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**USAID/MADAGASCAR
COUNTRY TRAINING STRATEGY**

FY 1993-1997

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COUNTRY TRAINING STRATEGY
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ABBREVIATIONS

AFGRAD	African Graduate Fellowship Program: an Africa regional training project for mostly graduate training in the United States, 1963–90/91 (last intake), with all remaining students expected to complete their programs by 1995; managed by the African–American Institute; succeeded by ATLAS in 1990
ANGAP	Association Nationale pour la Gestion des Aires Protegees (National Association for the Management of Protected Areas):
API	USAID Assessment of Program Impact
APPROPOP	Appui au Programme de Population: USAID Population Support Project; a project under Strategic Objective 4, 1992–99; PP May 1992
AREAF	Africa Regional Electoral Assistance Fund
ATLAS	African Training for Leadership and Advanced Skills Program: an Africa regional training project primarily for graduate training in the United States; managed by the African–American Institute; begun in 1990 as the successor to AFGRAD
BCM	Banque Centrale de Madagascar
BDE	Banque de Donnees de l'Etat (National Data Bank)
CAP	USAID Commercial Agricultural Promotion Project
CEM	Caisse d'Epargne de Madagascar: network of savings deposit facilities at post offices
CPSP	Country Program Strategic Plan
CTS	Country Training Strategy
EAP	Environmental Action Plan
FIVMPAMA	Fivondronan'ny Mpadraharaha Malagasy: one of Madagascar's Private Business Associations
FMD	Financial Market Development Program:
FMG	Malagasy Francs
GOM	Government of Madagascar
GTZ	German Agency for Technical Cooperation
HRD	Human Resources Development
HRDA	Human Resources Development Assistance Project: an Africa regional training project focused on private sector and in–country institutional development;
IBRD	International Bank for Reconstruction and Development
IRRI	International Rice Research Institute
IDA	International Development Association
IMATEP	Institut Malgache des Techniques de Planification: Malagasy Institute of Techniques of Planning
IMF	International Monetary Fund
INSCAE	Institut National Des Sciences Comptables et de l'Administration de l'Enterprise: National Institute of Accounting and Business Management
KEPEM	Knowledge and Effective Policies for Environmental Management Project
MAELP	Madagascar Agricultural Export Liberalization Program

MAELSP	Madagascar Agricultural Export Liberalization Support Project
MAPS	Manual for Action in the Private Sector
MARS	USAID Agriculture Rehabilitation Support Program
MEDIA	Mass Education and Development Information Assistance Project
MIX	Marketing Infrastructure Expansion Project
NGO	Non-Governmental Organization
NPP	National Population Policy
ODA	Overseas Development Administration
ONE	Office National de l'Environnement (Madagascar National Environment Office)
OPEN	Opportunities for Entrepreneurs Project
PAAD	Program Assistance Analysis Document
PAIP	Program Assistance Identification Paper
PDA	USAID/Madagascar Office of Program Development and Assessment
PIR	Project Implementatio Report
PID	Project Identification Document
PP	Project Paper
PRODIF	French acronym for World Bank Financial Institutions Development Technical Assistance Project
PVO	Private Voluntary Organization
SASAFI	Sampan'Asa Fambolena Fiompiana (Agricultural Department of the Malagasy Lutheran Church)
SAVEM	USAID Sustainable Approaches for Viable Environmental Management Project: a project under Strategic Objective 3; 1990-95 and renewed; PP September 1990
SO	Strategic Objective: of USAID CPSP
TRADEM	Trade and Biodiversity for Environmental Management
UNDP	United Nations Development Program
WID	Women in Development

INTRODUCTION

The Country Training Strategy for USAID/Madagascar was researched and written over a 3-week period in May and June of 1994. The 3-person team was composed of Andrew Gilboy, Private Sector Coordinator for HRDA at AMEX International, Elizabeth Torrey from USDA assigned to the HRDA Project in the Africa Bureau's Office of New Initiatives, and Charles Rastifaritana, a Malagasy consultant, business person and former USAID participant.

The methodology used in developing a training strategy for USAID/Madagascar included a rapid review of recent analyses concerning USAID's development assistance program, sector assessments in each strategic area of the CPSP, previous training needs assessments and reports on HRDA and bilateral projects, and project evaluations. There were a only small number of interviews arranged with Malagasy counterparts in view of the fact that the Team Leader had conducted many interviews a year earlier in connection with another report on implementing HRDA private-sector training activities. The Scope of Work for this CTS did not call for an assessment of local training capacity since much of this information is contained in other Training Office reports. The SOW did require the team to survey all major donors in Madagascar to discover the types and levels of training they sponsor. A summary of this information is included in the body of the CTS and the narrative report, written by Charles Rastifaritana, is found in the Annexes.

The team wishes to thank the USAID/Madagascar staff for making available all the resources of the Mission which enabled the team to complete the research and information gathering for the CTS within a short time-period. The Mission's Project Design Office Chief, William Hammink, who oversees training, and the Mission Training Specialist, Agnes Rakotomalala and her assistant Perline Rasoanoromalala, deserve special thanks for assisting the team throughout the consultancy.

SUMMARY¹

Any analysis of Madagascar's development constraints and proposals for intervention must take into account the country's contemporary political history. The effects of two decades of one party, centralized rule, for instance, on today's training environment need to be factored into the programs designed to train Malagasy in businesses, non-governmental organizations (NGOs) and nascent democratic institutions, such as the National Assembly. If the programs designed for Malagasy trainees, either at local institutions or abroad, carefully respond to their skill needs *and* training profile, the development impact of training will be realized.

This report, a Country Training Strategy (CTS) for USAID/Madagascar, explores the training needs in USAID-designated priority sectors and puts forward a cross-sectoral training strategy for the Mission to follow. For the first time, the Mission will have at its fingertips a comprehensive picture of most training tabulated by Strategic Objective. The management of USAID training is also appraised and recommendations made to ensure that the interventions proposed can be properly implemented. The CTS covers a 5-year period, from FY1993 to FY1997.

Assistance from the U.S. Government dates back to the mid-1980s, following Madagascar's endorsement of structural adjustment and economic reform. Early projects were concentrated in agricultural sectors and managed by a small USAID office. Despite the modest U.S. presence, Malagasy were trained in the United States through AMDP I and II, and AFRAD. A "concept paper" was formulated in 1988 which set the stage for a larger level of U.S. assistance. Full "Mission" status was granted to USAID/Madagascar in 1990.

After the inception of the HRDA Project in 1988, USAID/Madagascar began to look more closely at training and its relationship to USAID objectives. A *Private Sector Training Needs Assessment* (PSTNA) was conducted in 1989 to help the Mission sharpen its training focus. Improving the Malagasy private sector through short-term training became an objective under Mission buy-ins to the HRDA Project. Many of the recommendations of the 1989 report, however, were preempted by the political events of 1990-1991. A second HRDA-funded training report, the *Private Sector Training Strategy* (1992), reviewed the findings of the PSTNA and recommended new training programs which took into account political changes taking root following the upheavals of 1991, and adapted training more closely to the Mission's new development objectives, as elaborated in its *Country Program Strategic Plan* (CPSP) of 1992. The third HRDA report, *Private Sector Training Operational Plan*, was

¹This Summary presents selected sections of the Country Training Strategy and is intended as a document suitable for public distribution. It is not an Executive Summary of the CTS and does not treat financial data or internal USAID management issues. For an overview of the entire CTS, the reader can skim the Summary, read Chapter V, Principal Findings and Recommendations, and refer to the Financial tables.

conducted in 1993 to provide the Mission with a review of in-country business-oriented training to date and practical solutions to the problems of managing increasingly complex training activities.

