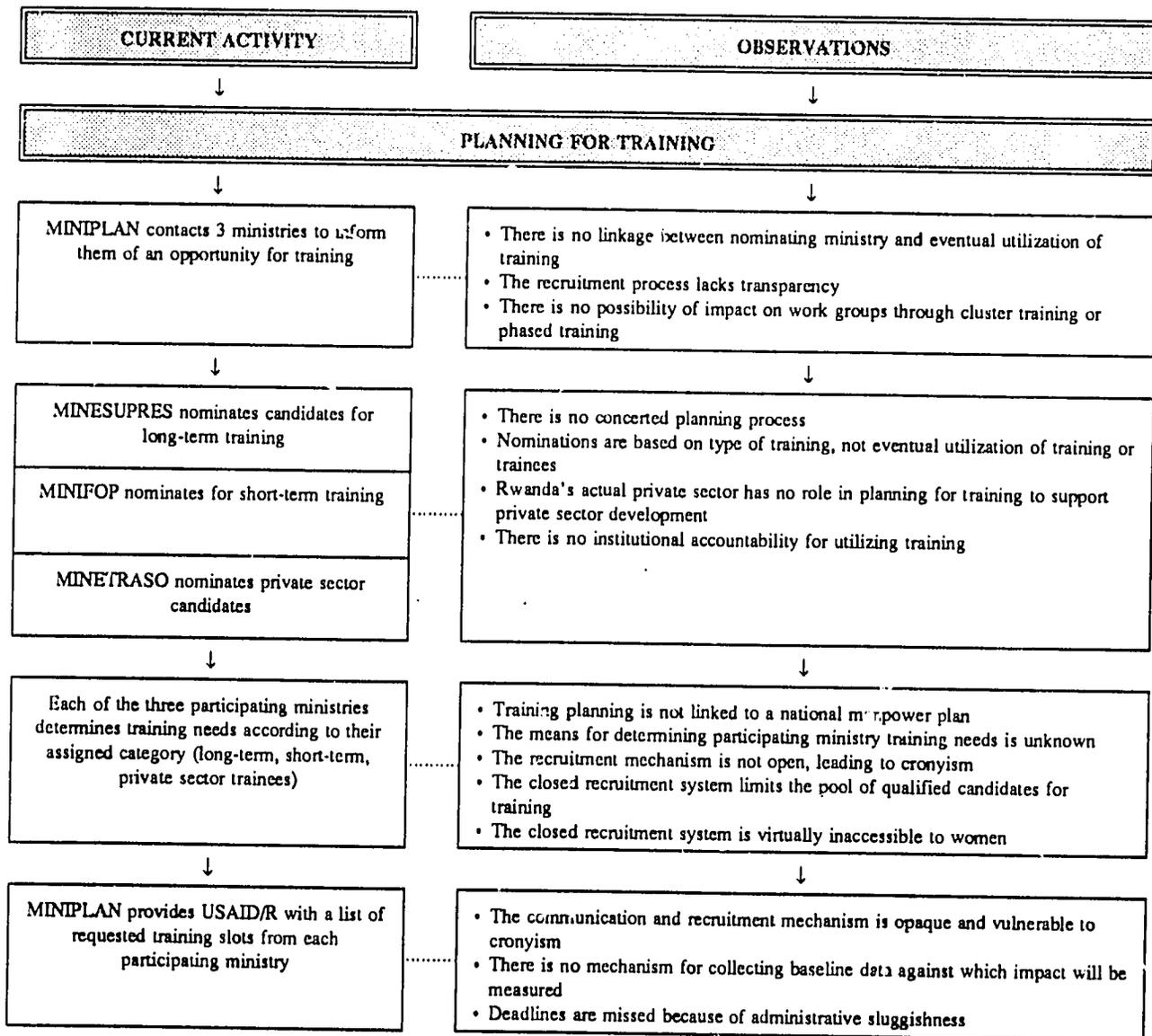
This section analyzes the system currently used by USAID and GOR to implement training. The discussion follows the process through which an individual training event takes place, beginning with how GOR requests nominees, through recruitment, selection, training, repatriation, and post-training employment.

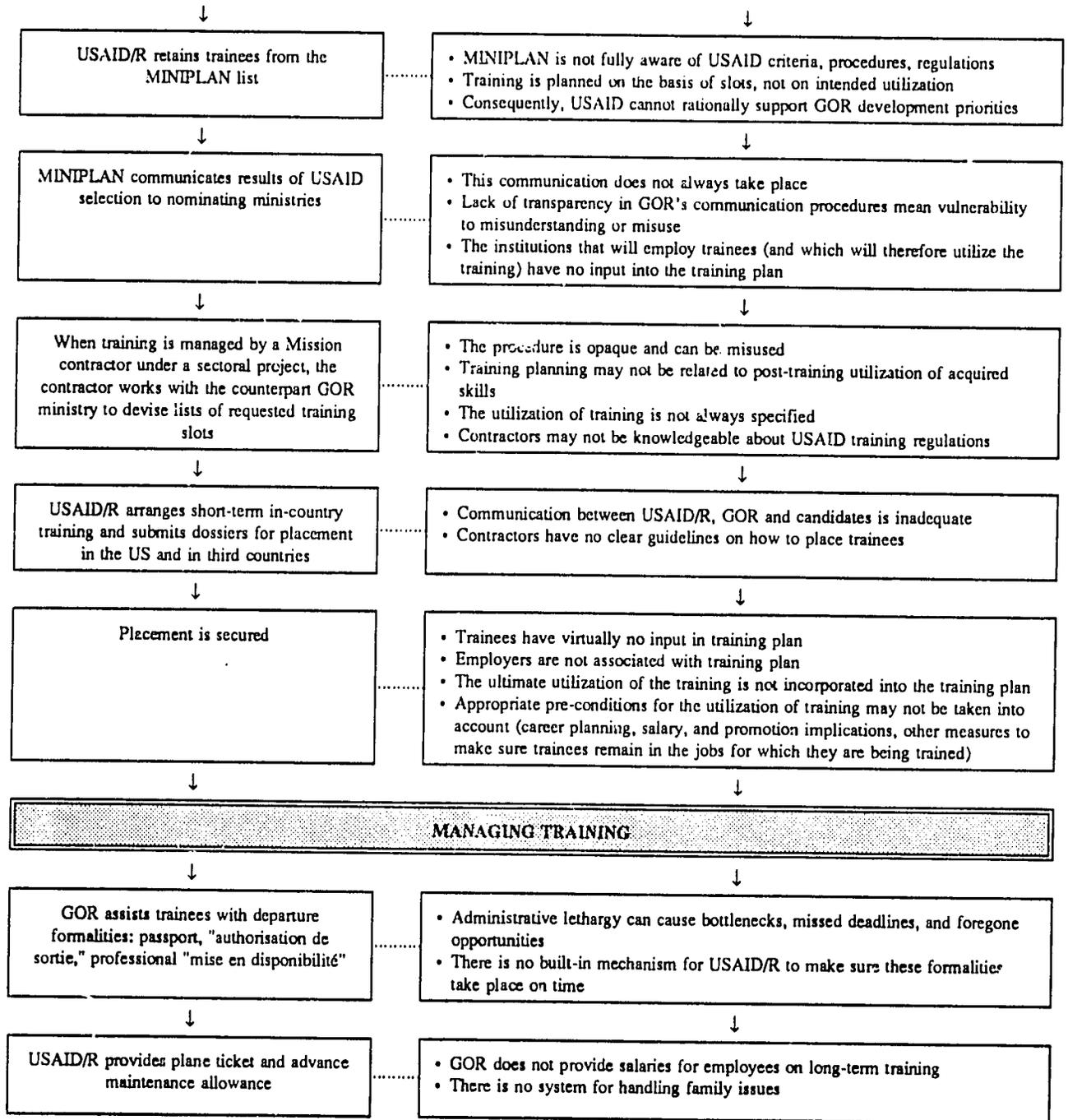
The analysis covers Mission-managed HRDA-style training. Procedural differences are noted when training is implemented by Mission contractors.

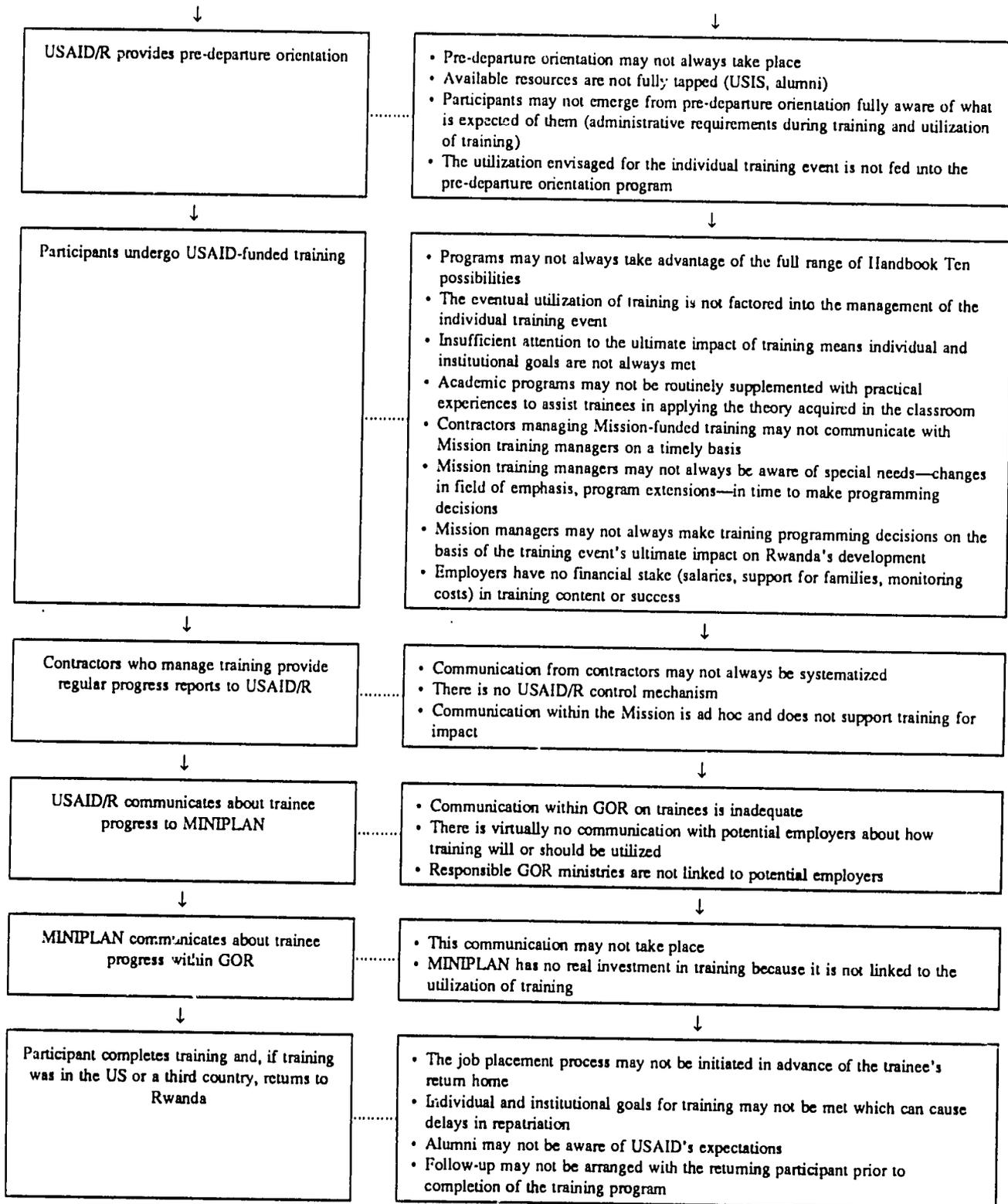
The left-hand column describes each activity in a training event in chronological order. Observations on each activity are noted in the right-hand column.

This step-by-step description is followed by a summary of recurrent themes. The analysis concludes with general recommendations for implementing training. These recommendations form the basis for the overall strategy for training for impact we recommend for USAID/Rwanda.

CURRENT USAID/GOR PROCESS: PLANNING, MANAGING, AND UTILIZING TRAINING







a. Planning Training

The steps taken at the training planning stage set the tone for the entire training experience. This includes, most importantly, the ultimate utilization of training to support Rwanda's development goals.

The previous analysis of the current training planning system revealed the following recurrent themes.

- There is no common understanding of or policy towards training among Mission staff, contractors, and GOR players.
- The mechanism for training planning, recruitment, and selection for the public sector is opaque—this lack of transparency leaves the system vulnerable to cronyism and delays and severely limits the pool of qualified candidates for training opportunities.
- The links between trainees, their training, and the utilization of their training are not adequate, meaning the Mission misses opportunities for impact and individual trainees may delay repatriation until personal and institutional goals are met.
- Communication between the key players—the Mission, GOR, Rwanda's private sector, Mission contractors, trainees, and their employing institutions—is insufficient to support training for impact.
- There is no systematized collection of pre-training data against which training impact can be measured.
- The current mechanism for identifying participants from Rwanda's private sector is inappropriate and inefficient.
- There is virtually no institutional accountability for USAID-funded training.

b. Managing Training

How training is managed determines whether program content is sufficient to meet individual and institutional goals for the training program. This phase of the training program also sets the tone for the participant's ultimate long-term relationship with USAID. Training program content, satisfying development goals, and a firm future relationship are all keys to the success of the USAID agenda.

The analysis of the current training management system showed the following recurrent themes.

- Poor communication between players—USAID/R, GOR, employing institutions, contractors managing training, participants themselves—causes misunderstandings and delays.
- There is virtually no communication with potential employers about how training will or should be utilized, which means training is not managed for impact.
- The lack of clarity of individual and institutional goals for training at the planning phase translate into a reduced possibility for impact.
- Little attention to the ultimate impact of training can mean short-sighted training programming decisions.
- Alumni may not be aware of USAID's expectations of them following the period of USAID-funded training.

c. Utilizing Training

How training is utilized is the clearly the most important pre-condition for the impact of Mission-funded training. Inadequacies in training utilization are manifested by delayed repatriations, slow post-training re-employment, job dissatisfaction, chronic leaving, and insufficient relations with USAID following training.

The analysis of the current system for utilizing training revealed the following recurrent themes.

- Inadequate linkages between planning, management, and utilization of Mission-funded training causes re-employment delays, underutilization, and, in worst cases, contributes to brain drain.
- Employing institutions have no stake in Mission-funded training.
- USAID/R does not have a formal mechanism to guarantee appropriate employment of Mission training program alumni.
- There is no source of reliable, standardized data against which the impact of Mission-funded training can be measured and demonstrated.

2. Recommendations

The recommendations that follow flow from the recurrent themes revealed during the analysis of the current training implementation process.

The management implications of these recommendations and specific procedures to implement them are discussed in separate sections.

a. Planning Training

- The Mission's training planning process should be revamped.
- Every training program should be linked to its ultimate impact—how training will be utilized by the individual and employing institution.
- All stakeholders—USAID, employing institutions, participants themselves—should be fully integrated into the planning of training and their interests should be clearly identified and expressed.
- The process of planning training should include collecting baseline data against which the results of training can be assessed.
- The process for recruiting and selecting candidates should be overhauled.
- Separate mechanisms should be developed for public versus private sector training.

b. Managing Training

- Training should be managed with the trainee's ultimate utilization in mind.
- Programs should be designed so that the period of training is as enriched as possible because training is essentially a one-shot opportunity to contribute to the individual's and organization's efficiency.
- Program enrichment means establishing mentor relationships, complementing theoretical training with practical skill utilization experiences, conducting research in Rwanda, as well as the full gamut of Handbook Ten opportunities.
- Employing institutions—the utilizers of training and the loci of impact—should have a stake in the success of training; this stake should ideally be financial.

- Employing institutions should be involved in managing training.
- Participants should remain in contact both with USAID and their future employer during training.
- Training beneficiaries should be fully aware of what is expected of them by USAID and by their employers during the period of USAID-funded training and thereafter.

c. Utilizing Training

- USAID/R and GOR should have a formal mechanism for ensuring appropriate employment and utilization of training.
- Such a mechanism should address issues that affect job satisfaction, including degree equivalencies, salary scales, possibilities for future training, and other such concerns—USAID should only provide training to organizations which demonstrate their ability to utilize training and trainees in these regards.
- The post-training phase should include collecting data and comparing this data to pre-training data—this is the Mission's only way of demonstrating impact.

C. Current Utilization of Management Information Systems

There are three management information systems that track USAID/Rwanda-funded training:

- the Mission-based **Participant Training Management System (PTMS)**;
- the **Training Information Management System (TIMS)**, based at A.I.D./AFR; and
- the **Participant Training Information System (PTIS)**, maintained at A.I.D./Washington by the Office of International Training (OIT).

These three management information systems differ in terms of purpose, scale, scope, usage, and community of users, as depicted in the table on the following page.

PTMS, TMS, AND PTIS			
DIFFERENCE	PTMS	TMS	PTIS
Purpose	Mission-level tool for day-to-day management and implementation of the training portfolio	Macro-level comparisons of training achievements among countries, multilateral projects and Africa Bureau geographic offices	Comparisons of achievements in US training among all USAID countries
Scope	All Mission-funded training: US, third country, and in-country training under sectoral and training projects	All Bureau-funded training: US, third country and in-country training	US training
Scale	Each Mission has its own PTMS system	TMS compiles data from Bureau PTMS systems	PTIS compiles US training data worldwide
Usage	Day-to-day implementation of training portfolio	Management and decision-supporting tool on Bureau training; responses to Congressional and other inquiries on Bureau-funded training	Management and decision-supporting tool on AID-funded training; responses to Congressional and other inquiries
Source of Data	PIO/Ps, PIO/Ts, PILs funding training, participant files	PTMS systems throughout the Bureau	Participant Data Forms (PDFs) submitted by US contractors
Users	Mission staff involved in training management: training office, HRDO, project managers, project officers, Mission leadership	Africa Bureau management	AID/W management

1. PTMS

PTMS is the Africa Bureau-mandated tool installed in Missions to assist in managing training portfolios.

a. PTMS Data

PTMS stores data in a variety of categories:

- biographical data on the **participants themselves**;
- information on **their training**—type, objective, location, duration, major field of training;
- Mission **projects** that providing funding;
- participant **employment**—institution, employment sector and occupational

level—before and since training; and

- participants' ongoing relationship with USAID—follow-on training and membership in the USAID alumni organization.

b. Validity of PTMS Data

PTMS's use as a management tool is entirely dependent on the quality of PTMS data—in other words, on whether PTMS data is **complete** and **accurate**.

RELIABILITY OF PTMS DATA			
ISSUE	SUB-CATEGORY	QUESTION ADDRESSED	MEANS OF VERIFICATION
Accuracy	Internal	Are there internal contradictions in the PTMS data—for instance, are there training events entered that appear to finish before they start?	PTMS anomaly reports
	External	Does the data in PTMS really reflect Mission-funded training—for instance, did trainee #22 go to the University of Idaho or to Iowa State University?	Communication within Mission
Completeness	Internal	Does PTMS include all data on each training event, with nothing left blank?	PTMS anomaly reports
	External	Does PTMS reflect all training funded by the Mission under all projects over time?	Communication within Mission

As shown in the previous table, PTMS can provide reports that show internal anomalies—contradictions within the data as well as records that do not have information in all categories.

However, external data reliability—accuracy and completeness—can only result from communication within Mission offices.

c. PTMS and Mission Contractors

PTMS should be used to track all Mission training, be it managed by the Mission itself or by contractors.

At the same time, PTMS uses an internal numbering system that automatically provides sequential numbers in two key PTMS fields (participant identification numbers and training event numbers).

This means that PTMS cannot be simultaneously installed at the Mission and in Mission contractors' offices. If there were two parallel PTMS systems, there would be duplicate numbering in those two key fields. When the Mission and contractor systems were merged, one set of data would automatically be overwritten.

This implies that training managed by contractors must be entered onto the PTMS system housed at the Mission.

d. Current PTMS Utilization

The Mission's PTMS system is underutilized.

- Data in the system is not complete and the Training Office is unable to estimate how much is missing. No data at all has been entered on in-country training despite the system's quick entry mechanism for large groups.
- Data in the PTMS system is not accurate—the system produced a 33-page anomaly report listing internal inaccuracies that have yet to be corrected.
- The current PTMS operator has had no formal training in using the system.
- The current PTMS operator has no job description and as such has no stake in PTMS's utilization as a management tool.
- The larger community of PTMS users in the Mission—project managers, project officers, new project design teams Mission leadership, contractors—do not use PTMS reports and analyses, and were by and large unaware of the system's potential as a management tool.

2. TIMS

USAID Missions in sub-Saharan Africa supply quarterly downloads of their PTMS data to TIMS, the Africa Bureau's Training Information Management System. TIMS consolidates PTMS data to allow AID/W and Mission managers to perform macro-level comparisons of training achievements among regional projects, countries, and Bureau geographic offices.

Rwanda has submitted one download to TIMS, dated 27 March 1992. The data submitted at that time showed a total of 387 participants.

This data corresponds to the status of the PTMS database at the time of the TIMS download. These numbers differ from those in the PTMS analysis performed previously for two reasons. First, additional data was entered into PTMS between March and October 1992, date of the PTMS analysis. Secondly, the training office lost data when it installed an upgrade to the PTMS system without first backing up the existing database.

3. PTIS

The Office of International Training's PTIS system shows that as of September 25, 1992, 532 Rwandans had benefitted from training in the US.

This includes both Thomas Jefferson Fellows (long-term training) and Thomas Jefferson Associates (short-term training).

This figure is not the same as in PTMS, reflecting the different data sources—PTIS data comes from US contractors, while PTMS data is entered at the Mission—and the fact that the Mission's PTMS system is not fully utilized.

4. Recommendations

- PTMS should be used to track all Mission-funded training, including sectoral, centrally funded, and regional projects.
- PTMS should be used to track all Mission-funded training, including all US, third country, and in-country training.
- A single PTMS operator should be identified and PTMS responsibilities spelled out in the operator's job description.
- The PTMS operator should receive training in operating PTMS.
- The PTMS operator should provide regular PTMS reports to Mission sectoral project managers and project officers who comprise the larger community of PTMS users.
- Mission managers should read these reports and communicate changes and corrections to the PTMS operator to enter into the database.

- The Mission should establish a work plan for entering outstanding data and for updating and correcting current data. A suggested prioritized work plan for updating PTMS is provided under "Implementation Priorities" below.
- Contractor staff managing training under sectoral projects should be responsible for entering data on their training into the Mission's PTMS system. Contractor staff should be trained to enter and maintain data and to generate PIO/P and biodata forms. Contractor staff should work with the Mission Training Office to establish times when they can use the PTMS system.
- Basic, intermediate, and advanced PTMS training should be provided as appropriate to the PTMS operator, contractor staff who will be entering participant data and using the PIO/P generator, and the larger community of PTMS users who will be receiving and reviewing PTMS analysis reports.
- The Mission should adhere to the quarterly system for submitting PTMS data to TIMS at A.I.D./Washington.

IV. STRATEGY: TRAINING FOR IMPACT

The USAID/Rwanda Country Strategy was designed based on a methodology promoted by USAID/Africa Bureau. The strategy differs from past training plans as described below.

- Training constitutes a Mission-wide, integrated philosophy which fosters training for development impact across sectors and across projects.
- A training event is a pre-condition for development impact and does not necessarily guarantee impact.
- Measurable training impact indicators are presented in the project paper and reflected in the Mission CPSP and API based on articulated needs of the Rwandan people.
- Impact is determined by changes on the individual, institutional, sectoral, and national levels.
- Accountability for productivity linked to training is placed on recipient institutions.
- Longitudinal studies guarantee monitoring and evaluating changes in behavior of targeted populations to assess the impact of Mission training initiatives.
- The impact of training extends far beyond individual tracking and isolates institutional and sectoral changes linked to training interventions.
- A database is established to document change over time.
- The database is institutionalized at the institution or government level for sustainable impact measurement.

A. USAID Investment in Training

USAID has invested significant resources in various types of training projects and programs. Typically, surrogates have been used to justify and quantify the impact of investments made in training. It has therefore been difficult to assess the impact of past training initiatives to development outcomes or to establish a basis for plausible association of impact.

Training objectives have been targeted to expand long-term skills and productivity on the job. Most of these endeavors have focussed on indicators of process rather than product. Little empirical evidence has been demonstrable.

Training constitutes a significant pre-condition for impact on development. This training strategy constructed for USAID/Rwanda uses an approach which maximizes measurable impact of USAID-sponsored trained professionals' contribution to development on the individual, institutional, and national levels. The objective is to train for impact rather than filling slots in existing training plans. Furthermore, APIs cannot be written accurately if realistic indicators have not been articulated.

USAID/Rwanda has provided substantial training initiatives which have increased the number of trained professionals in the country. According to the Mission's August 31, 1992 Summary of Project Financial Report, expenditures on training component line items have totalled \$5,927,311 under 14 projects.

Training initiatives have included long- and short-term US and third country training. These figures do not reflect additional training provided through in-country technical assistance, workshops, and other interventions not centrally recorded at USAID.

B. Mission Accomplishments in Human Resource Development in Rwanda

USAID/Rwanda has had a substantial input into the training of Rwandans in individual training programs which have been offered from 1975 to 1992. There have been 532 Rwandans trained in the US, according to the OIT report of Thomas Jefferson short-term associates and long-term fellows as of September 25, 1992.

PTMS figures reveal a total of 567 participant programs in PTMS version 6.1 reports dated October 19, 1992. These figures reflect less than the Mission's total training portfolio since the Mission does not yet use PTMS to track all Mission-funded training.

C. USAID/Rwanda Country Training Strategy Approach

Training is only one variable among many that shape and influence change. A country training strategy which targets impact presupposes that training is only one precondition for impact.

At the same time, the probability of training impact is markedly enhanced when certain criteria are met. These criteria relate to three areas.

- Planning for training—including project design and the Mission's capability to invest in the training process.
- Managing training—including Mission, contractor, and local institutions' capabilities to implement, monitor, and evaluate training inputs.
- Utilizing training—including the local institutions' ability to use newly acquired skills, measure pre- and post-training productivity, and articulate individual and institutional impact of training initiatives.

Training for impact mandates a carefully designed process to obtain measurable training impacts which link project training activities to Mission API and CPSP objectives.

D. Planning: Pre-Conditions for Training Impact

The training planning phase sets the stage for impact. Planning begins with project design, and includes the planning of each individual training event.

1. Differentiating Between Manpower and Impact Indicators

Impact indicators are not the same as meeting manpower requirements. Meeting manpower requirements indicates USAID's capability to assist Rwanda to decrease manpower shortages. Manpower indicators are only sufficient when the goal of a training project is to decrease manpower shortages.

Rwanda has no formal national manpower development plan. Training projects have tended to meet perceived manpower needs or to respond to Ministries' requests for training—particularly degree training—rather than be designed and managed to foster measurable development impact. A manpower plan at the national level and human resource development plans at the institutional level are essential for training projects to increase potential impact.

Training projects often attempt to be substitutes for manpower or human resource development plans. This is an error both in the perception of what training is and how training is part of the larger USAID picture for national development.

Impact indicators should be used when the Mission is dedicated to institutional capacity-building for development impact rather than slot filling. If a training project's goal is impact in a particular sector—for instance, to decrease infant mortality—then the role of training in

meeting that goal is much more complicated than simply increasing numbers of trained individuals.

Increased numbers of trained personnel may lessen an identified manpower shortage but they do not indicate that decreased infant mortality was partially caused by or is related to more trained personnel. Training is only one variable in the change process.

Measurable indicators must be in place in order for behavior changes to be linked to training interventions. Training should be measured for its own contributions and/or failures. Project designs must identify appropriate indicators to measure the desired training impact.

Training projects should be initiated on the basis of manpower deficiencies. The assumption can then be made that increased numbers of trained personnel is a national asset and a pre-condition for impact to occur.

Indicators of impact should be based on the effect that training has on the individual, the institution of employment, and on the targeted beneficiaries served by the trained individual. Focussing on manpower development indicators—increased number of managers, nurses, and teachers—is not in itself an indicator of training impact.

A manpower development plan must be in place prior to project implementation. When there is no manpower development plan which indicates human resource needs, one should be incorporated into project design along with a governmental and/or institutional guarantee that such data gathering and reporting will be institutionalized. Such data will benefit Rwanda, the sector, the institution, the individual, and the USAID Mission.

2. Identifying the Appropriate Project Design

Projects that target public institutions allow for different project impact and require distinct impact indicators from umbrella projects.

a. Targeted Public Institutions

Projects that target institutions tend to identify numbers of required manpower and offer training to chosen individuals while technical assistance is provided for institution-building, for example, ONAPO and Maternal and Child Health Project/Family Planning-II (MCH/FP-II). A positive feature of this type of project is that they should be easier to monitor and evaluate because they focuss on only one institution. Trained individuals can be directly linked to institutional productivity.

These projects can also pull together groups of trainees and assist in formulating a new organizational identity. For some, this is very challenging. Projects which target institutions, have tended to use manpower increases as impact indicators rather than increased institutional capacity or productivity which is the real objective of the training intervention.

A problem for training projects at targeted public institutions is that trained individuals leave for other job opportunities, typically laterally within the public sector or vertically into the private sector. Individuals may have less vested interest in target institution projects because the project was designed beforehand and the number of specific job slots predetermined. Therefore, participants may resign themselves to what is offered rather than be proactive in creating project objectives.

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

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

b. Umbrella Projects

Umbrella projects are less accountable to the institutions and individuals they serve. Individualized umbrella training projects allow inconsistent management, subjective selection processes, and little follow-up data gathering. Employers, employees, and contractors historically have not been co-planners in the training process. Since there is no targeted institution, evidence shows that umbrella training projects can result in slippage project output measurement. As a result, evaluations focuss on manpower indicators rather than on other types of impact indicators.

Improved institutional capacity can only be factored into umbrella project evaluation if the individual performance is tracked before and after training. Yet training designs have not traditionally mandated that participant performance or institutional productivity be tracked.

If impact is to be demonstrated, it must be measured. To measure impact, umbrella project design must include the same type of monitoring and evaluation systems which target institution projects should use.

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

3. Mandating HRD Plans from Participating Institutions

Training effectiveness is proportional to the value placed on training by the employing institution, the sector, Rwanda and the Mission. Training plans should incorporate institutional incentives for participants through means that include supporting future training initiatives, assessing and utilizing new skills, conducting performance assessments for promotions, increasing job responsibilities, monitoring job satisfaction, and facilitating knowledge dissemination processes.

All institutions which send participants for training should have human resource development plans. If none exists, project objectives should include HRD training for individuals identified at participating institutions. HRD training should occur as part of the participant training project design.

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

Individual career plans should be included in the HRD plan. Those who choose their training institution and course of study have historically been more satisfied with training results on the job. Managers who are aware of these choices prior to departure might be much more willing to discuss career plans. Individual career plans should be mandated and presented as an employer-employee agreement.

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

If criteria for an HRD strategy are not met, the project should either not train participants from that institution or make HRD at the institution a project objective and pre-condition to other planned training interventions and disbursement of funds. The possible phased approach is discussed under "Implementation" below.

4. Accommodating Institution Type

All institutions are not alike and therefore criteria for selection, institutional contribution, and impact indicators must be appropriate to the institution type, be it public, private, parastatal, or NGO. Institution type should be accommodated during project design. For example, by giving a grant to a PVO, USAID might be automatically deselecting individuals for long-term training because of funding requirements.

Similarly, NGOs may not be able to participate in long-term training due to technical assistance and budget constraints. Parastatals may have more funds available to support training initiatives but limited managerial positions to ensure promotions. Parastatals may also be limited by government cronyism and minimal mobility. However, they may be in key positions for policy changes within the government.

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

Explicit institution type criteria are necessary for both target institution and umbrella training designs. Training project design should include review of employee performance appraisals, especially in the public sector, if they will be used for judging alumni skills.

5. Planning for Formative and Summative Evaluations

Every project design should ensure continual assessment of training recipient institutions and follow-up evaluation measures. Some monitoring may need to take place after the project's assistance completion date (PACD). Longitudinal studies must be part of the overall Mission strategy to measure and demonstrate impact.

6. Criteria for Maximizing the Effectiveness of Training Programs

Certain elements are correlated with enhanced training program success. These are discussed below.

Direct communication between employer and employee and between contractor and employer is a major factor in program success. Formalized systems for communication should be part of the training program's pre-departure activities. USAID should mandate follow-up by the contractor and monitor checklists for communication links.

The selection of the training program is another major ingredient in successful training programs. The following criteria have been shown to maximize the effectiveness of training programs.

Academic training is most effective when:

- internships or other practical training are included as part of the program;
- local or regional linkages are explored as possible research sites;
- theses or research are directly related to the country, institution, job or job position; and
- related extra-curricular activities are pursued.

Advisors may be most effective:

- for public sector participants—more course selection may be required; and
- when they have country, project or foreign student experience.

Participants are more likely to have effective long-term training experiences when:

- they are involved in institution and course selection;
- family maintenance and well-being is discussed and clarified prior to departure;
- USAID and contractors disseminate consistent information;
- follow-up/re-entry programs are provided to participants upon return from training; and

- dynamic communication exists between the Mission and the participant.

In-country training is most effective when:

- a large number of participants is required;
- funding is restricted;
- participant needs to be close to family or institution of work;
- training content needs to be practiced in the local context;
- no wider scope is needed;
- local training institution-building is desired; and
- other technical assistance is available in-country.

Short-term training is most effective when:

- participants cannot be released for long-term, i.e., women and private sector participants;
- technical expertise or an area specialization is desired;
- it is designed for private, NGO and parastatal sectors;
- participants helped identify the need for the specialized skill;
- funding is restricted; and
- long-term studies would not increase an individual's marketability.

Long-term training is most effective when:

- a wider scope is desired;
- professional skill enhancement is desired—public speaking, management, initiative;
- participants have had work experience in their field;

- a competitive job market exists, for instance, when a limited number of jobs available or increased number of better qualified applicants and degrees are used as a screening process; and
- credibility is desired.
- research capabilities are desired.

Third country training, both long- and short-term, might be the most cost-effective process while providing the most applicable training to local needs and realities. Regional training lessens the strain on family.

US training should be advocated if specific skills or technologies are available in particular US programs. Caution should be taken in such decisions since the most positive effect of long-term US training has been participants' increased scope and perspective as well as international contacts made. Weighing regional benefits and obstacles should be part of the program selection process. The purpose and desired outcome of the training must be clearly articulated by employer and participant.

Finally, pre-departure orientation is the responsibility of the Mission. Such orientations should include training provider catalog materials, alumni speakers, Embassy recognition, and employer involvement. The Mission should also utilize stateside orientation programs, the English language center at United States Information Service (USIS), computer training, and other available resources to prepare participants to be able to benefit fully from their training experience.

7. Criteria for Designing Training Projects

There are criteria for designing training projects that are correlated with training program success.

The training design phase should tailor training criteria and impact indicators to the type of organization—NGO, public, private, parastatal.

Umbrella training projects should be designed to target either particular skills—accounting, teaching—similar institutions—all bank tellers, all primary school teachers—or the private sector in order to measure individual and institutional impact.

Targeted institution training projects should be used to maximize impact measurements, create a new institution, or upgrade an existing institution in order to measure sectoral impact.

Training projects targeting institutions should not limit training to slot filling. Participant mobility must be planned for, accommodated and encouraged. This should include leavers who will serve in other capacities. Project design should be based on the institution's ability to manage human resource development, of which participant mobility is an integral part. Training design should accommodate and measure leaver contribution and impact in other sectors.

Training design should promote the utilization of local institutions for participant convenience and national institution-building. This should include local training institutes such as Univeristé Nationale de Rwanda (UNR), IWACU, and Institut National du Développement Economique et Social (INADES).

Training should be designed to target individuals with limited access to educational opportunities as well as to support those who receive multiple educational opportunities.

All participating institutions—target and umbrella—should be required to implement systems to track institutional capacity, individual movement, clientele changes, and other similar indicators of the impact of training.

The training design phase should incorporate and specify responsibilities to compile information related to project tracking. This includes Mission and contractor utilization of PTMS, currently underutilized.

Training planning should entertain participants' own objectives for earning a degree, for instance, enhanced skills, scope, marketability, and status.

To summarize, training impact is maximized when recipient institutions:

- are able to plan for training rather than merely "receive" returned trained personnel—institutions should be mandated to have or formulate an HRD plan which includes a training plan;
- give priority to promotion based on a combination of merit, academic qualification, performance and seniority;
- have a human resource development department or officer who is directly accountable for supporting individuals who are out on training;
- do not expect that academic qualification alone guarantee an individual's capability as a manager;
- fully utilize returnee skills;

- encourage employee mobility; and
- promote probation or trial periods as ways to allow institutions a chance to assess returnee skills before promotions are finalized—this also applies to non-public sector organizations where increased productivity is expected, individuals are held accountable for the delivery of goods and services, and the number of management positions is limited.

8. Criteria for Identifying Training Impact Indicators

Training for impact requires measuring and comparing pre- and post-training productivity in order to be able to attribute changes to training.

Impact indicators should be developed during the project design phase. Training for impact can begin once these indicators are in place. The following guidelines should govern the identification of impact indicators for Mission-funded training.

National statistics should not be used as a measurement tool unless an existing governmental agency is able to gather these numbers or a database is built into project design. If collecting baseline data and creating a database is made part of the project, GOR must institutionalize this data gathering as part of its own capability to monitor national development.

The Mission should not attempt to address development on the national level unless baseline data, continual assessment, and client tracking is ensured by the project, institution, or by GOR. Impact should be assessed by indicators which measure changes in the behavior of recipients of goods/services provided by trained personnel. This assessment should be based first on measurement—quality and quantity—of the goods or services provided and secondly, on the changes resulting from those goods or services.

Indicators should be formulated based on national manpower development plan baseline data. If no plan exists, all attempts should be made to assist GOR in constructing one so that training initiatives are not substitutes for ineffective manpower planning and so that increased manpower numbers are not misused as impact indicators.

If training will only have measurable impact on the individual or institutional levels, appropriate indicators should be identified for those levels. Impact on national development should not be claimed if national indicators will not be used as an impact measurement.

The USAID, PTMS system should be formally assessed, upgraded, and utilized to assist the Mission in assessing impact.

Procedures for the recruitment, selection, and implementation can proceed once the above criteria have been met or accommodated in project design. USAID/Rwanda should consider the following during the training design process.

- The meaning of the terms "development," "impact," and "indicator" should be clearly articulated before a training project is designed.
- Training designs should specify the process by which information on impact will be extrapolated from national indicators and other measurements.
- Assumptions listed in a project's logical framework should be examined when identifying impact indicators.
- Impact measurement processes should be added to the project's logical framework.

E. Managing Training: Monitoring Data Input, Local Institutions and Participants

Managing training includes monitoring progress against the impact indicators determined during the training design phase alongside the Mission's traditional training management responsibilities.

1. Measuring Indicators

Measures of impact should be determined and stated in the API during the project design phase. Considerations for impact indicator measurement are discussed below.

In order to measure impact, baseline data must be gathered on:

- the participant's current performance criteria;
- the institution of employment's productivity;
- behavior of the clientele related to the area of intervention; and
- the related activities in the sector/nation.

These data must be in place before a project is undertaken. Training impact is difficult—if not impossible—to measure when training projects do not include collecting baseline data.

National indicators must be statistically available from GOR. If such indicators are not available, the project should incorporate the establishment of a formal database, and GOR should guarantee that such data collection will be institutionalized. Otherwise, an existing institution should be hired/supported to carry out this data collection, for instance, Ministry of Agriculture (MINAGRI), INADES, IWACU, or another.

A manpower development plan must be in place prior to project design and the subsequent identification of impact indicators. This is because training project designs tend to focus on manpower increases when no national/sectoral manpower development plan that demonstrates human resource and training needs is being utilized. While increased numbers of trained personnel can be attributed to project interventions, training impact is difficult to measure. Institutional human resource development plans should be mandated so that the impact of Mission-funded training can be demonstrated.

While random training in targeted sectors—umbrella projects—may increase individuals' capabilities and/or mobility in the sector or society at large, evidence suggests that training has little measurable impact unless institutions and sectors are accountable for the utilization of the individual's capabilities. All participants should be monitored to measure changed productivity and institutional impact.

Baseline data should be gathered and compiled by the contractor and stored in the USAID or project database, preferably at the recipient institution. The contractor should be directly responsible for tracking, monitoring and following up on all trainees, trainee institutions and clientele. USAID should consider hiring a full-time data collection researcher to facilitate data input and analysis, including PTMS.

A USAID officer should be directly accountable for monitoring the data collection and analysis process. If USAID cannot fund such a position or positions, monies should be allocated to contractors for the database to be established and maintained by the contractor. Once the database is established, impact indicators will be more easily identifiable, traceable and measurable.

2. Relationships with Participants

Maintaining contact with the participant in training is the responsibility of the contractor, or, for Mission-managed training, of the Mission itself. Reporting should occur from the training institution back to the contractor and employer. Activities to maintain participant contact with developments in the employing institution and sector should be mandated, to include sending newspapers and other local information sources.

The institution should designate a responsible person to be directly accountable for the participant while away at training including keeping him or her abreast of institutional changes, family concerns, and sectoral growth.

Contact with local realities is essential for all participants while away on training and can be a vital means of assuring appropriate training program content.

F. Utilizing Training: Evaluation for Development Impact

The post-training phase includes participants' and employing institutions' responsibility for the appropriate utilization of Mission-funded training as well as the measurement and demonstration of the impact of training.

1. Training Follow-On

The Mission should follow up on all training. Alumni associations should be supported; follow-on training and activities should be offered as appropriate, using available USAID buy-in funds.

US training in particular is a highly visible pre-condition for impact which the Mission should support. Isolated training events with no follow-on lessen the effects of training as a vehicle for development impact. Other Africa Bureau Missions can serve as resources for suggestions for follow-on activities.

2. Criteria for Measuring Training Impact Indicators

Impact indicators are designed to measure change in individual performance, institutional capacity and national development. In order for change to be measured, baseline data must be collected. This baseline data serves as a measuring stick. Optimally, a control group or quasi-control group could be identified to compare the trained and non-trained over a specified time period. This comparison could also be accomplished by using national or regional trends in the targeted sector. Again, manpower indicators are not impact indicators.

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

Impact indicators should be based on national statistics when statistics are available and reliable. If those statistics are not available, training impact cannot be based on statistical indicators. Either the indicators must be changed, or project objectives must include gathering statistics as baseline data and comparing these to training outputs. Optimally, the process for gathering data to determine impact—pre-post and with-without training—should be institutionalized.