Although the CTS will complete the Mission's efforts to harmonize its human resource development efforts with its country objectives, it remains a time-sensitive glimpse of training in mid-1994. The design, implementation, evaluation and follow-on of training should remain flexible to respond to rapidly evolving needs. The CTS is simultaneously a guide, a plan and a projection – not a logframe against which project achievements will be measured. Nonetheless, the moment is propitious to take stock of, and improve planning for, USAID training in Madagascar in light of the following:

Additional USAID mandates and targets, such as increasing the involvement of women in economic and political development, cut across these SOs and the Target of Opportunity, technical and training projects often have internal targets as well. For instance, the ATLAS project mandates participation by women at 30 percent and HRDA at 35 percent. Missions generally monitor compliance with these "special" targets by tracking training programs carefully, usually through the Training Office's Participant Training Management System (PTMS), the data-base monitoring program initiated by the HRDA Project.

Recent History of USAID Madagascar Training

Historically, USAID/Madagascar has been active in sponsoring participant and short-term technical training. Beginning in 1964, the Mission sent the first Malagasy to the U.S. for long-term degree training. Subsequently, more than 47 men and women were sponsored for Masters Degrees and Doctorates in a variety of technical fields including mathematics, physics, chemistry, biology, linguistics, computer science, and agricultural sciences. According to data from PTMS, more than 60 Malagasy participated in the AFGRAD II and III Projects. Additional participants were trained under AMDP I and II. Many of these U.S.-trained Malagasy graduates are now professors or administrators at the University of Madagascar, other research institutes in Antananarivo, and elsewhere in the country as well as in the private sector.

The major areas of emphasis since 1988 have been Business and Management, Agriculture, Sciences and, more recently, Health and Population. A comprehensive *impact evaluation*, which differs fundamentally from a forward-looking CTS, would juxtapose participant training numbers, the financial resources expended, training sites selected, academic specialties, institutions and employers, to analyze any results which might have been attained.

Generally a USAID human resources development portfolio reflects the strategic objectives established by the Mission or, in earlier days, the major bilateral projects under way. It is therefore understandable that Agriculture (now often included under "Natural Resources")

received a major amount of training support. Once the Mission became fully operational and HRDA took its place as a flexible training mechanism, Business and Management increased in emphasis. Since the latter fields often lent themselves to more short-term training, this may explain the high numbers of participants relative to Agriculture. The health sector and "democracy and governance" targets have been emphasized for only a few years.

The participation of women and business people figured prominently in both the HRDA and AFGRAD/ATLAS projects. Again, without further analysis to determine the relative weight given, for instance, to women in long-term academic programs compared to short-term training opportunities, it is difficult to extrapolate accurately from the table below. Nonetheless, there is no doubt that major changes have occurred enabling Malagasy women and Malagasy private-sector professionals to benefit from HRDA-sponsored training.

The current levels of long-term academic training illustrate the rapid evolution of USAID's program in Madagascar. Between FY1992 and FY1997, 64 participants will be educated at the graduate level under ATLAS, which is not far from the total number of Malagasy trained since independence! A few additional candidates will be funded under bilateral projects, such as APPROPOP as well. Effective training management and follow-on to leverage USAID's sizable investment in human capacity building will pay handsome dividends for Madagascar in the future.

There was little short-term participant training or in-country training until the Mission became better-staffed from the late 1980s onward. That period saw an increase in the number of projects and institutional contractors in the country. Two factors resulted in increasing in-country and short-term training activity for USAID/Madagascar: the beginning of the HRDA Project and the growth of USAID's Training Office. The HRDA Project, with its convenient mechanisms for supporting in-country training and obtaining technical assistance and management support through a Washington-based contractor, helped the Mission launch an ambitious in-country training effort. Early programs grew out of the Private Sector Training Needs Assessment of 1989 and subsequent reports, which laid the foundation for collaborating with local institutions, associations and consulting firms.

After a period of reduced activity due to political upheavals in Madagascar, USAID's Training Office entered a phase of intense management. Since 1992 the Mission has multiplied its training programs, levels and types, relying in large part on several institutional contractors (for in-country training) and the Training Office (for participant training and training in areas unaddressed by the technical offices, such as democracy and governance and private sector).

Human Resources Analysis

Emerging from decades of relative isolation and many years of experimentation with a centrally-planned economy, Madagascar is now faced with insufficient technical and

managerial expertise to help guide accelerated economic growth and sustain the transition to democratic government.

Unlike in other francophone African countries, such as Morocco, Ivory Coast, Cameroon or Senegal, most Malagasy private and public-sector officials have little familiarity with modern management techniques. Although knowledge of today's management practices by itself is insufficient to push forward Madagascar's transformation to a modern economy, no improvements can be expected unless Malagasy decision-makers understand the relevance of contemporary management to development.

Little recent information exists about the numbers and levels of trained human resources which an expanding private sector will require in Madagascar. Two World Bank studies, the Private Sector Assessment of 1993 and the Staff Appraisal for the Manpower Training Project of 1992, rely on labor surveys conducted in 1988, complemented by a small number of firm-level interviews, to arrive at impressions of short-term skill demand. The 1989 USAID-funded Private Sector Training Needs Assessment based its findings on a small sampling of firms, as did the 1992 Private Sector Training Strategy which included interviews of only 32 businesses. Neither study used a methodology which would produce statistically-significant results from which conclusions could be drawn regarding training needs. The MAPS Survey conducted in 1991, prior to completing the Mission's CPSP, reached a larger universe of firms but did not focus on training needs.

Without careful analysis and access to recent, accurate data, it is not possible to identify with certainty Madagascar's specific human resource constraints. However, insufficiencies associated with most countries in Africa are noted in numerous surveys of Madagascar (World Bank, USAID, UNDP, etc.). These may impede USAID's development agenda in Madagascar in the near and long term and should be addressed through training and technical assistance.

Sub-sector assessments undertaken by USAID's bilateral projects will unveil some of the constraints which can be resolved through training. For example, lack of knowledge about quality control or packaging requirements for spice exporting to overseas markets was identified under MAELSP and addressed through an in-country seminar conducted by international experts.

Overall management needs of a growing economy, both in the public- and private sectors, are identified through training needs surveys conducted of key government agencies (ministries as well as the judicial and legislative services) and of principal businesses and associations operating in the private sector. A comprehensive "Private Sector Training Needs Assessment" (PSTNA) dislodges from target firms attitudes towards training, perceptions of a company's training needs, specifics about the firm's technical needs to feed into training content, data on the educational profile of the owner and senior managers, and specifics about the conditions under which training can be designed (length, cost, scheduling, location, etc.). Juxtaposed

against a detailed picture of the training needs of the target group, such as a government agency dealing with export control, or a family-owned medium-sized furniture manufacturer, is a review of the supply of quality, pertinent training in Madagascar.

A detailed, targeted training plan can then be drawn up to address the human resource constraints identified which take into account the availability, cost and relevance of the training supplied. In many cases, USAID decides to strengthen the training supply (as in Morocco, Tunisia, Botswana, Swaziland or Senegal) so that it can adequately meet the emerging demand, especially from growing private-sector firms. This approach might include strengthening specialized public-sector training institutions (for instance, engineering schools or management centers) or targeting private-sector consulting firms for upgrading.

Training Needs

Information collected in 1993 and 1994 from several key institutions which train young Malagasy for the private labor market indicate that virtually all graduates entering the market with management or accounting degrees find employment with little difficulty. The output of middle to higher level graduates from the country's two institutions considered oriented toward the needs of businesses, INSCAE and ISCAM, deliver only 50 students to the marketplace each year. According to various studies, these graduates, with a foundation in management which employers can build upon through on-the-job training, would not begin to meet the demand from the increasing number of formal-sector firms in Madagascar.

Other training institutions, such as university departments of management and a number of small, new unproven private management training providers, are not known to deliver to the marketplace graduates trained with skills matching the needs of the business community.

Without presenting any hard data, a 1992 World Bank staff appraisal summarizes impressions of the impending shortages of key mid-level managers in these terms:

In the traditional industrial sector a lack of technicians, higher technicians and supervisors is apparent...Firms operating in the EPZ and under the new investment code ... will demand skilled workers, ... foremen, supervisors and maintenance personnel (technicians and higher technicians)... Training of supervisors and foremen, training in informatics, ... human resource management, secretaries and office personnel, and management for small and medium size enterprises are of highest priority. (Manpower Training Project, p. 41)

The report goes on to mention the following sectors where "a shortage of higher technicians seems to be critical:"

Among firms producing highly sophisticated, top quality garments for the export market, some pointed to the lack of skilled workers as the main obstacle to further expansion and improved productivity.... Hotel and tourism demand for qualified labor will increase very rapidly [and] hardly any qualified personnel now exists outside the main hotels and very limited training potential is available.... In the construction and public works sector, the lack of qualified labor in the sector will become a bottleneck. Since 1972 no training has been provided on the level of technicians and higher technicians in the sector. (p. 45)

The new AGETIPA project in Madagascar, modeled after the World Bank-funded, labor-intensive infrastructure rebuilding efforts in Senegal and Tanzania, includes a significant in-country training component for SMEs which were found to have limited capacity to manage even small-scale projects. AGETIPA has contracted with local consultants and training providers to develop simple training modules for on-site training of the employees of SMEs. The head of Madagascar's AGETIPA confirmed that demand for mid-level managers as well as higher level "MBA-level" personnel will greatly outstrip the output from local institutions.

Any comprehensive analysis of the human resource needs of Madagascar's public sector would have to be recent to be informative. The newly-elected government with changing ministries and a nascent legislative branch present unprecedented training needs which should be studied. No current assessments were located to guide the team in dissecting human resource constraints in the public sector. Nonetheless, a number of assumptions might be considered based on similar needs in other countries, such as Benin and Mali.

Building a legislative branch with the capacity to undertake independent research and formulate complex laws will require many years of training and support. The Mission can contribute to strengthening the legislature by analyzing the training needs of the various targets (committees, staff, etc.) and designing in-country workshops and overseas study tours. The technical assistance needed to assess precise needs and to design the training programs will itself help build a consensus among key legislators and staff as to the type of training interventions best suited to strengthen the new body. If the Mission prefers to proceed cautiously in interacting directly with the young legislature, it can consider organizing an English language program geared to the needs of the legislators and staff.

Two ministries were identified by the Mission as targets for HRDA assistance: the Ministry of Finance and the Ministry of Economy and Plan. (Other technical ministries are targeted for training by their respective USAID-funded technical projects in health, agri-business and natural resources.) Neither Ministry is ready to present its training needs or identify appropriate responses to begin the process of rebuilding and retraining staff. The Ministry of Finance has a plan to launch a major, year-long in-service training effort for its senior "inspecteurs" but has not yet identified the needs or addressed all of the issues surrounding

such a program. The Ministry of Economy and Plan has begun an examination of its institutional needs and has requested help in conducting an in-house training needs assessment.

Concerning other public-sector needs, the priority legal and judicial reform issues are well-documented in studies conducted prior to the OPEN Project Paper. Once this component of OPEN is underway, a training plan can be drawn up which identifies principal training needs, targets key officials and proposes specific training interventions.

The CTS team did not analyze the distribution of USAID/Madagascar training funds between public and private sectors. Health and population projects generally focus considerably, although not exclusively, on public-sector beneficiaries, whereas agri-business and private-sector promotion projects interact primarily with NGOs and private entrepreneurs. The USAID/Madagascar training spectrum appropriately includes significant public-sector activities in support of the fragile transition to democracy. The HRDA Project targets half of its training budgets to the public and private sectors respectively.

Local Training Resources

The Scope of Work for this CTS does not include a comprehensive inquiry into local training capacity. The Mission has considerable information from previous reports funded by HRDA, as well as substantial experience working directly with a variety of local institutions in organizing training activities.

Two World Bank reports provide data on training resources and training output from the public education system (*Staff Appraisal Report: Education Sector Reinforcement Project*) and technical schools (*Staff Appraisal Report: Manpower Training Project*). The latter includes a discussion of Madagascar's private training capacity, focussing primarily on NGOs and private schools rather than consulting firms. As of 1992, Madagascar had 500 NGOs registered of which 49 have self-identified capacities in training. Much of the data for the World Bank report came from a 1988 survey of NGOs. The CTS Team was unable to locate a recent and comprehensive assessment of the country's NGOs, without which training interventions aiming at that group will be difficult.

As is the case virtually throughout the continent, consulting firms are emerging with growing capacity to design and organize training. It is likely that although there may be highly trained and experienced Malagasy technical experts available to train others in many priority fields, such as computer programming and modern human resources management, few consultants master contemporary interactive training methods. Lacking these skills, the concept of "training" is confused with "teaching" or "lecturing" and fails to reach an adult, employed and educated audience. If Malagasy training institutions - both public and private - are to be active partners in the transfer of modern management and technical skills to the country, they will need many dynamic trainers to lead the way. For this reason, the CTS recommends

organizing an on-going Training of Trainers (TOT) series to introduce modern training skills to local trainers.

Other Donor-Funded Training

A major change in donor assistance for higher education and training in Madagascar occurred following the end of the Cold War. Eastern bloc countries, which had previously figured prominently among the major supporters of overseas scholarships, had to reduce radically the number of scholarships offered to Malagasy students. The cuts were across the board, but hit especially hard grants for undergraduate university degrees. These geo-political transformations thousands of miles from Madagascar have had profound effects on the country's ability to build human resource capacity in certain key development-related fields. Although parallel reductions were felt throughout the continent, they were particularly profound in countries, such as Benin and Guinea, where ties to formerly communist countries were strong. Moreover, at the very moment when Madagascar entered its transition to a market economy and democratic government – with critical human resources needs, a large percentage of support for overseas degrees in technical fields virtually evaporated.

Most donors now concentrate on postgraduate programs in highly specialized fields. Short term training programs appear to be primarily project-related and benefit either the public sector or, at best, local staff of projects. Very few programs are geared to address the needs of the growing and increasingly pivotal private sector.

A resume of the principal findings gleaned from a survey of all donors is found below. A more detailed narrative of the human resource and training programs currently sponsored by each major donor in Madagascar is included in the Annexes.

Principal Findings of the Donor Survey:

- Compared to other donor assistance for long-term academic training, USAID emerges as a major player with 64 ATLAS training grants from 1992 to 1997
- Compared to other donor programs targeting the private sector, USAID and UNIDO dominate in recruiting and selecting trainees from outside government for short-term programs in management and technical areas
- The primary purpose for overseas scholarship assistance since its inception, as elsewhere in Africa, had been the replacement of expatriate technical assistants (*coopérants*)
- Training to replace expatriate technicians has largely been accomplished, although human resource needs continue to be felt in certain fields

- Few donors support long-term training in third countries
- The emphasis is on long-term academic training over short-term technical training for most donors
- Most long-term academic training is at the graduate level
- Most training is for public-sector employees, with only a few donors offering training directly for beneficiaries in the private sector
- Few donors reported any particular emphasis on training for women in any field; only two donors (USAID and Canada) have targets or minimums to encourage women applicants
- Selection of most candidates is handled through government ministries
- Few donors analyze either the job market (public or private) or the employer's human resource needs prior to deciding on academic fields or institutions to target
- Few evaluations of the development impact of training are conducted
- Short-term training overseas is usually at "off-the-shelf" courses rather than internships tailored to the needs of an individual trainee

Special Training Issues

Participation of Women

While the socialist legacy has provided greater equality for Malagasy women, considerable inequities remain. It is encouraging that a high percentage of the population complete primary school, but girls and women still lag in their participation at both the primary and secondary levels. The illiteracy rate for girls in the agricultural population is approximately 40 percent (Picard, *Social Soundness and Gender Analysis: OPEN Project*, p 7). While women with an education have the opportunity to pursue professions in the formal sector, such as medicine, law, teaching, business, the vast majority of women are found in the informal sector which includes agriculture, handicrafts, petty trade, domestics.