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

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

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

Training impact should be measured by changes to the quality of life pre- and post-training and should optimally be compared to other groups without training. Measurement schemes should consider:

- A sector's capabilities due to the productivity and/or services of institutions, measured by evaluating the institution(s) with tangible services and/or products that contribute to the sector.
- Institutional capabilities based on productivity and/or services of individuals, measured by evaluating the performance of individuals who are responsible for the production of tangible goods and services to the institution.
- Individual capabilities and upward mobility based on increased job productivity, responsibilities, and quality of goods and services rendered at the institution by the individual, measured by evaluating the products or services the individual provides.

- Changes to the quality of life of targeted clientele or recipients of product or services, measured by evaluating changes on target population as a result of tangible goods or services provided.
- Rwanda's capability to realign and modify areas of need, measured by evaluating modifications in the national development plan as a direct result of goods or services now available in a sector.
- USAID/R's capability to modify areas of intervention, measured by evaluating changes in targeted sectors or sub-sectors as a direct result of changed needs stated in NDP.

3. PTMS

The PTMS system is underutilized in Rwanda. Data has not been entered or maintained. Mission contractors do not know what PTMS is or even that the Mission has such a database and management tool. System reports generated 33 pages of anomalies for 567 training events; most of these are missing or contain incorrect information.

The PTMS should serve as an invaluable tool for project assessment. Contractors, project officers, project managers, and GOR officials should all be aware of its use.

A workplan should be devised to rectify current data anomalies and to enter and update all Mission training data. A suggested workplan is provided under "Implementation Procedures."

Contractor access and input to PTMS should be determined. PTMS should be assessed to determine what it can and cannot measure. The variables PTMS does not handle should be identified and accommodated during project design and impact tracking.

G. Sample Instruments for Training Strategy Implementation

Focussed information gathering must be take place before any individual is sent for training. Training for impact means training must maintain a process of:

- meeting Mission training criteria for interventions to occur;
- articulating specific behavior changes which are the training objectives;
- developing the measurement of impact; and

- measuring the impact of training.

Examples of instruments to obtain the information required to support the Mission strategy to train for impact are supplied in an appendix.

V. MANAGEMENT IMPLICATIONS

Managing training within a Mission is a difficult task. A well-defined project integration system must be in place so that participants can be recruited, selected, trained, monitored and evaluated. Without this system, the Mission has no way of either measuring its impact on development or conducting any type of cost-benefit analysis.

This section lays out four different staffing scenarios for USAID/Rwanda to implement its strategy to train for impact. Guidelines for operationalizing the Mission's strategy follow. Implementation priorities and procedures are handled in a separate section below.

A. Mission Strengths

The Mission can build upon the following strengths:

- experienced staff in the Training Office;
- dedicated Project Managers;
- a high number of past participants trained;
- an installed PTMS system;
- an English language center at USIS;
- available HRDA funds for training and for implementing the training strategy;
- ATLAS funds available for training and follow-on activities;
- three new projects which can begin the process of planning, managing and utilizing training for impact;
- an opportune time in Rwandan history to impact development; and
- an interested and capable population willing to become accountable for training impact endeavors.

B. Four Potential Staffing Scenarios

Four different staffing scenarios are proposed to implement USAID/R's strategy to train for impact. Each of these offers advantages and disadvantages, depending on the resources and profile the Mission wishes to devote to training for impact in Rwanda.

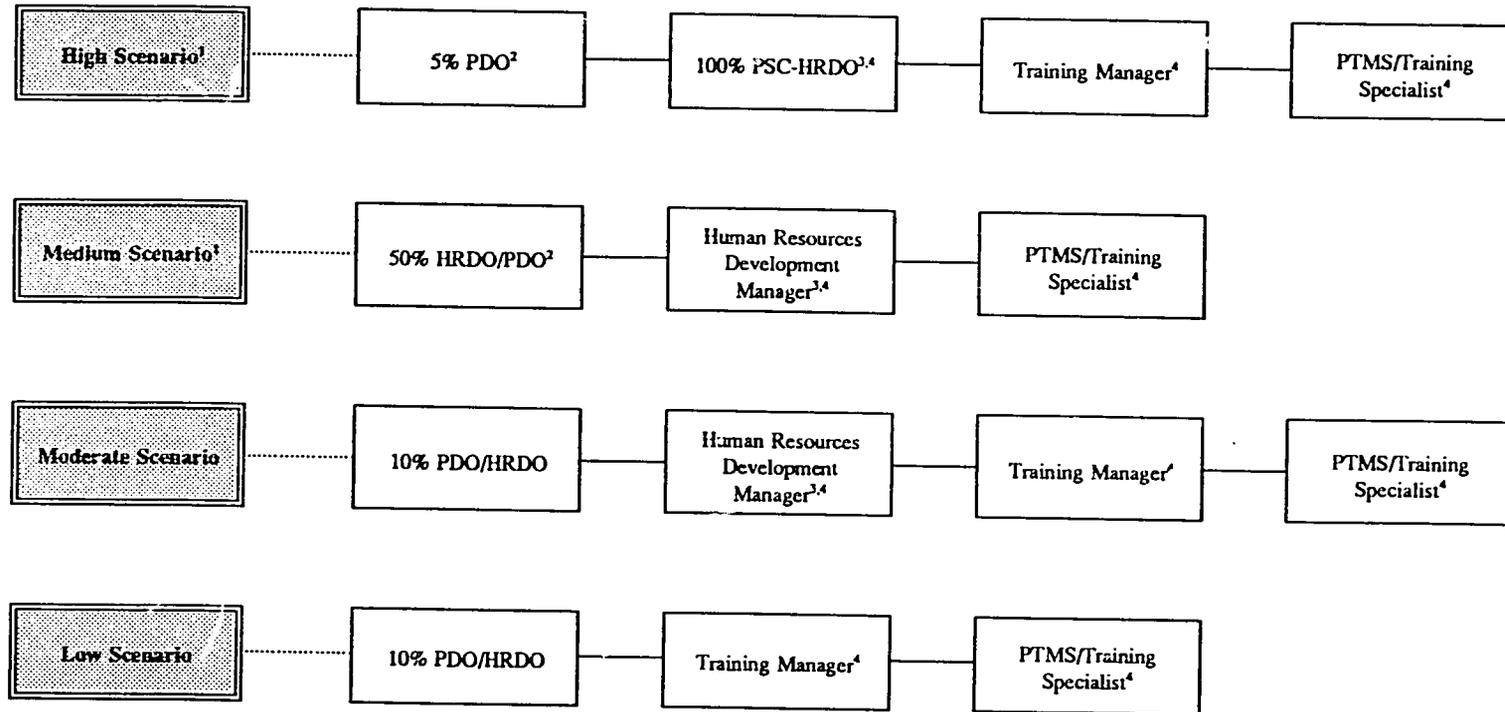
- The High Scenario allows for maximum project and Mission-managed training with minimal direct hire participation.
- The Medium Scenario maximizes project and Mission-managed training with increased direct hire expertise and involvement.
- The Moderate Scenario emphasizes project and Mission-managed training, adding a new HRDM position to minimize PDO activities while maximizing Mission training initiatives.
- The Low Scenario leaves the staffing pattern as is; HRDA funds are used to bring in technical assistance to perform the set-up steps for the training strategy; Mission-managed training is greatly reduced.

The scenario the Mission chooses will determine:

- whether additional staff must be identified;
- who within the Mission will be responsible for strategy start-up activities; and
- who within the Mission will be responsible for managing training.

The following charts depict and discuss these staffing scenarios.

MISSION-MANAGED TRAINING FOR IMPACT: FOUR STAFFING SCENARIOS



¹Not feasible because of Mission financial and human resource constraints

²Changed position

³New position

⁴FSN position

MANAGEMENT SCENARIOS FOR MISSION-ADMINISTERED TRAINING FOR IMPACT AT USAID/RWANDA				
PARAMETER	HIGH SCENARIO	MEDIUM SCENARIO	MODERATE SCENARIO	LOW SCENARIO
Resource Level	5% PDO 100% HRDO (PSC) HRDM PTMS/Training Specialist (PTS)	50% HRDO/PDO HRDM PTMS/Training Specialist (PTS)	10% PDO/HRDO HRDM Training Manager PTMS/Training Specialist (PTS)	10% PDO/HRDO Training Manager PTMS/Training Specialist (PTS)
Responsibilities	<p>PDO 5% Oversees HRDO.</p> <p>HRDO (PSC) 100% Represents USAID strategy to GOR; manages training boards; heads all Mission-managed training (ATLAS and HRDA); supervises HRDM.</p> <p>HRDM Administers HRDA and ATLAS, pre-departure orientations, follow-up and follow-on, Mission-funded PIO/Ps; handles quarterly training reports; coordinates all communication on trainees within Mission; supervises PTS.</p> <p>PTMS/TRAINING SPECIALIST</p> <ul style="list-style-type: none"> Coordinates all PTMS activities, input, supervises contractor input; rids system of anomalies, trains PMs and contractors in PTMS utilization. Handles all training logistics including visas, medical formalities and ticketing. 	<p>HRDO/PDO 50% Represents USAID strategy to GOR; heads all Mission-managed HRDA and ATLAS training; supervises HRDM.</p> <p>HRDM Manages training boards; administers HRDA and ATLAS, pre-departure orientations, follow-up and follow-on, Mission-funded PIO/Ps; handles quarterly training reports; coordinates all communication on trainees within Mission; supervises PTS.</p> <p>PTMS/TRAINING SPECIALIST</p> <ul style="list-style-type: none"> Coordinates all PTMS activities, input, supervises contractor input; rids system of anomalies, trains PMs and contractors in PTMS utilization. Handles all training logistics including visas, medical formalities and ticketing. 	<p>PDO 10%</p> <ul style="list-style-type: none"> Initial HRDM training Oversees HRDM Monitors formulation of training boards Participates in COP meetings. <p>HRDM</p> <ul style="list-style-type: none"> Mission training representative to GOR for presentation and changes to policy; sets up and manages training boards; heads all Mission-managed training (HRDA, ATLAS) Supervises TM and PTS. <p>TRAINING MANAGER Administers HRDA and ATLAS, pre-departure orientations, follow-up and follow-on, Mission-funded PIO/Ps; handles quarterly training reports; coordinates all communication on trainees within Mission; supervises PTS.</p> <p>PTMS/TRAINING SPECIALIST</p> <ul style="list-style-type: none"> Coordinates all PTMS activities, input, supervises contractor input; rids system of anomalies, trains PMs and contractors in PTMS utilization. Handles all training logistics including visas, medical formalities and ticketing. 	<p>PDO 10% Supervises TM and PTS.</p> <p>TRAINING MANAGER Manages project training, pre-departure orientations, alumni association, ELC contracts, follow-up and follow-on, and quarterly training reports; coordinates all communication on trainees within Mission; supervises PTS.</p> <p>PTMS/TRAINING SPECIALIST</p> <ul style="list-style-type: none"> Coordinates all PTMS activities, input, supervises contractor input; rids system of anomalies, trains PMs and contractors in PTMS utilization. Handles all training logistics including visas, medical formalities and ticketing.
Observations	<ul style="list-style-type: none"> Project and Mission-managed training given high profile with minimal direct hire participation. Mission and project-managed training maximized. 	<ul style="list-style-type: none"> Project and Mission-managed training performed with increased direct hire expertise and involvement in strategy set-up and management. A new HRDM FSN position is established to set up and implement the strategy. Training Manager works with HRDO while PTS is accountable for PTMS and for training logistics and processing. 	<ul style="list-style-type: none"> Project and Mission-managed training are maintained. A new HRDM FSN position is added to the Training Office to minimize PDO activities while maximizing project and Mission-managed training initiatives. 	<ul style="list-style-type: none"> Project-managed training maintained with no change to current staffing pattern; current Training Manager's position is upgraded to distinguish job responsibilities from specialist's. Mission-managed training greatly reduced; HRDA/ATLAS funds used primarily to bring in technical assistance to set up training strategy and boards instead of to provide training.

1. Implications of the Four Staffing Scenarios

Three of the four proposed scenarios require new staff.

- The High Scenario requires a PSC to serve as Human Resources Development Officer (HRDO), responsible for strategy start-up activities and for coordinating a high-profile Mission training portfolio.
- The Medium and Moderate Scenarios both call for an FSN Human Resources Development Manager (HRDM), with varying degrees of management responsibility depending on the level of USDH supervision.
 - The Medium Scenario's 50 percent HRDO/PDO supervision means sharing strategy set-up tasks between the HRDO/PDO and the HRDM.
 - The Moderate Scenario's 10 percent PDO/HRDO supervision means the bulk of the strategy set-up falls to the HRDM.

The Low Scenario simply requires that the responsibilities between TM and PTMS/Training Specialist be divided and enunciated. No new staff under the Low Scenario indicates that the Mission should use HRDA funds to bring in technical assistance to set up the strategy to train for impact, reducing to virtual elimination the level of Mission-managed training.

It should be noted that using technical assistance from outside the Mission to set up the strategy and represent Mission commitment to change to GOR is not an optimal solution. Training for impact begins with Mission commitment to achieving the strategic objectives laid out in the CPSP. This commitment is best represented by the Mission itself, not by outsiders.

2. Roles and Responsibilities Under the Four Staffing Scenarios

Internal and external roles and responsibilities among Mission leadership, the Training Office, Mission project offices, and contractors for Mission-managed training versus sectoral project contractor-managed training depend on the staffing scenario.

These roles, responsibilities and checklists are provided in an appendix to this strategy. The interrelationships are also depicted in organizational charts.

3. Mission Decision on Staffing: Choosing the Moderate Scenario

During the training strategy development process, Mission leadership was able to make the following choice.

- The High Scenario was rejected because financial constraints preclude hiring a PSC.
- The Medium Scenario was rejected because human resource constraints within the Mission prohibit devoting 50 percent of the PDO to training and strategy set-up and supervision activities.
- The Mission recognized that it is somewhere around the Low Scenario.
- The Moderate Scenario was selected as the Mission's goal for staffing to implement the strategy to train for impact.

4. Next Steps: Job Descriptions

The next step is to devise job descriptions for the Moderate Scenario and to identify new staff. Specific next steps are spelled out under the section entitled "Implementation Priorities."

5. Housing Training Staff at the Mission

Training Office staff under the Mission's chosen staffing configuration—PDO (10 percent), HRDM, TM and PTS—should all be housed at the Mission.

These staff members' roles are interrelated and require a great deal of cooperation and interaction, especially during the strategy set-up phase. Housing part of the training core off-site would interrupt this collaboration.

Furthermore, training is an intervention that is a part and parcel of how the Mission plans to attain each of its strategic objectives as outlined in the CPSP. There are training components under each Mission strategic objective. It follows logically that training is a cross-cutting intervention. Housing any of the training unit off-site would undercut this message and would interrupt the proposed streamlined training workflows described in the following section under "Procedures For Implementation."

C. Operationalizing the Strategy

The CTS mandates accountability of all players: contractors, Mission Project Officers and Managers, the Training Office, local recipient institutions, and GOR. The strategy also calls for project indicators to be developed to measure impact directly related to training interventions. Other exogenous factors must be analyzed in order for impact to be assessed.

The following are guidelines for the Mission to use training initiatives successfully.

1. A Mission-Wide Commitment to Training

The overall Mission environment affects how training is perceived. Corporate culture and perception of roles and responsibilities are reflected in every Mission activity, including training.

Training is not a series of isolated events or interventions. Rather, training is an intervention which cross-cuts all sectors and all projects.

Training reflects project objectives as well as supporting Mission goals. Training is a highly visible, tangible project deliverable which is both respected and coveted in Rwanda. Mission philosophy must view training as a vital, vibrant tool at the Mission's disposal so that training efforts will succeed with measurable impact that supports Mission development objectives in Rwanda.

All Mission staff are players in the training scenario. Contractors, Project Officers and Managers, participating individuals and institutions all spend a significant amount of time to make training succeed. The Training Office is the mechanism to facilitate implementation and successful experiences for Rwandans during training in support of Mission objectives for development in Rwanda.

2. Establishing Training Guidelines

Support for training begins at the highest levels. The Mission should continue to build on the steps initiated during the team's visit to present the overall Mission strategy for training to high-level officials at GOR. Mission leadership and the eventual HRDM should continue the dialogue begun. The Ambassador might also be a member of such a team.

The strategy of training for impact and recipient institution accountability should be accepted by GOR officials by key ministries, to include MINIPLAN and MINESUPRES. Equivalencies for US degrees should be openly discussed and issues resolved. Technical ministries with a role in the projects outlined in the CPSP should be included in all training discussions—MINISANTE, MINETO, MININTER, among others.

The Mission strategy calls for direct participation of targeted sectoral ministries. Appropriate responsible officials in each Ministry should be agreed upon between each Minister and the Mission Director.

USAID in-house guidelines for all training should be Mission-wide and affect all players. Different types of projects and the procedures for implementing training should be written and adhered to by all Project Officers, Managers, and contractors. There should be no confusion as to who has which responsibilities.

3. Existing Projects, New Project Design, and Contracting

The Mission's strategy to train for impact has been devised in light of the stated CPSP strategic objectives, using training not as an objective in and of itself, but as a cross-cutting intervention available to the Mission to meet its objectives for Rwanda's development.

The guidelines and philosophy proposed herein should certainly be part and parcel of new project design. The concept of impact, how to measure it, and the roles and responsibilities of the various players spelled out in this strategy should be incorporated both into the design of new projects and into upcoming project contracts.

As much as possible, these guidelines and philosophy for training for Mission impact in Rwanda should also be made part of existing contracts.

4. Role of the Training Office

The Training Office has four major functions:

- to facilitate the departure of USAID-funded participants;
- to participate in Mission training decisions related to policy, such as recruitment, selection, and processing issues;

- to serve as Project Manager when USAID is its own on-site contractor—HRDA, ATLAS, and other buy-ins, for instance; and
- to document all training events in collaboration with project managers and contractors—this includes entering data into PTMS on all trainees, including in-country training, following up with all training reports from training institutions, and follow-up with post training employment placements.

Training office personnel, like all Project Managers, should have clear statements of work. Responsibilities should be clarified especially as they pertain to:

- Project Officers;
- Project Managers;
- contractors;
- the committees Training Office staff serve on; and
- to contracting agencies in Washington for project like ATLAS and HRDA.

In addition, procedures should be clarified for PTMS utilization and maintenance, including USAID staff training. All training staff personnel should be aware of Mission training policy and serve as a resource for the Mission. This means that all contractors should know the Training Office, its responsibilities and their own. Training for the Mission's utilization of PTMS should not be limited to the PTMS operator and should extend to the larger community of PTMS users, including Project Officers, Managers and contractors.

The establishment of a PSU to address training issues will not meet the Mission's needs. Housing training outside the USAID Mission at a new PSU will literally alienate staff and diminish the importance of training in the Mission's portfolio. Implementing the Mission's chosen staffing scenario in-house will better serve the Mission's objectives and the training office.

5. Relationships with Contractors

Once the Mission has established guidelines, all contractors should be made aware of the procedures and responsibilities they entail. Specific responsibilities for impact monitoring and measurement should be clearly articulated in project papers and in the contracts and agreements.

Selection, ministry regulations, PIO/Ps, ticketing, visas, pre-departure orientations, in-training monitoring systems, post-training follow-up and follow-on, PTMS data collection and input,

and institutionalized database impact measurement should all be clearly stated in each contract. Formative and summative evaluations which measure impact must be included in longitudinal studies of project impact.

Once contractors have been made aware of responsibilities, the relevant Project Officer should support and assist contractors with training decisions. The HRDM can thus serve as a facilitator for smooth implementation of Project Officers' and contractors' training decisions.

To support implementation of these guidelines, the Mission should mandate joint monthly contractor meetings where the Mission Director and Project Officers can meet face-to-face with contractors to share ideas and discuss issues. Training information should be exchanged and joint training initiatives encouraged when appropriate.

Under the Mission's chosen staffing scenario, the HRDM and TM should attend these meetings. Since it is the contractor who is in the field and responsible for project implementation, contractors should be supported with training initiatives and concerns openly discussed with Mission leadership.

6. Reporting

Training reporting is vital for a strategy to train for impact. Reporting includes PIO/P completion, baseline data collection, in-training monitoring—coursework, grades, advisor comments, practical training, internships—recipient institution communication, and employer-employee communication.

Guidelines should specify the reporting process. Each contractor should follow the same procedures.

The monthly contractors meeting is the appropriate forum for discussion and updating reporting procedures.

Reporting should be conducted by the person responsible for the participant—contractor, Project Manager, or Training Manager—with copies maintained in the Training Office for documentation. The Training Office should issue a quarterly report on training activities in each sector to the Mission Director and to all concerned Project Officers.

PTMS should be utilized as an information tool to assist in measuring indicators. All Mission staff should receive training in the system's capabilities and its role for each project officer to monitor progress towards project objectives. Terms should be standardized and understood so

that the Mission knows what is meant by non-returnee, participant, follow-on training, pre-departure orientation, and so forth.

7. Evaluations

The Mission should mandate formative and summative training evaluations.

Evaluation means measuring whether impact has been attained according to pre-defined indicators. Contractors can perform training impact evaluations with Project Officer and Project Manager assistance or can be incorporated into outside project evaluators' scopes of work.

Longitudinal evaluations should be identified in project papers along with procedures for training impact evaluations. The Mission should conduct longitudinal evaluations after the PACD at the time periods designated in the PP.

8. Training as an Indicator for Future CPSPs

The Mission API should clearly state project indicators. Training indicators should be in line with the Mission CPSP and should assist the Mission in determining its impact on the development of Rwanda.

Rwandan national development planning should accommodate changes in national realities which should in turn be reflected in the Mission CPSP. Training is among the most informative and visible effects of USAID interventions when managed in a way which aims at training impact and which makes recipient institutions and the Mission responsible for analyzing training impact. Analyzing this impact is in all players' interests: data which reflect improvement for Rwandan citizens are of value both to the Mission and to officials in Rwanda.

Training project impact indicators should avoid the following traps:

- alleging that project outputs are impact—for instance, numbers of nurses trained;
- using changes in national statistics with an unknown or assumed linkage to training; and
- using national statistics which were not applicable.

While a Mission's goal statements are designed to work toward certain improved national development indicators, training project impact indicators should clearly establish linkages and measure the contribution that the training intervention—as one variable—has made toward national change rather than simply echo Mission intentions.

Causal relationships are not always evident and training cannot always be isolated as the only pre-condition for impact. However, training can be isolated as one contributing variable.

Training designs should incorporate informed baseline data collection, monitoring, and comparative measurements of changes in institutional productivity and performance. These should compare pre- to post-training performance and, optimally, control by contrasting performance with and without training.

These information-generating capabilities will serve both Rwanda, by providing an institutionalized measurement process and USAID/R by supplying an indicator of its training impact. APIs can thus perform as guidelines for identifying training indicators rather than as substitutes for these indicators.

9. Mission-Managed Projects and Buy-Ins

Under the Mission's chosen staffing scenario, when Mission-managed projects such as HRDA have no contractor in-country, the Training Office should be responsible for managing non-contracted Mission-managed projects such as HRDA.

In such instances, the Training Officer should act as Project Manager. Responsibilities include supervising GOR/USAID committees and participant selection processes as well as all other facets Mission-managed training planning, management and utilization.

10. Relationship with Returnees

The Mission should maintain strong relationships with past participants who have returned to Rwanda to support USAID's overall development agenda. The Mission should foster, encourage, and manage these relationships.

Rwanda's alumni association should be supported and mobility of participants documented. Alumni are a valuable Mission resource who can be deployed at pre-departure orientations and other functions.

D. Exogenous Factors which Might Negatively Influence Training Impact

Training is one of many variables which might be linked to changes in development. There are other external variables which can affect Mission accomplishments in Rwanda. These include:

- the ongoing civil war, with the resulting instabilities and reallocation of government energy and finances;
- major political parties' sensitivities;
- the birth and misunderstandings of democracy and private sector markets;
- Rwanda's need for export markets;
- the obstacles mass media face;
- uncertainty about the political and economic picture in the very near future;
- the lack of employment opportunities for Rwanda's expanding population; and
- AIDS.

VI. IMPLEMENTATION PROCEDURES

This section recommends procedures to implement USAID/Rwanda's strategy for training for impact in light of the overall strategy, management implications, pre-conditions and staffing scenarios discussed earlier.

These recommendations are based on the Mission's having selected the Moderate Management Scenario from among the four staffing scenarios proposed during the strategy team's visit, previously discussed.

These recommendations begin with priorities for implementing the strategy to train for impact. Specific recommendations follow for setting up the infrastructure to do so, beginning with the establishment of a PSAB and PSG to support Mission goals in training for impact.

Procedures follow for planning, managing and assuring the utilization of Mission-funded training, including assessing the impact of training.

Available resources to support implementation of this strategy are also discussed.

A. Implementation Priorities

Implementing the strategy to train for impact in Rwanda can be phased in over the next year, 1992-1993.

We recommend the following priorities to implement the strategy.

1. Identify Staff for the Mission's Chosen Staffing Scenario

Three of the four staffing scenarios proposed require changes in the Mission's current training staffing pattern. Only the Low Scenario requires no changes in staff since under the Low Scenario, HRDA funds are used to bring in technical assistance to implement the Mission's strategy instead of being used to fund training.

Since the Mission has chosen to move towards the Moderate Scenario, the Mission's first step to implement the strategy to train for impact is to identify the staff who will be responsible for setting up the strategy and implementation infrastructure and for managing the process.

The Mission's choice, the Moderate Scenario, calls for an FSN Human Resources Development Manager (HRDM), with primary responsibility for setting up the strategy to train for impact, including establishing the PSAB and PSG under nominal supervision by the PDO.

The HRDM is supported by a Training Manager and PTMS/Training Specialist.

To implement the strategy to train for impact, the Mission's first step is to determine what roles current staff will play, and next, to identify the new staff member(s).

2. Devise Job Descriptions for All Training Office Staff

Job descriptions will be needed for the key players under the Moderate Scenario:

- HRDM;
- Training Manager; and
- PTMS/Training Specialist.

Illustrative breakdowns of responsibilities for these positions are provided above alongside the discussions of the four scenarios under "Management Implications" above.

3. Train all Players in Using PTMS

Basic, intermediate or advanced PTMS training should be provided as appropriate to both the Mission's PTMS operator and to the larger community of PTMS users associated with USAID/Rwanda's training portfolio. These include:

- the PTMS/Training Specialist;
- the Training Manager;
- the HRDM;
- Mission Project Managers;
- Mission contractors;
- the PDO/HRDO; and

- the larger community of PTMS users among Mission management so that managers know what PTMS can offer them.

PTMS is the Mission's most important tool for planning and following up on training. It should not be used only by the Training Office, though it should be managed by this unit. One person—the PTMS/Training Specialist—will be dedicated to updating PTMS data, correcting existing anomalies, and to making sure PTMS is kept current. Set times will be scheduled when contractors and Project Managers will work on PTMS under the PTMS/Training Specialist's supervision.

The mechanism to arrange for PTMS training is to contact the AFR/ONI/TPPI MIS Manager at AID/W. PTMS training can be arranged in-country if sufficient advance notice is given.

4. Update PTMS to Serve as Baseline Data for Training for Impact

The PTMS system should provide baseline data on Mission training activities to date, serving to situate the Mission's strategy to train for impact within the context of past Mission successes.

The PTMS/Training Specialist will generate quarterly reports, with the supervision of the Training Officer and HRDM. These reports will go to Mission leadership, Project Officers, contractors and the Controller.

A prioritized workplan for updating PTMS should be agreed on by the PTMS/Training Specialist and supervisors. Suggestions for such a workplan follow.

- Begin by correcting the existing database. Run the PTMS anomaly reports, send reports to Mission project managers for review, check available resources (PTIS reports, AAI reports, participant files), and complete current data.
- Continue by entering data back to 1990.
- Move on to high profile projects like AFGRAD and enter all participant, training and employment data.
- Work back from 1990 to enter the remaining outstanding data back to 1985 as time permits.

5. Establish Regular Meetings Between Contractor, Chiefs of Party, and Mission Project Staff

These meetings should be attended by both Project Officers and Project Managers. Meetings should be Mission-wide opportunities for contractors and project staff to share concerns, problems, and success stories. Topics may include logistics, general support services, training, financial reporting, technical assistance issues, among others.

While contractors have informal, almost daily contact with Project Officers and especially with Project Managers, there are many issues which could be suitably and efficiently discussed in a forum like that suggested here. For instance, if several contractors are having problems with a certain ministry, the problem can be addressed more quickly and easily with the full knowledge of the Mission Officers.

Such meetings will enhance communication between contractors and the Mission and will also an opportunity for Mission Officers to meet and discuss issues with one another and those working in their fields. The three sectors and two targets of opportunity for USAID/Rwanda need not be isolated from one another. There is much to be gained by cross sectoral issues, including training. When appropriate, other officers could be invited to these meetings, including the EXO and the HRDO/PDO, when appropriate.

This kind of forum for communication will become increasingly important for both the Mission and contractors as USAID/Rwanda increases contractor implementation responsibilities in future projects—RIM, AIDSCAP, DIG, and PVO.

6. Establish a Private Sector Advisory Board

The Mission should take steps to establish a PSAB to assist with its strategy to support private sector development in Rwanda.

The PSAB should include representatives of appropriate business support organizations, GOR, and USAID/R. Human resource development professionals from the private sector should ideally be represented as well.

The PSAB's role is advisory. USAID should not sit as a voting member of the Board if the Mission wishes to retain veto power over Board recommendations.

The PSAB's role includes advising in:

- defining training needs;

- identifying private sector entities to receive training;
- recruiting and pre-screening private sector candidates for training;
- assuring appropriate utilization of private sector training; and
- collecting the baseline data against which training impact can be measured.

The PSAB is the ideal first step for the Mission to revamp the current system for identifying candidates for training. This strategy's emphasis on linking training planning to utilization is easy to sell to the private sector, since private sector entities generally will not release their cadres for training unless they can clearly identify and quantify expected benefit from the training.

The PSAB can begin to serve HRDA's mandate to devote 50 percent of training to private sector development, a goal the Mission has had difficulty meeting, in part because of the current trainee recruitment mechanism. As the PSAB develops, it may become an appropriate forum for planning training under other Mission priority sectors and for other Mission projects beyond HRDA.

According to the staffing scenario the Mission selected, the HRDM is responsible for establishing the PSAB.

Once the PSAB is established, the TM will handle and assure its secretariat functions.

Both staff members function under the direction of the PDO, who devotes 10 percent of time to supervising training for impact.

The Mission can also request technical assistance to set up the PSAB, as would have been the recommended strategy had the Mission chosen the Low Scenario for staffing. Mechanisms include using appropriate project funds—HRDA, DIG, PVO, PRIME, PMPR, SER—to request technical assistance from Labat-Anderson Incorporated under their HRDA contract through AFR/ONI/TPPI, or buying into an IQC.

This technical assistance should only be scheduled once the Mission has identified the personnel responsible for implementing the Mission's strategy to train for impact. This technical assistance must support the Mission's message in selecting the Moderate Scenario: that training for impact is a Mission commitment, supported by Mission leadership, and implemented by Mission staff whose responsibilities are divided up in a manner that supports their effective implementation of the strategy.

Specific steps for setting up the PSAB, including suggested composition and responsibilities, are supplied in an appendix to this strategy.

7. Work with Training Beneficiaries to Develop Training Impact Indicators

The Mission's strategy for training for impact requires that indicators be developed for each training event.

Once the PSAB has been established, Mission staff should work with the PSAB and training beneficiaries to establish these impact indicators. Criteria and checklists for developing indicators are supplied above in the section on "Strategy: Training For Impact."

The specific Mission staff responsible for working to design and evaluate these impact indicators again will be determined by the staffing scenario the Mission selects.

8. Develop Public Sector Group for Transparency in Recruiting Public Sector Candidates

While a PSAB is being established, the process of planning, managing, and utilizing training in the public sector—to date the major thrust of USAID/Rwanda training—should not be neglected. Mission leadership and training office personnel met with the MINIPLAN Director of Cabinet to begin this process during the country training strategy team's visit.

Additional steps to improve the transparency and efficiency of the system might include a meeting with Mission leadership, and possibly the US Ambassador, with appropriate officials such as the Minister of Plan, the Minister of Higher Education, and the Rector of UNR, either jointly or separately, to discuss the following issues:

- degree equivalency between Rwandan and foreign degrees;
- the utilization of training in the public sector, including issues such as salary during long-term training, employment opportunities following training, promotions, salary increases commensurate with degrees and professional responsibilities; and
- GOR plans for statistics on human resources and manpower development, including baseline data and issues of centralization versus decentralization of this data for the purpose of working towards outlining responsibilities about this information.

MINIPLAN should communicate the new procedures to the other players once a plan of action has been determined so that training becomes more efficiently planned and utilized.

The creation of a PSG is the next step to operationalize the Mission's strategy to train for impact. Invited members of the Committee might include officials responsible for training policy in Rwanda—MINIPLAN, MINESUPRES, UNR, MINIFOP—as well as representatives of technical Ministries in targeted CPSP sectors—MININTER, MINISANTE, MINETO, MINAGRI.

As with the PSAB, Mission staff should sit as non-voting members of the PSG as well as take responsibility for secretariat services to the PSG.

Further guidelines on establishing the PSG, including composition and responsibilities, are furnished in an appendix to this strategy.

9. Donor Coordination

Issues of donor duplication and of recipient institution capacity limits has increasingly become a source of discussion in Rwanda. According to the CPSP, USAID/R has decided to channel its efforts where it has a comparative advantage or where other donors are not yet highly active. The new CPSP makes donor coordination even more important.

UNDP is technically responsible for donor coordination in Rwanda. We are not suggesting that the short-staffed Mission even begin to take on this role. Nonetheless, donor coordination could be most helpful in maximizing the impact of Mission-funded training.

The Mission should take a phased approach towards donor coordination. Once the PSAB and PSG are established and working, the Mission might consider sharing its accomplishments in achieving impact with other donors. Until then, the Mission should take things one step at a time and not try to take on donor coordination as yet.

10. Designing New Projects

Upcoming sector studies for the design and implementation of the Mission's new projects should take the strategy for training for impact into account. Impact—its definition, process, and the pre- and post-intervention data required to demonstrate impact—should be fully integrated into new project design.

Upcoming sector studies should mandate that criteria for impact indicators be identified by assessing sector growth, exogenous factors, national statistics—or noting their absence—key players, types of appropriate impact baseline data and instruments to collect it, where and how databases will be set up and when longitudinal studies should take place, even if after the PACD.

These sector studies should incorporate critical analyses of how to plan, manage and utilize training under each specific sector training interventions.

11. Responsibilities Under New Contracts

Contracts for future project should spell out specifically how contractors will set up and manage the process for training for impact under their projects.

B. Suggested Timeline

It is unrealistic to expect that procedures and perceptions of training will change overnight within GOR, USAID and the private sector. The strategy to train for impact must be implemented using a phased approach.

The timeline suggested to phase in this strategy to train for impact does not spell out every single activity required. The major implementation priorities detailed above are shown, phased in sequentially over the next two years.

This timeline does not indicate who accomplishes what over this period. Responsibilities are determined out when each activity is discussed in the sections that follow.

The table on the following page is the most optimistic timeline recommended for phasing in the strategy.

TIMELINE FOR PHASING IN USAID/RWANDA'S STRATEGY TO TRAIN FOR IMPACT	
PERIOD	ACTIVITY
November 1992 - January 1993	Identify staff for the Mission's chosen staffing scenario
November-December 1992	Devise job descriptions for all training office staff
February-March 1993; follow-on training June-July 1993	Train Mission staff (operator and larger community of users) in PTMS use and benefits
February-July 1993	Update and correct PTMS database
November 1992	Establish regular meetings between Mission staff and contractor chiefs of party
April-June 1993	Establish PSAID
April-June 1993	Establish PSG
As new projects are designed—FY93-FY97	Incorporate strategy to train for impact into the design of new Mission projects
As new projects are contracted out—FY93-FY97	Incorporate strategy and spell out responsibilities to train for impact in new Mission contracts
Long-term goal to benefit all concerned	Organize donor coordination on planning, managing and utilizing training

C. Setting the Stage for Impact

The training planning phase sets the stage for impact to occur and be recognized.

Impact is defined as changes in the quality of life. Training itself is not impact. Impact is what trainees do with their training. As such, training is simply a pre-condition for impact—change—to occur.

- "I used to do a, b and c at work. Then I benefitted from training. Now I do x, y and z."
- The impact of this person's training is the difference between "a, b and c" and "x, y and z."
- Training was simply the intervention or pre-condition that enabled impact to occur.

In planning training for impact, several considerations must be born in mind for impact to be established—recognized, demonstrated, and measured—following training. These are summarized in the following table.

CONSIDERATIONS FOR DEMONSTRATING TRAINING IMPACT	
ISSUE	SOLUTION
How will impact be recognized?	Clearly define objectives for training
How can impact be demonstrated?	Measure it
How will impact be measured?	Compare baseline (pre-training) data to longitudinal (post-training) data

Training for impact requires certain pre-conditions at the planning stage. These include:

- verifying and if necessary, supporting the utilizing organization's capacity to plan, manage and utilize training;
- open, transparent mechanisms for advertising training opportunities;
- the ability to choose the most appropriate candidates from as large a pool as possible of qualified candidates;
- involving all players—participants and employers, individuals and institutions—in designing the training program;
- incorporating institutional accountability for utilizing the training at the planning stage;
- establishing the system by which baseline data will be gathered prior to training;
- determining responsibility for collecting longitudinal data following training; and
- situating responsibility for comparing pre-training and post-training data to evaluate the impact of training.

Supporting the Mission's CPSP objectives through training interventions calculated for demonstrable impact requires a substantial change in USAID/R's procedures.

USAID/Rwanda's current training implementation mechanism was designed for public sector participants. The Mission has no way of planning, managing and assuring the utilization of training that supports private sector development or for training outside the current civil service structure. This has slowed implementation of Mission projects like HRDA, with its

mandate for 50 percent private sector training, and will have an effect on the Mission's goals in democratization and governance.

We recommend that two entities be established to institutionalize these concepts and activities within Rwandan organizations. A Private Sector Advisory Board and a Public Sector Group are recommended to share training planning responsibilities with the Mission training office.

Specific guidelines for PSAB and PSG composition and responsibilities are supplied in appendices to this strategy.

D. Implementation Ramifications

Additional guidelines for implementing the strategy to train for impact in Rwanda follow.

1. Evaluating a Request for Training

The Mission should use training as a strategic tool for impact to support the development objectives developed in the May 1992 CPSP.

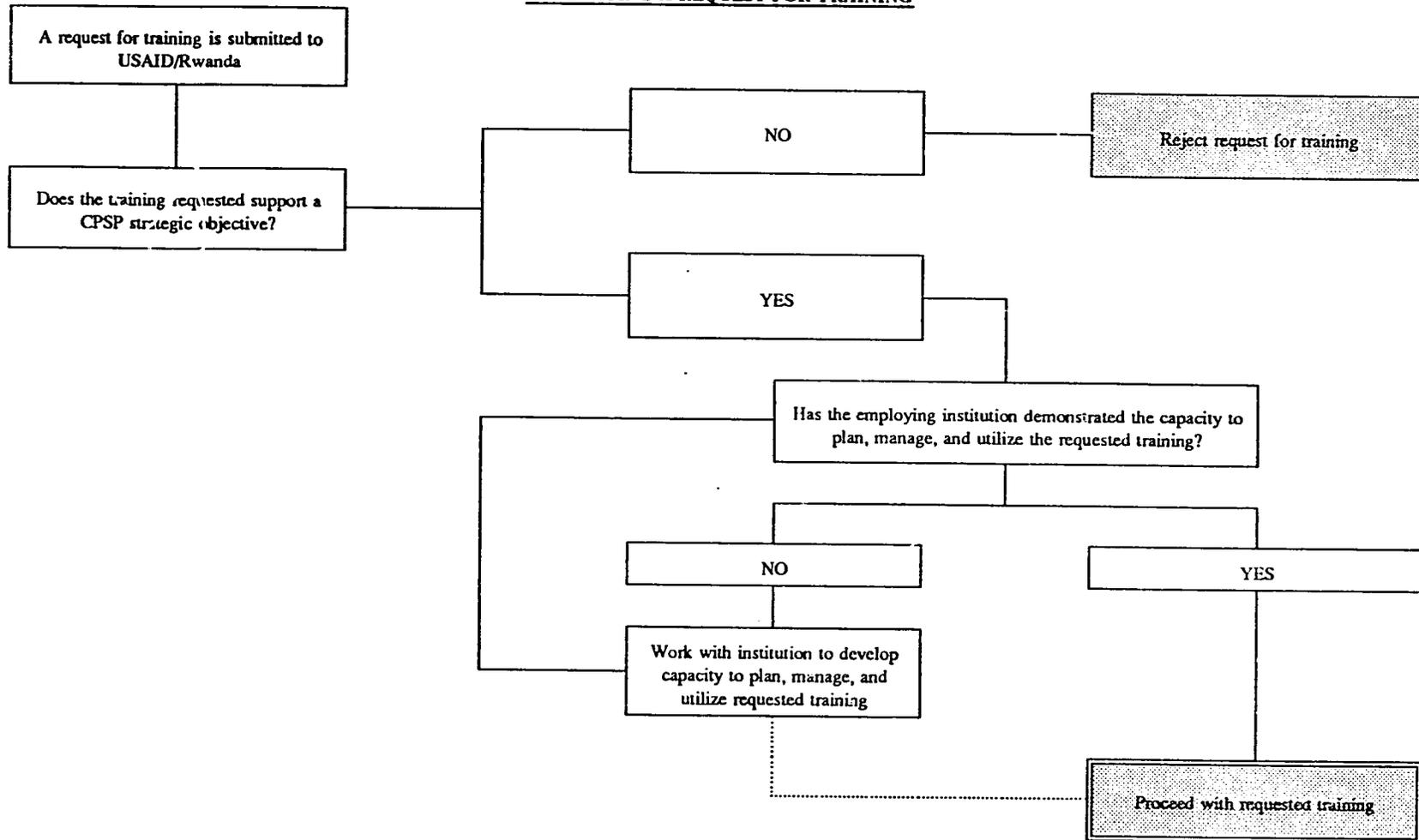
The criteria for evaluating a request for training are simple. Does the training requested support any of the strategic objectives in the CPSP? If not, the Mission should reject the request for training.

If the requested training will contribute in some way to a Mission strategic objective, a second question arises before a training request should be approved. This concerns the potential for impact. Has the requesting organization or ultimate employer demonstrated the capacity to plan, manage and utilize training?

If the organization does not have a demonstrated PMU capacity, the Mission has a choice. This organizational PMU capacity should be supported before the requested training is funded. If the Mission cannot or will not support this organizational capacity before the training request is funded, the Mission should reject the request for training.

This process is depicted in the chart on the following page.

EVALUATING A REQUEST FOR TRAINING



2. A Phased Approach

The Mission should identify the staff to fit the chosen staffing scenario in order to proceed with implementing the strategy. Mission leadership can continue the dialogue with GOR on issues they can resolve, but the HRDM, TM and PTS must be identified and aware of their responsibilities before implementing the strategy can truly begin.

The Mission can utilize somewhat of a phased approach to implementing the strategy for training for impact as concerns how training requests are evaluated.

The Mission should emphasize a focus on institutions that can plan, manage and utilize training. As shown in the previous chart, the Mission can support this capacity while providing training at the same time. However, maximal impact can only be obtained and demonstrated if the institutions benefiting from training and utilizing alumni are effectively planning, managing and utilizing their training.

3. Supporting Local Training Capacity

In determining which training activities to fund, the Mission has two choices:

- funding technical assistance for a specific training activity; or
- supporting a local training institution's capacity.

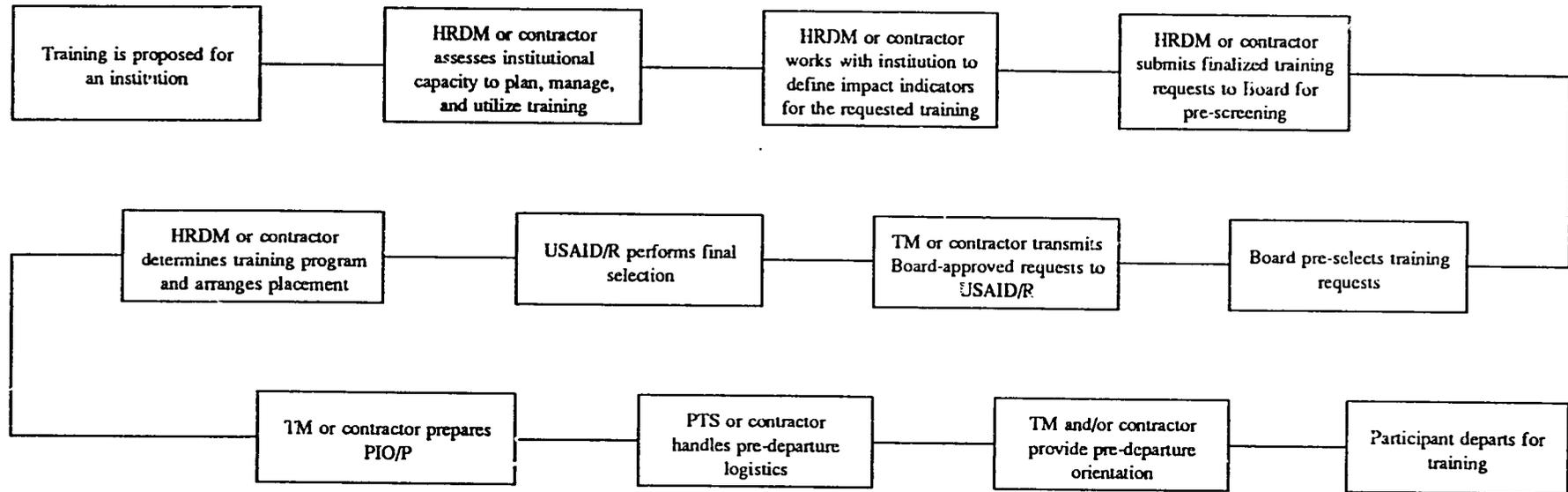
The rule of thumb is as follows:

- The Mission should provide technical assistance for a specific training activity to meet one-shot training needs that will not recur.
- The Mission should support local training capacity when a given need for training is likely to recur and when there is a suitable locus for the training capacity to be developed.

4. Work Flows

The flow of work for planning, managing, and utilizing training are illustrated in the following charts.

PLANNING TRAINING: WORK FLOW UNDER MISSION-SELECTED (MODERATE) STAFFING SCENARIO



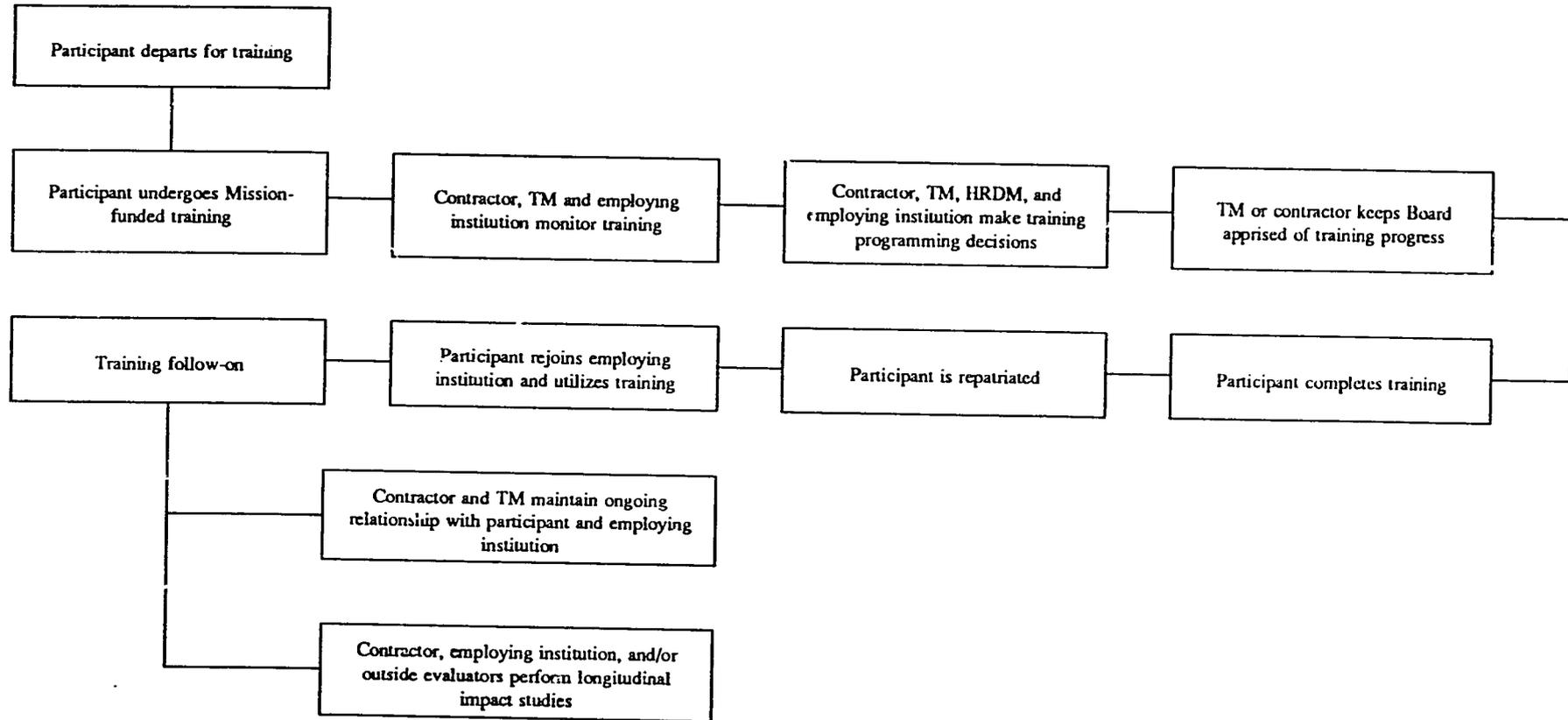
HRDM = Human Resource Development Manager

TM = Training Manager

PTS = PTMS/Training Specialist

Contractor = for non-Mission-managed training

WORK FLOW: MANAGING AND UTILIZING TRAINING UNDER MISSION-SELECTED (MODERATE) STAFFING SCENARIO



HRDM = Human Resource Development Manager

TM = Training Manager

PTS = PTMS/Training Specialist

Contractor = for non-Mission-managed training

5. Academic or Non-Degree Training?

USAID can fund long-term training that aims at academic degree objectives as well as short-term, non-degree training.

Each training type offers advantages and disadvantages.

USAID/Rwanda should fund both long-term academic and short-term non-degree training. The type of training selected depends on the impact desired for each training event.

The following table compares the advantages and disadvantages of academic and non-degree training.

PROS AND CONS OF LONG-TERM ACADEMIC VERSUS SHORT-TERM NON-DEGREE TRAINING		
	LONG-TERM ACADEMIC TRAINING	SHORT-TERM NON-DEGREE TRAINING
PROS	<ul style="list-style-type: none"> • wide scope • professional credibility • individual marketability • research & analytical skills developed • technical experience • develop writing abilities • exposure to management techniques • puts Rwanda into international arena • extracurricular activities/research 	<ul style="list-style-type: none"> • specialized skills • short absence • regional possibilities • phased training possible • can train entire work groups/respond to institutional needs • practical • can promote local network • can deliver training in local language • can reach more women • can reach more private sector participants • participants receive salary • less expense • can use more local training providers
CONS	<ul style="list-style-type: none"> • long absence • prerequisites limit pool of qualified candidates • expense • degree equivalency issue • salary suspension • family relationships strained • uncertainty of employment situation upon return • culture shock • attitudes/work habits of colleagues who did not receive training • re-entry to the workplace • sense of isolation from development needs 	<ul style="list-style-type: none"> • limited scope • may not afford enough time to develop/become comfortable with techniques • can be perceived as not significant • per diem issue • no contribution to individual marketability

6. Bachelors, Masters, or Doctoral Degrees?

USAID can provide university training leading to undergraduate, masters degrees, or PhDs.

Each academic training objective responds to different utilization requirements.

USAID/Rwanda should fund training in the undergraduate, masters, and doctoral levels. The training objective selected depends on the impact desired for each training event.

The following compares the advantages and disadvantages of undergraduate, masters and doctoral education.

PROS AND CONS OF UNDERGRADUATE, MASTERS, AND DOCTORAL-LEVEL EDUCATION			
	UNDERGRADUATE DEGREES	MASTERS DEGREES	DOCTORAL DEGREES
PROS	<ul style="list-style-type: none"> • broad-based training • flexibility • practical training to complement theory • exposure to work methods • teaches self-startingness • academic prerequisites mean can choose from a large pool of candidates • more women can qualify (more women have secondary school credentials) • undergraduate trainees are younger, meaning they have fewer family responsibilities (especially single women: more willing to undertake lengthy training) 	<ul style="list-style-type: none"> • prepares for management positions in technical fields • broad technical base • broad theoretical base • thesis related to Rwanda or region 	<ul style="list-style-type: none"> • high-level research skills • develops analytical skills • develops critical faculties • develops writing skills • good for UNR faculty development • research applied to Rwanda or region • expands Rwanda's visibility worldwide
CONS	<ul style="list-style-type: none"> • no prior work experience to justify degree • established training work force with basic knowledge and skills • length of training • existing degree programs at UNR preclude USAID funding too many undergraduate degrees 	<ul style="list-style-type: none"> • length of training • thesis topic not always pertinent to post-training job • advisors not always familiar with Rwanda • advisors not always familiar with USAID regulations 	<ul style="list-style-type: none"> • post-training job does not always justify depth of research/analytical skills • not technically oriented • length of training • expensive • dissertation topic not always pertinent to post-training utilization • advisors not always familiar with Rwanda • advisors not always familiar with USAID regulations

7. Degree Equivalencies

Degree equivalencies are an exogenous variable affecting the utilization of training. The equivalencies established by GOR have an impact on alumni utilization in terms of incentives such as level of responsibilities and salary.

The proposed PSG will work to address the degree equivalency policy issue by offering a forum for dialogue and pressure on the issue.

As part of the strategy's phased approach, Mission staff and contractors should **immediately** stop referring to a master's degree as a "maîtrise." A French maîtrise is a four-year undergraduate degree, following the three-year "licence." Mission staff and contractors should simply use the English words, even in French, since the term is well recognized.

Recommended degree equivalencies between American and Rwandan degrees and again between European and Rwandan degrees are provided in the appendix on the Rwandan education system.

8. US, Third Country, or In-Country Training?

USAID can provide training in the United States, in third countries, and within Rwanda.

Each training location offers distinct advantages and disadvantages.

USAID/Rwanda should fund training in the US, in third countries, and within Rwanda. The training location selected depends on the impact desired for each training event.

The table on the following page compares the advantages and disadvantages of US, third country and in-country training.

PROS AND CONS OF TRAINING THAT TAKES PLACE IN THE US, IN THIRD COUNTRIES, AND IN-COUNTRY			
	US TRAINING	THIRD COUNTRY TRAINING	IN-COUNTRY TRAINING
PROS	<ul style="list-style-type: none"> • comparative advantage in technical areas • research skills • practical training to complement theory • leadership development • participants learn English • exposure to US work methods • exposure to other international students 	<ul style="list-style-type: none"> • similar scope • training can take place in similar context • applicability • may not require language training • network building 	<ul style="list-style-type: none"> • hands-on training • local • applicable • no family issues • builds local training capacity • short absences • multiplier effect if TOT • no language difficulties or restrictions • can reach higher numbers of people • relatively inexpensive • allows practicing content within local context • no wider scope necessary
CONS	<ul style="list-style-type: none"> • ELT requirement lengthens program • culture shock • attitudes/work habits of colleagues who did not receive training • re-entry to the workplace • sense of isolation from development needs • requires quality training and logistics 	<ul style="list-style-type: none"> • ELT can lengthen program if required • role/responsibility of receiving Mission unclear • can be logistically complicated • limited scope • less flexible program content • requires quality training and logistics 	<ul style="list-style-type: none"> • no real international contacts unless program includes non-Rwandans • language skills not enhanced • per diem issue • motivation factor • requires quality training and logistics • dependence on contractors

9. Managing Training with PTMS

PTMS is the Mission's management tool to track training interventions over time. PTMS is programmed so that it can be used to monitor individual training programs as well as the institutions that send participants and employ alumni.

PTMS allows the Mission to track information on the participants themselves, on their training, the projects providing funding, as well as the myriad steps required to process participants for training and details like receipt of semesterly progress reports and participant grade point averages.

PTMS in Rwanda should be fully utilized to assist the Mission in managing its training portfolio. PTMS utilization issues are discussed under the section that analyzes the Mission's current system for implementing and managing training. A recommended workplan for PTMS is provided above under "Implementation Priorities."

PTMS includes a built-in feature to generate USAID-mandated PIO/P and Biodata forms. Using the PTMS PIO/P generator has clear advantages.

- Staff preparing PIO/Ps and Biodata forms can make unlimited corrections without having to retype entire forms.
- Initiating the PIO/P generation process requires inputting basic data into the system on the participant(s), training, and funding project information, serving as a platform to encourage PTMS operators to enter and ultimately maintain Mission training data.

10. Monitoring Training Outcomes and Repatriation

The Africa Bureau indicates that Missions should use their PTMS to track three sets of training outcomes:

- the **outcome** of individual training programs—whether programs were successfully completed;
- reasons for unsuccessful training programs—**termination reasons**; and
- each participant's **repatriation** status following the completion of training.

PTMS offers the following categories for these training outcomes and repatriation possibilities.

Training program outcomes are tracked for each training component within each training program. This allows Mission managers to track the status of participants who should be departing for training, participants currently in training, including those who should be returning, and the overall success of Mission-funded training programs.

TRAINING PROGRAM OUTCOMES		
CODE	OUTCOME	MEANING
P	Planned	Training component has not yet begun
A	Active	Training component is currently underway
C	Completed	Training component was successfully completed
L	Canceled	Training component was planned and was canceled before it began
T	Transfer	Participant transferred from the training component into another component under the same training event
X	Terminated	Training component was not successfully completed—see codes to track termination reasons

PTMS can be used to monitor reasons for unsuccessful training by tracking those training components which were not completed successfully. Trends in unsuccessful training can be analyzed to point to future preventive measures.

REASONS FOR TERMINATIONS (UNSUCCESSFUL TRAINING)		
CODE	TERMINATION REASON	MEANING
A	Academic	Training component was terminated for academic reasons
P	Personal	Participant terminated training component for personal reasons
H	Health	Training component was terminated for health reasons
E	Employment	Participant's employer terminated the training component
O	Other	Training component was unsuccessful for another reason

Once a training event is completed (all training components are completed), PTMS should be used to track each participant's repatriation status according to the possibilities indicated on the chart that follows.

PTMS REPATRIATION CODES	
CODE	MEANING
C	Returned to home country
R	Returned to another African country
F	Remained in country of training under other USAID funding
S	Remained in country of training under participant's own funding
T	Remained in country of training in another status
D	Deceased
O	Other repatriation status
N	Not applicable—used for in-country training, or when participant is continuing in another training component under the same training event
X	Non-Returnee

11. Non-Returnees

According to the Africa Bureau, as shown in the previous table of PTMS repatriation status codes, participants are only designated as non-returnees when there is no possibility that they will ever return to their country or region of origin and when all avenues to effectuate this return have been exhausted.

The Africa Bureau's repatriation classifications differ from OIT's categories, which only recognize "partially financed" participants, corresponding to Code F above. The Africa Bureau's repatriation classifications respond to requests field Missions expressed to distinguish among alumni who returned home, those who were still studying under various financial auspices, those who were working in the Africa region—representing at least some return on USAID's investment in development of the region—and those who would make no contribution to African development.

Non-returnee status is thus reserved for participants who have successfully obtained waivers of their foreign residency requirements, who have secured permanent residency in the US, or who have "disappeared" following their training.

According to the Africa Bureau's PTMS classifications, participants whose return is delayed or who have left their country of training for another African country fall into repatriation status categories other than "non-returnee."

E. Available Resources

The Mission should take advantage of the many resources available to implement its strategy to train for impact. These encompass resources for funding, advice, and technical assistance, and include:

- the HRDA project;
- the ATLAS project;
- African Women in Development (AFWID) advisors and support;
- USIS in Rwanda;
- the Peace Corps in Rwanda;
- USAID/Rwanda's alumni association;
- the PTMS system;
- other data sources;
- technical assistance;
- PASAs; and
- IQCs.

These resources are detailed in an appendix to this strategy.

VII. TRAINING AND MISSION STRATEGIC SECTORS OF INTERVENTION

The mandate for the Mission's strategy to train for impact requires providing guidelines to govern training under future Mission projects. The strategy comes at an opportune time for USAID/Rwanda. The Mission's 1992-1997 CPSP was approved in May 1992, and a variety of new projects will be developed to support the new CPSP objectives.

This section discusses the three strategic sectors of intervention and 2 targets of opportunity outlined in the CPSP. Neither sector studies nor designs for upcoming projects, these discussions of Mission sectors serve to ground the strategy's guidelines and recommendations for training in the context of the new CPSP.

A. Sector Discussion: Population

1. Strategic Role of the Population Objective in USAID Programming

According to the 1992 CPSP, the Mission's program goal is to increase participatory economic growth. One of the three sub-goals is to **decrease the population growth rate**.

Rwanda's rapid population growth must be addressed as a key constraint to sustainable development. GOR's goal is to reduce the population growth rate to 2 percent by 2010. This would require the Contraceptive Prevalence Rate (CPR) to rise to nearly 50 percent by the year 2000.

USAID/R's strategic objective is less ambitious: to **increase the use of modern contraceptives** to 24 percent, measured by Demographic Health Surveys (DHS) and by program statistics.

The Mission plans to achieve this strategic objective through a two-pronged approach addressing both the supply of and demand for family planning services in Rwanda.

USAID/R's two targets in the population sector strategy are:

- **to increase the availability of quality family planning services through both private and public sector delivery**
- **to increase the demand for family planning services through increased public sector delivery, increased integration and promotion of population and health services.**

On the supply side, stated sub-targets are to increase both private and public sector delivery. Non-governmental distribution will be encouraged through community-based distribution (CBD) and contraceptive social marketing programs. The number of contraceptives available and in use must be expanded for potential family planning acceptors. Long-term contraceptive methods will be emphasized, including voluntary sterilization, IUDs and Norplant. Increased use of condoms will be stressed in the HIV/AIDS Project, AIDSCAP, in the STD component of other projects, and in general family planning.

On the demand side, the sub-targets are to increase the integration of population and health services and increase the promotion of FP/MCH. This sub-target encompasses improved health care services and the integration of family planning, reproductive health, HIV/AIDS, and STD services. Along with this goes improved information, education and communication (IEC) strategies in both the public and private sectors.

USAID/R's CPSP program objectives and strategy in population are shown in the chart on the following page.

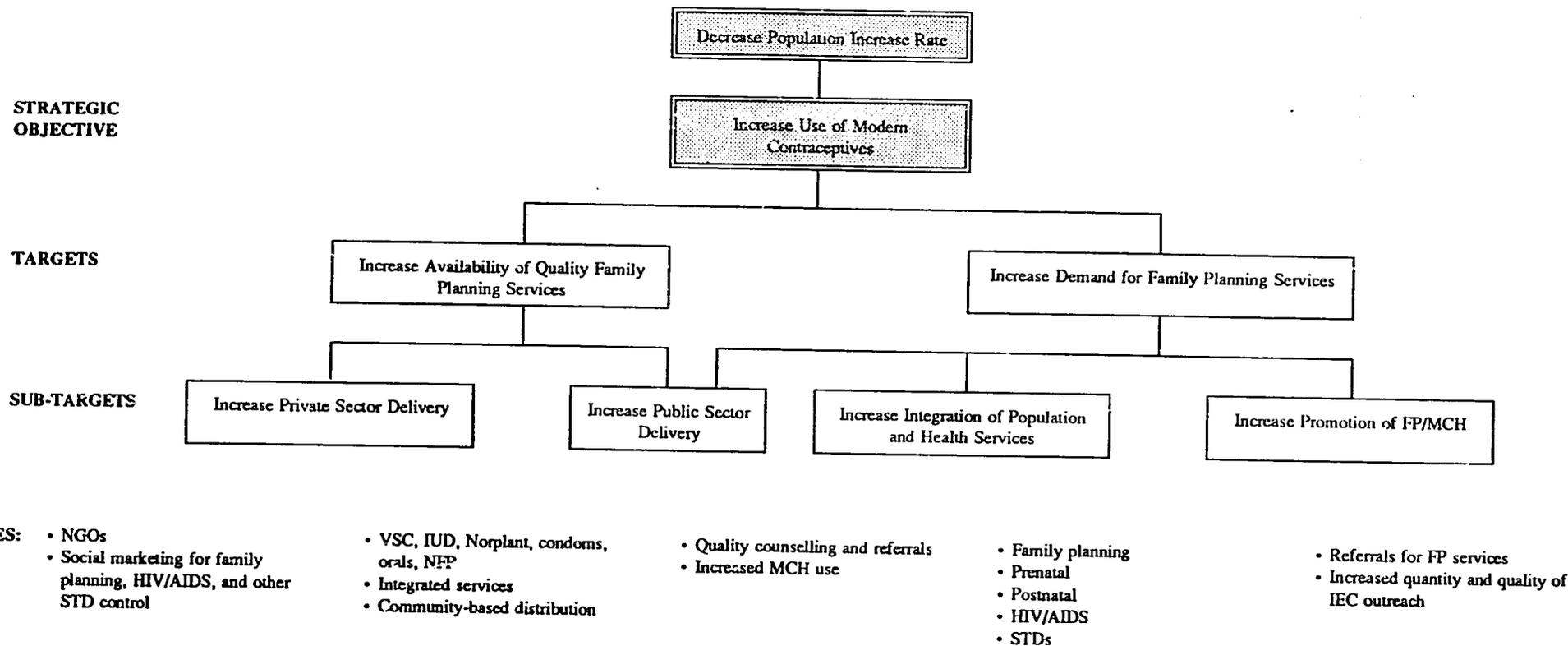
2. Hypotheses of the CPSP Sector: Population

The CPSP strategy to decrease Rwanda's population growth rate is based on the hypotheses that an increase in both supply and demand for family planning services will have a measurable impact on a variety of indicators that include the total fertility rate, the CPR, couple years of protection, the number of service delivery points and number of these offering five or more contraception methods, desired family size, and percentage of couples desiring family planning.

The DHS, ONAFO and MINISANTE data will measure the number of active NGOs, the number of private service delivery participants, number of couple years of protection provided by the public and private sectors, number of service delivery points offering integrated services, number of referrals to health centers for family planning services, the percentage of women knowing a source of long-term modern contraceptive method, and the percentage of men knowing of contraception.

The Mission's strategy in population will be carried out through interventions that include training as significant components. It can therefore also be hypothesized that the success of Mission objectives in decreasing the population growth rate through the increased use of modern contraceptives relies at least in part on the success of the associated training initiatives.

USAID/RWANDA CPSP PROGRAM OBJECTIVES AND STRATEGY: POPULATION



3. Map of the Population Sector in Rwanda

The 1991 national census estimates Rwanda's population at 7.2 million, with an annual growth rate of 3.6 percent. Rwanda is Africa's most densely populated country, and ranks as the second most densely populated agricultural country on earth, after Bangladesh. Rwanda's population density ranges from 271 to up to 450 people per square kilometer. The vast majority of Rwandans—over 90 percent—live as subsistence farmers in rural areas.

Rwanda's agricultural production was self-sustaining at independence in 1961. However, because of population pressures, land degradation and traditional inheritance patterns, family plots are now too small to meet subsistence needs.

GOR did not address Rwanda's high population growth rate at independence or during the ensuing years. It was not until 1981, with USAID encouragement, that GOR recognized and began to address the demographic/family planning problem, creating the National Population Office (ONAPO).

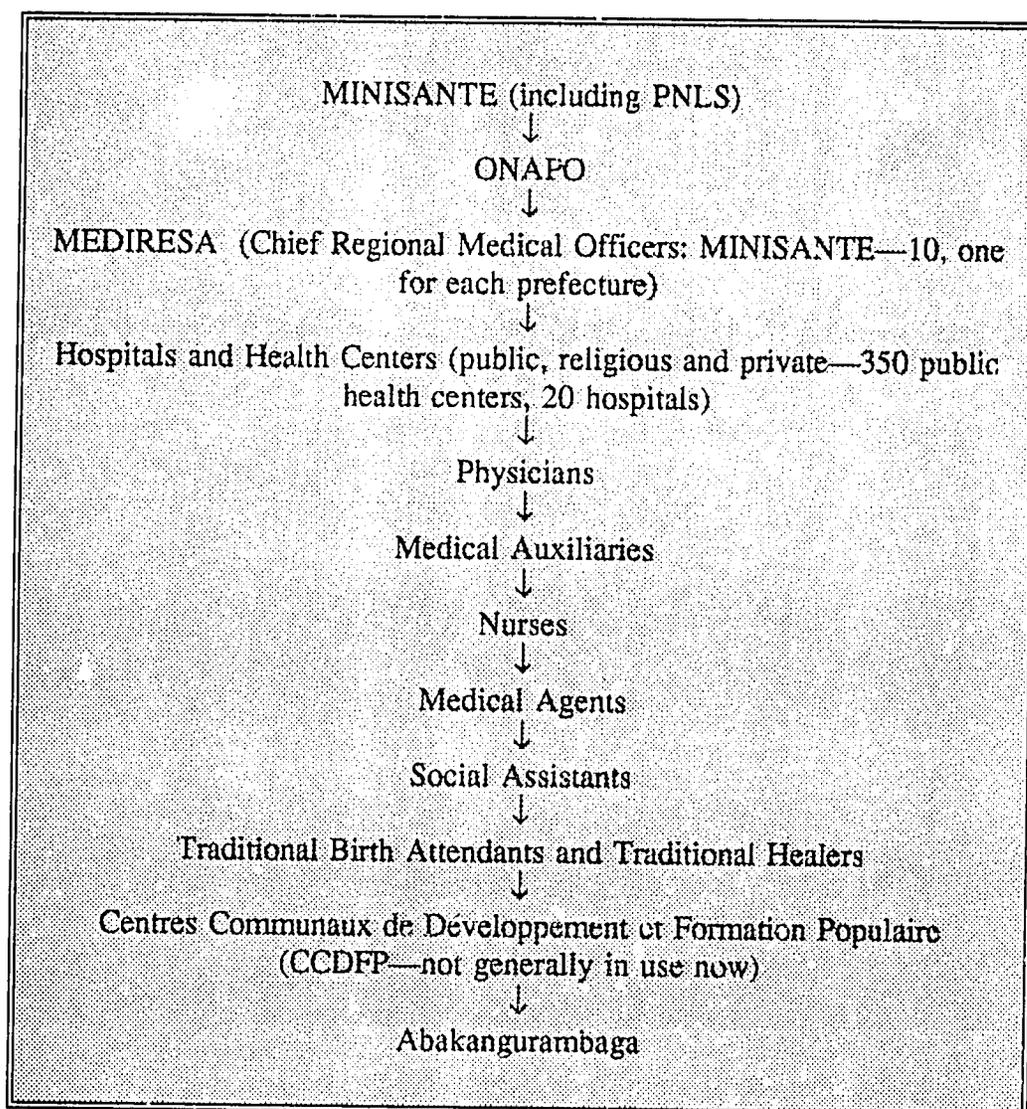
ONAPO enjoyed early success. In 1981, the CPR was zero. By 1988, it had risen to 3.5 percent. Between 1988 and 1991, it increased dramatically to 12.6 percent for married women, one of the highest CPRs in francophone Africa. Recent political and social instabilities have led to a slight decrease in the CPR and in the rate of family planning abandonment by previous acceptors.

Economic, cultural and religious factors affect the population sector in Rwanda. Per capita income is approximately \$300 a year. Life expectancy averages 49 years—50.0 for men, 48.5 for women. Infant mortality is extremely high at 112/1000. More than 20 percent of children die before the age of five. Maternal mortality estimates are as high as 350/100,000. The fertility rate is estimated at 7.3.

A recent USAID study found moderate to severe chronic malnutrition among 30 percent of children across different age groups and income levels. Girls are generally less educated than boys, though primary school attendance has increased. Girls tend to miss school more often because of childrearing and household responsibilities, and are more likely to be functionally illiterate. Women's duties include household—cooking, cleaning—agricultural and childrearing. Most women marry between the ages of 20-22. Women's status in Rwanda is low.

Rwanda is a pronatalist culture where children are valued as a source of wealth. Fifty percent of Rwandans are nominally Christian, the majority Catholics, and the Catholic Church has played a major role in cementing Rwanda's family planning values.

Rwanda's health care delivery system trickles down to Rwanda's rural population according to the following hierarchy.



Access to health care is a major problem. Only some 20 percent of the Rwandan population uses public health facilities. The distance to them is often great, the wait extremely long, and the quality of services poor. Religious communities in Rwanda, particularly the Catholic Church, are important providers of health services and tend to provide better quality services. Their success with natural family planning is minimal, though the centers encourage child

spacing. Prenatal care only begins late in most pregnancies. Less than 10 percent of children are born in health facilities.

The GOR response to both the population crisis and the needs of the health care system has progressed. Since 1981, with the establishment of ONAPO, the government has made great strides in the fields of contraception, demography and increased health care services. However, ONAPO is not involved in services delivery—ONAPO activities are devoted to IEC, research, training and management.

GOR commitment to resolving the population crisis was further demonstrated in June 1990, when the GOR Central Committee signed a policy paper entitled "The Demographic Problem of Rwanda and the Framework for its Solution." Rwanda is one of only ten other African countries with explicit national population policies articulated at the highest levels of government. However, since then, externalities like the ongoing civil war have diverted valuable government resources from the population problem.

4. USAID Interventions

The Mission has been providing technical assistance and training opportunities in health, family planning and population in Rwanda since 1980. Some major training and technical assistance interventions in this sector have included:

- the African Child Survival Initiative/Control of Communicable Childhood Diseases (ACSI/CCCD) Project (698-0421);
- the Maternal Child Health/Family Planning (MCH/FP-I) Project (696-0123); and
- most recently, the Maternal Child Health/Family Planning II Project (696-0128), which continues through November 1994.

In addition, USAID/R has participated in a variety of buy-in activities, including:

- the Population Council;
- the Association for Voluntary Surgical Contraception (AVSC);
- Family Planning Service Expansion Technical Support (SEATS);

- JHPIEGO (Johns Hopkins Program for International Education in Gynecology and Obstetrics);
- SOMARC (Social Marketing for Change);
- INTRAH (International Program for Training in Health); and
- IRD/Macro International, Incorporated.

Although there is much to be done in this sector, USAID has reason to be proud of its accomplishments thus far. Projects such as CCCD, and MCH/FP-I and MCH/FP-II have had important successes:

- the rate of childhood immunizations is high;
- GOR has articulated a population policy;
- a full fledged institute (ONAPO) has been established;
- regional MINISANTE personnel are working in greater cooperation with ONAPO; and
- new contraceptive methods have been introduced and are being used—current forms of contraceptive in use in Rwanda include Deproprovera, IUDs, Norplant, condoms, tubal ligations and voluntary sterilization.

There have been significant USAID resources devoted to both short- and long-term training in the health/population sector. The purpose of this discussion is not to focus on past interventions but to consider future projects in this field and how training could be designed for impact. These considerations govern:

- the Rwanda Integrated Maternal and Child Health/Family Planning (RIM) Project (696-0134);
- a Population Project planned to begin in 1995; and
- the AIDSCAP Project which will begin in late 1993.

a. RIM

The Rwanda Integrated Maternal and Child Health/Family Planning (RIM) Project was designed to complement current population/family planning projects of USAID and of other donors. It also responds to the current climate and some of the recognized strengths and weaknesses of ONAPO.

ONAPO and MINISANTE have not sufficiently integrated their activities. Until the recent *Projet Santé Familiale*, the two institutions were housed in separate buildings. ONAPO is now working to integrate family planning with other health care services and to decentralize its operations. Both integration and decentralization are significant aspects of RIM.

RIM is a six-year, \$13.15 million dollar project to "improve the reproductive health of Rwandan women and men living in the project area." This a pilot project which will devote resources during the first two years to two regions, Kibuye and Gitarama. If the first mid-term evaluation conducted after three years demonstrates sufficient outputs, the project will be introduced in additional areas, Kibungo, and a fourth to be determined (perhaps Kigali). RIM will have high initial costs, though it is anticipated that outlays will lessen in the latter part of the project. USAID hopes the project will be self-sustaining.

USAID is taking a phased approach with RIM. The "bride year"—roughly the first year—will feature operations research studies and small pilot projects. One year into the project, the institutional contractor (IC) will arrive and project implementation will commence.

The RIM project will improve the integration of MCH/FP services at the regional level and will strengthen the USAID-MINISANTE relationship. RIM differs from prior projects which concentrated on working with ONAPO.

RIM hopes to improve both the quality and quantity of comprehensive reproductive health services (CRHS). Too often health services in Rwanda are curative; RIM emphasizes preventative services as well. RIM's PP defines CRHS as pre- and post-natal care, STD diagnosis, treatment, control and prevention, and a full range of family planning services. The idea is to improve the health of women of reproductive age and their children, improve the health of men with STDs, increase birth spacing and lower the fertility rate, which will in turn lower the population growth rate, USAID/R's population sector sub-goal.

RIM hopes to work with women over a two-year period beginning after conception, through prenatal care, delivery—normal at home, and high risk at a health center—post-natal visits, through the stage of breast feeding, infant inoculation, and family planning.

A second major component of RIM is to improve management at regional health centers to encourage Rwandans to visit health centers. Management, which will include significant training, is broadly defined as organizational development, administration, time management, financial management and accounting, human resource management, short- and long-term planning, logistics support, and information systems.

The RIM project is ambitious, though with a phased approach. Training will constitute a significant activity that will require substantial IC involvement in training planning, management, and utilization. Choosing the organizations to target for training and the individuals within those organizations will be sensitive. All targeted institutions should be involved in developing their own processes for planning, managing, utilizing, and measuring training inputs.

The initial project design has incorporated a significant number of human resources for training. MINISANTE has named a Project Director who will devote approximately 50 percent of his time to RIM; working with him will be a Training Coordinator and an IEC Coordinator, also from MINISANTE. On the IC side, the staff will tentatively include a Chief of Party, a Project Administrator who will handle day-to-day administration, a Training/IEC Expert, and a Training Expert. The first three positions will serve for five years and the latter for two years.

In addition, RIM plans to work with Regional Training Teams (RTTs), developed by the World Bank-funded Projet Santé Familiale. RTTs consist of the MEDIRESA and his/her staff of approximately eight nurses and physicians. The RTTs will in turn train Regional Teams (RTs), composed of both ONAPO and MINISANTE regional employees.

5. Sector Studies for Training

The RIM Project analysis should mandate that impact indicators be identified and instruments designed for data gathering. The baseline data study should be used to begin the process of identifying training impact indicators.

All RIM evaluations should mandate that links to indicators be assessed and monitor the progress of training meeting the identified indicators. The timing of longitudinal studies should also be mandated even if they exceed the PACD. The advantage to the phased approach of RIM is that it will be able to benefit from the recent information from the DHS and the opportunity to determine these indicators during the first year.

RIM plans opportunities for donor coordination—with GTZ, the Belgian Cooperation and UNICEF—as well as integration with other family planning/health projects. The AIDSCAP and RIM Projects anticipate working together on their STD components.

6. Training Recommendations

RIM anticipates approximately 36 person-months of short-term training (study tours, workshops, seminars) and 1500 person-weeks of in-country training (one-week training courses and skill updating). At the project completion date, RIM hopes to have trained 500 service providers in CRHS and management skills.

Training is very much integral to this ambitious project, in both the improvement of the management of health care centers and the level and quality of health care services, particularly for mothers and children.

Training under RIM should be guided by the following recommendations:

- Use local training providers whenever possible, including the ONAPO Center for Training and Research in Reproductive Health in Kicikuru.
- USAID should sign a PASA with the Peace Corps to clarify specifics and finalize arrangements for PCVs to work on RIM.
- RIM should emphasize TOT for both RTTs and RTs.
- The Mission should consider long-term training when it would be the appropriate vehicle to meet RIM project and CPSP goals. The section on Implementation offers a discussion of the advantages and disadvantages of long-term training. Project funds could be used to buy into the ATLAS Project, the least expensive US-based long-term training. RIM funds could also be used to buy into HRDA, if appropriate.
- The Mission should coordinate with other contractors in Rwanda in the health field and with the USAID Training Office to determine appropriate locations for short-term training, including study tours in third countries, especially in the region.

B. Sector Discussion: Governance

1. Strategic Role of the Governance Objective in USAID Programming

The Mission's 1992 CPSP sub-goal related to governance is based on the strategic objective of **increasing accountability of the Rwandan government** in order to contribute to the CPSP program goal of increasing participatory economic growth.

This objective is to be achieved through three target areas:

- **Improving financial accountability and control;**
- **Increasing transparency of government policies; and**
- **Increasing popular participation in the political process.**

The Mission's objectives and targets in governance are shown in the chart on the following page.

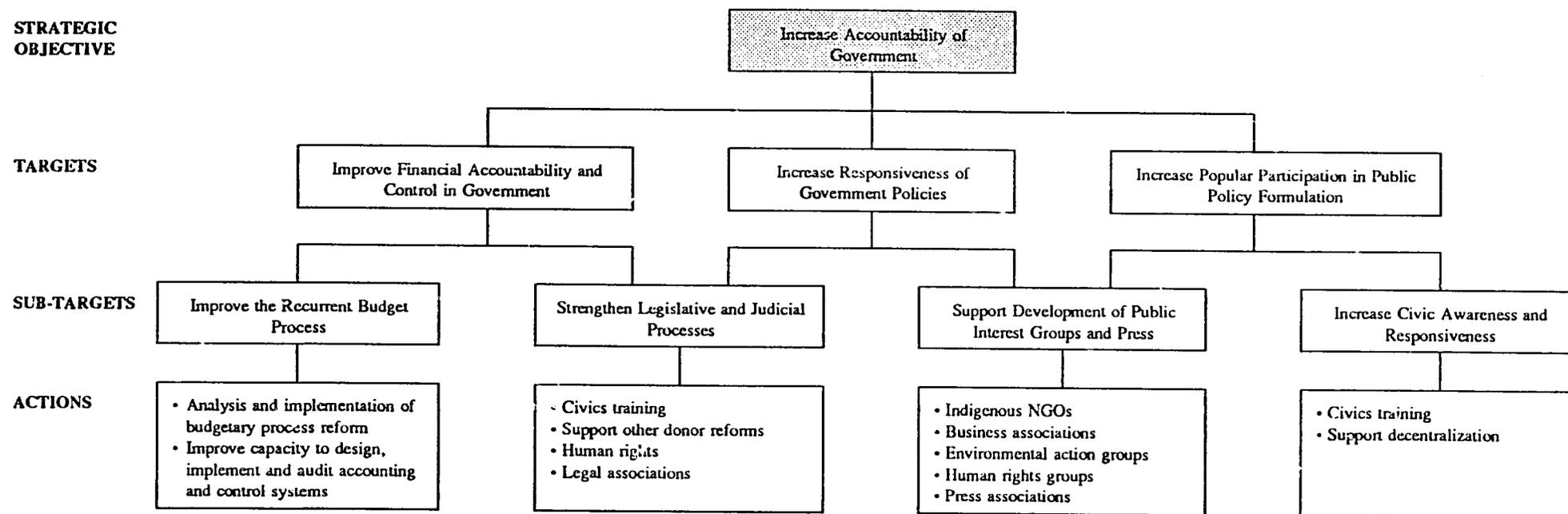
2. Hypotheses of CPSP Strategic Objective Two: Governance

The CPSP strategic objective of increasing accountability of the government is based on three hypotheses:

- **improved recurrent budget processes—analysis, design and audit—will lead to financial accountability;**
- **strengthened legislative/judicial processes—civics training—will lead to increased government transparency; and**
- **public interest group support and civic awareness—indigenous NGO and media support—will lead to increased popular participation in the political processes.**

Mission projects in the governance sector are interventions that include training as major components. It can therefore also be hypothesized that the success of meeting the governance strategic objective relies at least in part on the success of the associated training initiatives.

USAID/RWANDA CPSP PROGRAM OBJECTIVES AND STRATEGY: GOVERNANCE



3. Map of the Governance Sector in Rwanda

The emergence of the a multiparty transitional government with the prospect of elections in the next two years has fostered local and international initiatives in the governance sector. Although the war continues in the north along the Uganda border, negotiations attempt to ease tensions at this tenuous and sensitive time of political change.