One of the keys to successful development is involving women in both project design and implementation. The HRDA and ATLAS projects, as well as Mission bilateral projects, encourage the active participation of women through targets which are to be met and exceeded, if possible. HRDA mandates that 35 percent or more of the participants be women, and ATLAS calls for a minimum of 30 percent.

The HRDA Project, in working with business associations, has identified several business-women who are leaders in their fields and are active in associations. The CTS team recommends that leadership training in the U.S. be supported for these women.

Recruitment and Selection of Participants

Managing participant training and in-country training are labor-intensive activities which challenge even the best organized of Missions. Offering sought-after overseas training opportunities to participants in countries undergoing economic and political restructuring, often accompanied by inflation and unemployment, is an activity vulnerable to abuse and confusion. The best-designed training program will falter unless supported by careful and fair selection, proper pre-departure orientation and logistic preparation, accurate record-keeping, and timely evaluation and follow-up. *No USAID activity is more labor-intensive than training, and few USAID investments consistently produce the long-lasting impact of training.*

Effective training depends, *inter alia*, on a) an accurate identification of the training need, either by sector, sub-sector, firm, region, institution or individual; b) a responsive training design; and, c) a suitable selection process.

With a good grasp of training needs, the Mission is equipped to promote relevant in-country programs as well as innovative third-country and U.S. training opportunities. Training curriculum and format can then be designed by local consultants, working in tandem with outside experts where needed.

English Language Training

In spite of geographic and political isolation, particularly during the Second Republic, many Malagasy speak some English. Secondary school students are required to take English as the first foreign language. Interest in English has soared over the past few years as many people recognize its importance in information exchange and trade. Malagasy recognize that increased trade and investment is occurring from countries where French is not spoken (e.g., Taiwan, Hong Kong, Singapore, Malaysia, India and South Africa). Demand is strong, particularly for business English, and outstrips the supply. Both USIS and USAID have been collaborating to increase the geographic availability and quality of English language instruction.

Through HRDA as well as bilateral projects such as MAELSP, USAID has actively promoted ELT. MAELSP sponsored English language training at INSCAE for participants prior to their agricultural marketing training in the U.S. Recognizing that they cannot adequately meet the total demand for ELT, USIS designed the Networking for English Project. HRDA, through

Project NET with USIS, promotes the development of for-profit centers for English Language Training in the two HPZs, Fianarantsoa and Mahajanga, as well as Antananarivo.

English language training should continue to be integrated into USAID-funded project activities where possible.

Conclusion

Human resources development is one of USAID's primary instruments for effecting economic and social change. A Country Training Strategy attempts to help the U.S. Mission target its training in areas where it can have the most impact. Assistance to Madagascar has been grouped under four Strategic Objectives to maximize development funds and focus efforts.

The specific training descriptions and training plans formulated during the consultancy resulted in a series of recommendations to USAID for human capacity building over the next few years. These training ideas will be the theme of future meetings with Malagasy government and private sector leaders. This summary of the comprehensive Country Training Strategy provides a framework within which to view specific training programs proposed.

I. COUNTRY PROGRAM ANALYSIS

A. Background

Any analysis of Madagascar's development constraints and proposals for intervention must take into account the country's contemporary political history. The effects of two decades of one party, centralized rule, for instance, on today's training environment need to be factored into the programs designed to train Malagasy in businesses, non-governmental organizations (NGOs) and nascent democratic institutions, such as the National Assembly. If the programs designed for Malagasy trainees, either at local institutions or abroad, carefully respond to their skill needs *and* training profile, the development impact of training will be realized.

This report, a Country Training Strategy (CTS) for USAID/Madagascar, explores the training needs in USAID-designated priority sectors and puts forward a cross-sectoral training strategy for the Mission to follow. For the first time, the Mission will have at its fingertips a comprehensive picture of most training tabulated by Strategic Objective. The management of USAID training is also appraised and recommendations made to ensure that the interventions proposed can be properly implemented. The CTS covers a 5-year period, from FY1993 to FY1997.

Assistance from the U.S. Government dates back to the mid-1980s, following Madagascar's endorsement of structural adjustment and economic reform. Early projects were concentrated in agricultural sectors and managed by a small USAID office. Despite the modest U.S. presence, Malagasy were trained in the United States through AMDP I and II, and AFGRAD. A "concept paper" was formulated in 1988 which set the stage for a larger level of U.S. assistance. Full "Mission" status was granted to USAID/Madagascar in 1990.

After the inception of the HRDA Project in 1988, USAID/Madagascar began to look more closely at training and its relationship to USAID objectives. A *Private Sector Training Needs Assessment* (PSTNA) was conducted in 1989 to help the Mission sharpen its training focus. Improving the Malagasy private sector through short-term training became an objective under Mission buy-ins to the HRDA Project. Many of the recommendations of the 1989 report, however, were preempted by the political events of 1990-1991. A second HRDA-funded training report, the *Private Sector Training Strategy* (1992), reviewed the findings of the PSTNA and recommended new training programs which took into account political changes taking root following the upheavals of 1991, and adapted training more closely to the Mission's new development objectives, as elaborated in its *Country Program Strategic Plan* (CPSP) of 1992. The third HRDA report, *Private Sector Training Operational Plan*, was conducted in 1993 to provide the Mission with a review of in-country business-oriented training to date and practical solutions to the problems of managing increasingly complex training activities.

Although the CTS will complete the Mission's efforts to harmonize its human resource development efforts with its country objectives, it remains a time-sensitive glimpse of training in mid-1994. The design, implementation, evaluation and follow-on of training should remain flexible to respond to rapidly evolving needs. The CTS is simultaneously a guide, a plan and a projection – not a logframe against which project achievements will be measured. Nonetheless, the moment is propitious to take stock of, and improve planning for, USAID training in Madagascar in light of the following:

- the CPSP, covering 1993 to 1998, is fully integrated into Mission thinking and planning; time is ripe to ensure that training, one of any Mission's major development tools, responds and supports *all* USAID goals;
- the transition to democratic government, however fragile, is at least *en cours* and merits careful encouragement through well-designed and well-executed training interventions;
- the young USAID Mission has gained considerable experience managing training and needs to solve management problems so that training fully contributes to the achievement of CPSP objectives;
- due to the paucity of information on Madagascar, previous reports were not based on as many sector studies and analytical reports as this CTS; however, sub-sector studies on training needs remain scarce, even though they are essential to effective training design;
- the Mission's major new bilateral projects reflecting the CPSP, in design over the past few years, are now operational and are incorporated into findings and recommendations of the CTS;
- new developments in "leveraging training for development impact" should be integrated into Mission training management.

So that USAID/Madagascar can view its human resource development efforts in their totality, the CTS includes bilateral project participant training as well as training under the HRDA and ATLAS projects. In-country training is addressed in HRDA and where appropriate in bilateral projects. The Training Plans, which include extensive financial projections, cover bilateral projects as well as HRDA and ATLAS.