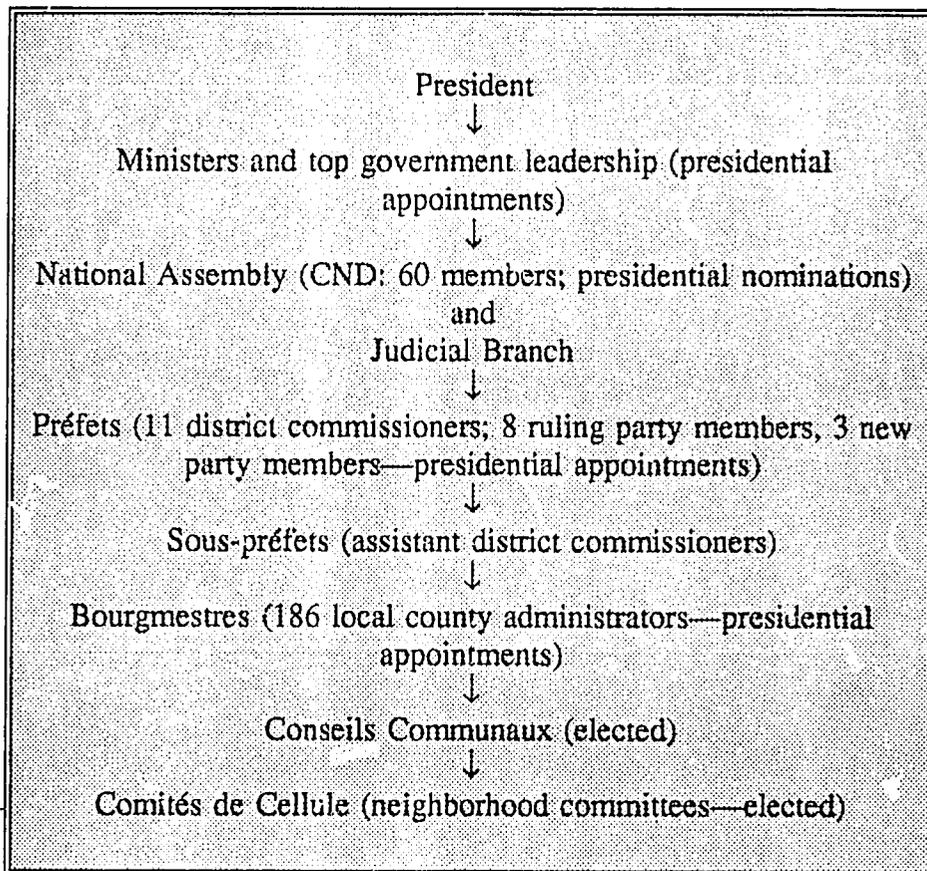
Since 1973, Rwanda has been ruled by a single political party. Exile forces have demanded a new government, and the transition to a multiparty system has been in effect since October, 1990. Together, the parties wish to:

- end all war activities;
- have joint administrative powers in the transition government;
- ensure economic stability through the Structural Adjustment Program;
- hold elections in 1993; and
- hold national conferences if needed to secure the transition to multiparty democracy.

Current obstacles are uncertainties between diversity and conflict, and multipartyism and ethnocentrism.

Rwanda has now legalized political parties and the coalition government has witnessed a plethora of new printed media. Since 1990, over 65 journals or newspapers have emerged. Some have been able to sustain publication. Although the radio is still state-owned and controlled, a more open forum is anticipated. Television is expected in the next few years. All told, the growth of the civic and private sectors in the past two years has been significant.

The government of Rwanda relies heavily on presidential appointments. The following model illustrates the governmental hierarchy from president to hill-level communal organizations.



The population is mostly comprised of small farmers who terrace-farm Rwanda's hillsides. Literacy rates are estimated at 47 to 50 percent in Kinyarwanda and 5 to 10 percent in French. Until 1990, one government newspaper was published, one government radio station broadcast and no television was available.

Rwanda has no national manpower development plan, although MINIPLAN is in the process of compiling national data with Canadian support. Some ministries have collected data (for instance, Agriculture and Health). Coordination efforts in the sector have been lacking between public training offices, higher education, statistics and planning offices, USAID and MINIPLAN.

4. USAID Interventions

Governance is a new sector for USAID intervention in Rwanda. A new project, Democracy Initiatives and Governance (DIG), will begin in 1993 to support CPSP objectives.

The DIG project aims to promote substantive citizen participation in Rwanda's emerging democratic process. Its goal is to produce a new social contract in Rwanda that provides for sustainable, self-renewing democratic governance. Its purpose is to facilitate and broaden popular participation in shaping the terms of new social contract and the institutions through which that contract will be carried out.

DIG offers a range of project activities to meet CPSP objectives as stated below.

- Project activities focus on the civil society—the non-state players responsible for molding the new Rwanda.
- The participation of private associations—including media, human rights, and popular education—are embraced as vehicles for democratic change.
- Two levels of governmental participation at the communal (Bourgmestre) and the National Assembly levels.
- An indirect target population are the citizens who are affected by the change and information dissemination process participating institutions will institute in the community.

Four of the project components will be managed by a US PVO. The project is designed to house the contractor in a project management unit (PMU) to manage the five DIG project components:

- the Center for Civil Action and Democratic Initiatives (CCADI);
- strengthening local democratic governance;
- strengthening the National Assembly;
- establishing the Rwandan Press Center (RPC); and
- the Democratic Initiatives Fund.

a. The Center for Civil Action and Democratic Initiatives (CCADI)

This DIG component is intended to establish a non-profit organization to serve Rwandan NGOs for information dissemination, small grants for civic education, and technical assistance to support and strengthen newly formed associations and organizations promoting civic education and human rights.

Desired results for this DIG component include:

- increased influence of the NGO sector on legislation;
- a significant decrease in human rights abuses;
- increased communal decision-making;
- increased NGO management and education delivery;
- an increased number of citizen participants in the process;
- an increased number of women and minority candidates;
- accountability at the local and national levels;
- improved GOR response to public services; and
- decreased governmental corruption through NGO monitoring of government bodies and their actions.

The DIG project is a complex endeavor for a single contractor to manage. DIG will require a substantial amount of contractor involvement in the process of planning, managing and utilizing training. Political sensitivities are high, there is much confusion about diversity versus conflict, and the population is at the beginning of the multiparty democracy process. Although a number of associations and NGOs describe themselves as apolitical, many are politically supported. Decisions on targeting training—which institutions, which individuals within those organizations—will be politically loaded.

CCADI has been targeted for technical assistance, materials procurement and training. The training component must be based on impact relying on in-country workshops and training, third country study tours, town meeting procedures, and perhaps a few long-term training opportunities. Organizations like IWACU, INADES, CCAOB, LICEDOR, Kanyarwanda,

NGOs and others must be assessed. A committee comprising these groups and CCADI management might identify needed training areas while the contractor can assess institutional needs for impact design and measurement. Then training interventions can be decided and data collected and documented. CCADI should be responsive to members for technical assistance to support institutions training capabilities.

By the end of the project, CCADI should be self-sufficient and a registered NGO and should also be capable of assisting other NGOs to assess training needs and measure training impact.

b. Strengthening Local Democratic Governance

This DIG component will support the Ministry of Interior through an MOU to develop the communal sector. A Ministry official will manage the different components of the project, working with the DIG contractor.

This component is intended to result in:

- responsible local campaigning;
- governance based on popular interests;
- diversity encouraged in the local public economy;
- FOSOC management of funding for pilot communal projects; and
- citizen participation in governance including paying taxes, contributing labor, supporting NGOs and other communal activities and development.

Training for this component should be rooted in in-country initiatives and TOT for local adult learning activities. Some attention might be paid to the support of the Ministry itself by offering study tours for officials. Regional tours could be offered for Bourgmestres.

IWACU and INADES might be key advisors in training design, set-up for impact assessment, instrument design and follow-up measurement. Both organizations are already active at the local level.

Imbaga might offer insights into networking and organizing at the local level with local government officials and helping communities identify pilot projects. For example, materials

development in designated areas of training could be contracted to INADES. When trainers are not available locally, TOT should be incorporated into technical assistance scenarios.

All in-country training must be monitored and documented both by a targeted institution—IWACU, RwandaCom, for example—and by the contractor, using PTMS. The PM should make sure this documentation occurs. The contractor must ensure that impact of in-country training is measured on the community institution level.

c. Strengthening the National Assembly

This third DIG component is calculated to provide materials, technical assistance and training support for the development of the legislative branch of the government.

Desired results for this component include:

- independence from the executive branch both financially and through self-initiated legislation;
- improved internal organization through increased research capabilities, quality of legislation, and capability of committees;
- improved legislation which addresses constituent demands (women, free market, ethnic unrest, media rights, for instance); and
- increased transparency and accountability.

The National Assembly is weak in its ability to research and formulate legislation. To date, it has only initiated three pieces of legislation. All other activities have been delegated to the Assembly by the executive branch.

Training for such an output relies less on mechanization or computerization and more on training researchers as assistants to legislators and on developing a National Assembly library. Library system maintenance must also be addressed with specialists like those who set up USIS libraries.

Five members have already participated in a USIS-sponsored tour in the US. This yielded positive results and outlines for training needs. Topic areas include independent financial accountability (the CND budget is currently regulated by the Ministry of Finance),

implementing regional trade laws, legislation for transparency in the press, TOT, critical thinking and public policy analysis, as examples.

Training research assistants would be based on a full library with subscriptions to journals. A research course could be designed or short-term courses offered. Study tours for legislators should be included to countries with vibrant, dynamic, functional legislatures.

Public presentation is also a training issue, including public speaking, writing public documents, and debating. Again, the contractor should organize in-country workshops for CND participants. CCADI and RPC might also be involved.

All training activities must be documented for pre- and post-performance at the individual and institutional levels. This assessment of impact should be included in the CND database and in monitored through PTMS.

d. Establishing the Rwandan Press Center (RPC)

This DIG component is calculated to support a free and open society through the development of a press center for new journalistic entrepreneurs.

Desired results include:

- an operational center to meet popular needs for timely, reliable and relevant information provided to a wide audience of readers and listeners;
- improved access to government decision-making processes, policy debates, economic information and civic society; and
- optimally, to improve radio coverage to expand upon government radio policy to meet citizen needs or begin new alternative radio broadcasting.

The RPC is designed to serve both private and public sector journalists and radio officials. It offers technical assistance, training, and materials support to help start up the center and see it through self-sufficiency.

Substantial coordination will be needed between the contractor and USIS, who has already begun offering seminars to journalists. As with DIG's other components, the contractor should manage workshops and short-term training to ensure impact measurement and documentation from recipient institutions and PTMS.

Private sector interests might also be addressed particularly for new journalist entrepreneurs. Training in private sector journalism—private wholesale purchase, delivery systems, and so on—could be accompanied by third country tours (Senegal, Mali, Côte d'Ivoire) to utilize the experience of others in the field. Improving writing skills might coincide with legislator training at CND and publicity, advertising and marketing might parallel the private sector PVO project training.

DIG should provide long-term training when deemed appropriate according to the guidelines laid out under "Implementation" in this strategy.

All targeted institutions should be involved in the process of deciding on training and in developing their own planning, management, utilization, and measurement of training inputs.

Technical assistance and materials procurement could complement training in some areas, particularly in printing, ink and paper cooperative purchases, for instance.

The Press Center will combine both private sector and human rights interests. Collaboration might be possible with the Ministry of Information's Rwandan Information Office which houses studio facilities and other media necessities.

e. Democratic Initiative Fund

The fifth DIG component will be managed by the Mission. It is a funding resource available to support other targets of opportunity for governance activities. The funds will also be used for project audits and evaluations.

Desired results for this component include:

- institutional reform in the administration of justice;
- audit and fiscal responsibility;
- WID and GOR strategies for women's rights; and
- cross-sectoral initiatives which foster democratic reform.

The Mission will manage this fund to offer technical assistance, training and audit DIG. A baseline study is planned. This study should mandate the identification of training impact indicators which reflect changes in population behavior linked to training initiatives.

Because the fund will support governance initiatives in a host of sectors, training impact will have to be monitored and documented by the project officer, and entered into PTMS.

Recipient institutions will also be responsible for impact measurement. Technical assistance should be offered to those institutions not able to plan, manage, utilize, and measure training impact.

5. Sector Studies for Training

The governance sector analysis should mandate that impact indicators be identified and instruments for data gathering designed. The baseline data study should be used to begin the process of identifying training impact indicators.

All project evaluations should mandate that links to indicators be assessed and should monitor the progress of training meeting the identified indicators. The timing of longitudinal studies should also be mandated even if they exceed the PACD.

USAID may have significant impact in the governance sector. While the political situation is fragile and tenuous, the opportunities for Mission impact are great.

Interventions in governance require extreme sensitivity and a well thought-out training component to allow GOR and USAID to implement and document training that has impact on the development of the country.

Sector studies should compile preliminary lists of possible target institutions along with recommendations as to whether these organizations have the capacity to plan, manage and utilize training or are willing to accept technical assistance to acquire that capacity. This will be particularly difficult since so many new associations, cooperatives and "groupements" are relatively new. The sample sector analysis instrument presented in this report might serve as a springboard for assessing individual and institutional training capabilities.

Changed behavior measurements should be directly related to CPSP objectives, described on individual and institutional levels, related to national development plans and human resource development initiatives, and measured over time. PTMS should be used as a mechanism to support these measurements.

GOR, institutions and individuals must be accountable for the changes brought on by training. Although training is but one of many variables which lead to change, it has been shown that

training can be directly linked to behavior change if indicators are established, pre and post data gathered, and impact measured.

Finally, the sector analysis should include an international donor roundtable which identifies the different areas of activity and training initiatives to be implemented. The body of donors which advocate the philosophy of transparency should also demonstrate transparency in their interventions.

6. Training Recommendations and Perceived Training Needs

Small, discrete and varied training initiatives should be supported to pilot the acceptance and utilization of training in governance. Work with several associations, NGOs, newspapers, and with different legislative groups would be more effective than large-scale concentration until the environment for governance and democracy stabilizes.

The national bank and MINAGRI should be used as sources for national statistics if they are considered reliable. MININTER should also be part of the planning for training process, especially officials responsible for adult and popular education. The planning process should also include INADES, IWACU and other identified organizations such as CESTRAR, CCOAIB, Imbaga, Inoso, Duterimbere, Réseau de Femmes, LICEDOR, ARDI, Kanyarwanda, ASR, Orama, Radio Rwanda, RwandaCom, and Haguruka.

Serious consideration should be given to coordination among international donors in the governance sector, especially the Adenauer Foundation, the French, Belgians, Swiss, Canadians, and UNDP.

Perceived training needs include:

- institutional human resource development;
- database start-up and maintenance;
- civic education;
- objective journalism;
- private sector entrepreneurship;
- legislative research;

- information compilation and dissemination;
- citizen and special group rights;
- transparency in government;
- participation in democracy systems;
- NGO management and accountability;
- professional skill development;
- judicial accountability; and
- financial accountability.

Initial training interventions can focus on:

- long-range series of local workshops and seminars;
- local TOT training for communal delivery;
- district and communal training;
- regional study tours;
- short-term selected courses;
- selected US study tours;
- long-term training as appropriate for individuals in institutions which meet Mission training criteria;
- use of HRDA for emerging private sector development;
- use of ATLAS funds for additional short-term post-graduate programs;
- use of ATLAS for follow-on activities; and
- WID and environmental training across interest groups.

Rwanda offers a variety of existing institutions which support the new national direction for a multiparty democracy. A sample of local institutions involved in activities in the governance sector is provided in an appendix to this strategy.

C. Sector Discussion: Private Sector

1. Strategic Role of the Private Sector in USAID Programming

According to the CPSP, some 93 percent of Rwanda's population is involved in agricultural production, primarily subsistence agriculture. The 1990 MAPS exercise estimated that agriculture accounts for 80 percent of GNP and 94 percent of total employment. Eighty-five percent of arable land is under cultivation in Rwanda.

Rwanda has relied heavily on coffee and tea, accounting in the mid 1980s for some 80 percent of Rwanda's exports. Tourism is the third largest earner of foreign exchange. With the collapse of world coffee prices, GDP has declined by 3 percent since 1987.

Although Rwanda enjoys fertile soils, a high percentage of arable land and abundant rainfall, growing population pressure has meant that farmers brought more land into cultivation. This combines with traditional land inheritance patterns to mean that an increasing proportion of farms have become too small to produce enough to meet subsistence needs. Very little new land is available for cultivation, and Rwanda's agricultural sector shrunk at a rate of 1.4 percent per year during the period 1980-1989.

Off-farm income has thus become an important requirement for Rwanda's overwhelmingly rural population. Farm families have begun to make this shift: the CPSP estimates that a quarter of farm income is now derived from off-farm sources.

GOR instituted a structural adjustment program in late 1990, which included a 40 percent devaluation of the Rwandan Franc, increases in sales taxes, interest rates and gas prices, and changes in the import tariff structure. The foreign exchange allocation system was liberalized, distortionary measures—export taxes, import quotas—eliminated, and price controls abolished.

At almost the same time, war broke out in the northern part of the country near the Ugandan border. Rebel demands for political liberalization have caused the birth of multi-partyism and other political reforms.

GOR is diverting enormous resources to military expenditures within this climate of domestic insecurity and political instability. This has also caused a serious decline in the number of tourists visiting Rwanda, meaning a slump in receipts from Rwanda's third largest earner of foreign exchange.

Rwanda's economy is characterized by a low level of technology. The private sector is comprised of many small entities, primarily rural and informal. Trade, largely regional, has been severely disrupted by the war.

Rwanda's essentially agricultural population is distinguished by low purchasing power and a low level of entrepreneurial skills, in part because of the country's traditional isolation. As farm sizes decrease to the point where family farms can no longer meet family needs, USAID/Rwanda has determined to intervene in this largest cohort of the population.

USAID/Rwanda's strategy is to **increase real income in the agrarian sector.**

2. Hypotheses: USAID/Rwanda's Strategic Objective in Private Sector Development

The success of this objective is intimately dependent on certain external factors, some of which are stated USAID and GOR goals.

- USAID/Rwanda's strategy is predicated on the assumption that **increasing commercial output by medium and smaller scale enterprises and farmers** will cause an increase in real income in the agrarian sector.
- Increased real income in Rwanda's agrarian sector is intimately dependent on success in USAID's strategy in the population sector—decreasing the population growth rate in Rwanda is absolutely required to reduce the pressures on Rwanda's fixed land and other resources.
- Long-term improvements in rural agrarian income require environmentally sustainable interventions. Many of Rwanda's adjustments in agricultural practices have accelerated long-term land degradation, declining soil fertility and therefore land productivity. Any long-term impact on Rwanda's rural population must come from environmentally sustainable interventions.
- Off-farm employment requires a regulatory climate conducive to the growth of private business. The structural adjustment program introduced in 1991 has meant some improvements in the climate in which business operates. More is needed in the fields

of registration, tariffs, taxation, labor laws, and other aspects of the regulatory environment governing the growth of Rwanda's private sector.

- The proposed move from subsistence agriculture to off-farm for-profit employment will require major shifts in farmers' attitudes and perceptions that might prove difficult to accomplish in this historically traditional and isolated country.

3. Private Sector Strategic Targets

The CPSP looks to two strategic targets to increase commercial output by smaller and medium scale enterprises and farmers in order to increase real income in the agrarian sector.

- **USAID/Rwanda plans to work to expand the financial and business service sectors, especially medium and smaller scale enterprises.**

The financial and business service sector has shown a relatively high growth rate and is crucial to the development of the private sector in Rwanda. In fact, the services sector, primarily made up of medium and small scale industries, has been growing at an estimated 4.7 percent per year.

At the same time, Rwanda's historically agricultural tradition means Rwanda does not enjoy the private sector support services found in other countries. There are insufficient professional accounting, audit, marketing and technical services. Business support organizations, long prohibited, are beginning to supplement the official Chamber of Commerce and Industry, widely viewed as inefficient.

- **USAID/Rwanda plans to work to expand agricultural processing and marketing, again, especially medium and smaller scale enterprises.**

USAID/Rwanda's goal is to support the sustainable exploitation of Rwanda's agricultural products and the development of marketing skills, management abilities, including business plan development for new business start-ups. Private sector provision of agricultural inputs and new technologies is another potential route to expanding agricultural processing and marketing.

The CPSP foresees three areas of intervention to support these two strategic targets.

- **USAID/Rwanda plans to work to improve the policy and regulatory environment governing the private sector.**

The 1990 MAPS study identified a number of regulatory constraints on the expansion of Rwanda's private sector. In particular, an arbitrary taxation code and cumbersome registration procedures were perceived as limiting to business development. While the government's structural adjustment program has begun to address these constraints, USAID/R plans to continue to support the liberalized environment which will be necessary for Rwanda's private sector to flourish.

- USAID/Rwanda plans to work to **develop an appropriate legal and regulatory framework for rational exploitation of Rwanda's natural resources.**

Sustainable long-term development in Rwanda requires a correspondingly appropriate legal and regulatory environment. Rwanda, along with Madagascar, Mauritius, and Lesotho, is a leader in Africa in environmental planning and policy development, and in 1992 produced a National Strategy for the Environment and Plan of Action for the Environment. Environment has risen from a division in the Ministry of Health to its own Ministry (Environment and Tourism). USAID/Rwanda plans to support this new Ministry's initiatives.

- USAID/Rwanda plans to work to **strengthen indigenous entrepreneurship in Rwanda.**

New business start-ups are the key to generating off-farm employment in Rwanda. Traditionally isolated, landlocked and mountainous, Rwandans do not generally demonstrate the kind of entrepreneurial spirit found in other African countries. Small businesses are often characterized by inadequate management skills, poor accounting and control, with the resulting difficulties in expansion. USAID/Rwanda plans to support cooperative development and entrepreneurial business skills—management, accounting, marketing.

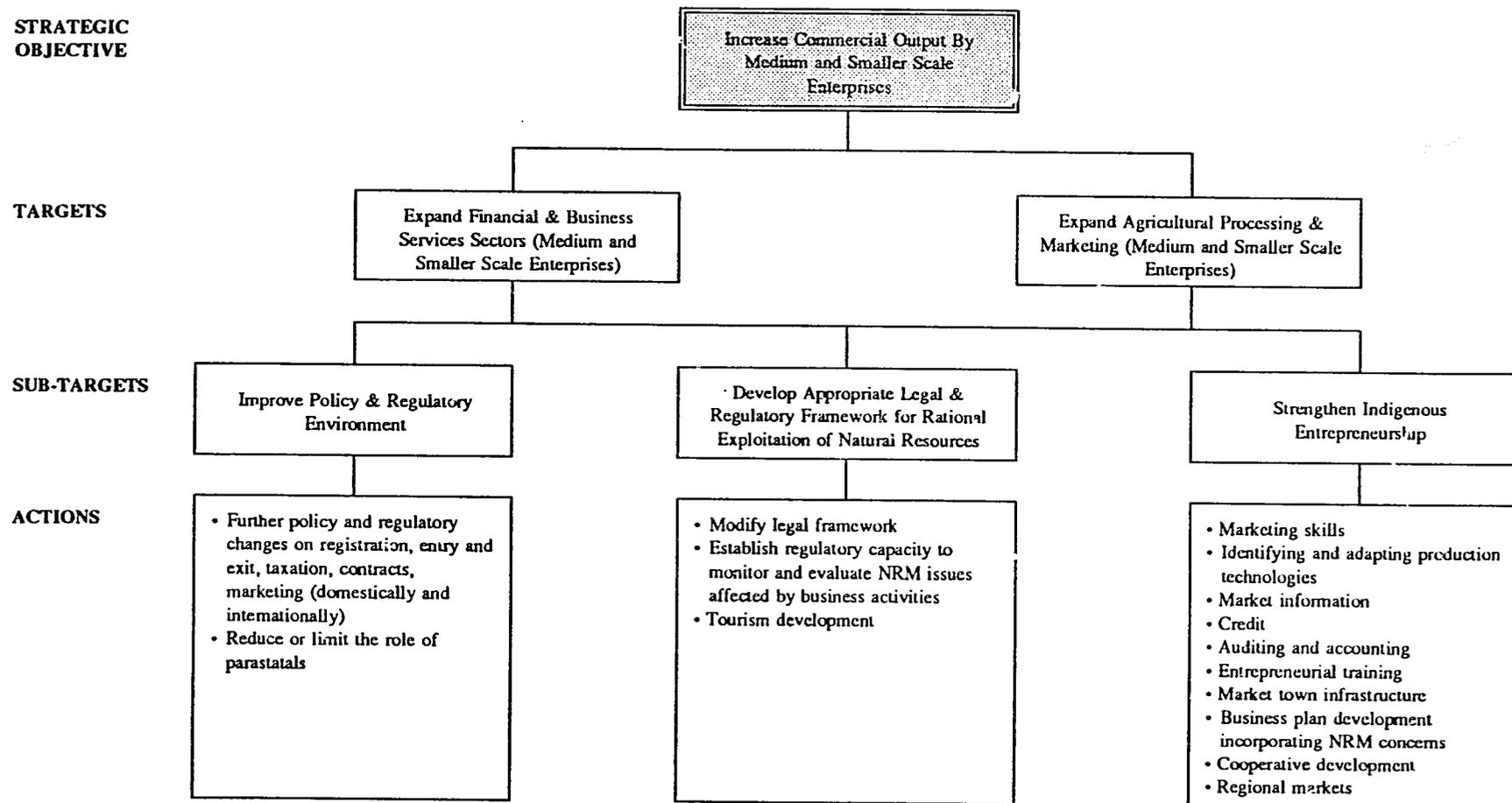
USAID's planned interventions to support its private sector development strategy are illustrated in the chart on the following page.

4. Map of the Private Sector in Rwanda

Rwanda's private sector is made up of a large number of small entities, many informal, relying on a low level of technology for primarily regional trade.

These operate in a regulatory environment which traditionally did not favor business development. However, with structural adjustment, the regulatory environment has eased

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somewhat. It is now much simpler, for instance, to register a new business. Yet business people in Rwanda report that rules and regulations are still not uniformly enforced, and that government, while stating its support of business as an engine for growth in Rwanda, is still slow to provide real support.

Government regulations and their application still affect new business registration, access to credit, business ability to import inputs and to export finished products, among other realities facing the business community in Rwanda today.

Business support was traditionally limited to the Chamber of Commerce and Industry (CCIR), a government arm widely viewed as ineffective. Businesses ceased supporting CCIR in early 1991, turning instead to a host of organizations that sprang up to support various constituencies—women, entrepreneurs, industrials. The government in turn began recognizing these organizations in 1992, and rumors are that CCIR will be disbanded within a few months.

Farmers and hill-level potential businesses are often first organized into cooperatives. The cooperative movement in Rwanda has a long history. At one point government-appointed bourgmestres were judged on how many cooperatives were established in their regions. These cooperatives are likely to fail since they do not respond to local needs and desires. Others, however, created in response to the needs of participating members, are likely to be sustainable, and offer an existing structure on which USAID/Rwanda can build.

Cooperatives are in turn supported by IWACU, Rwanda's Cooperative Training Center. IWACU offers demand-driven customized programs for cooperative members to provide basic business training—bookkeeping, management—as well as some technical training.

Major constraints facing Rwanda's private sector are the war, government environment, Rwanda's landlocked position and reliance on imported inputs, the local market's low purchasing power, and a general shortage of business, management and technical skills.

5. Target Populations for USAID/Rwanda's Strategy

USAID/Rwanda's private sector strategy is designed to reach several sets of private sector players:

- businesspeople: small- and medium-sized businesses, new business start-ups, actual and potential entrepreneurs, farmers, cooperative members, operating in agriculture, agricultural processing, agricultural marketing, and tourism

- business support organizations (for women, for entrepreneurs, for industrials)
- government, especially as concerns the regulatory environment in which the private sector operates (policy makers, policy implementors, implementors of the structural adjustment program—MINIFINECO) and provision of tourist services (MINETO, ORTPN)
- providers of training for the private sector (IWACU, business support organizations—AIR, Duterimbere, companies providing in-house training).

6. USAID Interventions

USAID/Rwanda's support for private sector development currently includes the following projects. This list shows the project titles, dates and purposes.

- **IWACU Cooperative Training (7/85-3/93)**—to strengthen the management and commercial activities of cooperatives and unions by reinforcing field training and follow-up activities.
- **Production and Marketing Policy Reform (PMPR: 9/91-6/93)**—to contribute to growth in employment and production in the medium term by increasing competition in the short run, and subsequently production and employment, in manufacturing and related sectors.
- **Policy Reform Initiative in Manufacturing and Employment (PRIME: 9/85-12/93)**—to assist GOR to undertake policy reforms, to stimulate production and employment in the manufacturing sector and to promote growth among small and medium sized enterprises (SMEs).

Training has been available to support Rwanda's private sector through HRDA (2/88-9/95), with a mandate to devote 50 percent of all training to private sector development.

USAID/Rwanda's HRDA budget was \$500,000 in FY92. This figure doubled to \$1,000,000 in FY93.

The Mission has had difficulty moving ahead with training to support private sector development, primarily because the existing candidate recruitment mechanism is geared towards public sector training.

Two new Mission projects currently under design will support the Mission's strategic objectives for private sector development.

- **PVO Support (93-98)**—to strengthen the institutional capacity of PVOs, and particularly Rwandan PVOs, engaged in private sector development activities as a means of expanding the opportunity of Rwanda's primarily rural farming population to seek out non-farm employment opportunities.
- **Support for Economic Reform (SER: 93-98)**—to provide the analytical base and technical skills to buttress the structural adjustment program and USAID program assistance for economic reform.

7. Exogenous Factors

Development of Rwanda's private sector is influenced by a number of exogenous factors.

- Rwanda is landlocked;
- the war is disrupting regional trade;
- the war is diverting public resources to military expenditures;
- Rwanda's per capita income is low, and the local market has correspondingly low purchasing power;
- Rwanda needs to find export markets;
- Rwanda has a good road system but no railroad access to ports;
- Rwanda's transportation system is vulnerable to regional disturbances;
- Rwanda has difficulty exporting because the quantity and quality of local products is uneven; and
- training and skills development is not enough to guarantee private sector success; other factors include access to credit.

8. Perceived Training Needs

General agreement emerged in discussions with businesspeople, government, business support organizations, and training providers on perceived training needs to support the development of Rwanda's private sector.

Rwanda lacks:

- management skills—general management, accounting, business plan development;
- business skills—marketing, initiative;
- technical skills—carpentry, electricians, mechanics, soldering;
- entrepreneurial skills—initiative, entrepreneurial spirit; and
- professional skill upgrading—"recyclages".

Businesspeople view Rwanda's formal school system curriculum as overly theoretical, with little practical content. Graduates are traditionally oriented towards civil service. In fact, Rwanda's widespread mistrust of business is reflected in the traditional curriculum provided through the formal education system. Business skills must thus be provided through other media since curriculum reform does not fit within the Mission's strategic objectives.

9. Private Sector Project Design Considerations

As in USAID/Rwanda's other strategic objective sectors, design of the new private sector support projects should include mandating that impact indicators be identified and that data collection instruments and methodologies be specified. Training-specific indicators should be developed and progress towards meeting them monitored.

Contracts under the Mission's new projects should spell out contractor responsibilities in training for impact, including gathering baseline data against which impact will be measured.

Project evaluations should assess progress against meeting these indicators.

D. Sector Discussion: HIV/AIDS Reduction

1. Strategic Role of the HIV/AIDS Reduction Objective in USAID Programming

The CPSP chooses to **reduce the rate of HIV/AIDS transmission** as a target of opportunity in addition to the three strategic objectives discussed previously.

The Mission's ABS specifies that the Mission plans to achieve this by:

- providing increased access to condoms;
- decreasing the rates of sexually transmitted diseases (STDs); and
- providing appropriate information based on up-to-date behavioral research which will lead to positive changes in sexual behavior—CEC, or communication for behavior change.

2. Hypotheses of the CPSP Target of Opportunity: HIV/AIDS Reduction

The CPSP target of opportunity of reducing the HIV/AIDS transmission rate assumes that increasing the supply of condoms, reducing STD prevalence and CBC will cause a decline in HIV incidence.

The above hypotheses are based on interventions which include training as a limited component. Any Mission success in reducing HIV/AIDS transmission accordingly relies at least in part on the success of the associated training initiatives.

3. Map of the HIV/AIDS Sector in Rwanda

Some of the highest seroprevalence rates in the world are found in East and Central Africa, including Rwanda. The seroprevalence rate for adults in Kigali is estimated at 27 to 33 percent. AIDS is the major cause of death in adults in the capital.

HIV/AIDS in Rwanda is currently primarily an urban problem in towns with populations of over 5000. However, Rwanda's excellent roads and the increasing mobility of the rural population for both political and economic reasons means that AIDS could soon become a rural, and therefore national, problem.

In Kigali, the epidemic has moved beyond the traditional risk populations, prostitutes and their clients. Seventy-five percent of new seroconversions are occurring in married, child-bearing women.

This will have serious repercussions on Rwanda's children. A recent UNICEF-French television documentary, states that before the year 2000, there will be 10 to 15 million AIDS orphans in Africa. Current projections in neighboring Uganda suggest that the virus could cause an increase in infant mortality of up to 23 percent.

USAID projects (MCH/FP-I, MCH/FP-II and the upcoming RIM project) have made and will continue to make significant contributions to family planning and to the integration of maternal and child health. AIDS could tragically reverse this success. Vertical transmission—mother to infant—occurs with 30 percent of all HIV-positive mothers during pregnancy, delivery or breastfeeding. HIV positive mothers may be shunned by family, abandoned by husbands, and are less able to care for their children financially and otherwise.

Until recently, AIDS was not a subject that either the general population or GOR were willing to address. It is still very much taboo to discuss sexual matters in Rwanda. In spite of the alarming increase in AIDS-related deaths, it is an uncomfortable topic.

GOR made strides in the 1980s in developing a population policy and in the fields of family planning and maternal child health. This is demonstrated by high immunization figures, by the establishment of central and regional offices of ONAPO, by GOR recognition of different contraceptive forms, the GOR modus operandi with the Catholic Church, and by the MINISANTE-ONAPO relationship developed on the regional level.

However, GOR did not articulate a strong policy on AIDS, integrate such a policy with other health programs, or devote resources to AIDS prevention programs. In 1987, a STD Control Plan was designed by GOR, but was never implemented.

GOR has recently begun to recognize the severity of the AIDS problem and has expressed a strong desire to work with USAID, including allowing USAID to develop a more aggressive AIDS prevention program in cooperation with other donors.

Rwanda has just been named an AIDS vaccine trial country along with Uganda, Thailand and Brazil. The World Health Organization (WHO) will be overseeing the Phase II trials of the vaccine.

4. Other Donor Activities

WHO works directly with MINISANTE's Programme National de Lutte Contre le SIDA (PNLS). PNLS's primary focus has been epidemiological with a nascent IEC program coordinating with MINIJEUMA and MINIDEF.

There are no regional PNLS coordinators. This is a major constraint to AIDS program implementation which has implications for other donors as well. PNLS works with the MEDIRESA on a regional level. However, the regional doctors' administrative responsibilities very much limit the program.

Other donor activity is limited in scope. The French have built laboratories in Gisenyi to focus on testing and STDs. Belgium has built a laboratory to serve as a reference center on testing. The Canadians are involved in testing, counseling and in documentation. GTZ has been working in four prefectures in Rwanda in laboratories, with limited prevention activities. A number of German medical professionals have volunteered to serve with GTZ.

NGOs are active in the HIV/AIDS sector in Rwanda. The Red Cross has successfully handled the issue of blood supply screening and AIDS in Rwanda and is beginning "Projet InfoSIDA," a Kigali-based IEC campaign. Care International has a pilot project in Byumba (population 700,000) and is hoping to develop further programs in STD, condom promotion and testing/counseling. "Projet San Francisco," affiliated with the National Institutes of Health (NIH), with additional funds from the University of California, Berkeley and USAID, provides testing, counseling, research, and IEC.

5. USAID Interventions

USAID/Rwanda has recently been designated by USAID/Washington for priority status for the creation of a full-scale national program to reduce the HIV/AIDS sexual transmission rate in Rwanda. Priority countries receive more resources and attention from AID/Washington.

Criteria for priority status include population size, state of the epidemic, sufficient funds on the part of the USAID participating Mission, and commitment on the part of the host government. Senegal, Nigeria, Cameroon, Tanzania, Malawi and Kenya have been named as priority countries along with Rwanda. Family Health International (FHI) will manage the AIDS Control and Prevention (AIDSCAP) projects in these countries.

AIDSCAP is envisaged for five years, using both central funds under the RD/H AIDS Technical Support Project (936-5972) and Mission funds. Central funds may be used for

project design, short-term technical assistance, and for a competitive grants program for US registered PVO/NGOs. FHI develops country-specific programs. AIDSCAP in Rwanda is currently in the exploratory phase. Planned obligations for FY 93 are \$2.0 million, with \$1.6 million slotted for FY 94.

AIDSCAP supports USAID/R's overall program goal for increased participatory economic growth by targeting the young, productive, and often times educated, members of Rwandan society because they have been hardest hit by this epidemic. Fully 46 percent of the Rwandan population is between 10 and 34 years of age. The target population for reduction of HIV/AIDS transmission will be the young, productive segments of the population as well as high risk groups. The project's focus will perhaps later move to the rural, general population.

The Rwanda HIV/AIDS Control and Prevention Project will begin in late 1993 and consist of several major components. The project will be designed after a significant period of evaluation.

AIDSCAP aims to decrease the rate of sexual transmission of the HIV virus by providing increased access to condoms, including improved management and logistics of delivery and emphasis on private sector delivery, decreasing rates of sexually transmitted diseases (in cooperation with the RIM project), and by providing appropriate information based on up-to-date behavioral research to induce positive changes in sexual behavior.

Project activities might include:

- competitive grants to American registered local NGOs and PVOs;
- bilateral work with the National AIDS Prevention Program (PNLS) as well as with other donors—WHO and the Germans especially; and
- strengthening the connection between this program and other family planning/health programs such as RIM.

The project will be managed by a US NGO, Family Health International, with subcontractors, as needed. FHI/AIDSCAP is not an implementing agency. Subcontractors provide technical assistance and due to the management limitations of USAID/Rwanda, the HPO has requested a Permanent Resident Advisor/Chief of Party to be based in Rwanda to manage the project.

When an AIDSCAP program is undertaken, AID/W, the Mission, FHI/AIDSCAP and the host country sign an agreement delineating responsibilities.

AIDSCAP is a complex endeavor with an umbrella structure. Although training is anticipated as a limited activity, it will require substantial contractor involvement in the training planning, management and utilization process. Decisions regarding which NGOs, PVOs, as well as public institutions will be targeted for training and the individuals within those organizations will be sensitive.

AIDSCAP training should be based on impact, relying on in-country conferences and training, third country study tours and short-term training. Long-term training in the United States or elsewhere is neither planned nor appropriate.

Organizations like Care International, the Red Cross, ARBEF, ACORD, CRS, BUFMUR, ASPESAR, Save the Children, the Boy Scouts, the Girl Scouts, and other associations and NGO/PVOs may be considered for grants as well as for training interventions. The contractor(s) can assess institutional needs for impact design and measurement. Training interventions can then be selected and data collected and documented. The contractor(s) should be responsive to NGO/PVOs and public institutions requests for technical assistance to support organizational training capabilities.

Specific training interventions have not been determined as of yet. The project's three components—condom marketing, STD prevention and control, IEC—may all involve training. AIDSCAP training could be rooted in in-country initiatives and TOT. Some attention might be paid to supporting MINISANTE itself through study tours to countries with dynamic, functional AIDS prevention programs for PNLs officials.

Regional or third country tours could be offered for NGOs and PVOs. When delivery trainers are not available locally, TOT should be incorporated into technical assistance scenarios. All in-country training should be monitored and documented both by the targeted institution and by the contractor(s) using PTMS. The PM should ensure that such documentation occurs and the contractor that the impact of all training is measured.

All targeted institutions should be involved in the decision-making process for training and in developing their own planning, management, utilization and measurement of training inputs.

6. Sector Studies for Training

The AIDSCAP project analysis should mandate that impact indicators be identified and instruments for data gathering designed. The baseline data study should be used to begin the process of identifying training impact indicators. All evaluations should mandate that links to

indicators be assessed and monitor the progress of training meeting the identified indicators. The timing of longitudinal studies should also be mandated even if they exceed the PACD.

USAID may have significant impact in the reduction of the HIV rate of sexual transmission in Rwanda. There has been limited donor activity in this field and through AIDSCAP, the Mission will be taking a leading role. The AIDS epidemic offers an opportunity for donor coordination as well as integration with other family planning/health projects. This requires sensitivity and a well thought-out training component to allow GOR and USAID to implement and document training for impact in the HIV/AIDS sector in Rwanda.

During sector studies, preliminary lists of possible target institutions should be compiled with recommendations as to whether these organizations have the capacity to plan, manage, and utilize training or are willing to accept technical assistance to acquire that capacity. The questionnaires in the appendix might serve as a springboard for assessing individual and institutional training capabilities. Changed behavior measurements should be directly related to the CPSP objectives, described on individual and institutional levels, related to national development plans and human resource development initiatives, and measured over time. PTMS should be used as a mechanism to serve as the data base.

The message for this target of opportunity as well as the other target and sectors: The GOR, institutions/organizations and individuals must be accountable for the changes brought on by training. Although training is but one of many variables which constitute change, it has been shown that training can be directly linked to behavior change if indicators are established, pre and post data gathered, and impact measured.

Finally, the sector analysis should include an international donor roundtable which identifies the different areas of activity and different training initiatives to be implemented.

7. Training Recommendations

AIDSCAP should support small, varied training initiatives in-country and in third countries, particularly for Communication for Behavior Change. Working with several associations, NGOs, and the media might be more effective than a larger scale concentration until it has been determined what approach is most effective. A radio drama incorporating an AIDS prevention message might be more effective than an aggressive television announcement.

MINISANTE and ONAPO should be used as sources for national statistics if they are considered reliable.

Some initial recommendations:

- Consider third country study tours in countries where AIDS prevention programs are working successfully. This may include other African FHI/AIDSCAP countries.
- Consult with the IEC unit of ONAPO, USIS, and nascent media groups for the Communication for Behavior component.
- Use local training provider facilities whenever possible, for example, the ONAPO Center for Training and Research in Reproductive Health in Kicikuru.
- Concentrate on TOT for AIDS prevention.
- Use information from the DHS 1992 for the behavioral research component of the project.
- Include questions on AIDS in the next DHS.