B. USAID Strategic Development Priorities

In response to the seven-month general strike in 1991 which brought the downfall of the Second Republic, USAID/Madagascar revamped its approach to development assistance for

Madagascar. The resulting document, *USAID/Madagascar Country Program Strategic Plan, FY 1993–98*, aims at **stimulating private investment and employment and balancing population growth and natural resource use**. The Mission adopted four Strategic Objectives (SOs), each supported in turn by a set of targets and policy agenda items, and one Target of Opportunity, to reach these goals. These are summarized in the following paragraphs.

Strategic Objective 1: Establish a Competitive Market Environment for Micro and Small Firms

- **Target 1.1:** Fair and swift treatment of entrepreneurs by the legal and judicial system;
- **Policy Agenda:** the investment approval process; contract and property law; contract adjudication procedures; budgetary allocations to the legal system; anti-trust regulations; and telecommunications and transportation liberalization.
- **Target 1.2:** Broader access to savings and credit.
- **Policy Agenda:** Central Bank/Ministry of Treasury relations; use of indirect monetary controls; wider range of financial instruments; competitiveness of financial markets; and National Savings Bank (Caisse d'Epargne) autonomy.
- **Target 1.3:** Expand small business services.

Strategic Objective 2: Increase Market Access for Neglected Regions

- **Target 2.1:** Reduce farm-to-market transport costs.
- **Policy Agenda:** decentralized road maintenance and construction capacity; regulation and privatization of telecommunication systems; and road maintenance finance.
- **Target 2.2:** Increase and diversify agricultural production and sales.
- **Policy Agenda:** rice policies; seed policies; export-related policies for non-traditional exports; rural credit and savings; and land tenure.
- **Target 2.3:** Expand locally-managed market infrastructure.
- **Policy Agenda:** decentralized fiscal systems; provision of public goods and services by the private sector; and municipal management.

Strategic Objective 3: Reduce Natural Resource Depletion in Target Areas

- Target 3.1: Conserve biodiversity in national parks.
- *Policy Agenda:* increased GOM capacity for environmental coordination and implementation of the EAP, legislation detailing community and NGO rights and responsibilities regarding local management of natural resources, and regulations channeling local and central financial resources to protected areas and their peripheral zones.
- Target 3.2: Improve management of forest resources in national parks.
- *Policy Agenda:* increasing capacity for environmental policy analysis and formulation as well as coordination/implementation of the EAP; increasing share of National Office of the Environment (ONE) operating costs being covered by the GOM, 20% at the end of the KEPEM program; procedures, legislation, and implementing regulations for the detailed environmental review of all major public- and private-sector development projects, including those in sensitive areas such as coastal zones, wetlands, and natural forests; strengthening legislative incentives for local-level control of natural resources; legislation allowing NGOs to organize, raise and spend funds, and serve as effective partners with local groups in sustainable natural resources management; regulations to support market valuation of forest resources (including replacement cost) and to increase forest revenue collection; and establishing and operating a \$12 million National Environmental Endowment Fund managed by a Malagasy NGO foundation to provide continuous access to financial resources for long-term efforts to manage Madagascar's natural resources.
- Target 3.3: Increase income opportunities for resource users.
- *Policy Agenda:* legislation and control of trade in native plant and animal species.
- Target 3.4: Increase natural resource institutional capacity.

Strategic Objective 4: Reduce total fertility

- Target 4.1: Increase modern contraceptive use.
- *Policy Agenda:* reinforce the implementation of the National Population Policy; help the GOM build a societal consensus on the National Population Policy as well as the need for rapid family planning services expansion; use of national- and regional-level planning and impact assessments based on accurate survey and studies, including Demographic and Health Surveys (DHS), the next National Census (set for 1993), and directed policy studies in such areas as user drop-out rates and Knowledge, Attitude, and Practice (KAP); and integration of health and family planning services throughout Madagascar.
- Target 4.2: Improve nutritional status of children under five.
- *Policy Agenda:* integration of MCH/family planning services; and private investment in production and sale of oral rehydration therapies.

Target of Opportunity: Strengthen Civil Society

- *Policy Agenda:* accountability, transparency, low corruption; information, openness, media; rule of law, legal reform, enabling environment, effective civil society, new business groups, new role in public policy dialogue, pluralism; and decentralization, local government, and participation of local groups; and civic education through NGOs, schools, churches, etc.

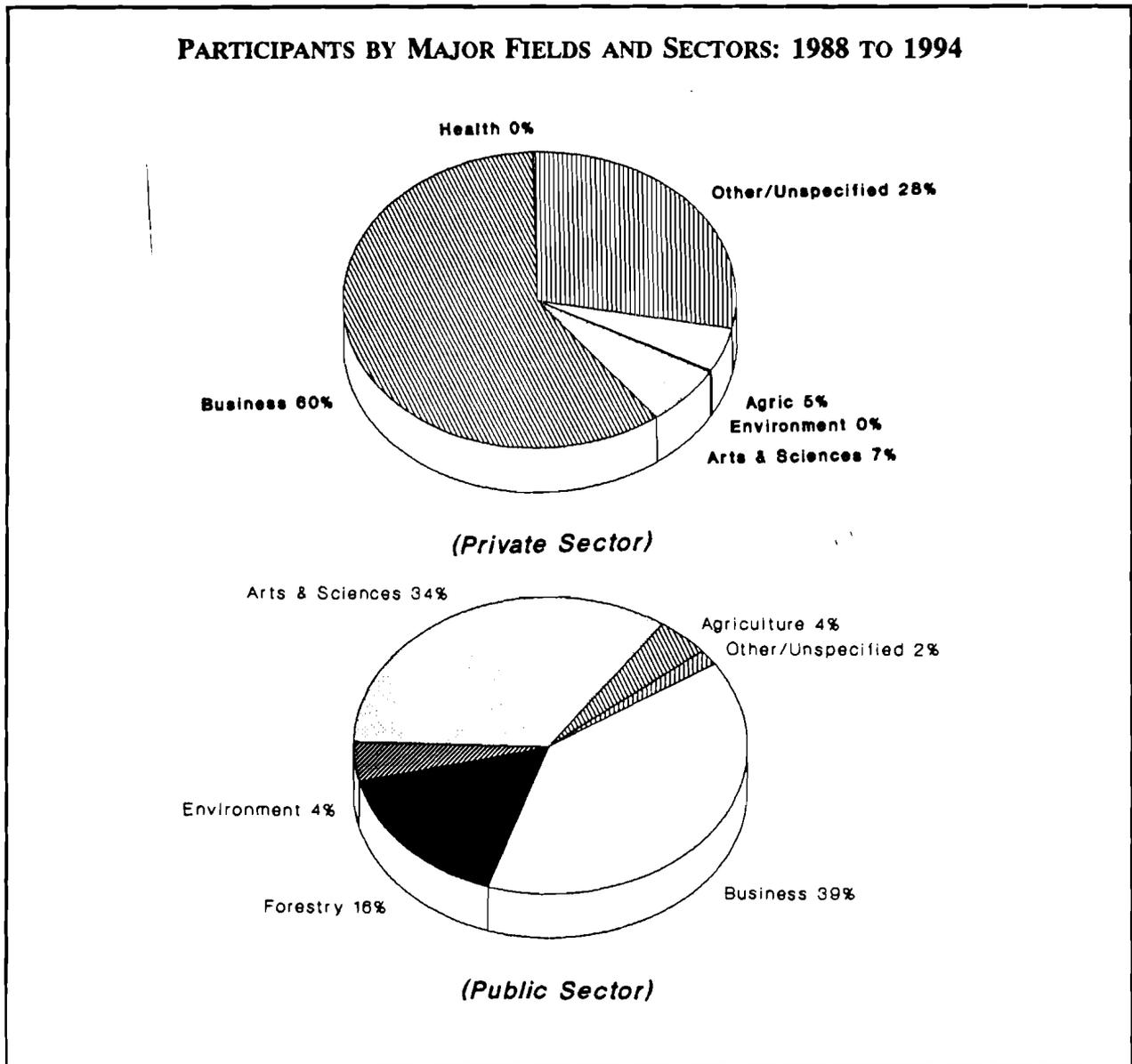
Additional USAID mandates and targets, such as increasing the involvement of women in economic and political development, cut across these SOs and the Target of Opportunity, technical and training projects often have internal targets as well. For instance, the ATLAS project mandates participation by women at 30 percent and HRDA at 35 percent. Missions generally monitor compliance with these "special" targets by tracking training programs carefully, usually through the Training Office's Participant Training Management System (PTMS), the data-base monitoring program initiated by the HRDA Project.

C. Recent History of USAID Madagascar Training

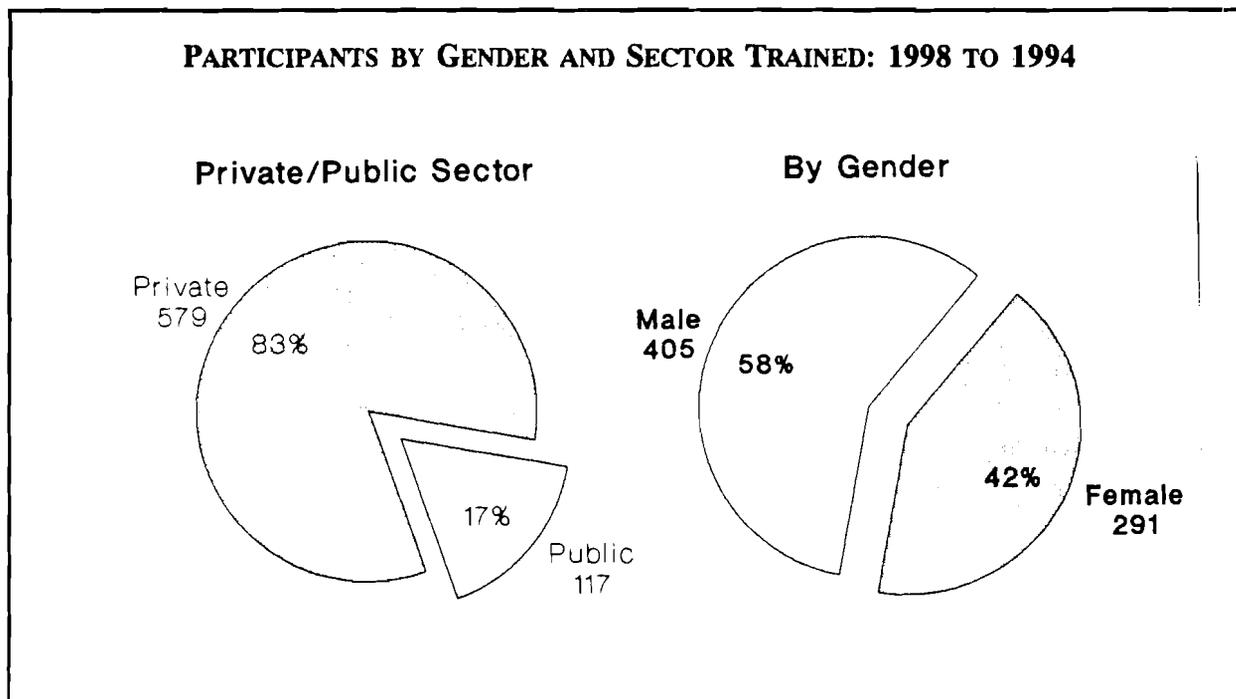
Historically, USAID/Madagascar has been active in sponsoring participant and short-term technical training. Beginning in 1964, the Mission sent the first Malagasy to the U.S. for long-term degree training. Subsequently, more than 47 men and women were sponsored for Masters Degrees and Doctorates in a variety of technical fields including mathematics, physics, chemistry, biology, linguistics, computer science, and agricultural sciences. According to data from PTMS, more than 60 Malagasy participated in the AFGRAD II and III Projects. Additional participants were trained under AMDP I and II. Many of these U.S.-trained Malagasy graduates are now professors or administrators at the University of Madagascar, other research institutes in Antananarivo, and elsewhere in the country as well as in the private sector.

The tables below illustrate that the major areas of emphasis since 1988 have been Business and Management, Agriculture and Sciences. However, since the tables combine long-term and short-term participants, they do not reflect USAID's financial commitment by field of study, since some types of training are more costly than others. (One Masters degree at a U.S. institution costs approximately the same as 8 Malagasy sent on one-month training programs to the U.S.) Nonetheless, both types of training can produce impact and merit their place on the menu of human resources development choices. A comprehensive *impact evaluation*, which differs fundamentally from a forward-looking CTS, would juxtapose these participant training numbers, the financial resources expended, training sites selected, academic specialties, institutions and employers, to analyze any results which might have been attained. (The distribution of ATLAS participants is discussed on page 35.)

Generally a USAID human resources development portfolio reflects the strategic objectives established by the Mission or, in earlier days, the major bilateral projects under way. It is therefore understandable that Agriculture (now often included under "Natural Resources") received a major amount of training support. Once the Mission became fully operational and HRDA took its place as a flexible training mechanism, Business and Management increased in emphasis. Since the latter fields often lent themselves to more short-term training, this may explain the high numbers of participants relative to Agriculture. The health sector and "democracy and governance" targets have been emphasized for only a few years.



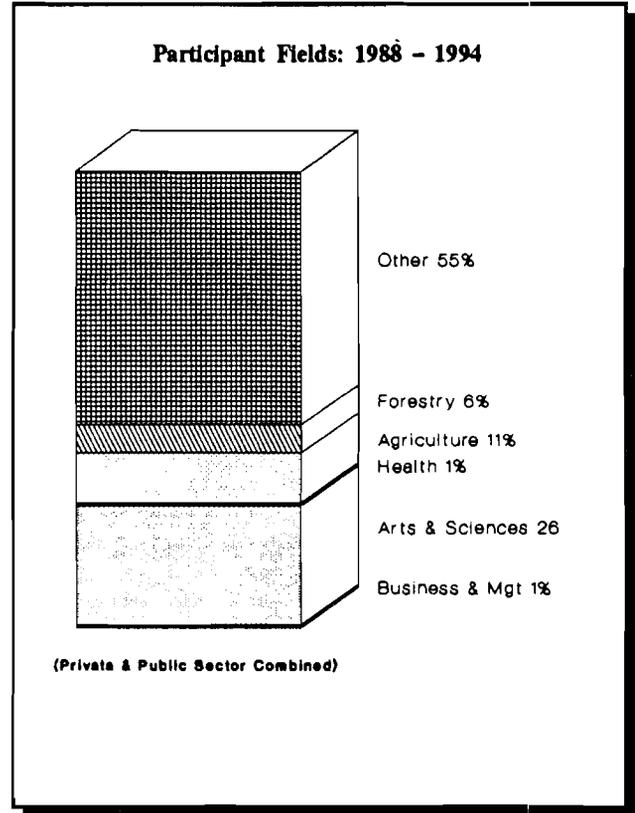
The participation of women and business people figured prominently in both the HRDA and AFGRAD/ATLAS projects. Again, without further analysis to determine the relative weight given, for instance, to women in long-term academic programs compared to short-term training opportunities, it is difficult to extrapolate accurately from the table below. Nonetheless, there is no doubt that major changes have occurred enabling Malagasy women and Malagasy private-sector professionals to benefit from HRDA-sponsored training.