E. Sector Discussion: Biodiversity/Conservation

Biodiversity/conservation was identified as a target of opportunity under the Mission's 1992 CPSP. This section briefly discusses the sector and provides guidelines for training under current and future projects.

1. Strategic Role of Biodiversity/Conservation in USAID Programming

Rwanda enjoys globally significant natural resources, including afro-montane forests supporting a variety of plants and animals, and rare species like mountain gorillas. These are of global biological significance and draw tourists, Rwanda's third largest earner of foreign exchange.

USAID/Rwanda has identified biodiversity and resource conservation as a cross-cutting target of opportunity to be built in to all CPSP objectives, in particular, those aimed at private sector development. All activities USAID funds to increase real income in the agrarian sector, discussed previously, must have an environmentally sustainable slant.

Twenty percent of Rwanda's land is set aside for national parks (10 percent), reserves (16 percent), and natural areas (4 percent), including the Volcanoes National Park, home to the

mountain gorillas; Akagera National Park; Nyungwe Forest Reserve, supporting 13 species of primates, and Gishwati Forest.

The government has traditionally been aware and supportive of environmental concerns. The Volcanoes National Park was set aside in 1925. In fact, Rwanda is one of four African countries that lead the way in environmental planning and policy, along with Lesotho, Madagascar and Mauritius. Environment has risen from a division in the Ministry of Health to its own Ministry as of this year, with a mandate to champion the major program initiatives in environmental monitoring, education, legislation and enforcement set forth in the 1991 National Environmental Strategy and Action Plan.

Rwanda is a leader recognized internationally in the promotion of ecotourism and in conservation of biodiversity, honored by the Smithsonian Institute in 1991, along with Costa Rica.

However, Rwandans are a basically rural, agricultural people, with the highest population density in an agricultural country outside of Bangladesh. Even though Rwanda enjoys fertile soils, a high percentage of arable land and abundant rainfall, virtually all of Rwanda's arable land is already under cultivation. The remainder lies in wetlands, which are important to wildlife and can be expensive and require advanced technology to cultivate.

Demographic pressures and traditional inheritance patterns have caused a decrease in average farm size, to the point where the average family farm can no longer meet subsistence needs. This has caused farmers to change traditional agricultural practices with severe environmental consequences.

Steep pasture land has been converted to crop land. Forests are depleted for wood—the primary fuel source—and to serve as crop land. Fields are not permitted to lie fallow, leading to soil nutrient depletion and the resulting decline in land productivity. A growing number of farms are now too small to support the production of both food and fodder for livestock, needed to generate manure to renew soil fertility.

Rwanda's major crisis in agriculture is causing erosion of Rwanda's forests and natural parks, as population pressures and family subsistence needs force the rural population to encroach on protected lands for wood and for farmland. These repercussions caused by population pressures and a dearth of employment opportunities outside of agriculture are depriving Rwanda's rural population of forage, wood, traditional medicines, wildlife habitat, and watershed protection.

USAID/Rwanda has recognized that the combination of population growth and unchecked soil degradation is undermining the country's struggle to achieve food security. Reducing the population growth rate is a strategic Mission objective. Another is to increase commercial output by farmers in an endeavor to generate off-farm income so as to increase real income in the agrarian sector.

In the domain of the environment, the Mission has identified a strategic target of opportunity: USAID/Rwanda's stated goals are to **conserve biodiversity** and to **improve the management of national parks and reserves**.

Sustainable environmental considerations are a cross-cutting theme in all Mission priorities as laid out in the 1992 CPSP. Developing an appropriate legal and regulatory framework for rational exploitation of natural resources appears as a sub-target within the Mission's private sector strategic objective.

2. Map of the Biodiversity/Conservation Sector in Rwanda

Biodiversity and conservation are gaining a higher profile within GOR. The environment has grown in stature from a department within the MINAGRI, and in early 1992 was granted its own Ministry, MINETO, responsible for the environment and tourism. Forestry still lies with MINAGRI.

GOR developed a National Strategy and Plan for the Environment in 1991. At the same time, a host of environmental organizations have developed in Rwanda.

3. USAID Interventions

USAID/Rwanda's current Natural Resources Management Project will be completed in 1995. NRMP is an umbrella project whose stated goals are:

- to reduce erosion on Rwanda's hillsides;
- sustainable use of the country's wetlands;
- protection of its natural forests; and
- greater GOR coordination of activities affecting the natural resource base.

It is anticipated that a successor project will be designed to follow on to NRMP.

Biodiversity and conservation are also to be embodied in USAID's private sector development strategy. Both CPSP private sector objectives and the biodiversity/conservation target of opportunity are managed by the Mission's Agricultural Development Office.

Developing the appropriate legal and regulatory framework for rational exploitation of natural resources is a stated Mission sub-target under the private sector development strategic objective of the 1992 CPSP. This includes modifying the legal framework and regulatory capacity to monitor and evaluate natural resource management issues as well as tourism development.

4. Perceived Training Needs

As a cross-cutting issue, biodiversity/conservation must be fully incorporated into all Mission interventions, in particular, into private sector development activities.

GOR officials managing both the environment and ecotourism could benefit from a range of training, in particular, in management and the provision of tourist services. In-country training or short-term training abroad are the ideal vehicles for this target population.

The emphasis on environmentally sustainable activities is easiest to introduce to a community when the population stands to benefit directly. Cooperatives and small businesses active in tourist regions should be a focus of the Mission's private sector strategy.

APPENDIX A
CTS SCOPE OF WORK

CTS SCOPE OF WORK

I. Background and Purpose

In June 1991 the Africa Bureau commissioned a study to develop a methodological framework to help Missions determine how training is to be used to meet strategic development objectives, what training impact indicators and reporting systems are needed to ascertain the impact of A.I.D. training, and what management resources and mechanisms are required to improve the likelihood of having impact through training. In October 1991 a report was published entitled, "A Training Impact Evaluation Methodology and Initial Operational Guide." This report was reviewed by the Bureau and the methodology determined to be worthy of field testing.

The purpose of this Scope of Work is to prepare a Country Training Strategy (CTS) for USAID/Rwanda and USAID/Tanzania by applying and testing the impact methodological framework.

II. Description of the Methodology

A. Conceptual Framework

The framework for the methodology is based on a model of a system that is comprised of six related levels of organized society. The six-level hierarchy includes the individual, the institution, the economic sector/subsector, the target group (or beneficiaries), the nation, and the multi-country level. The individual is seen as the basic unit of change and the recipient of training. However, since an individual nearly always will have to apply skills and knowledge within an institutional context and since, in turn, that institution operates within a system of institutions (including related policies, laws and other structures), training must not only be related to the goals and needs of the individual but also to the goals and needs of an institution and sector/subsector.

The target group is the identifiable class of people who are to be influenced/affected by a trainee(s). Again, since a trainee is situated in an institution, the target group often is comprised of the clients or customers of the institution or network of institutions with which the individual works. The impacts of training are the changes in the quality of life and performance of the target group as a result of a trainee's application of new skills and knowledge.

At the national and multi-national levels there is no direct relationship of individual training to improvements in broad, macro-level indicators of national development (e.g., GDP, QLI). Change at these levels results from the improved performance, capacity and benefits accruing to the target group.

However, training at the national level may have a downward effect on society by influencing cross-sectoral, non-institutional specific policies and national political objectives. Training directed at national level policy groups (e.g. cabinet ministers, legislators, jurists, leaders of political parties, ethnic and religious figures, leaders of professional and business associations) may lead to a redefinition of broad national development goals, policies and laws that cut across all economic sectors and aspects of national life.

B. Areas of Inquiry

In collaboration with the Mission, the contractor will prepare a strategy statement and implementation plan so that A.I.D. training will have maximum impact on achieving the Mission's and Rwanda's/Tanzania's development goals. In order to prepare this plan, information will have to be collected and analyzed. Below are illustrative questions which will guide the inquiry:

1. What are the development impacts towards which the Mission aims at the national, sectoral, institutional and individual levels? What impact indicators are being tracked by the Mission?
2. What are the causal development hypotheses that underlie the Mission's strategic objectives?
3. Who are the target beneficiaries of Mission development activities? What are the Mission's non-training intervention strategies for impacting target beneficiaries and through which institutions or policy groups?
4. How can training be used to complement these strategies to meet individual, institutional and sectoral human resource needs, to capitalize on human and institutional resources available, and to establish linkages among the goals of individuals, their employing institutions, the national government, and the Mission?

5. What Mission and host country resources are available to fund, manage and evaluate A.I.D. training? What host country and Mission reporting systems exist that can be used to monitor the impact of A.I.D. training? What mechanisms and processes should be established to ensure that appropriate training impact indicators are being used as a management tool by the Mission, GOR/GOT, and institutions from which trainees are drawn?

C. Methods of Data Collection

The primary data sources for this assessment will be documents containing Mission, host country and institutional development plans and evaluations. Discussions with Mission staff and host country representatives also will be used to collect information. To the extent possible within the time limits of the assignment, unobtrusive observation of activities in institutions to receive training will be conducted. (This latter form of data collection, combined with more in-depth interviews, generally is conducted when the Mission begins the process of recruiting and selecting participants, designing specific programs for individuals, and preparing page 2 of the PIO/P.)

D. Time Frame for Data Collection and Report Preparation

A draft of the CTS will be provided to the Mission before departure from Rwanda/Tanzania and a final draft completed and sent to the Mission no less than two weeks after departure from each country. The in-country assessment will take five weeks in each country. The tentative schedule and related tasks are as follows:

- Week 1:
- Review Mission, host country and other donor documents
 - Interview Mission staff and other donor representatives
 - Interview senior host country officials and business leaders
- Week 2:
- Continue interviews with above groups
 - Begin interviews and observations in key government agencies and private sector institutions in economic sectors targeted by the Mission for development assistance
 - Begin drafting sections of the CTS

- Week 3:
- Continue interviews and observations in key government agencies and private sector institutions in economic sectors targeted by the Mission for development assistance
 - Provide Mission initial impressions of training needs, opportunities, potential strategy, resource requirements, impact indicators and evaluation monitoring systems
 - Continue drafting CTS
- Week 4:
- Continue interviews and observations in key government agencies and private sector institutions in economic sectors targeted by the Mission for development assistance.
 - Submit first draft to Mission on Day 5
- Week 5:
- Review first draft with Mission on Day 1
 - Re-interview informants to confirm/disconfirm findings or seek additional information
 - Present second draft to Mission on Day 3 or 4
 - Review second draft with Mission on Day 5

III. Skills Required

The contractor will provide two individuals who, as a team, have proven experience in analyzing human resource and institutional development systems and in preparing training strategies based on such analyses. Familiarity with African social, cultural and economic systems is required; familiarity with Rwanda or Tanzania is desirable, but not mandatory. Fluent French speaking ability is required for Rwanda.

IV. Reporting Requirements

The project manager for ATLAS and HRDA in AFR/ONI/TPPI will be the cognizant A.I.D. officer responsible for the contract. Prior to departure from the U.S., the assessment team will be responsible for gathering and reviewing pertinent documents available from the Rwanda/Tanzania desk officers in AFR/EA and the project manager for ATLAS and HRDA. A briefing will be held with the project manager prior to departure, as well as a debriefing upon completion of the assignment. The final draft of the CTS will be provided to both the respective USAID Missions and to AFR/ONI/TPPI.

While in Rwanda and Tanzania the assessment team will report to a designated Mission staff member responsible for the CTS exercise. Because of the short duration of the assignment, only periodic oral progress reports will be required.

V. Deliverables

The CTS prepared by the contractor must meet the publication standards and programming needs of USAID/Rwanda and USAID/Tanzania. AFR/ONI/TPPI's primary interest is to determine the extent to which the methodology used is appropriate for developing a CTS.

Below is an illustrative CTS format which may be modified as deemed necessary by the assessment team and the Mission.

- I. USAID Development Program
 - A. Strategic Development Objectives
 - B. Expected Development Results
 - C. Development Impact Indicators

- II. Human Resource Analysis
 - A. Human Resource Development Objectives
 - 1. Mission Objectives
 - 2. Host Country Objectives
 - (a) Government Institutions
 - (b) Private Sector Firms
 - (c) Non-Government Organizations
 - (d) Returned A.I.D. Fellows and other U.S. trained nationals
 - B. Summary of Past USAID and Other Donor Training Activities
 - 1. USAID Training Program: Historical Summary
 - 2. Other Donor Training Activities: An Overview

-
- III. Mission Training Strategy and Evaluation Plan
 - A. Training Strategy Statement
 - 1. Role of Training in Achieving Mission Strategic Development Objectives
 - 2. Role of Training in Relationship to Individual, Institutional and Sectoral Development
 - 3. Role of Training in Relationship to Target Beneficiaries
 - B. Key Training Objectives
 - C. Expected Results from Training
 - D. Training Impact Indicators
 - 1. Data Collection Plan
 - 2. Tentative Impact Indicators

 - IV. Mission Training Plan: 1992-1995
 - A. Perceived Training Needs and Opportunities
 - 1. Individual Level
 - [This level will require a more thorough analysis during participant recruitment and selection process; however, a random survey of returned A.I.D. Fellows and U.S. trained nationals will provide some insights into goals and needs of individuals.]
 - 2. Institutional Level
 - [Given the time provided in this SOW, intra-institutional and office level analyses are the best that can be expected; job analysis will need to be conducted at a later juncture.]
 - 3. Sectoral Level
 - 4. National Level
 - B. Proposed Training Activities and Resources
 - 1. U.S. Based Training
 - 2. Third Country Training
 - 3. In-Country Training
 - C. Estimated Training Budget

- V. Management of Training
 - A. Mission, Host Country, and Trainee Responsibilities
 - B. Mission Management Activities and Staffing Requirements
 - 1. Pre-Training Activities
 - 2. Management Support Activities During Training
 - 3. Follow-on Activities

APPENDIX B

ACRONYMS

ACRONYMS

AAI	African-American Institute
ABS	Annual Budget Submission
ACSI	African Child Survival Initiative project
ADB	African Development Bank
ADER	Association du Développement de l'Entrepreneuriat au Rwanda (Association for Entrepreneurship Development in Rwanda)
AFER	Association des Femmes Entrepreneuriales du Rwanda (Association of Rwandan Women Entrepreneurs)
AFR/ONI/TPPI	AID/W Africa Bureau, Office of New Initiatives, Training Program and Project Implementation
AFWID	African Women in Development
AID/W	Agency for International Development, Washington, DC
AIDSCAP	AIDS Control and Prevention project
AIDS	Auto Immune Deficiency Syndrome
API	Assessment of Program Impact
ARUSA	Association Rwanda-USA (Rwanda-USA Association, the USAID/Rwanda USAID alumni association)
AFGRAD	African Graduate Fellowship project
ASPAP	Agricultural Survey and Policy Analysis project
ATLAS	African Training for Leadership and Advanced Skills project
AVSC	Association for Voluntary Surgical Contraception
BCR	Banque Centrale du Rwanda (Central Bank of Rwanda)
BRD	Banque Rwandaise de Développement (Rwandan Development Bank)
CBC	Communication for Behavior Change
CBD	Community based distribution system
CCADI	Center for Civil Action and Democratic Initiatives
CCCD	Combating Communicable Childhood Diseases
CCDFP	Centre Communal de Développement et Formation Populaire (communal health center)
CCIR	Chambre de Commerce et de l'Industrie (Chamber of Commerce and Industry)
CESTRAR	Centrale des Syndicats des Travailleurs du Rwanda
CIDA	Canadian International Development Agency (in French: Agence Canadienne pour le Développement International, or ACDI)
CLUSA	Cooperative League of the United States of America
CND	Conseil National de Développement (National Development Council, or National Assembly)
CPR	Contraceptive prevalence rate

CPSP	Country Program Strategic Plan
CRHS	Comprehensive reproductive health services
CRS	Catholic Relief Services
CTRC	Cooperative Training Research Center
CTS	Country Training Strategy
DEA	Diplôme d'Etudes Approfondies
DEUG	Diplôme d'Etudes Universitaires Générales (equivalent of the US associates degree)
DHS	Demographic and Health Survey
DIG	Democratic Initiatives in Governance project
EEC	European Economic Community
ERAI	Education Rurale et Artisanale Intégrée
ESGI	Ecole Supérieure de Gestion et d'Informatique (College of Management and Computer Science)
EXO	Executive Officer
FHI	Family Health International
FP	Family planning
FRw	Franc Rwandais (Rwandan Franc)
FSN	Foreign Service National
FY	Fiscal year
GDP	Gross domestic product
GOR	Government of Rwanda
GTZ	German aid agency
HIV	Human Immunodeficiency Virus
HPO	Health and Population Officer
HRD	Human resource development
HRDA	Human Resources Development Assistance project
HRDM	Human Resources Development Manager
HRDO	Human Resources Development Officer
IBRD	International Bank for Reconstruction and Development (World Bank)
IC	Institutional contractor
IEC	Information, education and communication
INADES	Institut National du Développement Economique et Social (National Institute for Economic and Social Development)
INTRAH	International Program for Training in Health project
IQC	Indefinite Quantity Contract
ISAR	Institut Supérieur Agricole du Rwanda (Rwanda Higher Institute of Agriculture)
JHPIEGO	Johns Hopkins Program for International Education in Gynecology and Obstetrics
LAI	Labat-Anderson Incorporated

LICEDOR	Ligue Chrétienne de Défense des Droits de l'Homme (Christian League for Defending Human Rights)
MACS	Mission Accounting System
MCH	Maternal and Child Health project
MEDIRESA	Médecin Directeur Régional de Santé (Regional Health Medical Director)
MINAGRI	Ministère de l'Agriculture (Ministry of Agriculture)
MINEFINECO	Ministère des Finances et de l'Economie (Ministry of Finance and Economy)
MINEPRISEC	Ministère de l'Enseignement Primaire et Secondaire (Ministry of Primary and Secondary Education)
MINESUPRES	Ministère de l'Enseignement Supérieur et de la Recherche Scientifique (Ministry of Higher Education and Scientific Research)
MINETO	Ministère de l'Environnement et du Tourisme (Ministry of the Environment and Tourism)
MINIFIN	Ministère des Finances (Ministry of Finance)
MINIFOP	Ministère de la Fonction Publique (Ministry of Civil Service)
MINIJEUMA	Ministère de la Jeunesse et du Mouvement Associatif (Ministry of Youth and of Associations)
MININFO	Ministère de l'Information (Ministry of Information)
MININTER	Ministère de l'Intérieur (Ministry of the Interior)
MINIPLAN	Ministère du Plan (Ministry of Plan)
MINISANTE	Ministère de la Santé (Ministry of Health)
MINITRASO	Ministère du Travail et des Affaires Sociales (Ministry of Labor and Social Affairs)
MIS	Management Information System
MOU	Memorandum of Understanding
MSH	Management Sciences for Health
NDP	National Development Plan
NFP	Natural family planning
NGO	Non-governmental organization
NIH	National Institutes of Health
NRM	Natural resource management
NRMP	Natural Resource Management project
OIT	AID/W Office of International Training
OMS	Organisation Mondiale pour la Santé (World Health Organization)
ONAPO	Office National de la Population (National Population Office)
ORTPN	Organisation Rwandaise du Tourisme et des Parcs Nationaux (Rwandan Organization for Tourism and National Parks)
OPG	Operational Program Grant

PACD	Project Assistance Completion Date
PASA	Participating Agency Support Agreement
PCV	Peace Corps Volunteer
PDF	Participant Data Form
PDO	Project Development Office
PID	Project Identification Document
PIL	Project Implementation Letter
PIO/P	Project Implementation Order/Participant
PIO/T	Project Implementation Order/Technical
PIR	Project Implementation Report
PMU	Plan, manage and effectively utilize training
PMPR	Production and Marketing Policy Reform project
PNLS	Projet National de Lutte Contre le SIDA (National Project to Combat AIDS)
PP	Project Paper
PRIME	Policy Reform Initiative in Manufacturing and Employment project
PSAB	Private Sector Advisory Board
PSG	Public Sector Group
PSC	Personal Services Contractor
PSU	Project Support Unit
PTIS	Participant Training Information System
PTMS	Participant Training Management System
PTS	PTS/Training Specialist
PVO	Private Voluntary Organization
RFP	Request For Proposals
RIM	Rwanda Integrated Maternal and Child Health/Family Planning project
RPC	Rwandan Press Center
RT	Regional team
RTT	Regional training team
SAP	Structural Adjustment Program
SER	Support for Economic Reform project
SME	Small and medium sized enterprise
SOMARC	Social Marketing for Change project
STD	Sexually transmitted disease
TA	Technical assistance
TIMS	Training Information Management System
TM	Training Manager
TOT	Training of trainers
UAAC	Université Adventiste de l'Afrique Centrale (Adventist University of Central Africa)

UAC	Unité d'Appui/Conseils (IWACU Support and Advice Unit)
UNDP	United Nations Development Programme
UNFPA	United Nations Family Planning Agency
UNICEF	United Nations International Children Emergency Fund
UF	Unité de Formation (IWACU Training Unit)
UNR	Université Nationale du Rwanda (National University of Rwanda)
USAID	United States Agency for International Development
USDH	United States Direct Hire
USIA	United States Information Agency
USIS	United States Information Service
VSC	Voluntary surgical contraception
WHO	World Health Organization

APPENDIX C
LIST OF INTERVIEWS

LIST OF INTERVIEWS

USAID

Paul Bartholomew, Third Country National, Senior Assistant, Agricultural Development Office

Claudia Cantell, Project Development Officer

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Patrice Nzahabwanamungu, Project Management Assistant, Health/ Population Office

Antoine Ruzigamanzi, Project Manager, NRMP

Emmanuel Twagirumukiza, Deputy Agricultural Assistant

US Embassy, USIS, and Peace Corps

Amb. Robert A. Flaten, US Ambassador to Rwanda

David Rawson, State Department Observer, Arusha Peace Talks

Jane Miginiac, Director, English Training Center, USIS

Medard Mwumvaneza, Information Specialist, USIS

Gloria Peterson, Associate Director, Peace Corps

Faustin Semanza, Program Assistant, USIS

Michael Zorick, Economics Officer, US Embassy

Government of Rwanda

Froduald Bemeliki, Chef de Service, MINIPLAN

Casimir Bizimungu, Minister, MINISANTE

Giovanni Bushishi, Directeur des Bourses d'Etudes, MINESUPRES

James Gasana, Minister of Defense

Valens Gashayija, Directeur du Tourisme, MINETO

François-Xavier Gasimba, Conseiller aux Affaires Politiques et Administratives,
MINEPRISEC

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Jean Damascene Mbonigaba, Chef de Sous-Section, Formation et Programmes Scolaires,
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Alexandre Muhawenimana, Médecin Directeur Régional, ONAPO

Josephine Mukakalisa, Chargée de Programme Scolaire, ONAPO

Anne-Marie Mukakayange, Directrice de Cabinet, MINIPLAN

Alphonse Munyakazi, Chef de Section Santé Familiale, ONAPO

Faustin Musanganya, Directeur des Commissions, Comité National de Développement

Pascal Ndengejeho, Minister, MININFO

Leon Nsengimana, Chargé de Programmes, Santé Maternelle et Infantile, MINISANTE

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Emmanuel Semana, Chef de Sous-Section, Documentation et Publications, ONAPO

Robert Winterbottom, Senior Natural Resources Specialist, MINETO

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Martin Kageruka, Docteur en Sciences Biomédicales, Gynécologue-Obstetricien, Université
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Mr. Zebron Mulindwa, Registraire, Université Nationale du Rwanda

Donors

Colette Craven, Director of Operations, International Bank for Reconstruction and Development (World Bank)

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Dr. Philippe Swennen, Coordinator, Encouragement de Programme National de Planning Familial, German Development Cooperation Agency (GTZ)

Agniola Zinzou, Director, United Nations Fund for Population Activities (UNFDP)

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Bob Campbell, Banker, Member of the Board of Directors, Dian Fossey Gorilla Fund

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Ruth Keesling, International President, Dian Fossey Gorilla Fund

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Innocent Mazimpaka, Secrétaire Général, Ligue Chrétienne de Défense des Droits de l'Homme (LICEDOR)

Patricia McGrath, President, Dian Fossey Gorilla Fund

Judge R. Musgrave, US Federal Judge, Member of the Board of Directors, Morris Animal Foundation and Dian Fossey Gorilla Fund

Nkiko Nsengimana, Coordinator, IWACU

Sylvestre Nsengiyumva, Founder, Kanyarwanda

Jessica Price, Program Officer for Africa, Family Health International

Melvyn Richardson, Veterinarian, Centre Vétérinaire des Volcans, Morris Animal Foundation

Richard S. Roberts, Chief of Party/Technical Advisor, Management Sciences for Health

Juan Schoemaker, Demographic Specialist, IRD/MACRO

Mary G. Smith, Senior Assistant Editor, National Geographic Magazine, Member of the Board of Directors, Dian Fossey Gorilla Fund

Glenn Smucker, DAI, Chief of Party, NRMP

Dieter Steklis, Director, Karasoke Research Center

Bill Weber, Assistant Director, Wildlife Conservation International

John Woods, Treasurer, Dian Fossey Gorilla Fund

Sixte Zigirumugabe, Project Manager, Care International

Businesses and Business Support Organizations

Michel André, Rotary Club Member, retired businessman

Max Boreel, Manager, Bralirwa—brewery—and Consul of the Netherlands

Edouard Bovy, Manager, Banque de Kigali

Pierantonio Costa, Manager, R.M.P.-C.P.Q.-BANDAG—transport—and Consul of Italy

Nizar Esmail, Manager, Rwanda Air Freight

Robert Gaillard, Manager, Rwandamotor

Emma Gasana, Manager, EDICO—paper products

Jean de Dieu Habineza, Permanent Secretary, Association des Industriels du Rwanda (AIR)

Edouard Karemera, Manager, Bureau d'Etudes et d'Avocats-Conseils (BEACO)—legal services

Thomas Kigufi, President, Chamber of Commerce and Industry (CCIR)

Gérard Liesse, Manager, Manumetal

Agnès Mujawimana, Director General, DUTERIMBERE

Justin Ngagi, Manager, Thousand Hills Cars

Evase Nsengimana, Managing Director, Fretrof Horticulture Exporters and President, Association du Développement de l'Entrepreneuriat au Rwanda (APER)

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Daniel Pirard, Manager, Entreprises Pirard—construction

Fidèle Sebulikoko, Manager, Conseillers et Experts

Gaston van den Bossche, Manager Utexrwa—textiles

Tiierry Vanneste, Manager, Sabena

Goretti Uwimana, Managing Director, Ravifra Video-Loc and President, Association des Femmes Entrepreneuriales du Rwanda (AFER)

Michael Zeletzki, Manager, Etiru; President, Rotary Club of Rwanda; and Honorary Consul of Austria

APPENDIX D
BIBLIOGRAPHY

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APPENDIX E

CTS METHODOLOGY, TEAM, AND WORKPLAN

CTS METHODOLOGY, TEAM, AND WORKPLAN

The methodology used to develop the USAID/Rwanda training strategy was based on a design developed by Creative Associates International, Inc. The methodology mandates that training be designed, implemented, monitored, and evaluated for impact on development. Indicators set forth in the Mission's API should assure that training is documented for pre- and post-training productivity and for change on the individual, institutional, and sectoral levels.

Rwanda is the second of a three-country field test for this methodology. The first was a retrospective study conducted in Swaziland from July through September 1992. The USAID/Rwanda strategy to train for impact is the second element, performed in October 1992. The final component will be an evaluation of Mission-sponsored training in Tanzania in January-February 1993.

The team was assembled because of its combined expertise to serve Rwanda and the Africa Bureau. The team leader has fifteen years of experience designing, managing, and evaluating USAID participant training programs, and was the principal subject matter expert on the PTMS and TIMS decision support system development teams as well as an expert on Rwanda. Another team member was key in writing the impact assessment methodology.

The USAID/Rwanda CTS development team included the leader of the team that conducted the first study in Swaziland. The fourth member of the team was an A.I.D./Washington-based specialist for HRDA and ATLAS programs.

The USAID/Rwanda Country Training Strategy began with meetings in Washington, D.C. with various officials within AID/W's Africa Bureau, Creative Associates International and implementing consultants.

The team was in Rwanda for four weeks. After two days of initial planning sessions in Rwanda, the team met with Mission leadership to discuss strategy objectives and new training impact design. These introductory meetings were followed by further in-house discussions with Mission staff concerning sectoral projects and overall opportunities and obstacles faced by project offices. Past training designs were reviewed and project documents analyzed for training impact. The Mission's PTMS system's capability to measure Mission training inputs was assessed.

The second week was spent in the Rwandan community investigating nine major areas of interest:

- CPSP objectives in democratization and governance;

- CPSP objectives in population;
- CPSP objectives in private sector development;
- target of opportunity—AIDS;
- target of opportunity—biodiversity/conservation;
- the current USAID/Rwanda training implementation system;
- international donor activities;
- local training capabilities; and
- a case study of a past Mission institution-targeted training project.

Meetings were held with a host of managers involved in the training process in the specified areas of interest. The list of meetings is supplied in another appendix to this document.

The third week was spent designing the country strategy to support Mission priorities on the basis of the information gathered. At the end of the week, the team met with the PDO responsible for training, the Acting Mission Director, and the Mission's Training Officer. Questions and issues were raised regarding the overall direction of the strategy to train for impact. The team examined the problems the Mission faces so as to identify procedures to implement such a plan.

The Mission accepted the strategy and asked the team to provide a supplemental implementation plan spelling out statements of work, committee compositions, and procedures and roles and responsibilities of all players in the training process. Suggested Mission and GOR actions needed to implement the plan were also requested.

The fourth and final week in-country was spent editing and compiling implementation suggestions, including presenting a variety of management scenarios to implement the strategy to train for impact, depending on the financial and human resources available to the Mission to devote to training.

The team briefed the Mission Director who had been on leave until the team's final week in-country. In order to guarantee the Mission's ability to utilize the strategy fully, the team suggested that the entire Mission and contractors have a joint workshop to outline the strategy's components and roles and responsibilities associated with the successful implementation of the strategy.

On October 28, 1992, the team conducted a three-hour workshop, attended by Mission leadership, POs, PMs, and contractors involved in managing and implementing Mission-funded training in Rwanda. Concerns were voiced and issues raised to improve upon the strategy. Issues which emerged were folded into the final design. On October 30, 1992, a closing debriefing was held with Mission leadership.

The Mission submitted additional comments to Creative Associates International by November 13, 1992. The final document was presented to the Mission on November 30, 1992.

The team's workplan for the country training strategy assignment follows.

PREPARATION OF USAID/RWANDA COUNTRY TRAINING STRATEGY: WORKPLAN				
WEEK	GOALS	TASKS	MEETINGS	PRODUCTS
Week 1: 10/5-10	<ul style="list-style-type: none"> Gain understanding of Mission direction and relationship to CPSP Devise team strategy; secure Mission approval Gain understanding of Mission perception of CPSP strategic sectors Get list of Mission issues and concerns re: training 	<ul style="list-style-type: none"> Develop team strategy and approach Develop workplan Meet with Acting Director and PDO to gain consensus on CTS SOW Determine and meet with Mission work groups Collect and review documentation 	<ul style="list-style-type: none"> Acting Director PDO Mission work groups (training office; agric/natural resources; health/population; democratization; private sector; controller) 	<ul style="list-style-type: none"> Approach to CTS Workplan Mission interview guides Preliminary CTS Table of Contents Institutional assessment interview guides
Week 2: 10/12-17	<ul style="list-style-type: none"> Understand strategic CPSP sectors, institutions, and linkages Select strategic sector institutions for analysis Assess pre-conditions and linkages necessary for impact Understand perceived training needs in Mission strategic sectors Understand system providing training in Rwanda 	<ul style="list-style-type: none"> Identify strategic CPSP sector institutions for analysis Assess CPSP strategic sector institution capacity to plan, manage, and effectively utilize training Pilot study impact of training on selected institutions 	<ul style="list-style-type: none"> Target institutions in Mission strategic sectors Institutions providing relevant training within Mission strategic sectors, including USIS Donors 	<ul style="list-style-type: none"> Revised CTS outline
Week 3: 10/19-24	<ul style="list-style-type: none"> Finalize analysis Develop preliminary strategy Present preliminary CTS to Mission management for feedback Assess realism of 4 week timeline 	<ul style="list-style-type: none"> Finish field work Prepare strategy presentation to Mission: findings, implications, and suggested strategy for training Assess progress against projected workplan 	<ul style="list-style-type: none"> Friday 10/23: brief Deputy Director and PDO on CTS framework, findings, and direction 	<ul style="list-style-type: none"> CTS preliminary presentation materials Updated CTS outline CTS rough draft
Week 4: 10/26-31	<ul style="list-style-type: none"> Gain Mission approval for CTS direction, strategy, and recommendations Finalize CTS draft 	<ul style="list-style-type: none"> Revise CTS, incorporating Mission feedback Check findings in field Present CTS to Mission Director Present CTS to Mission staff 	<ul style="list-style-type: none"> Monday 10/26: brief Director on CTS framework, findings, and direction Wednesday 10/28: Mission-wide workshop on strategy for training for impact Friday 10/30: leave final draft; debrief 	<ul style="list-style-type: none"> Draft CTS
WITHIN 4 WEEKS (by 11/30/92)	<ul style="list-style-type: none"> Finalize USAID/Rwanda Country Training Strategy 	<ul style="list-style-type: none"> Finalize CTS Send to Mission 		<ul style="list-style-type: none"> Final CTS

APPENDIX F
SAMPLE INSTRUMENTS

SAMPLE INSTRUMENTS

Before an individual is sent for training, focused information-gathering must be undertaken in order to make sure that the training intervention meets Mission criteria and articulates specific behavior changes (the objectives for the training). It is important that the measurements of impact are developed and articulated.

Listed below are sample instruments that can be used to obtain the information required by the Mission's strategy to train for impact.

A. Sample Project Sector Study For Training Utilization

This is an outline of the issues to cover when analyzing training utilization within a sector.

- A. Strategic role of sector in Rwanda and the CPSP
- B. Strategies for outputs and hypotheses for impact
- C. Map of the sector
 - 1. Description
 - 2. Target populations
 - 3. Analysis of relationships
 - 4. USAID interventions
 - 5. Capacity building targets
 - 6. Comments on relationship to impact
- D. Sector Targets/Organization Analysis
 - 1. Selection of institutions
 - 2. Organization description
 - 3. Capacity to plan, manage, and effectively utilize training
 - 4. Perceived training needs
 - 5. Exogenous factors
 - 6. Summary and conclusions
- E. Sector (and/or project) Training Strategy
 - 1. Impact indicators
 - 2. Instruments of measurement
 - 3. Training needed for planning, managing, utilizing training
 - 4. Logistics of data collections

5. Institutionalization of impact measurement
6. Use of PTMS
7. Needed assessments in mid and final evaluations
8. Additional longitudinal studies required
9. Reporting of impact:
 - a. institution to GOR
 - b. contractor (project manager) to USAID

F. Suggestions for changes in training process

G. Emerging needs to be addressed in future CPSPs

H. Monitoring national growth and change

B. Pre-Training Information

In order for impact to be documented and empirically established, baseline data and post-training data must be collected and compared.

Baseline data applies to the institutions as well as to the individual participants benefiting from training.

Listed below are sample instruments for collecting pre-training data.

1. Sample Recipient Institution Inquiry

These are questions to be addressed when determining whether a given institution should benefit from Mission-funded training.

- How has the institution planned, managed, and utilized training?
- Has a training needs assessment been conducted?
- Are institution statistics part of a national manpower development plan?
- Is there a human resources department?
- Is there a Training Officer?
- What training is being requested?

- Is career planning in place?
- Is there a guaranteed job for the individuals upon return?
- What are the institution's objectives?
- Do they fit into the Rwanda national development planning?
- Do they fit into the CPSP objectives?
- What changes are desired through training or other interventions?
- How will the institution measure impact?
- Does the institution meet the Mission's criteria for training?
- If not, how will the institution address the above areas in order to meet criteria?
- What training interventions are suggested?
- What referrals to other agencies are suggested?
- Has this data been documented by contractor?

2. Sample Recipient Institution Baseline Data

If the institution responds to the Mission's criteria for funding training, baseline data on the institution itself must be collected as part of the pre-training data gathering process.

The following information should be included in the institution's baseline data.

- historical data
- number of employees
- type of institution (e.g., NGO, private, parastatal, public)
- type of career plan developed
- institution's objectives in supporting training and desired impact

- type of promotion scheme developed for participant
- process for disseminating newly acquired skills upon return
- database established
- person responsible for the participant during training
- method to measure new skills upon return
- job guarantee — how?
- other participants in the pipeline
- overall training plan complete
- institutional contribution (family support, salary, etc.)
- impact indicators established and instruments designed
- timeline for measuring desired impact

3. Sample Participant Baseline Data Sheet

If an institution is selected for training, in addition to the institution-related baseline data described previously, pre-training data on individual participants must be gathered in order for impact to be measured.

The following list describes examples of the baseline data to be collected on participants.

- biographical information and statistics
- job description
- number of people supervised
- salary level
- mentor at employing institution
- institutional contribution to training (e.g., insurance, salary, airline ticket)

- job responsibilities
- reason for training/changes desired
- monitoring mechanism during training
- guaranteed employment upon return
- identified research/internship areas related to Rwanda
- how family will be cared for
- method of assessing new skills upon return
- sign up for alumni association

C. Post-Training Information

Any impact from Mission-funded training is established by comparing data obtained prior to training to post-training information. The impact assessment is obtained once trainees return at a designated time interval specific to project objectives.

The following list outlines sample issues to be addressed at the individual and institutional levels following training.

1. Returned Participant Impact Data Sheet

Responsibilities for collecting post-training data on participants should be included in contracts for future Mission projects.

Data on alumni should include the categories of information listed below.

- description of training program
- utilization for research/thesis in Rwanda
- needed improvements to training
- major skill area assessment

- desired utilization of new skill areas
- new job description
- people supervised
- salary level
- knowledge dissemination process on the job (e.g., training colleagues, workshops, supervision)
- new job responsibilities
- whether desired objectives/changes were met
- whether the position guaranteed by the employer was acquired or whether it was different
- marketability of newly acquired skills in other sectors
- desired participation in alumni association

2. Institutional Impact Data Sheet

The point of USAID-funded training is to have impact on the institutions receiving training. Post-training information at the institutional level should be required from the recipient institution at a designated time interval after training. The Mission should consider requiring this type of report before further training is offered.

Institutional assessments of impact should cover the areas listed below.

- method for assessing new skills
- changes in participants' behavior on the job
- changes in subordinates' behavior
- new services participants can offer
- changes in job responsibilities

- process for disseminating new knowledge
- utilization of participants' training to benefit institutional productivity
- types of increased/changed productivity (goods and services offered)
- process for measuring the new institutional productivity
- institution's improved ability to meet its objectives linked to training
- improved ability of institution to participate in the sector linked to training
- sector's improved response to meet Rwanda's development needs linked to training
- other exogenous factors which had a role in impact/changes
- institutionalized documentation and reporting of findings

APPENDIX G

MISSION ROLES AND RESPONSIBILITIES

MISSION ROLES AND RESPONSIBILITIES

Roles and responsibilities for Mission leadership, the Training Office, Project Offices and Mission contractors vary depending on the staffing scenario selected.

These roles and responsibilities are detailed in this appendix. Each staffing scenario is illustrated with an organizational chart.

A. Mission Leadership

Mission leadership has responsibilities that are both internal and external, i.e., concern Mission requirements as well as GOR.

1. Internal Mission Leadership Responsibilities

- Write impact responsibilities into all PO, PM, and contractor statements of work.
- Participate on or monitor private and public sector boards.
- Assure that project and Mission-managed training initiatives have been accommodated in the Mission management plan.
- Initiate and participate in monthly COP meetings.

2. External Mission Leadership Responsibilities

- Institutionalize the impact structure at MINIPLAN and provide assistance to MINIPLAN to develop a national manpower development plan, human resource development policy, training needs assessment guidelines, and a database to document training impact.

These endeavors should be incorporated into Mission objectives to increase economic growth through systems of transparency and accountability. Leadership should initiate such efforts while the PDO and HRDM set up and manage the boards.

- Follow up on steps taken in October 1992 to present the impact philosophy to GOR.

- Initiate actions with MINIPLAN and MINESUPRES to revamp the current selection process.
- Work with GOR to ensure that salaries are provided during training, that work is guaranteed upon return, and that recognition is awarded to all successful returnees through promotion schemes, career planning, and so on.
- Initiate work with MINESUPRES and other ministries as appropriate to rectify GOR's degree equivalency policy so that alumni of US and other training are utilized appropriately.
- Support boards to minimize Mission responsibilities and promote the HRDM's high profile under the Mission's chosen staffing scenario.

3. Mission Leadership Checklist

- Is GOR fully aware of USAID training strategy and impact?
- Has GOR mandated that institutions participating in USAID training follow USAID guidelines?
- Has GOR committed itself to the USAID guidelines by beginning discussion of how to address the degree equivalency issue, guaranteed returnee job placement, and promotional schemes based on seniority, experience, performance, and academic qualification?
- Is the selection process becoming more transparent?
- Is the Embassy kept abreast of training impact guidelines?
- Is the Embassy supporting the alumni association?
- Have PASAs been signed with Peace Corps, USIS, and the Embassy?
- Are Project Officers fully knowledgeable about the training process and working effectively with contractors and Project Managers?
- Have you received quarterly training reports?
- Have all projects included training impact indicators as an integral part of contractual responsibilities?

- Do API indicators reflect realistic and measurable impact when related to projects with training interventions?
- Does the HRDM have dynamic, professional, interpersonal, and assertive working skills to enable the training unit to implement the strategy under minimal PDO supervision and with maximum positive exchanges with GOR officials?

B. Training Office Responsibilities: High Scenario

Under the High Scenario, Training Office responsibilities are shared between the PDO, a full-time HRDO hired under a PSC, a Training Manager, and a PTMS/Training Specialist.

1. PDO—5 percent

- Supervises and oversees PSC through weekly meetings.
- Provides Mission's required signatures.

2. HRDO (PSC)—100 percent

- Assertively takes on USAID responsibilities, maintaining a high profile for Mission training and expertise in the training and management fields.
- Responsible for Training Manager, the PTMS/Training Specialist and overall Mission training.
- Writes job descriptions for Training Office staff.
- Directly responsible for Mission-managed training: HRDA, ATLAS.
- Coordinates with USIS for training activities including PASAs, pre-departure orientations, and ELC courses.
- Responsible for training follow-up and follow-on activities.
- Works with contractors and POs to develop project indicators.

- Ensures that PTMS/Training Specialist is responsible for PTMS system maintenance; assures that training staff, PMs, POs, and contractors are knowledgeable of PTMS system.
- Sets up, manages, and participates on public and private sector training boards.
- Participates at all contractor/COP meetings.

The HRDO is seconded by a Training Manager and PTMS/Training Specialist, both full-time positions.

These relationships are depicted in the chart on the following page.

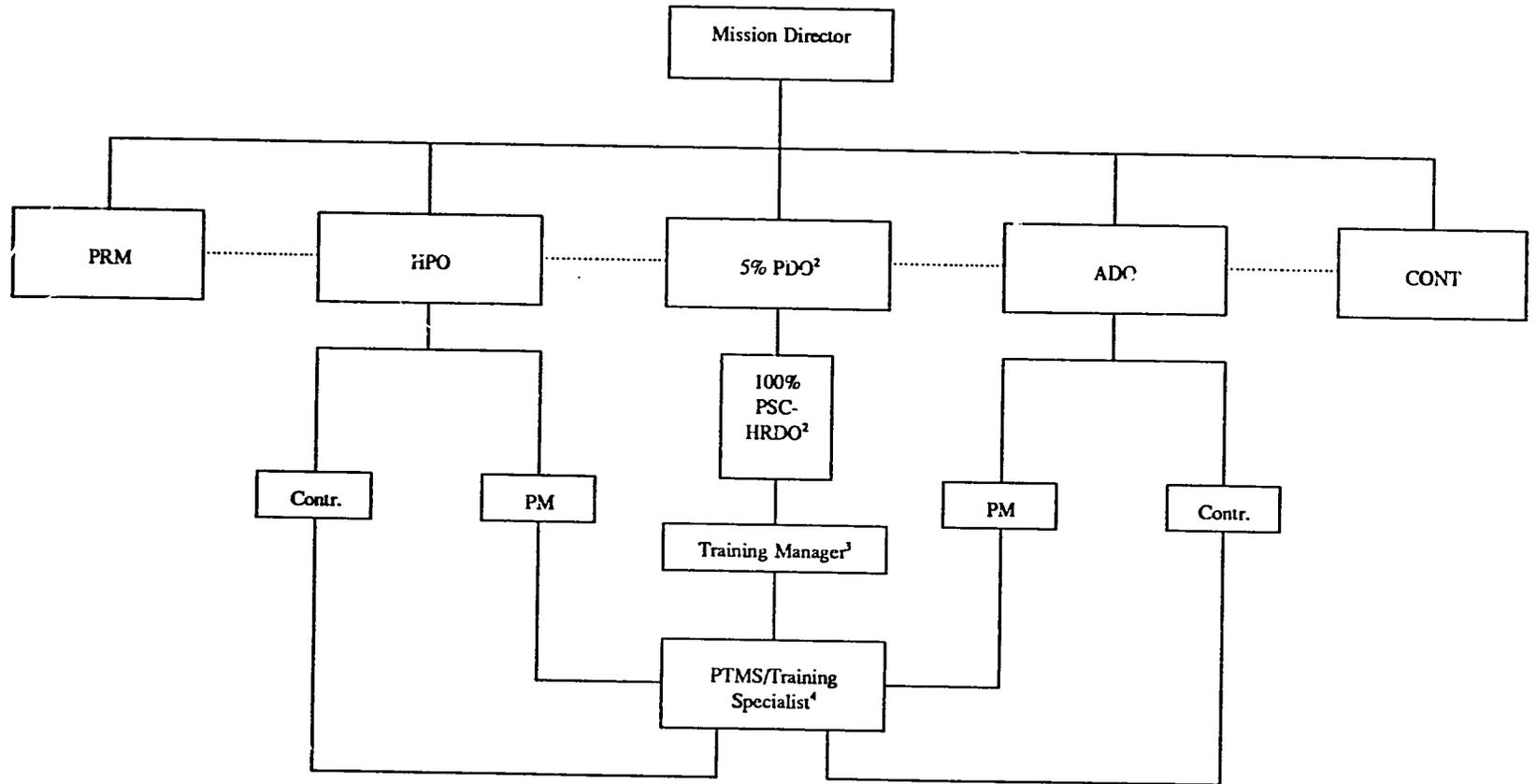
TRAINING ORGANIZATIONAL CHART: HIGH MANAGEMENT SCENARIO¹

LEADERSHIP

PROJECT OFFICERS

CONTRACTORS/MANAGERS

TRAINING PROCESS



¹ Not feasible because of financial and human resource constraints

² Changed position

³ New position

⁴ FSN position

C. Training Office Responsibilities: Medium Scenario

Under the Medium Scenario, the bulk of the strategy set-up and management activities are performed by the HRDO/PDO, who devotes 50 percent of his/her time to training.

A full-time HRDM seconds the HRDO/PDO for managing training, supported by a PTMS/Training Specialist who is responsible for PTMS and for training logistics. Both are FSN positions.

1. HRDO/PDO—50 percent

- Manages and implements training with a USAID direct hire voice and profile.
- Supervises HRDM, PTMS/Training Specialist and overall Mission training portfolio.
- Writes job descriptions for Training Office staff.
- Oversees Mission-managed training: ATLAS, HRDA.
- Ensures that PTMS/Training Specialist handles PTMS system maintenance and assures that training staff, PMs, POs, and contractors are knowledgeable of PTMS system.
- Sets up, manages, and participates on public and private sector training boards.
- Participates at all contractor/COP meetings.

2. HRDM (FSN)

- Manages Mission-funded training: ATLAS, HRDA.
- Coordinates with USIS for training activities including PASAs, pre-departure orientations, and ELC courses.
- Training follow-up and follow-on activities.
- Works with contractors and POs to develop project indicators.
- Participates at all contractor/COP meetings.

The HRDM is assisted by a full-time PTMS/Training Specialist who is responsible for maintaining the PTMS system and for all training logistics.

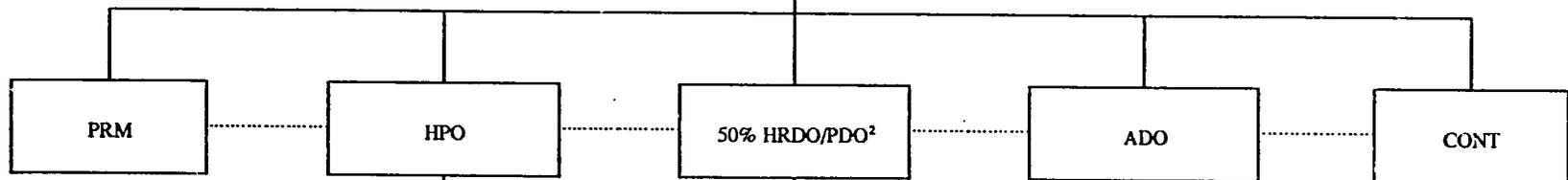
The organizational chart on the following page depicts these relationships.

TRAINING ORGANIZATIONAL CHART: MEDIUM MANAGEMENT SCENARIO¹

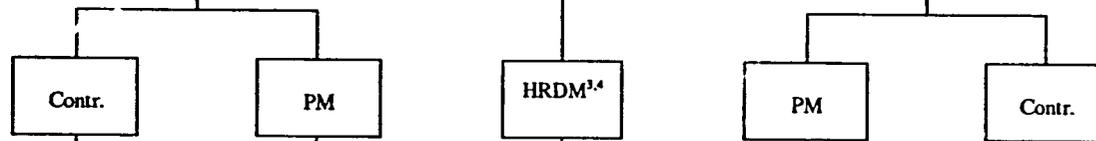
LEADERSHIP

Mission Director

PROJECT OFFICERS

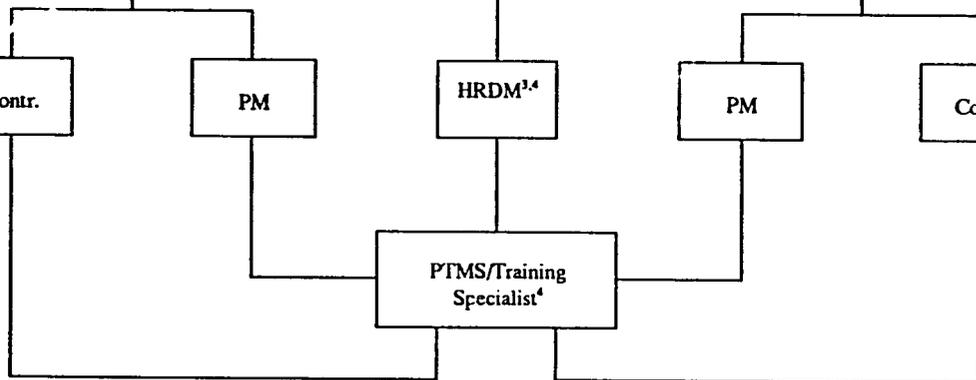


CONTRACTORS/MANAGERS



TRAINING PROCESS

PTMS/Training Specialist⁴



¹ Not feasible because of financial and human resource constraints

² Changed position

³ New position

⁴ FSN position

D. Training Office Responsibilities: Moderate Scenario

Under the Moderate Scenario, nominal direct hire supervision is provided by the PDO/HRDO, devoting 10 percent of time to training activities. The majority of the strategy's set-up and management tasks are performed by a full-time HRDM, a new FSN position.

The HRDM is supported by a Training Manager and by a PTMS/Training Specialist, both full-time positions.

The Mission selected the Moderate Scenario to implement the strategy to train for impact.

1. PDO/HRDO—10 percent

- Monitors formulation of private and public sector selection boards.
- Initiates HRDM's training.
- Monitors Mission-managed training: HRDA, ATLAS.
- Supervises HRDM.
- Participates at COP/contractor meetings.

2. HRDM (FSN)

- Possesses the following attributes:
 - can represent USAID interests to GOR;
 - assertive and dynamic;
 - effective interpersonal skills;
 - knowledgeable about training process, procedures and product;
 - able to handle professional negotiations, contracts, public speaking, writing, organizational/management concerns, and meet with a variety of public and private sector persons and organizations to promote training initiatives; and
 - able to manage Training Office staff and institutionalize procedures.

- Meets with GOR officials to introduce strategy and begin talks about policy changes.
- Meets with international donors to coordinate training procedures and areas of intervention.
- Sets up, manages, and participates on public and private sector training boards providing recruitment, selection, and processing assistance.
- Manages all procedures and activities for ATLAS, HRDA, and Mission-funded PIO/Ps.
- Manages Training Office and keeps PDO/HRDO informed of Training Office activities.
- Manages and participates in contractor/COP monthly meetings.

3. Training Manager

- Possesses the following attributes:
 - organizational and office management skills;
 - ability to perform in-house coordination among PMs and COPs;
 - experience with training and with international programs;
 - ability to supervise subordinates; and
 - effective record-keeping and inter-agency contracting abilities.
- Administers Mission-managed training: HRDA, ATLAS.
- Assists HRDM with board logistics and COP meetings.
- Responsible for assuring that PTS documents on PTMS all Mission training activities including in-country and follow-up indicator evaluation input.
- Manages all pre-departure orientations, follow-on, and alumni association activities including USIS/Embassy collaboration.

- Writes training quarterly reports and other training activity news such as alumni association activities and pre-departure activities.
- Coordinates all ELC course procedures at USIS.
- Assists HRDM.

4. PTMS/Training Specialist

- Possesses the following attributes:
 - computer skills for PTMS utilization;
 - interpersonal skills to work with Project Managers and contractors;
 - assertive enough to ensure PM and contractor PTMS input; and
 - keeps abreast of all new PTMS and TMS programming developments.
- Responsible for all vital training documentation including records, visas, tickets, health certificates, and PIO/Ps.
- Assists Training Manager with all procedures required to run the Mission's training portfolio smoothly.
- Responsible for training to ensure personal and Mission-wide upgrading of PTMS and indicator measurement skills.
- Responsible for entry into PTMS of all Mission participants including short-term and in-country.
- Advises and supervises all PMs and contractors on PIO/P generation and project documentation on PTMS.
- Secures PIO/P contract numbers from controller.
- Checks all PIO/Ps for impact indicators.
- Rids PTMS system of anomalies and assures that the system has documented all Mission-funded trainees.

- Responsible for inputting and filing all participant information received from training contractors and institutions.
- Responsible for documenting all results of training events on PTMS which includes close relationships with PMs and contractors to secure knowledge dissemination.
- Assists Training Manager.

These interrelationships are illustrated in the organizational chart on the following page.

TRAINING ORGANIZATIONAL CHART: MODERATE MANAGEMENT SCENARIO¹

LEADERSHIP

Mission Director

PROJECT OFFICERS

PRM

HPO

10% PDO/HRDO

ADO

CONT

CONTRACTORS/MANAGERS

Contr.

PM

HRDM^{3,4}

Training Manager⁴

PM

Contr.

TRAINING PROCESS

PTMS/Training Specialist²

¹ Chosen Mission Staffing Scenario

² Changed position

³ New position

⁴ FSN position

E. Training Office Responsibilities: Low Scenario

Nominal supervision of Mission training is performed by the PDO/HRDO who devotes 10 percent of his/her time to training.

A Training Manager administers training, supported by a PTMS/Training Specialist. Both are full-time FSN positions.

HRDA funds are deployed to bring in outside technical assistance to set up the strategy, including the public and private sector boards recommended for implementation. This means that Mission-managed training is virtually eliminated under the Low Scenario.

1. PDO—10 percent

- Participates at COP meetings.
- Supervises training unit.
- Supervises project training.
- Uses HRDA funds for training set-up and minimize Mission-managed training.
- Maintains a relatively low training profile.

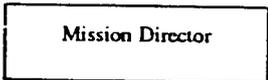
2. Training Manager

- Manages project training, pre-departure orientations, alumni association, ELC contracts, and training follow-up and follow-on.
- Coordinates communication within Mission.
- Supervises PTMS/Training Specialist.

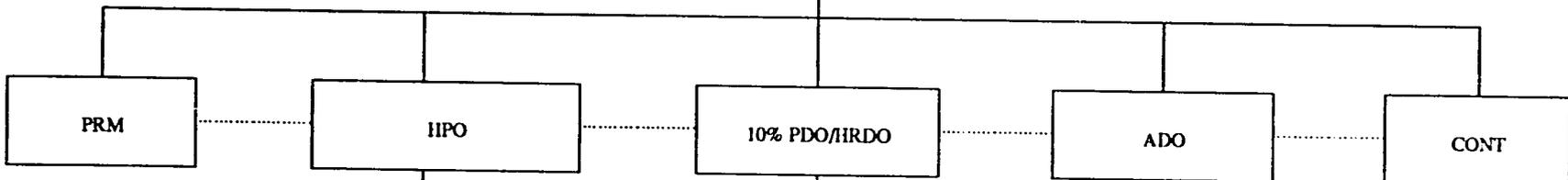
These relationships are shown in the organizational chart on the following page.

TRAINING ORGANIZATIONAL CHART: LOW MANAGEMENT SCENARIO

LEADERSHIP



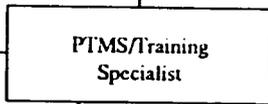
PROJECT OFFICERS



CONTRACTORS/MANAGERS



TRAINING PROCESS



F. Additional General Responsibilities Under All Staffing Scenarios

Roles and responsibilities for training are spelled out for Project Officers, contractors, and, for Mission-managed training for Project Managers.

1. Project Officers

- Become familiar with the Training Office, HRDA, ATLAS, and the PTMS system.
- Use PTMS information to support training decisions.
- Formulate training impact indicators with contractors and PMs.
- Design evaluation longitudinal instruments/studies to secure impact measurement in the PO's sector.
- Supervise PMs so that all participants are proceeding through a standardized system including PIO/Fs, pre-departure orientation, monitoring during training and impact evaluation upon return.
- Review each training quarterly report produced by the Training Manager and identify additional information needed in PO's sector or by PO's staff.
- Participate on public and/or private training boards when related to sector projects.
- Participate in monthly contractor/COP meetings with PMs.

2. Project Officer Checklist

- Is project designed for training impact?
- Have contractors and PMs been introduced to training strategy and training office?
Are they aware of their responsibilities from the outset?
- Have the institution and participant criteria for selection been established?
- Have measurement criteria been established?
- Have all POs and contractors met to standardize the process and share concerns, problems, and successes?

- Are API project indicators relating to training impact realistic and measurable?

3. Contractors

- Complete all project-funded PIO/Ps on PTMS in the Training Office with the assistance of the PTMS/Training Specialist.
- Develop impact indicators with POs and PMs; design all instruments to measure pre- and post-institutional and individual impact.
- Responsible for all filing of impact measurement upon approval of PO and in coordination with the HRDM/Training Office.
- Responsible for assuring impact measurement is institutionalized at recipient institutions.
- Responsible for identifying recipient institutions which either receive technical assistance in order to plan, manage and utilize training or already have the capacity to measure impact.
- Receive information during training events and pass information on to PM, employing institution and PTMS/Training Specialist.
- Responsible for documenting all training with PTMS/Training Specialist, including in-country training.
- Responsible for participating on public or private training board.
- Responsible for participating at COP monthly meetings.

4. Project Managers When Training Is Mission-Managed

- Responsible for PIO/Ps on supervised projects under the supervision of PTMS/Training Specialist.
- Participate in impact measurement development with PO and contractor.
- Assure that all participants are documented on PTMS, including short-term and in-country training.

- Responsible for all filing of impact measurement in coordination with the HRDM and Training Office.
- Responsible for assuring impact measurement is institutionalized at recipient institutions.
- Responsible for identifying recipient institutions which either receive technical assistance in order to plan, manage, and utilize training or already have the capacity to measure impact.
- Receive information during training events and pass information on to PTMS/Training Specialist.
- Responsible for documenting all training with PTMS/Training Specialist, including in-country training.
- Responsible for participating on public or private training board.

5. Contractor/Project Manager Checklist

- Is the type of training determined for institutional impact? Reason?
- How is the institution either capable of planning, managing, and utilizing training or receiving assistance to become capable in human resource development and management?
- How is human resource development being addressed?
- How have training needs been assessed by institution?
- When was the institution's training plan put into effect?
- What are USAID objectives for the project?
- What are the training impact indicators?
- How were they developed? How will they be measured?
- What instruments have been designed to measure impact? What timeline has been established for measurement evaluations (longitudinal studies) of individual, institution, and sector?

-
- Has all information been put into PTMS?
 - Is the recipient institution's database intact?
 - Have arrangements been made for pre-departure orientation, including participation of alumni association, research options, extra curricular activities, culture shock, course selection, health issues, and other program enrichment activities?
 - Will other training project participants (sector wide) be involved in pre-departure orientation or will it be project-specific for your participants only?
 - What system of institutional and contractor monitoring has been devised for the training period?
 - Are participants and the institution involved in training institution and program selection?
 - Has request been made to the institution for an appropriate in-house advisor/mentor to be assigned?
 - Has family care been secured?
 - Are research/thesis options in place?
 - Is there a system that will ensure that participant receives both local newspapers and news from the institution?
 - Are reporting mechanisms in place to the institution and to USAID?
 - Have participant and institution baseline data been collected?
 - Is a timeline in place for training evaluation for impact?
 - Is the alumni association ready to accept the participant and participant's institution upon return?
 - Is a system in place for monitoring both the institution and the participant during training?
 - Has the PIO/P been completed on PTMS and turned in to the PTMS/Training Specialist?
 - Has the PTMS/Training Specialist secured visa, health certificate, tickets?

APPENDIX H
GUIDELINES FOR A PRIVATE SECTOR ADVISORY BOARD

GUIDELINES FOR A PRIVATE SECTOR ADVISORY BOARD

Implementing a private sector training strategy requires a series of tasks to plan, manage, and assure appropriate utilization of Mission-funded training, including:

- identifying private sector training needs;
- ensuring that these contribute to the strategic objectives identified in the CPSP;
- finding suitable candidates for training;
- collecting the baseline data against which the impact of training will be measured;
- developing training plans;
- managing the training process;
- evaluating private sector training activities; and
- collecting longitudinal data to assess the impact of training.

We recommend that the Mission begin by constituting a **Private Sector Advisory Board (PSAB)** to support the implementation of these tasks.

A. Establishing a Private Sector Advisory Board

This PSAB should be constituted according to the lines recommended below for management structure, composition, and role and responsibilities in implementing the Mission's private sector training strategy.

B. Purpose of the Private Sector Advisory Board

The purpose of the Private Sector Advisory Board (PSAB) is to support USAID/Rwanda's strategy for training to contribute to private sector development by recruiting and pre-screening private sector candidates for training, by assuring appropriate utilization of private sector trainees, and by collecting baseline data against which training impact can be measured.

- The PSAB provides the primary technical review of private sector training requests and proposals. This includes reviewing the indicators against which each training event's impact will be assessed.
- The PSAB performs a critical role in ensuring that all training activities that USAID funds are reasonable and will achieve the anticipated impacts.
- The PSAB plays an advocacy role for the constituencies it represents to ensure that all groups in Rwanda have an opportunity to access the training the Mission offers to support private sector development.
- The PSAB reports to USAID on the utilization of training in Rwanda's private sector.

C. PSAB Management Structure

The Mission's PSAB should have the following management structure. Its role and responsibilities in planning, managing, and utilizing training are described below.

- The PSAB should serve as an **advisor** to USAID/Rwanda.
- USAID should work with the PSAB to develop **implementation guidelines** for Mission-funded private sector training—the Mission can request technical assistance to assist in setting up PSAB guidelines.
- USAID should consult with the PSAB to **revise these private sector development training implementation guidelines** on a regular basis to make sure that training remains responsive to changing private sector training needs.
- The PSAB should develop **specific impact indicators** for each training activity it recommends. The Mission can request technical assistance to assist the PSAB in understanding the importance of these indicators and to train PSAB members in how to develop and evaluate training impact indicators.
- The PSAB should **recommend** training activities for funding to USAID, which retains final approval authority.
- USAID **should not sit as a voting member of the PSAB** if the Mission wishes to retain veto power over PSAB recommendations for training activities.

- USAID should **minimize turnaround time** for training activities the PSAB recommends—reducing turnaround time means decreasing the number of approval signators.
- The Mission's private sector training implementation guidelines should be **routinely reviewed and updated** using technical assistance if needed.
- USAID and the PSAB should develop and agree to a **protocol and procedures** to govern the PSAB, covering matters that include Board composition, chairpersonship, meeting frequency, agendas, quorum, sub-committees, and conflicts of interest.

1. Recommended PSAB Composition

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

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

Rwanda has seen the recent development of a number of business support organizations, each representing a particular constituency including small businesses, larger Rwandan businesses, and women entrepreneurs. These business support organizations are ideal candidates for representation on the Mission's PSAB. Their activities and membership are outlined in another appendix to this strategy.

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

To ensure GOR support of the Mission's private sector training strategy, a member of a coordinating ministry such as MINIPLAN should also sit as a voting member of the Mission's PSAB.

If the Mission chooses, other ministries who determine the environment within which the private sector operates can also be included on the PSAB. This might include MINITRASO (labor codes), MINIFIN (financial matters), or others at Mission discretion.

Environmental issues are a cross-cutting concern within the CPSP, and should be addressed in training supporting private sector development in Rwanda. To ensure that this is addressed, either MINECO or one or more of the environmental NGOs could be PSAB members.

USAID should also be represented on the PSAB. At a minimum, the HRDM, Training Manager and a Private Sector Development Manager should sit on the PSAB. However, since the PSAB's role in recommending training activities is purely advisory and since USAID should have final authority to approve training activities the PSAB recommends for funding, USAID staff should be non-voting members of the PSAB.

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

The PSAB should first be established to support the Mission with private sector training under HRDA. As the PSAB evolves, it can be used under other Mission projects—SER, DIG, PVO. These projects' implementing contractors can ultimately sit as non-voting members of the PSAB and can assure secretariat services to support PSAB operations if this function is written into their contracts.

2. Planning Private Sector Training Activities

The private sector training planning process begins with the organizations, cooperatives, and companies who will ultimately benefit from training.

The planning process begins by supporting organizations that request training for their staff to develop specific and detailed plans for this training.

These plans for training include commitments of how the organizations will ultimately utilize Mission-funded training, and through what data this will be demonstrated.

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

Training that supports private sector development in Rwanda falls into two categories.

- training destined for private sector operators, existing small and medium scale businesses, or new business start-ups; and

- training provided for the public sector environment governing Rwanda's private sector—this training should target both public sector target policy makers and day-to-day implementors of GOR policy governing the private sector.

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

- what baseline data exists;
- where this data is housed;
- what baseline data will be collected;
- who is responsible for collecting baseline data;
- how this data will be gathered; and
- when and by whom longitudinal impact studies will be conducted to evaluate the impact of the training requested.

Fortunately, this is easy in the private sector: private sector entities generally will not set aside time for training unless it is for a specific, clearly defined reason.

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

In implementing its private sector training strategy, the Mission should emphasize working with existing recognized vehicles like IWACU: IWACU offers a highly developed institutionalized methodology for planning, managing, and evaluating their training programs.

The Mission can also work with existing vehicles like Duterimbere: Duterimbere caters to Rwanda's women in business, and their training provider capacity can use support in learning to plan, manage, and assess training.

Descriptions of IWACU and Duterimbere are provided in another appendix to this strategy.

3. Managing Private Sector Training Activities

USAID/R, Mission contractors, the PSAB, and beneficiary organizations and companies share the responsibility for managing private sector training activities.

Under the Mission's chosen staffing scenario, the HRDM and TM take responsibility for managing private sector training activities.

4. Assessing the Impact of Private Sector Training Activities

Assessing private sector training activity impact is the shared responsibility of the PSAB, the institutions receiving training, and Mission staff.

Under the Mission's chosen staffing scenario, the HRDM with TM support works to develop the institutional capacity to assess the impact of private sector training activities against the baseline data collected during the training planning phase. The HRDM is also responsible for managing this process.

Longitudinal studies can be the responsibility of outside evaluators if they fall outside project completion dates.

5. Who Does What?

Under the implementation plan proposed, the management structure can be described as follows.

- USAID/R is responsible for overall management of private sector training activities, including working with the PSAB to establish initial operational guidelines, approving requests for training, measuring the impact of training, and, in association with the PSAB, keeping the PSAB guidelines relevant, timely, and responsive to Rwanda's private sector's needs.
 - Under the Mission's chosen staffing scenario, the bulk of the PSAB set-up work is handled by the HRDM, under supervision by the PDO (no more than 10 percent of PDO time goes to supervising training activities).
 - Under the Mission's chosen staffing scenario, the Training Manager provides secretariat services for the PSAB.

- When the PSAB evolves to serve other projects—DIG, SER, PVO—ultimately, those projects' contractors can assume responsibility for PSAB secretariat services when this function is written into their contracts.
- The PSAB is responsible for supporting training planning, reviewing, selecting, and recommending training proposals to USAID/R for approval and, in conjunction with the Mission, for creating initial implementation guidelines and for keeping these guidelines timely, relevant, and responsive.
- Organizations requesting Mission-funded training are responsible for developing complete training proposals, for defining the impact of training proposed, for gathering the baseline data against which the impact of training will be measured, for participating in the management of training activities, and for appropriately utilizing Mission-funded trainees and training.

D. Potential Bottlenecks in Implementing the Private Sector Training Strategy

This section highlights potential bottlenecks to implementing the Mission's private sector training strategy and recommends possible solutions (see table on the following page).

Government policy, Rwanda's particular constraints, and the general environment in which Rwanda's private sector functions are not discussed here, since this section deals with potential bottlenecks to implementing the Mission's private sector training strategy, not constraints to the private sector's operation in Rwanda.

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

APPENDIX I
GUIDELINES FOR A PUBLIC SECTOR GROUP

GUIDELINES FOR A PUBLIC SECTOR GROUP

The Mission should establish a vehicle to support public sector training. A board similar to the Private Sector Advisory Board should be constituted to support training for the public sector.

A. Purpose

The Public Sector Group (PSG) would have a dual purpose:

- to ensure transparency in recruiting public sector candidates for training; and
- to provide a forum for dialogue on exogenous variables affecting the utilization of training in Rwanda--issues that must be solved through public policy decisions.

B. Transparency In Public Sector Recruitment

The Mission has an excellent opportunity to capitalize on the openness GOR has expressed to build transparency into the nomination process. This reduces the system's vulnerability to pressure and cronyism.

At the same time, an open recruitment process will allow USAID to choose candidates for training from among a pool of qualified people which will contribute to higher training success rates for Rwandans.

As with the private sector, the goals will be:

- linking planning training and nomination to utilization and impact;
- concentrating on the organizational capacity to plan, manage, and utilize the training; and
- working toward the utilizing institutions taking responsibility to account for productivity and to demonstrate the impact of Mission-funded training.

C. Addressing Exogenous Variables Affecting Training Utilization

The process of analyzing the current system for planning and utilizing training within GOR revealed issues that must be solved through public policy decisions. These issues affect the utilization of training in Rwanda.

Implementation of this strategy for training for impact takes a phased approach. While it is understood that resolution of these issues may not occur right away, it is appropriate that these issues be raised and discussed as a pre-condition for their eventual resolution.

Issues affecting the utilization of training in Rwanda include:

- degree equivalencies between American and Rwandan academic credentials;
- utilization of training in the public sector, including issues such as incentives, salaries, promotions, post-training employment opportunities, and professional responsibilities; and
- the importance of national manpower statistics in supporting the public sector's desire for impact on its own needs.

D. PSG Responsibilities

The suggested Public Sector Group's roles and responsibilities would mirror those handled by the Private Sector Advisory Board:

- identifying training needs;
- assessing institutional capacity to plan, manage, and utilize training;
- finding suitable candidates for training;
- collecting the baseline data against which the impact of training will be measured;
- developing training plans;
- managing the training process;
- evaluating public sector training activities; and

- collecting longitudinal data to assess the impact of training.

The PSG should again serve in an advisory capacity to the Mission, who retains final authority over training funding.

E. Suggested Composition

The composition of the PSG reflects the roles of the various ministries in the Group's twin objectives:

- supporting the achievement of CPSP objectives; and
- providing a forum for dialogue about and resolution of exogenous variables affecting the utilization of training in Rwanda.

The Mission should invite GOR officials to attend who are likely to contribute to these two objectives. While the final list of officials is the Mission's decision, the following GOR institutions could be represented on the PSG:

- MINIPLAN;
- MINIFOP;
- MINESUPRES;
- UNR;
- MINISANTE;
- MINETO; and
- MINAGRI.

USAID should sit as a non-voting member of the PSG, represented by the HRDM, with secretariat functions assured by the TM.

As the PSG evolves, its usage could be expanded to other Mission projects. These projects' contractors could be included in PSG functioning, thus assuring secretariat functions for the PSG if so specified in their contracts.

F. Who Does What?

Under the implementation plan proposed, the management structure can be summarized as follows.

- USAID/R is responsible for overall management of public sector training activities, including interpreting the implications of a strategy to train for impact to GOR policy-makers, inviting Ministry representatives to sit on the PSG, working with the PSG to establish initial operational guidelines, approving requests for training, measuring the impact of training, and, in association with the PSG, keeping the PSG guidelines relevant, timely, and responsive to Rwanda's and the Mission's needs.
 - Under the Mission's chosen staffing scenario, the bulk of the PSG set-up responsibilities are handled by the HRDM, under supervision by the PDO (no more than 10 percent of PDO time goes to supervising training activities).
 - Under the Mission's chosen staffing scenario, the Training Manager provides secretariat services for the PSG.
 - If the PSG evolves to serve other projects, those projects' contractors can assume responsibility for PSAB secretariat services if their contracts so specify.
- The PSG is responsible for supporting training planning, reviewing, selecting, and recommending training proposals to USAID/R for approval; for discussing the exogenous variables affecting the utilization of public sector training in Rwanda; in conjunction with the Mission, for creating initial implementation guidelines and for keeping these guidelines timely, relevant, and responsive.
- Organizations or ministries requesting Mission-funded training are responsible for developing complete training proposals, for defining the impact of training proposed, for gathering the baseline data against which the impact of training will be measured, for participating in the management of training activities, and for appropriately utilizing Mission-funded trainees and training.

APPENDIX J
QUESTIONNAIRES

QUESTIONNAIRE #1:

QUESTIONING GUIDELINES FOR MISSION PERSONNEL

1. DESCRIBING NATIONAL DEVELOPMENT NEEDS
 - A. DESCRIBE OVERALL SECTORAL NEEDS
 - B. IDENTIFY RECENT SECTORAL NEED CHANGES
 - C. WHERE IS INFO REGARDING THE SECTOR OBTAINED
 - D. DESCRIBE LINKAGES BETWEEN SECTORS
 - E. OBTAIN DOCUMENTATION
2. DESCRIBING USAID'S ROLE IN RESPONDING TO DEVELOPMENT NEEDS
 - A. DESCRIBE THE SECTOR'S ROLE IN THE A.I.D. CPSP
 - B. DESCRIBE PAST PROJECTS. USAID/OTHER IDENTIFY TARGET POPS/TYPES OF TRAINING OFFERED
 - C. DESCRIBE PRESENT PROJECTS. IDENTIFY TARGET POPS/TRAINING SCHEMES
 - D. IDENTIFY INDICATORS USED IN API OR CPSP. WHAT'S BEEN ACHIEVED? WHY/WHY NOT?
 - E. OBTAIN DOCS
3. DESCRIBING RWANDA RECIPIENT INSTITUTIONS
 - A. WHICH HAVE BEEN TARGETED? WHY? TYPE OF TRAINING CONDUCTED?
 - B. WHICH SHOULD BE TARGETED NOW? WHY? WHO?
 - C. IDENTIFY STRENGTHS AND WEAKNESSES IN THE INSTITUTIONS
 - D. OBTAIN DOCS (E.G., INSTITUTIONAL DESCRIPTIONS)

4. DESCRIBING TRAINING INTERVENTIONS

- A. WHAT TRAINING DESIGNS HAVE BEEN USED IN THE SECTOR? WHICH PROJECTS?
- B. WHAT IS NEEDED NOW? (E.G., UMBRELLA, ATLAS, IN-COUNTRY, INSTITUTIONAL TARGET PROJECT W/ CONTRACTOR)

5. DESCRIBING AN OPTIMAL TRAINING STRATEGY

- A. HOW WILL A TRAINING STRATEGY HELP THE SECTOR?
- B. WHAT WOULD YOU LIKE TO KNOW/ HAVE THE TEAM PROVIDE?
- C. TRAINING COMPONENTS WHICH WOULD SPECIFICALLY ASSIST SECTOR
- D. CITE OTHER EXAMPLES OF SUCCESSFUL TRAINING. USAID/OTHER
- E. HOW CAN THE TEAM REPORT BACK TO YOU? WHAT ARE THE SALIENT/RECURRENT ISSUES TO BE ADDRESSED?
- F. OBTAIN DOCS

QUESTIONNAIRE #2:

INTERVIEW FOR INTERNATIONAL DONORS

Name of Institution: _____

Name of Interviewee: _____

Position: _____

Sector: _____

Years organization has been in Rwanda: _____

1.0 Describing Rwandan Development Needs

1.1 Can you describe the overall needs in the sector?

1.2 Can you identify recent changes in needs?

1.3 Where do you obtain information about the sector? Is it reliable?

1.4 Which other donors are active in the sector? How?

1.5 Is there a roundtable of international donors and the GOR to discuss interventions?

2.0 Describing the Donor's Pole in Responding to Rwandan Needs

2.1 Describe the priority of the sector in the organization's strategy.

What are the sectoral objectives?

What are the indicators? How are they/have they been/will they be measured?

2.2 What are the identified target populations? Why?

2.3 What have been past intervention successes? Failures?

2.4 What is envisaged for the future?

3.0 Describing Rwandan Functional Institutions

3.1 Which institutions have been targeted in the sector? Why? What has been successful?

3.2 Who could be contacted within the organization (leadership)?

3.3 What are the strengths and weaknesses of the organization?

4.0 Describing Training Interventions

4.1 What training projects/interventions have you provided?

4.2 What designs have been used (umbrella, targeted institution)?

4.3 Who has been responsible for the measurement of indicators (baseline data and monitoring)? How have you been able to show impact?

5.0 Describing an Optimal Training Strategy

5.1 What is the greatest need in the area of training in Rwanda (e.g., manpower development plan, hrd)?

5.2 How have your training initiatives changed to better serve Rwanda?

5.3 How can training be improved in the sector (e.g., coordination of donors, organization of GOR)?

5.4 Which local training institutions have you supported? Describe successes and failures?

5.5 Prioritize the three most important exogenous factors which affect training initiatives in the sector/country.

QUESTIONNAIRE #3:
INTERVIEW FOR ORGANIZATION MANAGERS

Name of Organization: _____

Type of Organization *(please check one)*: _____

Public____ Private____ Parastatal____ NGO____

Name of Interviewee: _____

Position within Organization: _____

Number of Years Employed with Organization: _____

Number of People Supervised: _____

Number of Overall Staff: _____

Number of Professional Staff: _____

1.0 Description and Role of the Organization

1.1 Describe the organization (goals, objectives, mission statement).

1.2 What is the history of the organization, why/when did it begin, under whose jurisdiction, etc?

1.3 Since inception, describe any major changes or milestones in the organization (relate to specific donor interventions if appropriate).

- 1.4 What sector(s) is/are served by the organization and in what capacity?
- 1.5 What is the source(s) of financial support (government, international donors, etc.)?
- 1.6 Who are the direct and indirect beneficiaries of the services your institution provides?

(Interviewer, obtain reports that document impact (e.g., annual reports))

2.0 Establishing the Contribution of Training

- 2.1 What training has been provided to the organization (one or more individuals) during what time periods? List and indicate donor-funded and non-donor-funded training.

- 2.2 Please indicate whether the training was

academic/degree _____ # of trainees _____

and/or technical _____ # of trainees _____

In addition, please check the appropriate type of training below and the number of participants from the organization.

long-term _____ # of participants _____

short-term _____ # of participants _____

U.S. _____ # of participants _____

third country _____ # of participants _____

in-country _____ # of participants _____

2.3 How has the increased educational level of your employees influenced the effectiveness of your institution?

2.4 If the organization's capacity has increased because of training interventions, how has this influenced the effectiveness (e.g., services rendered) of the institution?

2.5 As a result of training, how many participants have:

- | | |
|--|-------------------------|
| a) been promoted | # of participants _____ |
| b) taken management positions
(mid, senior, expatriate) | # of participants _____ |
| c) provided training to others | # of participants _____ |
| d) had a new position created for them | # of participants _____ |
| e) left the organization | # of participants _____ |
| f) other results (please specify) | _____ |

3.0 Establishing Benefits of Participant Training & How the Organization was Involved in Training

3.1 How did managers or supervisors become involved in an organizational needs assessment or other means of planning for training to meet manpower needs?

3.2 How were members of the organization involved in establishing selection criteria and/or in selecting participants for training program(s)?

3.3 How was the organization involved in conducting career planning with the participant(s)?

3.4 Did career planning focus on development impact or contributions that the participant would be expected to make to the workplace upon return?

3.5 How was the organization involved in the design or selection of the training program? Did you mandate research related to Rwanda? Did you mandate internships or practical trainings? How were these utilized in the organization upon the participant's return?

3.6 What kind of support does the organization provide to the trainee during training?

a. Financial support:

Salary _____
airline ticket _____
benefits to family _____
materials _____
other (please specify) _____

b. Is there any contact, information sharing, or other means of staying involved with the trainee(s) during the training program?

c. Is there a mentor/someone in your organization directly responsible for the participant during training?

Who?

- 3.7 How has the organization planned and prepared for the return of the trainees? How many leavers? What is the organization's turnover?
- 3.8 What specifically does the organization do to support returning participants (promotion schemes, responsibilities, training of other staff, management positions, other benefits)?
- 3.9 How does the organization place the returning participant(s)?
- 3.10 What are the obstacles to returned participant placement in your organization?
- 3.11 What is done to ensure that the organization benefits from participants' new skills?
- 3.12 a. How has long-term academic degree training contributed to the organization?
- b. How has short-term technical training contributed to the organization?
- c. How has in-country training contributed to the organization?
- 3.13 Describe the benefits that your organization has gained from employees being trained.

- 3.14 Are there measures of individual performance that can be used to establish productivity (i.e., are contributions measured or judged)?
- 3.15 Are there measures of organization performance that can be used to establish the individual's productivity (i.e., are the contributions made by returnees measured or judged)?
- 3.16 Describe the obstacles your organization faces as a result of training (leavers, lack of mobility, promotion, placement, the importance of the type of organization [NGO, GOR, parastatal, private]).
- 3.17 Does your institution have an HRD unit?
- How is it structured?
- What are its responsibilities?
- Is it responsible for training?
- 3.18 Does your organization collect baseline data on participant and institutional productivity? (i.e., pre and post participant job responsibilities, productivity, performance and skill assessments).
- Would the organization be capable of gathering and monitoring such information?
- Have you ever been asked to be accountable for such information?

If the institution is currently not able to provide or gather such information, would you be willing to have USAID sponsor such an endeavor as part of your institution's training plan?

3.19 What are your training needs?

Management?

Employee?

3.20 What local institutions exist which could respond to such needs?

4.0 Establishing Development Impact

4.1 How does training improve the lives of:

a. participants

b. colleagues of participants

c. organization managers

d. beneficiaries of your organizational services

- 4.2 Describe specific contributions your organization makes to the development of Rwanda (service to target groups, direct or indirect) that can be linked to training interventions.

- 4.3 How should training programs be modified in order to serve your sector and type of organization more effectively?

- 4.4 Describe the obstacles to development that Rwanda faces as a result of training.

5.0 Other Comments or Observations:

QUESTIONNAIRE #4:

INTERVIEW FOR CURRENT EMPLOYEES WHO HAVE RECEIVED TRAINING

Name of Organization: _____

Type of Organization:

Public:___ Private:___ Parastatal:___ NGO:___

Name of Interviewee: _____

Current Position in Organization: _____

Number of Employees in Department: _____

Number of Employees Directly Supervised by You: _____

Total Years in Organization: _____

1.0 Training Experience

1.1 Have you received long-term degree training, a certificate, or a diploma?

Please indicate type of degree(s) and field(s) of study

(degree)

(field of study)

1.2 Where did you receive this training (location and training institution)?

- 1. _____
- 2. _____
- 3. _____
- 4. _____

1.3 What were the dates of your training program?

1.4 In what age group were you at the time of your training?

19-24___ 25-35___ 36-50___

1.5 How was the degree/training program financed?

Self___ Employer___ *Donor Agency _____
(please indicate agency)

**If donor agency is USAID, please state project/contract, if known.*

1.6 Were you employed by this organization at the time of your training program?

Yes ___ No ___

Position prior to training: _____

Position upon completion of training: _____

1.7 Have you received technical training or short courses of any kind?

In-country___ Third-Country___ *U.S. ___ Other___

**Please indicate only those courses or training not undertaken during your long-term training.*

1.8 Where (location and training institution)?

- 1. _____
- 2. _____
- 3. _____
- 4. _____

1.9 How was training financed?

Self___ Employer___ *Donor Agency ___
(please indicate agency)

**If donor agency is USAID, please state project/contract, if known.*

1.10 What were the dates of the training courses?

1.11 Were you employed by this organization at the time of training?

Yes ___ No ___

Position prior to training: _____

Position upon completion of training: _____

2.0 Recruitment and Selection Process

2.1 How did you become aware of your training program?

Advertisement _____

Individual Employer _____

USAID Project _____

Other (*please specify*) _____

2.2 Was your selection for the training program related to the job that you held at the time of your application? How?

2.3 Were you involved in the planning for your training? How?

Selection of training institution _____

Selection of type of degree/training program _____

Selection of length of training program _____

2.4. Who else was involved in planning your training?

How?