The current levels of long-term academic training illustrate the rapid evolution of USAID's program in Madagascar. Between FY1992 and FY1997, 64 participants will be educated at the graduate level under ATLAS, which is not far from the total number of Malagasy trained since independence! A few additional candidates will be funded under bilateral projects, such as APPROPOP as well. Effective training management and follow-on to leverage USAID's sizable investment in human capacity building will pay handsome dividends for Madagascar in the future.

There was little short-term participant training or in-country training until the Mission became better-staffed from the late 1980s onward. That period saw an increase in the number of projects and institutional contractors in the country. Two factors resulted in increasing in-country and short-term training activity for USAID/Madagascar: the beginning of the HRDA Project and the growth of USAID's Training Office. The HRDA Project, with its convenient mechanisms for supporting in-country training and obtaining technical assistance and management support through a Washington-based contractor, helped the Mission launch an ambitious in-country training effort. Early programs grew out of the Private Sector Training Needs Assessment of 1989 and subsequent reports, which laid the foundation for collaborating with local institutions, associations and consulting firms.

After a period of reduced activity due to political upheavals in Madagascar, USAID's Training Office entered a phase of intense management. Since 1992 the Mission has multiplied its training programs, levels and types, relying in large part on several institutional contractors (for in-country training) and the Training Office (for participant training and training in areas unaddressed by the technical offices, such as democracy and governance and private sector).



II. HUMAN RESOURCES ANALYSIS

Emerging from decades of relative isolation and many years of experimentation with a centrally-planned economy, Madagascar is now faced with insufficient technical and managerial expertise to help guide accelerated economic growth and sustain the transition to democratic government.

Unlike in other francophone African countries, such as Morocco, Ivory Coast, Cameroon or Senegal, most Malagasy private and public-sector officials have little familiarity with modern management techniques. Although knowledge of today's management practices by itself is insufficient to push forward Madagascar's transformation to a modern economy, no improvements can be expected unless Malagasy decision-makers understand the relevance of contemporary management to development.

Little recent information exists about the numbers and levels of trained human resources which an expanding private sector will require in Madagascar. Two World Bank studies, the Private Sector Assessment of 1993 and the Staff Appraisal for the Manpower Training Project of 1992, rely on labor surveys conducted in 1988, complemented by a small number of firm-level interviews, to arrive at impressions of short-term skill demand. The 1989 USAID-funded Private Sector Training Needs Assessment based its findings on a small sampling of firms, as did the 1992 Private Sector Training Strategy which included interviews of only 32 businesses. Neither study used a methodology which would produce statistically-significant results from which conclusions could be drawn regarding training needs. The MAPS Survey conducted in 1991, prior to completing the Mission's CPSP, reached a larger universe of firms but did not focus on training needs.

Without careful analysis and access to recent, accurate data, it is not possible to identify with certainty Madagascar's specific human resource constraints. However, the list below may characterize weaknesses in the management of both public and private-sector institutions in Madagascar. These insufficiencies may impede USAID's development agenda in Madagascar in the near and long term and should be addressed through training and technical assistance.

Sub-sector assessments undertaken by USAID's bilateral projects will unveil some of the constraints which can be resolved through training. For example, lack of knowledge about quality control or packaging requirements for spice exporting to overseas markets was identified under MAELSP and addressed through an in-country seminar conducted by international experts.

Overall management needs of a growing economy, both in the public- and private sectors, are identified through training needs surveys conducted of key government agencies (ministries as well as the judicial and legislative services) and of principal businesses and associations operating in the private sector. A comprehensive "Private Sector Training Needs Assessment" (PSTNA) dislodges from target firms attitudes towards training, perceptions of a company's

Probable Management Weaknesses in Madagascar

- establishing priorities to guide use of resources,
- presenting problems to be solved and "testing" possible solutions with affected populations,
- maintaining and sharing data and information,
- conducting needs assessments prior to taking action,
- establishing management objectives ,
- identifying action agents,
- delegating authority and responsibility to action agents,
- developing action plans with benchmarks and goals,
- decentralizing decision-making to enhance stakeholding,
- holding employees accountable for achieving results,
- rewarding employees for successes,
- enhancing professionalism through career development,
- promoting "merit-based" personnel actions,
- fostering individual initiative,
- creating an "institutional culture" which encourages innovation and efficiency,
- analyzing financial data and monitoring expenditures,
- developing informational campaigns, and
- promoting special interests (lobbying, advocacy).

(Source: USAID/Benin Country Training Strategy)

training needs, specifics about the firm's technical needs to feed into training content, data on the educational profile of the owner and senior managers, and specifics about the conditions under which training can be designed (length, cost, scheduling, location, etc.). Juxtaposed against a detailed picture of the training needs of the target group, such as a government agency dealing with export control, or a family-owned medium-sized furniture manufacturer, is a review of the supply of quality, pertinent training in Madagascar.

A detailed, targeted training plan can then be drawn up to address the human resource constraints identified which take into account the availability, cost and relevance of the training supplied. In many cases, USAID decides to strengthen the training supply (as in Morocco, Tunisia, Botswana, Swaziland or Senegal) so that it can adequately meet the emerging demand, especially from growing private-sector firms. This approach might include strengthening specialized public-sector training institutions (for instance, engineering schools or management centers) or targeting private-sector consulting firms for upgrading.

A. Training Needs

Information on Madagascar's public- and private-sector training needs has come largely from USAID's bilateral projects. In addition to analyses preceding a project design, studies generally are conducted during project implementation which familiarize USAID with each

sector's particular characteristics. In this way, training ideas flow naturally as USAID/Madagascar gets closer to the needs of its target audience.

Two of the Mission's three projects targeting agricultural sectors (MIX and MAELSP) include funds for major in-country and short-term participant training. MAELSP has deepened its understanding of the precise training needs in its target groups over the past few years and is carefully designing training which responds to the demand. In a similar way, the MIX project includes training, the specifics for which will be designed as the project is implemented. This report will recommend ways to manage the remaining MAELSP and the future MIX training funds, leaving the detailed training designs to technical experts in USAID/Madagascar and to institutional contractors.

The Mission's "flagship" health and population project, APPROPOP, typifies most USAID-sponsored projects in this sector in its emphasis on in-country and public-sector training. This report will recommend training ideas for the Mission and the institutional contractor to consider taking into account existing analyses of training needs.

The SAVEM and KEPEM project documents identified key training needs in project papers and subsequent training plans developed by institutional contractors in collaboration with Mission project managers. The team will propose the most cost effective and results-oriented mechanisms to implement training in these components.

The Mission's two Strategic Objectives related to private-sector development (S.O. 1 and S.O. 2) are supported by recent additions to USAID/Madagascar's project portfolio: the Financial Management Development (FMD) Project, the CAP Project and the OPEN Project. The former sponsors a significant amount of training for the Caisse d'Epargne and the Central Bank, much of which will be conducted in-country and following recommendations of the long-term technical assistance team. Most of the bilateral project training portfolio will be implemented directly by the institutional contractors. The OPEN Project, currently under design, is the only project where some beneficiaries may overlap with the HRDA Project.

1. Private Sector

Information collected in 1993 and 1994 from several key institutions which train young Malagasy for the private labor market indicate that virtually all graduates entering the market with management or accounting degrees find employment with little difficulty. The output of middle to higher level graduates from the country's two institutions considered oriented toward the needs of businesses, INSCAE and ISCAM, deliver only 50 students to the marketplace each year. According to various studies, these graduates, with a foundation in management which employers can build upon through on-the-job training, would not begin to meet the demand from the increasing number of formal-sector firms in Madagascar.

Other training institutions, such as university departments of management and a number of small, new unproven private management training providers, do not produce well-trained graduates with skills matching the needs of the business community as of yet.