2.5 What was your pre-departure training preparation (notice of selection, departure date, etc.)?

- 2.6 How effective was your pre-departure orientation in preparing you for your departure for training? Describe any English language training.
- 2.7 Prior to your departure, did you develop a career plan? Describe (employer involvement, self, institutional, mandated, etc.)
- 2.8 How did the plan describe a change agent role or a role in development for you upon return?
- 2.9 How did you stay in contact with your employer during your training program? Describe the nature and frequency of the contact (was salary paid during training, health benefits to family, etc.)
- 2.10 How important was the contact with the employer to influencing the content and direction of your training program? Did you have an in-house mentor/advisor or HRD person with whom you communicated?
- 2.11 Were you in close contact with an assigned academic advisor or mentor at the training institution?
- 2.12 How important was your advisor____ mentor____ at the training institution?
- 2.13 What extra-curricular activities did you participate in that were important in making your training relevant? Did you have an internship/practical training?

(Please include any short courses and/or technical training and indicate institution and location.)

2.14 During your training what specific activities did you undertake such as a thesis or a research project that were directly linked to Rwanda?

2.15 How important were these activities to the overall effectiveness of your training program?

2.16 During your training program, how did you monitor events in Rwanda (or at the organization) as they related to your career plans?

2.17 Did you adjust your training program to respond to the knowledge of events back home? How?

2.18 Was monitoring the home situation important to the content and direction of your training? How?

2.19 Did you change your field of study while at the training institution? Explain your reason(s) for changing:

Personal interest _____ Organizational interest _____

Development interests _____ Other _____

2.20 Who did you notify about the change?

2.21 What was your marital status at the time of your training?

Married _____ Single _____ Divorced _____

2.22 If married, was your spouse able to accompany or join you?

2.23 How did your training effect your family life?

2.24 Describe your job placement upon your return from training.

2.25 Was the placement identified prior to your departure for training?

2.26 How important are your newly acquired skills to your job position?

2.27 If your newly acquired skills are **not** utilized in your current job, what value was your training in:

- a. Getting the job
- b. Your daily responsibilities

3.0 Establishing Participant's Contribution to Employing Organization

3.1 Describe your previous job responsibilities.

3.2 What are your current job responsibilities?

3.3 Is it a promotion?

Salary increase

Management slot previously held by an expatriate

Created for you

3.4 Since your return and completion of training, have you received subsequent promotions (relate to areas in 3.3)?

Yes ___ No ___

3.5 How are your new job responsibilities linked to the training you received?

3.6 How do you contribute to your organization's effectiveness? Describe any unusual contributions/achievements and how they are related to training received.

3.7 How is your contribution measured?

3.8 How essential was your training experience in contributing to your job productivity.

3.9 What do you gain from colleagues who have not received training?

3.10 How do you feel you contribute to their ability to perform their jobs effectively?

What do you offer? (staff training, technical skills transfer, etc.)

4.0 Establishing the Participant's Contribution to Development Impact

4.1 Since your return from training, how have your contributions in the organization impacted the development of Rwanda?

4.2 Before training, were you aware of the contribution you wanted to make to development?

4.3 Describe how knowledge of your country's development needs did or did not influence your training plans.

4.4 In retrospect, if given the option to obtain the same degree at the University of Rwanda, any university in the region, or a U.S. university, which would you choose?

In-country _____ Third-country _____ U.S. _____

Please explain why.

4.5 Please provide any other comments/suggestions for USAID-sponsored training programs.

QUESTIONNAIRE #5:

INTERVIEW FOR CURRENT EMPLOYEES WHO HAVE NOT RECEIVED TRAINING

Name of Organization: _____

Type of Organization: _____

Name of Interviewee: _____

Current Position: _____

Other Positions Held: _____

Total Years in Organization: _____

1.0 Training and Employment History

1.1 Prior to your employment, what training did you receive related to the job you are now doing?

Degree___ Technical___ Certificate___ Other___

Field of study: _____

Institution: _____

1.2 Describe your current job.

1.3 Describe any other positions that you have held within this organization.

2.0 Establishing Interviewee's Contribution to Organization

2.1 How do you contribute to your organization's effectiveness?

2.2 How is your contribution measured?

2.3 Describe how you gain (continue to gain) the skills and knowledge needed to perform your job.

2.4 What obstacles (if any) inhibit you from acquiring the skills and knowledge needed to perform your job?

2.5 What do you gain from colleagues who have received training?

2.6 How do you feel you contribute to your trained colleague's ability to perform their job?

3.0 Establishing Interviewee's Contribution to Development Impact

3.1 How have your contributions in the organization impacted the development of Rwanda?

3.2 Prior to employment, were you aware of the contribution that you wanted to make to development?

1.2 Where did you receive this training (location and training institution)?

1.3 How was the degree/training program financed?

Self _____ Employer _____ *Donor Agency _____
(please indicate agency)

**If donor agency is USAID, please state project/contract, if known.*

1.4 What were the dates of your training program?

1.5 Were you employed by your former organization at the time of your training program?

Yes ____ No ____

If no, what organization were you employed by?

1.6 Have you received technical training or short courses of any kind prior to your current position?

In-country _____ Third-Country _____ U.S. _____

Position prior to training: _____

Position upon completion of training: _____

1.7 Where (location and training institution)?

1.8 How was training financed?

Self _____ Employer _____ *Donor Agency _____
(please indicate agency)

**If donor agency is USAID, please state project/contract, if known.*

1.9 What were the dates of the training courses?

1.10 Were you employed by your former organization at the time of training?

2.0 Recruitment and Selection Process

2.1 How did you become aware of your training program?

Advertisement _____

Individual employer _____

USAID project _____

Other (please specify) _____

2.2 How was your selection for the training program related to the job that you held at the time of your application?

2.3 How were you involved in the planning for your training?

_____ Selection of training institution

_____ Selection of type of degree/training program

_____ Selection of length of training program

2.4 Who else was involved in planning your training?

How?

2.5 What was your pre-departure training preparation?

2.6 How important was your pre-departure preparation to the effectiveness of your training?

Please explain why.

2.7 Prior to your departure, did you develop a career plan with your former employer?
Describe (employer involvement, self, institutional, mandated, etc.).

2.8 How did the plan describe a change agent role or a role in development for you upon return?

2.9 How did you stay in contact with your former employer during your training program?

Describe the nature and frequency of the contact.

2.10 How important was the contact with the employer to influencing the content of your training program?

- 2.11 How important was your advisor/mentor at the training institution?

- 2.12 What extra-curricular activities did you participate in that were important in making your training relevant?

- 2.13 During your training what specific activities did you undertake such as a thesis or a research project that were directly linked to your training plan and Rwanda?

- 2.14 How important were these activities to the overall effectiveness of your training program?

- 2.15 During your training program, how did you monitor events in Rwanda (or at the organization) as they related to your career plans?

- 2.16 How did you adjust your training program to respond to the knowledge of events back home?

- 2.17 How important was monitoring the home situation to the content and direction of your training?

- 2.18 Did you change your field of study while at the training institution?

Please explain:

Personal interest _____
Organizational interest _____
Development interests _____

2.19 Who did you notify about the change?

2.20 What was your marital status at the time of your training?

Married _____ Single _____ Divorced _____

2.21 If married, did your spouse accompany you?

2.22 How did your training effect your family life?

3.0 Establishing Participant's Contribution to Employing Organization

3.1 Describe your job responsibilities at your last employer.

3.2 When did you leave that organization? How many years were you associated with the organization?

3.3 Why did you leave?

3.4 How long were you employed with that organization after you received training?

3.5 How were your job responsibilities at that organization linked to the training you received?

3.6 How was your contribution measured?

3.7 Describe your job placement upon your return from training.

3.8 Was the placement with your former employer determined prior to your departure for training?

3.9 Was it a promotion?

Salary increase _____
Management slot _____
Previously held by an expatriate _____
Created for you _____

3.10 After your return and completion of training, did you receive subsequent promotions (relate to areas in 3.24)?

3.11 How important were your newly acquired skills to your former job position?

3.12 If your newly acquired skills are **not** utilized in your former job, what value was your training in the following:

a. Getting the new job

b. Your daily responsibilities

3.13 What are your current job responsibilities?

3.14 How are your job responsibilities linked to the training you received?

3.15 How do you contribute to your organization's effectiveness? Describe any unusual contributions/achievements and how they are related to training received.

3.16 How is your contribution measured?

4.0 Establishing the Participant's Contribution to Development Impact

Previous Organization

4.1 After your return from training, how did your contributions in the organization impact the development of Rwanda?

Present Organization

4.2 Since your move from your former employer, how have your contributions in the organization impacted upon the development of Rwanda?

APPENDIX K
CASE STUDY: ONAPO

CASE STUDY: ONAPO

The Office National de la Population (National Population Office, or ONAPO) has played a major role in the many aspects of family planning/population issues in Rwanda.

ONAPO has also been a major focus of USAID funds for technical assistance and training. ONAPO's process for planning, managing, and utilizing training forms the basis for this case study.

A. ONAPO's Mandate

ONAPO was established on January 16, 1981 as decreed by the GOR Law No. 03/81. ONAPO's objectives as stated in this law are as follows:

- to study all matters relating to the growth of the population, and the impact of population growth on socio-economic development;
- to sensitize all levels of the population to the demographic problems of the country (by means of) an information, education, and training program that will respect the individual, and the liberty, moral, and religious convictions of couples;
- to ensure the appropriate use of family planning methods;
- to study the means of integrating family planning services into primary health care, and advise the authorities at the Ministry of Health on how best to achieve this integration;
- to propose natural solutions for achieving an equilibrium between production and demographic growth; and
- to participate in the elaboration of population education programs for schools.

ONAPO is entitled to engage in all other activities having a direct or indirect bearing on the accomplishment of these objectives.

ONAPO is nominally a GOR office under the Ministry of Health (MINISANTE), though it functions more as a parastatal. At one time, ONAPO was integrated under the Ministry of Social Affairs and Community Development, but this was short-lived.

ONAPO headquarters are in Kigali. The organization has a total staff of approximately 250, with additional ONAPO personnel located in Rwanda's ten other prefectures.

Although an autonomous agency under the supervision of MINISANTE, personnel appointments, particularly senior positions, must be approved by an Administrative Council and sometimes by the Office of the President and the Civil Service Administration. According to the MCH/FP-II Project Paper, many professional slots at ONAPO are not "officially decreed" and therefore do not have career status or tenure. ONAPO has difficulty hiring and retaining staff, including a frequent problem of unfilled vacancies.

B. Pre-Conditions for Impact

This case study examines ONAPO's historical method of planning for, managing, and utilizing training to support its institutional objectives.

The analysis of the current system is followed by recommendations for improvement to support training for impact at ONAPO and for Mission-funded training in general in Rwanda.

1. The Study Group

The case study focused on interviews with ONAPO managers and employees undertaken during the USAID/Rwanda Country Training Strategy's month in-country.

We interviewed two former ONAPO employees who received USAID-funded long-term academic degree training in the US as well as short-term training in the US and Africa.

We then convened a focus group with five high-level ONAPO staff members who received USAID short-term training in Africa and/or the US. One member of the focus group had received long-term training in the US under USAID sponsorship.

The focus group was a random sample representing several different sections of ONAPO. It was organized to provide an understanding of how training was planned, managed, and utilized within the institution.

We developed questionnaires for each category of respondent. These are found in another appendix.

We asked the following questions of the focus group:

- What are the benefits of training?

- What are the obstacles to participating in training?
- What is the process for training? Selection? Orientation? What are the various responsibilities of USAID, contractors, and ONAPO?
- What are the professional results of training?
- What are the problems related to training?
- What are the benefits for the organization?

Our focus group discussions and other interviews yielded results that can be broken down into procedures and issues relating to pre-departure, to the training itself, and to professional reintegration following training.

2. Pre-Departure

Participants learned of long-term training opportunities through the Director of ONAPO, ONAPO's Director of Training, through contractors, or from USAID/R.

Those participants who learned of the opportunity for training directly from the Mission had already participated in short-term training and had learned of the possibility of long-term degree training opportunities during their period of short-term training.

Contractors generally worked as a liaison between ONAPO's Director or Director of Training—who handles other responsibilities as well—and USAID/R in matters concerning training.

Participants were not involved in selecting their training institution, either for long- or short-term training. Long-term participants tended to be more involved in a general way with the selection of their degree program, but they did not necessarily have a choice.

Long-term degree training seemed more strongly correlated to ONAPO's institution-building needs than short-term training, which could more easily be given as a "reward" rather than on the basis of merit.

There was generally no pre-departure orientation for participants undergoing short-term training. Contractors and USAID/R arranged airline tickets, itineraries, and per diem for participants. Participants suffered occasional delays in obtaining passports and visas from GOR. This was occasionally attributed to coordination shortcomings among several ministries.

Participants who learned of long-term training opportunities contacted the ONAPO Director and discussed the possibility of training with her. ONAPO does not have a Human Resources Section and is not required to develop institutional manpower plans prior to requesting or receiving training. Nor do trainees—short- or long-term—develop career plans. Career planning is entirely informal and is done with ONAPO's Director.

3. Training

Participants' sole contact with ONAPO was on an informal basis, initiated by them to inform the Director of their progress and to request documents for research, as needed. Several trainees informally kept in contact with colleagues by letter or telephone.

No department head or other colleague at ONAPO was assigned to assist participants, to provide information about changes within the organization, or to offer guidance for institution-specific research opportunities.

Long-term participants in the US received Rwandan newspapers from the Rwandan Embassy in Washington, D.C. for a small fee and kept in contact with the Embassy and/or the Consulate in New York. In addition, long-term participants kept in touch and exchanged news by letter or telephone with other Rwandans studying in the US. When mandated, the contractor sent trainees local news during the period of training.

Several benefits were cited for third country training. These included:

- the opportunity to exchange information with other Africans;
- GOR regulations to maintain salaries for nine months;
- relative ease of attending to family matters; and
- applicability of training content.

While some of the focus group participants may have received in-country training, they did not so indicate when asked about what training they had received, and USAID/Rwanda does not currently keep such records in the PTMS.

The long-term participants who answered in-depth questions about their training experiences were married at the time of training and stated that the separation was difficult. One noted that the separation was particularly hard on his child and that when an illness occurred it was a concern.

Academic advisors provided both social and academic guidance and direction, particularly regarding coursework, research, internships, and the possibility of workshops and seminars held elsewhere in the US. Some respondents established long-term professional relationships with advisors.

4. Post-Training

Upon return, long-term participants either returned to their previous ONAPO position or returned and were promoted shortly thereafter.

Those who returned to their previous position or returned and were promoted were sponsored by a specific USAID project, MCH/FP-I. However, alumni sponsored under more general training programs like AFGRAD were not guaranteed positions by their employers upon return and had to apply to MINIFOP. They did not know where they would be employed; the wait for employment was often considerable—as an example, nine months.

Upon return, short-term participants returned to their previous positions within ONAPO.

Short-term participants felt they benefitted greatly from training. Advantages cited included:

- improvement in competence and execution of programs;
- better performance of the institution;
- increased intellectual capacity;
- knowledge of new technologies; and
- culture exchange and experience.

ONAPO does not conduct performance appraisals. Workshops and seminars for colleagues only take place on an informal basis. Short-term trainees must submit a report to the Director upon completion of training.

ONAPO does not perform follow-up. The USAID contractor was said to perform informal post-training follow-up.

Returnees were bound by the public sector pay and promotion grading system. Employees who did not participate in training received an annual 3 percent raise. Returned trainees with a degree received a 2 percent salary increase because of their education level, but most often lag behind their colleagues in salary because they forewent increases during their time away.

Why do staff leave ONAPO after training? The focus group said some returnees were seconded without choice to the Ministry of the President or other GOR ministries.

Two prior ONAPO staff members interviewed left the organization two years after their long-term training. They mentioned several elements in their decisions to leave:

- more interesting positions were available;
- they had been doing the same thing at ONAPO as before they left and wanted to use their newly acquired knowledge and training;
- salary issues;
- insufficient or non-commensurate responsibilities;
- they wanted more contact directly with people and not with the bureaucracy; and
- they wanted or needed a change.

C. Recommendations For Maximizing Impact

Recommendations for maximizing impact in public sector health training projects fall into three categories: pre-departure, training management, and post-training activities.

1. Pre-Departure

USAID should sponsor a short orientation just prior to departure for every US and third country training event. The contractor and USIS should be involved where appropriate. Logistics, financial requirements, cultural questions, and career plans should be discussed.

Long-term training requires more extensive pre-departure programs. These should be held either by the contractor or by the Mission and USIS, depending upon the contractual arrangements. For instance, under HRDA, USAID and USIS would arrange pre-departure orientation; under ATLAS, the Mission could simply offer a short orientation because AAI provides an in-depth program upon participants' arrival in New York.

ONAPO and MINISANTE should be responsible for maintaining positions until the targeted individuals have returned from training.

An individual advisor/mentor at the employing institution should be designated and ensure the accessibility of documents and institutional support for research.

Participants and management should be clear and in agreement about the role the participant is expected to play upon return from training. This applies to both long- and short-term training.

Evidence shows that training has the greatest impact when career planning takes place.

Selection criteria should favor participants with prior work experience.

2. Training

Participants should establish their own institutional linkages to form continuing relationships with other professional institutions.

For family reasons, married participants should consider third country or in-country training whenever possible, although participants should be responsible for the ultimate choice of their long-term training location.

A formal structure for communicating with the employing institution during training should be established.

3. Post-Training

The USAID contractor and employing institution should organize follow-up re-entry orientations with appropriate Mission participation.

A placement and promotion scheme should be clearly developed to avoid returnee unemployment and job dissatisfaction. Such a training utilization scheme might also prevent returnees from being seconded for jobs which do not utilize their newly acquired skills.

Employing institutions should pay membership fees to professional organizations to maintain relationships and ensure the continued knowledge dissemination process for staff once they have returned. Such memberships could also afford opportunities for future participation of the institution in international conferences and publications related to areas of interest.

D. The Impact Of Training On ONAPO

The most recent PTMS reports from USAID/Rwanda indicate that 103 of the total number of 567 USAID participants were trained in health/population fields, representing almost a fifth of all Mission training in PTMS.

One can find USAID alumni at the highest levels and within the managerial ranks of MINISANTE and ONAPO, in the central bureaucracies of Kigali, and within the regional structures of these organizations. Other Mission alumni are working within other Ministries, and in the community of donors and NGO/PVOs.

The Mission's PTMS reports do not accurately reflect the current status of many former USAID trainees working in the health and population fields. In order to develop the focus group, it was necessary to consult with a leaver as to where many of the staff once trained were currently working. Of the approximately 50 trainees at ONAPO, 21 were no longer there, representing a 42 percent attrition rate. Former ONAPO staff were pursuing higher education—one under USAID sponsorship—seconded to the Ministry of the President, working elsewhere within GOR, in private sector, or with NGOs, unemployed, or deceased.

Academic degree and technical training has strengthened participants' individual capacities. Local institutional capacity-building has been diminished by lack of planning, inadequate management, and insufficient utilization of training. All these aspects could be greatly enhanced.

Impact begins when a participant returns. To be able to better quantify that impact, in future training with ONAPO, the above recommendations, as well as those elaborated elsewhere in this report, should be considered in project design and implementation.

Several current employees who had received short-term training under USAID sponsorship noted that leavers who remain in the health field know ONAPO and serve as a liaison for those remaining at ONAPO to the NGO community and to donor organizations. Some leavers are serving in other capacities directly related or unrelated to their training.

ONAPO has underutilized USAID-funded training on the institutional level. This has contributed to brain drain. Impact cannot be determined until ONAPO—as well as contractors and the Mission—are able to responsibly plan, manage, and utilize training.

As a final, encouraging point, the Chief of Party/Technical Advisor for MCH/FP-II has developed a database of USAID trainees at ONAPO. He is working on data entry with a staff member in ONAPO's Personnel Administration department. USAID should encourage this endeavor and make resources available for training this individual, if appropriate, so that the database will be sustainable within ONAPO.

APPENDIX L

USAID/RWANDA CTS PROJECTS (FY 93 - FY 97)

USAID/RWANDA CTS PROJECTS (FY 93 - FY 97)

USAID/Rwanda offers a range of projects to support its CPSP objectives. Project titles, dates, and purposes are detailed below for population, governance/democratization, private sector development, HIV/AIDS transmission reduction, and biodiversity-natural resource conservation. The Mission also has two training projects which can be used to serve CPSP aims.

A. Population

- **Maternal and Child Health/Family Planning II (MCH/FP II)** 7/89-11/94

To expand and improve the delivery and use of population and family planning (FP) information and services in Rwanda through both the public and private sectors; to increase the number of acceptors of FP information and services by providing a broad range of contraceptive methods at health facilities nationwide.

- **Rwanda Integrated Maternal Child Health/Family Planning (RIM) FY 92-FY 97**

To increase the capacity of the Ministry of Health to provide reproductive health care to Rwandan women and men.

- **Population Project** FY94-FY99

The population project is foreseen but not yet under design. Dates are tentative; it is expected that the upcoming population project will begin once MCH/FP-II is completed.

B. Governance

- **Democratic Initiatives in Governance (DIG)** FY93-FY97

DIG aims to promote substantive citizen participation in Rwanda's emerging democratic process. DIG's goal is to produce a new social contract in Rwanda that provides for sustainable, self-renewing democratic governance. DIG is currently at the pre-PID stage.

C. Private Sector

■ **IWACU Cooperative Training** 7/85-3/93

To strengthen the management and commercial activities of cooperatives and unions by reinforcing field training and follow-up activities.

■ **Production and Marketing Policy Reform (PMPR)** 9/91-6/93

To contribute to growth in employment and production in the medium term by increasing competition in the short run, and subsequently production and employment, in manufacturing and related sectors.

■ **Policy Reform Initiative in Manufacturing and Employment (PRIME)** 9/85-12/93

To assist the GOR in undertaking policy reforms, to stimulate production and employment in the manufacturing sector, and to promote growth among small and medium sized enterprises (SMEs).

■ **PVO Support** FY93-FY98

To strengthen the institutional capacity of PVOs, and particularly Rwandan PVOs, engaged in private sector development activities as a means of expanding the opportunity of Rwanda's primarily rural farming population to seek out non-farm employment opportunities.

■ **Support for Economic Reform (SER)** FY94-FY97

To provide the analytical base and technical skills to buttress the structural adjustment program and USAID program assistance for economic reform.

D. HIV/AIDS

■ **AIDSCAP** FY94-FY97

AIDSCAP aims to decrease the rate of sexual transmission of the HIV virus by providing increased access to condoms, including improved management and logistics of delivery and emphasis on private sector delivery, decreasing rates of sexually transmitted diseases in cooperation with the RIM project, and by providing

appropriate information based on up-to-date behavioral research to induce positive changes in sexual behavior. AIDSCAP is at the pre-PID stage.

E. Biodiversity and Conservation

■ **Natural Resource Management (NRMP)** **6/89-6/95**

To reduce erosion on Rwanda's hillsides; promote sustainable use of the country's wetlands; protect its natural forests; and increase coordination by the GOR of activities affecting the natural resource base.

■ **Natural Resource Management II (NRMP II)** **FY92-FY97**

To reduce erosion on Rwanda's hillsides; increase the sustainable use of the country's wetlands; protect its natural forests; and coordinate the GOR and donor activities affecting the natural resource base.

F. Training Projects

■ **Human Resource Development Assistance (HRDA)** **2/88-9/95**

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

■ **African Training for Leadership and Skills (ATLAS)** **1990-2005**

To improve the ability of African institutions and organizations to plan and promote sustainable development by strengthening leadership and technical abilities and enhancing the professional excellence of individuals serving in African public and private sector entities, including universities, research centers, and other key development institutions.

APPENDIX M

PROFILE OF RWANDA'S FORMAL EDUCATION SYSTEM

PROFILE OF RWANDA'S FORMAL EDUCATION SYSTEM

A. Supporting Government Structure and Budget

Rwanda has two separate ministries for matters relating to education.

- MINEPRISEC: Ministère de l'Enseignement Primaire et Secondaire—handles primary and secondary education.
- MINESUPRES: Ministère de l'Enseignement Supérieur et de la Recherche Scientifique—is GOR's voice for policy on university education.

In past years, GOR's total budget for education—primary, secondary, and university—varied from 20 to 25 percent of GOR expenditures. Primary education received approximately 70 percent of this amount.

For 1992-93, the total national budget is FRw 46,789,093,000. MINEPRISEC has requested 13 percent, or 6,792,850 FRW. With the costs of the war and the demands of 18 other ministries, it is not assured that MINEPRISEC will receive this amount.

Both primary and secondary school charge tuition as well as for uniforms and materials. This restricts some children from primary school attendance, and many from secondary school, where costs increase significantly.

B. The Rwandan Academic System

Rwanda's formal educational system is modeled on Belgium's with three components: primary school, secondary school, and higher education. Until independence in 1961, schools were run by the Catholic Church.

GOR undertook major reforms of the education system in 1979, and again in 1989. The current system can be summarized as follows.

1. Primary School

There are six years of primary school and Rwandan children begin school at age seven. The academic year runs from October to June. Entrance into secondary school depends on passing a national examination.

In the educational reforms of 1979, primary education was extended to eight years.

STRUCTURE OF THE PRIMARY SCHOOL SYSTEM IN RWANDA		
CYCLE	LENGTH	PURPOSE
First	3 years	Basic skills development
Second	3 years	General courses
Third	2 years	Reinforces general coursework; trades/crafts initiated

The final two-year cycle was named ERAI (Education Rurale et Artisanale Intégrée—Integrated Rural and Artisanal Education). GOR hoped each local community would eventually have 10 centers devoted to ERAI (so named CERAI). This figure was later modified to two ERAI centers per community.

In 1989, GOR evaluated Rwanda's education system and primary school reforms were phased in as of 1990. Primary school returned to six years. The reform process will be completed by the 1993-94 school year.

While girls made up almost 50 percent of total primary school enrollment in 1990-91, their attendance rates were lower than boys'. As in past years, this is due to the household chores and family responsibilities expected of Rwandan girls.

Language is a major issue in Rwandan education. A goal of the 1979 reforms was to reinforce the learning and appreciation of Kinyarwanda. French language studies did not begin until the third cycle of primary school. Today, Rwandan students begin learning French in the fourth year of primary school, although some schools in Kigali are now introducing French in the first year.

A MINEPRISEC goal is for all Rwandan children to complete primary school. Enrollment rates for the 1990-91 academic year were 62 percent.

According to MINEPRISEC, Rwanda's primary school statistics can be summarized in the table on the following page.

PRIMARY EDUCATION IN RWANDA					
CLASSIFICATION	86-87	87-88	88-89	89-90	90-91
Total enrollment	904,378	969,908	1,030,182	1,058,529	1,100,427
Female enrollment	445,040	478,702	509,960	525,918	547,869
Enrollment rate for age cohort	58.7%	60.6%	62.1%	62.1%	62.0%
Number of schools	1,612	1,633	1,646	1,671	1,710
Number of classrooms	21,665	23,095	24,086	24,927	N/A
Number of teachers	16,003	16,975	17,921	18,524	19,183
Student-teacher ratio	57:1	57:1	57:1	57:1	57:1

2. Secondary School

Admission into secondary school is reserved for students who pass the National Competitive Examination for Admission to Secondary School, the final examination of primary school. Those who do not pass may enter three-year ERAI programs. The three major trades/crafts taught are agriculture, masonry/construction, and home economics—sewing, knitting, family planning.

Not all Rwandans who pass the national entrance examination enter secondary school, generally because of tuition costs or family responsibilities. Some 10 percent of primary students continue their studies at the secondary school level. The number of students passing the National Examination was not available.

Secondary education is considered professional training. Students follow different academic paths such as science, math, physics, literature, secretarial skills, or arts and letters, and technical programs, e.g., nursing. A student can receive a diploma after four years (A3) or at the end of secondary school, after six years (A2).

The following tables illustrate the distribution of Rwanda's secondary students among public, certified private, uncertified private, and ERAI vocational schools. MINEPRISEC provided the figures in the following tables; the CTS team calculated the percentages.

The bulk of Rwanda's secondary school students attend public schools. This demonstrates a change over the past five years: in 86-87, non-certified private schools accommodated over half of all secondary school students, with public schools handling another third. These proportions have essentially reversed over the last five years.

The proportion of females in Rwanda's secondary schools has remained roughly constant at around 40 percent, as shown in the following table.

SECONDARY EDUCATION IN RWANDA: PUBLIC, PRIVATE AND VOCATIONAL					
CLASSIFICATION	86-87*	87-88	88-89	89-90	90-91
Total enrollment	48,288	58,602	62,783	65,324	70,400
Female enrollment	19,458	24,627	26,473	27,697	30,519
Proportion of females	40%	42%	42%	42%	43%
Public school attendance	37%	35%	37%	40%	40%
Certified private school attendance	5%	5%	4%	12%	13%
Non-certified private school attendance	57%	47%	43%	40%	36%
ERAI vocational school attendance	N/A	13%	16%	8%	11%
Number of schools	403	453	492	505	512
Number of teachers	3,241	4,021	4,356	4,508	4,858
Student-teacher ratio	15:1	15:1	14:1	14:1	14:1

* 86-87 figures for total enrollment in non-certified private schools and for female enrollment in certified private schools are not available.

Over a third of Rwanda's secondary school students are in public schools. Girls account for a third to two fifths of public school students, as shown in the following table.

SECONDARY EDUCATION IN RWANDA: PUBLIC SCHOOLS					
CLASSIFICATION	86-87	87-88	88-89	89-90	90-91
Total enrollment	18,103	20,743	23,363	26,251	28,162
Female enrollment	6,777	7,882	9,165	10,308	11,391
Proportion female enrollment	37%	38%	39%	39%	40%
Number of schools	69	70	78	81	82
Number of teachers	1,305	1,481	1,664	1,719	1,839
Student-teacher ratio	14:1	14:1	14:1	15:1	15:1

Rwanda's certified private schools accommodate the smallest number of Rwanda's secondary school students: the proportion has risen from a twentieth in 86-87 to a tenth in 90-91.

The proportion of females in certified private schools jumped from 12 percent in 87-88 to 40 percent in 89-90. The ratio of females in certified private schools in Rwanda is still rising, as shown in the following table.

SECONDARY EDUCATION IN RWANDA: CERTIFIED PRIVATE SCHOOLS					
CLASSIFICATION	86-87	87-88	88-89	89-90	90-91
Total enrollment	2,589	2,668	2,728	7,636	9,351
Female enrollment	N/A	311	353	3,066	4,059
Proportion female enrollment	N/A	12%	13%	40%	43%
Number of schools	10	10	10	23	27
Number of teachers	174	178	182	425	511
Student-teacher ratio	15:1	15:1	15:1	18:1	18:1

The number of Rwanda's secondary school students attending non-certified private schools has dropped from over a half of all students in 86-87 to just over a third in 90-91.

Female enrollment in non-certified private schools is high, hovering around 50 percent, as shown in the following table.

SECONDARY EDUCATION IN RWANDA: UNCERTIFIED PRIVATE SCHOOLS					
CLASSIFICATION	86-87	87-88	88-89	89-90	90-91
Total enrollment	N/A	7,471	9,740	5,231	7,585
Female enrollment	N/A	4,014	5,035	2,608	3,734
Proportion female enrollment	N/A	54%	52%	50%	49%
Number of schools	N/A	45	70	64	66
Number of teachers	N/A	405	496	322	452
Student-teacher ratio	N/A	18:1	20:1	16:1	17:1

About a tenth of Rwanda's secondary school students are in ERAI vocational schools. Girls account for roughly half of ERAI students as shown in the table below.

SECONDARY EDUCATION IN RWANDA: ERAI VOCATIONAL SCHOOLS					
CLASSIFICATION	86-87	87-88	88-89	89-90	90-91
Total enrollment	27,596	27,720	26,952	26,206	25,302
Female enrollment	12,681	12,420	11,920	11,715	11,335
Proportion female enrollment	46%	45%	44%	45%	45%
Number of schools	324	328	334	337	337
Number of teachers	1,762	1,957	2,014	2,042	2,056
Student-teacher ratio	16:1	14:1	13:1	13:1	12:1

3. Higher Education

Rwanda's institutions offering higher education include the national university, the Université Nationale de Rwanda—UNR—as well as various private institutions. UNR is comprised of nine faculties on two campuses in Butare and Ruhengeri.

Each department's curriculum is divided into cycles. The university's degree cycle structure depends on the major field of study.

UNR awards the following degrees:

- The "Baccalauréat" after the first cycle of university, generally two years. The exceptions are medicine, agronomy, and applied sciences which require three years to complete the first cycle.
- The "Licence" after the second cycle, generally two years after the baccalauréat. Exceptions are again agronomy and medicine which require three and four years, respectively, to complete the second cycle.

All UNR classes are taught in French except for English, Swahili, and Kinyarwanda language and literature courses.

1990-91 enrollments were as follows:

UNR 90-91 ENROLLMENTS		
DEPARTMENT	ENROLLMENT	PERCENTAGE
Medicine	194	8%
Law	223	9%
Economics, Social Sciences, Management	453	18%
Applied Sciences	135	5%
Agronomy	181	7%
Education	211	9%
Science	270	11%
Arts and Sciences	479	19%
School of Modern Techniques (Public Health, Nutrition)	139	5%
Unclassified	214	9%
Totals	2,502	100%

According to the UNR Registrar, total enrollment included 564 women, meaning women comprised 23 percent, or almost a fourth of total enrollment, 552 of these women were Rwandan, while 12 were foreign.

While Rwandans were by far the majority at the university, 90 students from Burundi and 9 from Zaire attended UNR during the 90-91 academic year, bringing foreign enrollment to a scant 4 percent.

The bulk of UNR's students are in first year. As of the 90-91 academic year, no one was enrolled in the highest cycles—fifth and sixth years, as shown in the table on the following page.

UNR ENROLLMENTS BY YEAR: 90-91		
YEAR	ENROLLMENT	PERCENTAGE
First	1289	51%
Second	617	25%
Third	331	13%
Fourth	265	11%
Fifth	0	0%
Sixth	0	0%
Total	2,502	100%

Unfortunately, UNR had not started 92-93 classes at the time of this report in October 1992 because of budgetary problems.

C. Study Abroad

Rwandan students study abroad under foreign government sponsorship as well as their own. Approximately 800 to 900 Rwandans pursue degrees each year elsewhere in Africa, the Americas, Europe, and Asia.

Until the 89-90 academic year, the Soviet Union offered more scholarships to Rwandans than any other country, averaging some 80 a year. Since 1990-91, this number has declined to 10 scholarships.

There are currently 342 Rwandans studying in the Newly Independent States, 200 of whom are in Russia. The majority of students are pursuing bachelors and masters degrees in a variety of fields.

Belgium also offered Rwanda a significant number of scholarships, 25 per year, until 90-91, when the number decreased to 10. There are currently some 100 Rwandans studying in Belgium, 30 of whom are funded by GOR. The Belgian government supports study in medicine, agronomy, law, and pharmaceutical studies. The GOR scholarships are for technical programs such as computer science, engineering, and physics.

Since 1963, Canada has had a strong relationship with Rwanda in higher education. In 1974, the Canadians developed a program of institutional cooperation in economics and

management, applied sciences, and agronomy; professors from the UNR and faculties in Canada, particularly Quebec, exchange posts. In addition, Rwandan students study a number of fields on scholarship in Canada.

The People's Republic of China (PRC) is the fourth country which has strongly supported Rwanda in education. Until two years ago, the PRC provided 16 scholarships on a regular basis; currently, there are 50 Rwandans studying in China. All fields are represented, with emphasis on the sciences.

Other countries which have supported higher education for Rwandans include the United States, Austria, France, Poland, and Bulgaria. This list is by no means definitive as such support varies from year to year.

Until the civil war broke out in 1990, according to MINESUPRES, Rwandans generally returned to Rwanda following education abroad. Rwandans have a strong sense of family, culture, and country. Exceptions include Rwandans who received degrees in the United States and who accepted opportunities to remain to work.

D. Degree Equivalencies

Degree equivalencies are a problem for students who have received degrees abroad, with negative consequences both on professional positions and salaries.

The following tables provide recommended degree equivalencies between US and Rwandan degrees as well as between European and Rwandan degrees.

RECOMMENDED EQUIVALENCIES BETWEEN AMERICAN AND RWANDAN DEGREES

..... AMERICAN SYSTEM

..... RWANDAN SYSTEM

SECONDARY SCHOOL:

		10 years	Diplôme A3
12 years	High School Diploma*	12 years	Diplôme A2*

UNIVERSITY:

2 years	Associates Degree*	2-3 years	Baccalauréat*
2 years	Bachelors Degree*	2 years	Licence* (all UNR fields of study except medicine)
2 years	Masters Degree*	2 years	Licence* (medicine)

* Recommended equivalency

Note that the Rwandan higher education system currently does not grant degrees above the Licence.

RECOMMENDED EQUIVALENCIES BETWEEN EUROPEAN AND RWANDAN DEGREES

..... EUROPEAN SYSTEM

..... RWANDAN SYSTEM

SECONDARY SCHOOL:

		10 years	Diplôme A3
13 years	Baccalauréat*	12 years	Diplôme A2*

UNIVERSITY:

2 years	Diplôme d'Etudes Universitaires Générales—DEUG*	2 years	Baccalauréat* (all UNR fields of study except medicine, agronomy, and applied sciences)
1 year	Licence*	1 year	Baccalauréat* (medicine, agronomy, applied sciences at UNR)
1 year	Maîtrise*	2 years beyond Baccalauréat	Licence* (all UNR fields of study except medicine)
1 year	Diplôme d'Etudes Approfondies—DEA*	2 years	Licence* (medicine)
1 year	Doctorat de Troisième Cycle		No equivalent UNR degree
3-5 years	Doctorat d'état		No equivalent UNR degree

* Recommended equivalency

Note that the Rwandan higher education system currently does not grant degrees above the Licence.

APPENDIX N

ILLUSTRATIVE LOCAL TRAINING RESOURCES

ILLUSTRATIVE LOCAL TRAINING RESOURCES

A. IWACU

IWACU, Rwanda's cooperative training center, is an NGO created in 1984 as the primary agent providing training to Rwanda's cooperatives.

According to IWACU's Coordinator, Rwanda's cooperative movement began in 1949 to facilitate trade and disseminate government policy. In the last five years, cooperatives have been seen more as small businesses, and IWACU has been struggling to retain its independence from the government.

IWACU provides training—primarily in organizational development, accounting, and cooperative management—to existing cooperatives or "groupements" which are cooperative-style organizations not registered with MINIJEUMA.

Cooperatives approach IWACU for training and organizational development services. In the 5 years since IWACU's 1985 cooperative census, the number of cooperatives participating in IWACU training programs has risen from 3250 to 8750. Seventy-four percent of these are agricultural cooperatives; livestock, arts, mines, industries, housing, transport, savings/credit, and insurance account for the rest.

IWACU's 80-person staff is divided into four interrelated operational cells:

- the Unité d'Appui/Conseils (UAC, or Support/Advice Unit);
- the Unité de Formation (UF, or Training Unit);
- the Unité de Recherche Appliquée (Applied Research Unit); and
- the Unité de Décentralisation (Decentralization Unit).

IWACU is funded from various sources as illustrated below.

IWACU SOURCES OF FUNDING (1991)

USAID	28%
Swiss	24%
Meetings/Lodgings	46%
Training Activities	2%

Each year, IWACU trains some 7000 cooperative members, follows up with and supports roughly 100 associations, and arranges approximately 10 networking and exchange meetings for cooperative members.

IWACU perceives its greatest threats as the economy, the war, the potential for lost income when USAID moves to its PVO umbrella project format, and poaching of qualified IWACU staff by international organizations and other NGOs.

1. Planning, Managing, and Following Up On Training

Cooperatives must first approach IWACU with an identified problem. The Research Unit works closely with cooperative members to define training needs. These needs are then passed to UF to manage the training and provide evaluative/follow-on activities. UF relies on a staff of some 30 trainers, most of whom have three-year university backgrounds (Rwandan Baccalauréat) at a minimum.

UF develops IWACU's training materials in Kinyarwanda, provides training, and conducts evaluations and on-site follow-up assessments of training utilization. According to the Director of UF, IWACU will not continue working with a cooperative if its site visits determine that training is not being applied properly or if mismanagement is taking place.

2. IWACU Directions

IWACU is moving to decentralize and to establish regional centers. Since 1985, UF has been working in Gitarama, Gisenyi, Cyangugu, and Gikongoro to set up such centers. Training would ultimately be performed directly from the regional centers, and the IWACU headquarters in Kigali would serve mainly to train trainers for these regional centers.

These regional IWACU centers would be responsible for training in their region, for reinforcing local initiatives, and for producing appropriate training materials.

B. INADES

INADES specializes in local, communal training in agriculture. It develops, publishes, and distributes its own materials. It conducts long distance education courses and follow-up training and assessment.

INADES has trained 1244 agriculture workers and 205 local trainers. Combined efforts have resulted in a 67 percent male and 33 percent female participant rate.

Individuals pay a nominal charge for services rendered. Contacts with community-based organizations in Zaire have supported regional exchanges. The local Caritas has been responsible for literacy training, but INADES would consider supporting such efforts.

INADES has conducted research for CARE and Oxfam, Rwanda. INADES works with the local CCDFPs. INADES has financial statements, course breakdowns, personnel utilization, and other statistical background information published and available.

INADES has a staff of 28 people, 18 of whom are professional staff. These include agronomists, engineers, trainers, and management. INADES management is a member of CCOAIB and interested in adding civic education to their well-established local networks.

INADES is housed in a building constructed by the Jesuits which has offices and material development space as well as classrooms and assorted classroom furnishings (see INADES, Rapport d'Activités 1990-1991 and Inventaire des ONG 1989).

C. ONAPO Center for Training and Research

The ONAPO Center for Training and Research in Reproductive Health was built in 1987 under USAID sponsorship. Located in Kicikuru, a suburb adjacent to Kigali, the one-story edifice includes several classrooms, a library, cafeteria, a contraceptive dispensary, two offices, and a dormitory accommodating sixty.

Two staff members oversee the Center, a Director who works for WHO and a recently named physician, former Médecin Délégué who serves as Deputy.

The Kicikuru Center has a recent relationship with the World Health Organization (WHO) as of June 1991, when WHO and ONAPO signed an agreement. While it is an ONAPO center, WHO is responsible for management. A management committee for the Center has been planned though not yet functioning, and is to include representatives from UNICEF, USAID, UNFPA, WHO, the World Bank, MINISANTE, ONAPO, MINESUPRES, and MINAFFET.

The Center was originally a local training provider, but now has expanded to serve as a regional center. Participants have come from Benin, Guinea, Côte d'Ivoire, and Cameroon, among others.

The Center offers short-term, technical training such as:

- a month-long practical course on Family Health;
- a one-week course on "sensibilisation"; and

- a three-week clinical course with one week of theory and two weeks of practical training.

Participants have included physicians, nurses, and public officials. The Center seems to have done little or no training with lower level health providers. Clinical training takes place at the Kigali Hospital, the university hospital in Butare, and other regional health centers.

The Center's participants take pre- and post-training exams and complete evaluations of the Center. There is no other formal follow-up.

The Center has limited capacity to handle overhead projectors and computers because of the electrical configuration in the Kicikuru area. There are no curtains and when it rains acoustics are very poor.

While the Center's accommodations are less expensive than a hotel, the cafeteria has had operational problems, seems expensive, and is not used at full capacity.

A major issue facing the Kicikuru Center is sustainability. It relies entirely on donor support. For example, the library has been built but has no books or other resources, and the Center must await a donor grant.

D. Other Local Training Resources

Rwanda offers public and private primary and secondary schools as well as the national university. The following list shows the private institutions in Rwanda and the dates of their founding.

- Le Grand Séminaire de Nyakibanda—1914
- Institut St. Fidèle—1985
- Ecole Supérieure de Gestion et d'Informatique, ESGI—1985
- Ecole Supérieure Militaire—1960
- Institut Supérieur des Finances Publiques, ISFP—1986
- Institut Supérieur Catholique de Pédagogie Appliquée, ISCPA—1986
- Institut Supérieur d'Agriculture et d'Élevage, ISAE—1988

Rwanda also offers two private institutions with international status:

- Institut Africain et Mauricien de Statistiques et Economie Appliquée, IAMSEA—1975
- Université Adventiste d'Afrique Centrale, UAAC—1984.

APPENDIX O

OTHER DONOR ACTIVITY IN THE STRATEGIC SECTORS

OTHER DONOR ACTIVITY IN THE STRATEGIC SECTORS

Rwanda has 15 to 20 active donors. Many are small donors devoting resources of \$1 million or less. Rwanda's major donors are:

- the International Bank for Reconstruction and Development (World Bank);
- the European Economic Community (EEC);
- the African Development Bank (ADB);
- the United Nations Development Program (UNDP);
- Belgium;
- France;
- Germany;
- Canada; and
- the USA.

Donor coordination within the GOR has been problematic. MINAFFET is currently responsible for donor coordination, though this mandate may return to MINIPLAN.

As concerns USAID/R's 1992 CPSP strategic sectors, donors have historically been active in private sector development and population, with some interventions in biodiversity and environmental conservation. Governance and democratization are new fields for donor activities in Rwanda.

A. Private Sector Development

Most of the major donors have agricultural programs. Only USAID and the World Bank are currently giving assistance to the private sector in Rwanda.

1. International Bank for Reconstruction and Development (IBRD or World Bank)

The World Bank is active in a wide variety of fields in Rwanda, with major activities in agricultural and rural development, transportation and communication, urban development, water and energy, industrial development, health, and the macroeconomics.

The World Bank is the principal player in Rwanda's Structural Adjustment Program (SAP), instituted in October 1991. SAP Phase One will be evaluated in early 1993, with findings to serve as the basis for SAP Phase Two.

The Structural Adjustment package for Rwanda was a standard one:

- exchange rates—the Rwandan Franc was devalued by 66.7 percent in November 1990;
- tariffs—new customs tariffs (10 to 100 percent, to decrease progressively over the life of the structural adjustment program) took effect in September 1991;
- liberalizing foreign exchange (June 1991);
- fiscal policy (10 percent tax on business income);
- policy environment governing the private sector (pricing policy liberalized and restrictions lifted on profit margins);
- sectoral policies; and
- mobilizing external resources to fund the SAP program.

Phase Two will focus on the banking sector, including restructuring financial institutions like CER, CHR, and BRD.

All World Bank projects include training and the Bank has constructed a training center in Remera.

The World Bank assists small and medium enterprises (SMEs) through lines of credit to the BRD (Banque Rwandaise de Développement) and through research into SME development and the manufacturing sector in Rwanda. There are a number of totally or partially privatized, state-owned corporations (ORTPN, BUNEP, RIZICULTURE, FORGE, OVAPAM, Papeteries du Rwanda) as well as those in the fields of telecommunications and postal services which have worked with the Bank.

Future World Bank projects will include strengthening the role of NGOs as "agents of change," and an SME support program.

B. Population

The significant donors in the population sector are the World Bank, GTZ, various United Nations Agencies, and USAID.

1. The World Bank

The World Bank has two health/population projects in Rwanda, and, like USAID, has worked closely with ONAPO. In June 1991, the Bank signed an agreement with ONAPO for a \$19 million, five year project. Its goals are:

- to lower the fertility rate from 8.6 to 7.2 percent by 1997;
- to improve MCH services; and
- to integrate demographics into macro-economic planning.

The World Bank's other population activity, initiated in 1986, is "Projet Santé Familiale." The Bank is working with MINISANTE on this activity. A second phase is planned. The Project's goals are:

- to integrate FP and MCH services; and
- to improve both the quantity and quality of care delivery.

The Project has enhanced coordination between MINISANTE and ONAPO staff on the regional level.

2. GTZ

The German Development Cooperation Agency (GTZ) has been active in family planning since 1986. Their FP/MCH project, "Encouragement du Programme National de Planning Familial," has been working with ONAPO in two prefectures, Butare and Gikongoro, and since 1991, in Cyangugu as well.

3. United Nations Family Planning Agency (UNFPA)

The United National Family Planning Agency (FNUAP in French) also works directly with ONAPO. UNFPA activities include:

- research;
- financing contraceptives; and
- training.

4. United Nations International Children's Emergency Fund (UNICEF)

UNICEF is active in both health and nutrition in Rwanda. Its major focus is a cost-recovery, improved primary care delivery project.

UNICEF has been active in the expansion of immunizations and also developed the medical cards used by health centers and women.

5. Belgium

The Belgians are working with the Central Hospital de Kigali. Belgium is now expanding its population activities and is starting programs with hospitals in other prefectures.

6. France

The French are primarily involved in placing medical personnel in Rwanda at such organizations as ONAPO, PNLIS, Ruhengeri Hospital, and UNICEF.

C. AIDS

GOR and the donor community have had limited involvement in AIDS control and prevention to date. The upcoming USAID AIDSCAP Project will be a major initiative.

1. World Health Organization (WHO)

WHO works directly with the Programme Nationale de Lutte Contre Le SIDA (PNLS) within MINISANTE. PNLS's primary focus has been epidemiological. They have developed a nascent IEC program coordinating with MINJEUMA and the MINIDEF.

2. Canada

The Canadians are involved in testing and counseling as well as documentation (Documentation and Information Center for AIDS—CDIC).

3. France

The French have built laboratories in Gisenyi focusing on testing and STDs.

4. Belgium

The Belgians have built a laboratory which will serve as a reference center on HIV testing.

5. GTZ

GTZ has been working in several prefectures in Rwanda. GTZ's focus has been primarily on laboratory work, with limited prevention activities. A number of German medical professionals have volunteered to serve with GTZ.

D. Governance/Democratization

Donors in the field of governance and democracy include France, Belgium, Canada, and USAID. Informal coordination has begun at the ambassadorial level.

1. Belgium

The Belgian government, along with several European counterparts, recently organized a study tour for Rwandan journalists in Europe.

The Belgians are also interested in human rights issues and training for the judiciary and the press, and will devote resources to these activities.

2. Canada

The Canadians are working in the area of elections.

3. France

The French government is working with the Rwandan police and MINIDEF on the issue of human rights, and with the GOR on transparency and elections.

E. Biodiversity/Conservation

Donors in the fields of natural resources management and biodiversity include the World Bank, UNDP and France, in addition to USAID.

1. World Bank

The World Bank has projects in forestry protection, policy, management (Gishwati forest), and terracing to combat soil erosion. The Bank is also conducting a biodiversity study.

2. UNDP

UNDP is working in natural resource conservation—soils, wetlands, environment.

3. Other Donors

The Canadian International Development Agency and the Swiss are major players in forestry.

Belgium is the principal donor to ORTPN.

APPENDIX P
BUSINESS SUPPORT ORGANIZATIONS

BUSINESS SUPPORT ORGANIZATIONS

A number of business support organizations have been springing up in Rwanda to supplement the support services provided by the Chamber of Commerce and Industry. Examples and descriptions follow.

A. Association du Développement de l'Entrepreneuriat au Rwanda (ADER)

ADER is brand-new, created in April 1992 following two in-country USAID-funded entrepreneurship seminars. Legalized as a non-profit in September 1992, ADER has several stated goals:

- to defend entrepreneurs' interests to public and financial institutions;
- to develop linkages and solidarity among members by creating a center for training and documentation;
- to develop linkages and solidarity among members and the network of national and international training institutions serving entrepreneurs;
- to encourage permanent training for Rwandan entrepreneurs by supporting local trainers beyond international experts; and
- to raise the image and value of Rwandan entrepreneurship and gain recognition of their effective participation in the country's development.

ADER offers five services to its 66 members.

- Follow-up and assistance to entrepreneurs by approaching donors for business support consultancies.
- Training and documentation by working to secure funding for training (primarily in accounting, business English, and management) at local state, NGO, and private institutions and by providing a centralized resource for documentation on markets.
- Lobbying efforts to Parliament's Economic Commission as concerns the business environment, especially customs, price controls, and the administrative environment.
- A revolving fund for credit in collaboration with a "Banque Populaire."

ADER members pay FRw 5000 for initiation, and FRw 2000 per year membership dues. They meet weekly to discuss their concerns and are working to establish a permanent full-time secretariat to conduct research on entrepreneurs' needs and to house their proposed documentation center.

B. Association des Femmes Entrepreneures du Rwanda (AFER)

AFER's mandate is to promote and develop women entrepreneurs in Rwanda in the industrial sector.

AFER offers training to women for business start-up and expansion, and performs lobbying services to liberalize GOR regulations that have impact on women in business. AFER is working to establish a revolving fund to provide small credits to its members.

Created in February 1989 and given legal status in September 1992, AFER responds to women entrepreneurs' perceptions that other existing organizations do not speak for their particular needs. AFER's membership is composed of women managers (up to 47 members today, from 31 at their inception) primarily in the service sector.

C. Association des Industriels du Rwanda (AIR)

AIR was created in December 1990 to lobby for the interests of Rwanda's bigger businesses. Membership has risen from 20 companies to 49 today, estimated at 80 percent of Rwanda's private industrial sector. Members include manufacturers of beer, bricks, biscuits, pharmaceuticals, cigarettes, paint, and textiles, to name a few.

AIR is the only business support organization outside of the Chamber of Commerce and Industry which maintains a full-time secretariat.

AIR counts among its successes changes in Rwanda's policy and regulatory environment, including simplification of the business registration process and changes in taxation (to be levied on the final product, not on inputs). AIR has also proposed changes in the investment code and is awaiting results.

AIR also provides computer courses for its membership and has arranged study tours to Burundi to develop trade linkages between the two countries.

D. Duterimbere

Duterimbere is a non-profit organization created in 1987 to support small business development by Rwandan women. Duterimbere provides a range of business support services—including training, access to small credit, technical support, and documentation—in agricultural production, small livestock, tourism, trade, and other small entrepreneurial activities. Duterimbere is affiliated with Women's World Banking, the international non-profit credit and training agency.

Duterimbere works to integrate Rwandan women into the economy, to facilitate access to credit, to stimulate the entrepreneurial spirit among Rwandan women, and to improve women's socio-economic standing.

Duterimbere's Kigali headquarters are managed by a general assembly that meets annually. The 11-person board of directors is elected by Duterimbere's 100 plus members, and serves for 3 years. Duterimbere is also represented by regional assemblies.

Duterimbere members pay a FRw 2000 initiation fee in addition to FRw 1000 yearly membership dues. Duterimbere benefits from support from a range of donors, including GOR ministries, CIDA, UNICEF, UNDP, and USAID.

APPENDIX Q
GOVERNANCE SECTOR ORGANIZATIONS

GOVERNANCE SECTOR ORGANIZATIONS

Rwanda is undergoing a process of political liberalization, in part in response to rebel demands. Political liberalization and increased democratization in Rwanda are supported by the donor community.

A variety of organizations have been springing up in recent months. These are briefly described below.

- **CCOAIB:** an umbrella organization whose members include IWACU, ASR, ARAMET, ARDI, ADEHAMU, ADEMYA, DUHAMIC, KORA, and Réseau Femmes; potential members include INADES, ADIKIU, ARTC, and ACORD.
- **CESTRAR:** an umbrella union for Rwandan workers consisting of 16 separate unions. Sixty-eight percent of Rwanda's salaried employees belong to CESTRAR. Protecting the rights of workers, CESTRAR has brought 14 employers to Rwandan courts for trial. The four major areas of intervention include salaries and work conditions; individual rights and legal services; training for improved skills (461 community institution members served); and services for workers such as union stores, pharmacies, etc. CESTRAR publishes its own newsletter and wishes to use radio time to support workers' rights.
- **Haguruka:** a women's association managed by Prof. Charles Ntampaka, UNR.
- **Imbaga:** Imbaga is one of the many newly formed newspapers which has risen to be the third largest distributor in Rwanda (5000 issues). In the past two years, Imbaga contributors have increased from 25 to 103—14 NGOs and 89 associations. Imbaga targets the rural population and has more recently become politically vocal about multiparty democracy. Imbaga aims at self-sufficiency and private sector entrepreneurship within five years.
- **INADES:** a local training institution further described in an appendix to this document.
- **IWACU:** Rwanda's successful cooperative training institution, further described in an appendix to this document.
- **Kanyarwanda:** an association which pressures government to change laws and assure justice and distribution of power. Created by 60 members in 1991, Kanyarwanda now has 240 members, including representation by the six major political parties. Kanyarwanda has its own publication and informs local officials,

foreign embassies, and international agencies (including Amnesty International) of injustices and human rights violations.

- **LICEDOR:** human rights watchdogs registered in 1991, originally founded by Christian churches. Now independent, LICEDOR promotes reporting on human rights violation, especially criminal and economic injustices. The organization's 60-person membership includes 12 lawyers. Officials support the formulation of the new association CLADHO.
- **Radio Rwanda:** the only radio station in Rwanda, it is state-owned, though laws exists for the operation of private stations. Radio officials and local institutions wish to open up radio coverage although complete autonomy has not yet become a reality.
- **RwandaCom:** a private communications company based in Kigali specializing in market research, publication production, and communications consultancies.

APPENDIX R
AVAILABLE RESOURCES

AVAILABLE RESOURCES

USAID/Rwanda enjoys a number of resources that can be tapped for support to implement its strategy to train for impact, which emphasizes using existing tools in its implementation.

Resources are available for training, for technical assistance to support implementing the Mission's strategy to train for impact, and for data-related aspects of measuring and demonstrating impact. Relationships with other US agencies could be formalized, and resources are available for other aspects of training management.

These resources are summarized below.

A. HRDA

The Human Resources Development Assistance (HRDA) Project is a successor to the African Manpower Development Projects. Major mandates of HRDA are increased attention to human resources development for the private sector, with a target of 50 percent of the project's trainees designated for this purpose, and 35 percent of the total training opportunities for African women.

The project emphasizes training activities in Africa: in-country, in third countries, and at regional in-Africa seminars. HRDA is highly flexible, and may be utilized by USAID Missions in creative ways. HRDA funds can be disbursed to support institutional capacity to plan, manage, and utilize (PMU) training, both training providers and receivers, as well as to improve the training procedures and programs of contractors and to support the development of private sector advisory boards.

HRDA is a cross-sectoral project that will be completed on September 30, 1995. It is anticipated that A.I.D./Washington and Congress will approve a successor project.

B. ATLAS

The Mission should utilize ATLAS for long-term training as it is the most cost-effective vehicle. Significant tuition scholarships are negotiated by the participating colleges and universities and the contractor, the African-American Institute (AAI). Pre-selection of candidates is conducted cooperatively by AAI staff, AAI representatives serving in Africa, and USAID Mission staff.

The African Training for Leadership and Advanced Skills (ATLAS) Project, a successor to the African Graduate Fellowship (AFGRAD) Programs, offers undergraduate, graduate, and postgraduate fellowships for highly qualified Africans to undertake academic programs in the United States.

ATLAS is a cooperative effort of participating governments, American universities, the Council of Graduate Schools in the United States, and USAID.

The goal of the ATLAS Project is to improve the ability of African institutions and organizations to plan and promote sustainable development.

ATLAS provides advanced studies in disciplines critical to development, such as economics, business, administration, public health, agriculture, and engineering. At least 30 percent of the awards are reserved for women in order to increase their ability to fill leadership and non-traditional roles in African development.

While final selection is not determined by USAID Missions, any candidate who is not retained through AAI's selection process can be funded under HRDA or other project funds.

ATLAS differs from its predecessor projects because it is a buy-in project, meaning Missions have greater say in programming than under AFGRAD. Final selection of candidates is still performed by the ATLAS Executive Committee of Graduate Deans.

ATLAS includes other activities beyond long-term training.

- Grants of \$5,000 to \$30,000 to local organizations (associations, NGOs, and PVOs) with an active number of US government-supported former trainees, including USAID and USIS.
- Follow-on activities and workshops. The next workshops are on Export Marketing, to be held in late November and early December in Tanzania and Ghana. USAID Missions may nominate USAID alumni who are active in the private sector as well as public sector officials who may not have received training but who direct support private sector development. A further workshop will be held in the Congo in spring 1993 on environmental issues.
- ATLAS funds can be used for short-term training in the United States for former long-term trainees who may want to develop new skills or become familiar with the latest techniques. No English language training is provided. Participants are placed in six month programs at a cost of approximately \$15 to 20,000 per participant. Several USAID Missions exclusively use ATLAS in this way.

C. African Women In Development

In the last two years, A.I.D./Washington's Africa Bureau has strengthened its commitment to women's participation in development by designating three Africa-based women to serve as regional advisors on these issues. The African Women in Development (AFWID) Advisors have regional responsibilities and are located in Côte d'Ivoire, Botswana, and Kenya.

AFWID Advisors are available to travel to USAID Missions within their respective regions to conduct research on gender issues, meet and work with women's groups, and to make recommendations on how to improve the recruitment and selection of women for USAID training.

D. United States Information Service (USIS)

The United States Information Service (USIS), housed at the US Embassy, is a close complement to the resources available at USAID/Rwanda. USIS's English Language Training Center (ETC) offers both informal and intensive English language classes on a quarterly basis, an important component of pre-departure orientation for trainees.

The ETC Director works closely with potential trainees and with those selected for training regarding the application process, the US academic system, and cross-cultural issues.

USIS offers a library and an audiovisual section. Their programs provide for the teaching of the English language and for a better understanding of American institutions and culture. USIS serves as a resource center for English language books and video tapes, and as an organization working directly with trainees and potential training participants.

USAID/Rwanda is funding 50 percent of its English Training Center programs—this proportion will rise to 65 percent in January 1993—and there is an informal relationship regarding pre-departure activities for short- and long-term training. Responsibilities for an annual event for former US government trainees (USAID/Rwanda and USIS) could be clarified. The latter would facilitate strengthening the nascent alumni association, Association Rwandaise-USA (ARUSA).

E. Peace Corps

The United States Peace Corps has fielded from 7 to 30 volunteers at a time in Rwanda, with 16 Peace Corps Volunteers (PCVs) currently in-country.

PCVs have worked in agriculture, health, fisheries, livestock, forestry, and environmental issues. According to the HPO staff of USAID/Rwanda, two PCVs will be a part of the upcoming RIM Project. In addition, PCVs have worked on NRMP. Arrangements for further collaboration between the Peace Corps and the Mission should be formalized.

F. Alumni Association

An alumni association of former USAID trainees can greatly facilitate the recruitment, pre-selection, pre-departure orientation, and return activities of training participants, be they short-term, long-term, or in-country.

In the last few years, the US Ambassador to Rwanda has hosted a reception on an annual basis, with the assistance of USIS, for former US-government sponsored trainees. According to several former USAID trainees, there is an informal association of A.I.D. alumni, ARUSA (Association Rwandaise-USA). The current President is Mr. Augustin Hatar, Director of Radio Rwanda. ARUSA has elected other officers as well.

ARUSA membership was estimated at 50. Many live and work in Kigali, but there are members in other regions who are less active due to their locations.

G. Participant Training Management System (PTMS)

The Participant Training Management, System (PTMS) is a tool that responds to the administration, management, and information needs of individual USAID Missions in the field. The system assists Training Office staff to monitor the many steps related to training activities while providing Project Officers, Managers, the Controller, and Mission leadership with summary reports.

PTMS maintains two categories of information:

- the training funded under the Mission's project portfolio; and
- Mission project information.

For each project, PTMS maintains data on:

- the participants themselves—biographical data;
- the training undertaken;

- how training was funded;
- participants' employment and the impact of training on participant career patterns; and
- the steps required to process training.

HRDA central funds allow basic, intermediate, and advanced PTMS training visits to USAID Missions as well as workshops in Washington, DC and regionally in Africa by Labat-Anderson Inc., the Africa Bureau's current contractor. The workshops target both Mission staff, leadership and contractors.

H. Other Data Sources

The Mission has on file a number of reports from other data sources, including reports from AAI, the AFGRAD and ATLAS contractor, and from PTIS, OIT's US-based training management information system. Participant files, MACS reports, PIO/Ps, PIO/Ts, and PILs represent other sources of data on participants and their training.

The Mission should take advantage of this variety of data sources to clean up its PTMS system. Data anomalies should be corrected, and the backlog of Mission-funded training entered into the system so that it can serve its purpose as the Mission's primary management information tool for training.

I. Other Training Resources

Mission Training Office staff should become more familiar with the resources and assistance available from USAID/Washington, including the Office of International Technology (OIT), Bureau of Africa/Operations and New Initiatives/Technical Programs and Project Implementation (ONI/TPPI), and current HRDA Washington-based contractors such as Labat-Anderson.

When appropriate, this information should be shared with other program offices. As an example, under NRMP, there has been a problem identifying an environmental law program for a potential training participant. All the resources cited above can assist with this kind of inquiry.

The Training Office would also be helped if staff were more familiar with the information available from other USAID missions in Africa. While attendance at US or regional workshops may not always be possible, contact either by official Africa-wide cable or by fax

should be encouraged when queries/problems can be answered by other Missions, particularly other HRDOs and Training Officers. Visits to neighboring Missions' Training Offices could also be advocated as a source of input and new ideas for managing training.

J. Technical Assistance

Local organizations such as in-country contractors and training providers or the Africa Bureau can arrange short-term technical assistance (TA) for USAID Missions. A.I.D./Washington staff, contractors working with the Bureau of Africa, and/or independent consultants are available to provide TA to overseas Missions.

In the context of this strategy to train for impact, the primary purpose of such visits would be to assist a contractor, sub-contractor, or local organization to better, plan, manage, and utilize training. TA can also be deployed to help establish the proposed private sector advisory board, public sector training selection group, and to strengthen the mechanisms and communication between the Mission and its community of contractors.

K. PASAs

A Participating Agency Support Agreement (PASA) is an agreement between two overseas government agencies. This would be the appropriate mechanism for establishing and clarifying the relationship between the Mission and other overseas agencies (USIS, US Peace Corps), particularly human resources, training, financing, and project implementation responsibilities.

L. IQCs

An Indefinite Quantity Contract (IQC) is a short-term contract which must be carried out within 120 days of the start date. It is a faster mechanism than many others available within USAID which is particularly appropriate for short-term technical assistance.

APPENDIX S
MISSION TRAINING ORDER

MISSION TRAINING ORDER

ORDER NUMBER:

EFFECTIVE DATE:

ISSUE DATE:

FROM: The Training Office
PDO
Human Resource Development Manager
Training Manager
PTMS/Training Specialist

SUBJECT: Mission Long-Term Training Policy and Participant Training Procedures.

A. Purpose

This Mission Order is issued to ensure smoother management of the Mission's long-term degree participant training programs.

B. Background

USAID sponsors long-term participant training in the US and other countries to develop managerial and technical skills in private individuals and public sector officials in recipient countries.

USAID's Mission Training Strategy is to use training as a strategic tool to advance both directly and indirectly the Mission's overall sub-goals and strategic objectives and to support our project portfolio.

C. Authority

Handbook 10.

D. Policy

The Mission Notice is based on A.I.D. policy as stated in Handbook 10 and in Africa Bureau guidelines, including PTMS.

E. Applicability

The following procedures apply to Mission-funded and centrally-funded long-term participant training that is part of the Mission's portfolio (e.g., HRDA, ATLAS).

F. Definitions

1. **Participant training** describes project-funded or centrally funded training that occurs in the United States or in third countries. For this Mission, participant trainees are Rwandan citizens who are sent abroad for A.I.D.-sponsored training. A.I.D. has recently decided to rename these individuals "Thomas Jefferson Fellows" or "Thomas Jefferson Associates" for long-term and short-term trainees, respectively.
2. **Long-term participants** or **academic participants** are those enrolled in an academic institution with the objective of obtaining an academic degree such as AA, BA, BS, MA, MS, MPH, MBA, or PhD.
3. **Technical participants** are those whose training does not have an academic degree as an objective; training may be short courses, on-the-job training, observation tours, or university courses without the objective of a degree.
4. The Mission's **Country Training Strategy** (CTS) describes how training activities within the Mission will be carried out.
5. Each project has a **project training plan** which includes a discussion of the focus of the training component within the project, an overview of yearly overseas and in-country training for the life of the project, criteria for impact indicators and measurement instruments, training activities, participant selection process (including boards or committees), and a detailed, time-phased, twelve-month implementation plan with a list of institutions initially identified for each training activity, pre- and post- baseline data collection required and the institution responsible for gathering, monitoring, and evaluating the training event. PTMS inputs are outlined. Other activities described include pre-departure activities, alumni association participation, and testing dates.

In accordance with Recommendation No. 1c of Audit Report No. 87-05 entitled "Audit of Long-Term Participant Training in Africa," a life-of-project (LOP) participant training plan must be prepared prior to disbursement of funds for training under all projects having a participant training component.

6. **Contract-funded participants** are those whose training is fully funded and organized by contractors under a USAID-funded bilateral project. Procedures for contract-funded participants are generally the same as for non-contract-funded participants. Procedures for both contract-funded and non-contract participants are described in this Mission Order and the Mission CTS.

G. Procedures

1. Extensions of Training Programs

A.I.D. policy discourages program extensions, and the Mission does not regularly approve them. In planning training programs, project managers and contractors should make reasonable estimates of the time required to complete the work.

If special circumstances occur during the course of a training program that add to the time required to complete it, the project manager (Mission-funded participants) or contractor (contract-funded participant) should prepare a written request for extension following the procedures described in Handbook 10, Chapter 30, and send the request to the Human Resource Development Manager (HRDM) for review.

This request should be received well in advance of program completion so that it can be properly reviewed. The HRDM, after a review of the request, will recommend a decision for the Mission Director's approval.

2. Degree Objectives

USAID and Mission policy mandate a single degree objective for each training program. Only the Mission Director can approve a successive degree in accordance with the criteria specified in Handbook 10.

As soon as it appears that a participant might request a successive degree, the Project Manager or contractor will collaborate with the HRDM, who will prepare a memorandum with the details required by Handbook 10, Chapter 2. The HRDM will forward the memorandum along with appropriate recommendations to the Mission Director for final decision.

3. Conditions of Training Forms

The Training Manager will require all GOR employers with long-term training participants in the US to sign a "conditions-of-training" form (AID-1381-6) before the individual leaves for training.

These forms require the GOR employer to develop a career plan for the participant, designate someone in the employing agency to maintain regular contact with the participant during training, and guarantee the trainee a position upon return which allows him/her to use the training effectively.

4. Participant Dependents

It is USAID policy that individuals in training under USAID sponsorship not be accompanied by dependents. The Training Manager will inform training candidates as well as departing trainees of this policy and ensure that participants have well-planned care for families prior to departure.

Project Managers and contractors are also asked to make sure participant trainees have considered family issues. Those participants whose family relationships and responsibilities make them unsuitable for long-term training absences should be discouraged from undertaking long-term training.

Under exceptional circumstances, participant trainees may request permission for their dependents to accompany them during their training in the United States. If GOR endorses such a request, the HRDM will consider it and send an appropriate recommendation to the Mission Director for final decision. The training unit will ensure that participants who request permission for their dependents to accompany them meet the conditions required in Handbook 10, Chapter 15.

5. Graduate Level Research

It is Mission policy to encourage Rwandan participants to undertake graduate-level thesis research that is directly related to Rwanda or even that takes place in Rwanda whenever feasible.

Thesis writing, compiling documents prior to departure, and employing institutions' input into graduate research should be addressed by the Training Manager, Project Manager and/or contractor prior to pre-departure orientation. These issues should be followed up on at the orientation.

6. English Language Testing

To improve the screening and selection process for long-term participants, English language proficiency and aptitude will be incorporated as one of the criteria for final selection of candidates for long-term training in the US.

USIS's ETC will assist the Mission in evaluating applicants' proficiency and aptitude through formal tests and interviews. USAID will request ETC either to recommend appropriate English language training or to recommend that candidates not be selected for training based on proficiency and aptitude in English. Timing of language activities will be determined by the Training Manager.

7. Mission Training Committee

A Mission Training Committee will review all candidates nominated by the private or public selection boards for long-term US training to ensure that they meet all requirements specified in Handbook 10 and in the Mission's training policy.

The Mission Training Committee is composed of the following:

Chairperson:	HRDM
Other members:	Training Manager; representatives from the following offices: PRM, ADO, HPO, and CONT.

The Committee will review and approve all candidates pre-selected by the Boards for long-term training. The Committee will meet as determined by decision reached by appropriate Boards.

8. Mission-Wide Selection Criteria

In addition to the A.I.D.-wide selection criteria enumerated in Handbook 10, Chapter 4, the Mission Training Committee will use the following criteria when reviewing candidates for long-term US training:

- candidates must have a good academic background and possess a Maîtrise (high school completion degree plus four years of university), Diplôme d'Ingénieur de Conception (high school completion degree plus five year of university) or equivalent degree;

- candidates must have at least two years of work experience, preferably in a sector related to the desired training program;
- candidates must have a written letter from their employer agreeing to the training requested and for:
 - releasing candidates for English language training (ELT) in Rwanda, if the course is in an English-speaking country
 - releasing candidates for academic training in the US or third country
 - identifying a person at the institution to be responsible for the participant during training, to receive all records, grades, etc., and to send all documentation and local/institutional news to participant
 - agreeing to the impact measures identified by the institution, Project Manager, contractor, or selection board;
- employers must agree in writing to pay participants' salaries during the ELT in-country and during their US academic training and to guarantee a higher position for the returned participants in appropriate jobs—this can be based on a trial period for assessment of the returnees skills;
- the proposed training must be relevant to the candidates' job upon return and the organization's needs and have impact indicators which are known by participant, institution, and contractor/Project Manager; and
- candidates must have good English proficiency and aptitude as evidenced by their academic records, test results, and the recommendations of appropriate specialists in ETC.

9. Centralization of Training Files

Project Managers (Mission-funded training) and contractors (project-funded training) are responsible for delivering copies of all documents related to participant training to the PTMS/Training Specialist. The PTMS/Training Specialist is responsible for keeping up-to-date versions of the following documents: correspondences, copies of PIO/Ps, training implementation plans (TIPs), academic enrollment and term reports (AETRs), completed medical examination forms, and plans of study.

Project Manager and contractors must use PTMS for completing PIO/Ps and seek advice from the PTMS/Training Specialist for correct PIO/P and other documentation completion. PMs and contractors should have a familiar and frequent relationship with the PTMS/Training Specialist and ensure that all needed information is documented on PTMS.

10. Participant Training Management System (PTMS)

USAID/Rwanda has established a computerized Participant Training Management System (PTMS) to track trainees. The PTMS/Training Specialist is responsible for maintaining and updating PTMS and must regularly receive, enter, and update relevant participant data into PTMS.

Project Managers are responsible for keeping track of the same information for their centrally-funded participants as contractors do for their project-funded participants. All must get this information to the PTMS/Training Specialist so that it can be maintained in PTMS. All PMs and contractors must know how PTMS works, what it can produce, and receive a minimal level of training from the PTMS/Training Specialist.

The PTMS/Training Specialist will send PTMS reports to Mission leadership, Project Officers, Project Managers, and contractors on a quarterly basis along with the training manager's report of training activities.

11. Follow-Up

Project Managers and contractors will ensure that all returning trainees report to the USAID training unit with their employer to meet the Training Manager for a debriefing at which time they will be required to complete a questionnaire developed by the training unit. Completed questionnaires will be used for follow-up and evaluation purposes. Measurement of pre-determined impact indicators will be discussed with the contractor or Project Manager and the employer and the timeline of the institution's and individual's measurement articulated.

The training unit will complete the returned participants' "Follow-up Activities Reports" by each year's end and forward them to OIT.

H. Responsibilities

1. Office chiefs whose projects have participant training components are responsible for ensuring that their Project Managers carry out the procedures described in this Mission Order.
2. The PDO is responsible for ensuring that the training unit carries out the procedures described in this Mission Order.
3. The chairperson of the Mission Training Committee will take responsibility for deciding when to schedule committee meetings or how otherwise to discharge committee's duties.

The chairperson will also be responsible for sending the committee's recommendations to the training unit, when reviewing candidates for long-term training, and to the Mission Director, when reviewing requests for dependents to accompany trainees to the United States.

4. The Project Manager or contractor as well as the employing agency will be responsible for maintaining contact with participants while they are in training. The Training Manager will monitor grade reports and requests for extensions and will initiate any required action.
5. For training programs with a research component, the contractor or Project Manager, the institution, and the individual participant will discuss possible areas of study which would benefit the institution and the sector. Documentation needed for such research should accompany the participant when leaving for training.

The academic advisor should ultimately assist the participant to plan and execute research which has the most benefit to the institution. The Training Manager will make all participants, institutions, and boards aware that Mission policy prefers Rwanda-specific or applicable research. If in-country research is appropriate, the Training Manager will see if funding is available.

I. Additional Programming Considerations

1. English language training (ELT)

A.I.D.-funded long-term and short-term participants requiring ELT will take ELT in-country. The HRDM will request exceptions to this policy; these must be approved by the Mission Director in writing in advance.

Only participants who are not from Kigali will receive a maintenance allowance while attending ELT in Kigali. The maintenance allowance will be a set daily rate approved by the USAID Controller. Institutions must continue to pay salaries during this time.

2. Participant Training Procedures

The procedures outlined in this section are for long-term participants and apply mainly to training in the US. Third country long-term training procedures will be similar to those shown below except that the Training Manager will arrange the training program through the USAID Mission in the country where training will take place.

All procedures will be in accordance with Handbook 10.

3. Procedures for Non-Contract-Funded, Mission-Managed Training

Mission leadership, including the HRDM, and GOR officials will discuss policy changes concerning guaranteed salaries during training, establishing degree equivalencies, post-training job guarantees, and institution accountability for training utilization.

(a) Private and Public Sector Selection Boards

Two boards, one private and one public, will be set up and managed by the HRDM to improve upon the transparency of the institutional and individual selection process.

The boards will review:

- the type of training (academic or technical) and its relevance to the institution and targeted sector;
- duration;
- location (US, third country or in-country);
- degree objective;
- the position or alternate position to which participant will be scheduled to return;
- degree equivalencies; and
- the identification of impact indicators and measurement.

(b) Final Selection Procedures

Once institutions or organizational units have been selected and individuals identified, the relevant GOR ministry must send a letter of commitment to the Training Manager stating that the participant will be released from official duties during his/her training period. In addition, all GOR employers with long-term training participants in the US must sign a "conditions-of-training" form (AID-1381-6) before their personnel leave for training. Training will not be approved without these written assurances.

The training period will include time required for ELT in-country. The GOR will assure in writing that each long-term participant, upon his/her return, will occupy a position at the same or higher level as the position before training. The participant agrees to return to Rwanda and accept the job assigned by the unit or GOR agency.

(c) Developing and Processing the PIO/P

The HRDM and Training Manager will jointly review the selection process to ensure the most open process to attract the most qualified candidates.

The Training Manager uses PTMS to draft a PIO/P.

The PTMS/Training Specialist checks with the controller's office to verify availability of funds.

The controllers' office assigns a PIO/P number and fiscal data.

The PTMS/Training Specialist issues the PIO/P in final form and routes it for the following signatures.

Clearances:

- Training Manager
- HRDM
- Project Manager
- Office chief of originating office
- Controller

GOR approval:

- GOR responsible counterpart (project officer to arrange)

USAID Approval:

- PDO

The PTMS/Training Specialist reproduces the PIO/P and distributes it as follows:

- 2 copies to Controller
- 2 copies to ASU
- 2 copies to the Project Officer
- 2 copies to GOR project manager.

(d) Participant Files

The PTMS/Training Specialist establishes an official file, which is maintained in the training unit with the participant's name and PIO/P number. The Training Manager must send copies of all correspondence concerning the participant to the PTMS/Training Specialist for the

official file. Likewise, the PTMS/Training Specialist will send the Training and Project Manager copies of all correspondence the training unit receives concerning the participant.

(e) **Processing Training Documents**

The participant submits the following to the PTMS/Training Specialist:

- 4 certified copies of transcripts and grades;
- 4 certified copies of diplomas;
- 6 ID pictures; and
- 3 letters of recommendation.

The participant turns in original and translated transcripts and letters of recommendation (or alternatively, a contract is made with the USIS ELC for such services).

The Training Manager will pouch ten copies of the PIO/P—including biodata form—and all documents to:

ST/IT
Room 201-D SA-16
Agency for International Development
Washington, DC 20523

The Training Manager cables A.I.D./W advising the date documents were pouched and requesting notification of receipt.

(f) **Pre-Departure Processing**

The Training Manager maintains an action log and follows up by cable as necessary to ensure that training is properly scheduled and that the call forward (CF) is received on time, whether training takes place in the US or in third countries.

The Training Manager arranges for the participant to start ELT in-country, if required. The training unit follows progress of the participant in ELT.

The PTMS/Training Specialist requests tickets from USAID's travel section. Participants are prohibited from changing the routing and from making their own reservations. If they do, and the reservations are canceled by the airline (double bookings are automatically canceled), the HRDM may cancel the training program.

The PTMS/Training Specialist prepares and submits visa application forms and photos for a US visa to the US Consular Officer, when necessary for US training. For third country training, the PTMS/Training Specialist arranges to obtain a visa for the country of training.

The PTMS/Training Specialist sets up an appointment with the USAID-approved doctor for the participant's medical examination and notifies the participant of the date, time and place of the medical exam. Medical exams are required for any participant attending a training course of more than two months' duration.

The PTMS/Training Specialist submits a request for a maintenance advance to the Controller in time to allow receipt of the check prior to departure.

The PTMS/Training Specialist communicates procedures and status of each participant to the Training Manager by memo.

The Training Manager cables A.I.D./W or, for third-country training, the country of training, advising them of the participant's ETA, and provides a maintenance advance and ticket to the participant.

The Training Manager organizes pre-departure orientations for participants, preferably with other participants departing during the same time. Alumni of US and third country training will be invited to share their training experiences as well. Research possibilities, US university procedures, family maintenance, health, and other pertinent issues are covered during the Training Manager's pre-departure orientation.

All participants sign "conditions for ticketing" forms.

(g) PIO/P Extensions and Amendments

Long-term training of more than one year is more easily administered if the total estimated amount for training is earmarked in the first year under a single PIO/P. It is Mission policy to fully fund all PIO/Ps. However, if available funds are insufficient in the first year of training, the training unit will amend the PIO/P or issue a new PIO/P when further funding becomes available.

Requests for extension will be handled as described in the first part of this Mission Order. If a participant wants to change the area of study, the participant and employing institution must inform the Project Manager in writing. If the change is justified, the Project Manager will obtain the Project Officer's signature and will request the PTMS/Training Specialist to modify the PIO/P as appropriate.

The PTMS/Training Specialist checks with the Controller to verify the availability of funds.

The PTMS/Training Specialist uses PTMS to amend the original PIO/P or to issue a new PIO/P to provide continuing funding. The Project Officer clears the amended PIO/P.

The PTMS/Training Specialist obtains signatures on PIO/P amendments according to the procedures outlined previously.

The PTMS/Training Specialist distributes the PIO/P amendments according to the procedures outlined above.

GOR officials and selection boards must be informed that extensions are given only on an exceptional basis.

4. Procedures for Contract-Funded Participants

Contract-funded participants are those participants whose training is fully funded and organized by contractors under certain USAID-funded bilateral projects.

The procedures for contract-funded participants are generally the same as those described for non-contract-funded participants, except that the contractor, rather than the training unit, will be responsible for most of the processing actions.

Since the role of the contractor in the selection process will vary from contract to contract and board to board, the contract will specify the contractor's actions and responsibilities for most of the processing actions. In general, contractors may:

- participate on selection boards;
- meet with institutions to present the Mission's strategy and to ensure impact indicators and measurement instruments are formulated;
- fill out PIO/Ps under the guidance of the PTMS/Training Specialist;
- maintain all participant records and forward copies to the PTMS/Training Specialist;
- learn how to use PTMS;
- ensure that baseline data is gathered and verified;

- ensure that impact is measured at the pre-determined time by the pre-determined institution; and
- participate on appropriate boards with Project Managers, the HRDM and the Training Manager.