Without presenting any hard data, a 1992 World Bank staff appraisal summarizes impressions of the impending shortages of key mid-level managers in these terms:

In the traditional industrial sector a lack of technicians, higher technicians and supervisors is apparent....Firms operating in the EPZ and under the new investment code ... will demand skilled workers, ... foremen, supervisors and maintenance personnel (technicians and higher technicians).... Training of supervisors and foremen, training in informatics, ... human resource management, secretaries and office personnel, and management for small and medium size enterprises are of highest priority. (Manpower Training Project, p. 41)

The report goes on to mention the following sectors where "a shortage of higher technicians seems to be critical:"

Among firms producing highly sophisticated, top quality garments for the export market, some pointed to the lack of skilled workers as the main obstacle to further expansion and improved productivity.... Hotel and tourism demand for qualified labor will increase very rapidly [and] hardly any qualified personnel now exists outside the main hotels and very limited training potential is available.... In the construction and public works sector, the lack of qualified labor in the sector will become a bottleneck. Since 1972 no training has been provided on the level of technicians and higher technicians in the sector. (p. 45)

The new AGETIPA project in Madagascar, modeled after the World Bank-funded, labor-intensive infrastructure rebuilding efforts in Senegal and Tanzania, includes a significant in-country training component for SMEs which were found to have limited capacity to manage even small-scale projects. AGETIPA has contracted with local consultants and training providers to develop simple training modules for on-site training of the employees of SMEs. The head of Madagascar's AGETIPA confirmed that demand for mid-level managers as well as higher level "MBA-level" personnel will greatly outstrip the output from local institutions.

2. Public Sector

Any comprehensive analysis of the human resource needs of Madagascar's public sector would have to be recent to be informative. The newly-elected government with changing ministries and a nascent legislative branch present unprecedented training needs which should be studied. No current assessments were located to guide the team in dissecting human

resource constraints in the public sector. Nonetheless, a number of assumptions might be considered based on similar needs in other countries, such as Benin and Mali.

Building a legislative branch with the capacity to undertake independent research and formulate complex laws will require many years of training and support. The Mission can contribute to strengthening the legislature by analyzing the training needs of the various targets (committees, staff, etc.) and designing in-country workshops and overseas study tours. The technical assistance needed to assess precise needs and to design the training programs will itself help build a consensus among key legislators and staff as to the type of training interventions best suited to strengthen the new body. If the Mission prefers to proceed cautiously in interacting directly with the young legislature, it can consider organizing an English language program geared to the needs of the legislators and staff.

Two ministries were identified by the Mission as targets for HRDA assistance: the Ministry of Finance and the Ministry of Economy and Plan. (Other technical ministries are targeted for training by their respective USAID-funded technical projects in health, agri-business and natural resources.) Neither Ministry is ready to present its training needs or identify appropriate responses to begin the process of rebuilding and retraining staff. The Ministry of Finance has a plan to launch a major, year-long in-service training effort for its senior "inspecteurs" but has not yet identified the needs or addressed all of the issues surrounding such a program. The Ministry of Economy and Plan has begun an examination of its institutional needs and has requested help in conducting an in-house training needs assessment.

Concerning other public-sector needs, the priority legal and judicial reform issues are well-documented in studies conducted prior to the OPEN Project Paper. Once this component of OPEN is underway, a training plan can be drawn up which identifies principal training needs, targets key officials and proposes specific training interventions.

The CTS team did not analyze the distribution of USAID/Madagascar training funds between public and private sectors. Health and population projects generally focus considerably, although not exclusively, on public-sector beneficiaries, whereas agri-business and private-sector promotion projects interact primarily with NGOs and private entrepreneurs. The USAID/Madagascar training spectrum appropriately includes significant public-sector activities in support of the fragile transition to democracy. The HRDA Project targets half of its training budgets to the public and private sectors respectively.

B. Training Resources

1. Local organizations, public and private

The Scope of Work for this CTS does not include a comprehensive inquiry into local training capacity. The Mission has considerable information from previous reports funded by HRDA,

as well as substantial experience working directly with a variety of local institutions in organizing training activities.

Two World Bank reports provide data on training resources and training output from the public education system (*Staff Appraisal Report: Education Sector Reinforcement Project*) and technical schools (*Staff Appraisal Report: Manpower Training Project*). The latter includes a discussion of Madagascar's private training capacity, focussing primarily on NGOs and private schools rather than consulting firms. As of 1992, Madagascar had 500 NGOs registered of which 49 have self-identified capacities in training. Much of the data for the World Bank report came from a 1988 survey of NGOs. The CTS Team was unable to locate a recent and comprehensive assessment of the country's NGOs, without which training interventions aiming at that group will be difficult.

As is the case virtually throughout the continent, consulting firms are emerging with growing capacity to design and organize training. It is likely that although there may be highly trained and experienced Malagasy technical experts available to train others in many priority fields, such as computer programming and modern human resources management, few consultants master contemporary interactive training methods. Lacking these skills, the concept of "training" is confused with "teaching" or "lecturing" and fails to reach an adult, employed and educated audience. If Malagasy training institutions – both public and private – are to be active partners in the transfer of modern management and technical skills to the country, they will need many dynamic trainers to lead the way. For this reason, the CTS recommends organizing an on-going Training of Trainers (TOT) series to introduce modern training skills to local trainers.

Two local institutions concentrate on business management training, the *Institut National des Comptables et de l'Administration d'Entreprises* (INSCAE) and the *Institut Supérieur de la Communication, des Affaires et du Management* (ISCAM). The former is a government-chartered organization, although a semi-autonomous unit operates the Executive Management Program which offers continuing education courses tailored to employees. INSCAE offers undergraduate degrees in accounting and management and an MBA. In 1993, there were 30 places MBA students. Many donors, including USAID, have supported INSCAE. Two USAID-funded reports, the IIE/DAI evaluation of the MAELSP-funded institutional strengthening activities at INSCAE and the Private Sector Training Implementation Plan (1993) recommended continued collaboration with this institution.

The major private management, degree-granting training school in Madagascar is ISCAM, created in 1990 by a Malagasy businessman. The school concentrates on management training leading to a 2-year degree, with a minority of students continuing to a 3-year degree (the *Diplôme d'Etudes Supérieures Approfondie*). Fees are very high and in 1992, 137 diplomas were granted.

Public institutions, such as IMATEP, are operational and can be strengthened as partners in training initiatives undertaken by USAID to improve public services. Other private consulting firms and private technical colleges can also be involved, perhaps through the HRDA advisory group, to associate the country's training resources with the local demand.

2. Third Country

The CTS recommends using available HRDA and bi-lateral project funds to increase for short-term training and, in exceptional cases, long-term degree training in third countries. The Mission's Training Office and institutional contractors can arrange cost-effective Observation and Study Tours to third countries using existing programming mechanisms.

The Mission can seek out training resources in third countries by querying other USAID Missions and by involving Mission technical specialists (USDH, PSC and FSN) and Madagascar-based institutional contractors (Abt, TRD, Chemonics, etc.). Another source for information on short-term courses is the Global Training Institutions (GTI) database located in the Training Office. GTI displays data on short- and long-term courses, including their cost, content and the dates the courses are offered, in eleven African countries. The GTI database includes a narrative on courses available, class size, and the reputation and effectiveness on the institution. Several francophone countries, namely Senegal and Morocco, have training opportunities which would be of particular interest for Malagasy participants.

Although some Missions find the GTI cumbersome to use, it does serve as a first step in gathering general information on third country training in Africa. As the USAID/Madagascar technical offices gain access to GTI through the LAN, it can help ensure strong input from the technical experts in the selection of training locations and content. However, the Mission will always need to seek up-to-date information through third-country USAID Missions or directly from the training provider to supplement the GTI data.

Unlike accessing "off-the-shelf" courses in other countries, arranging effective OSTs will require using Mission professional staff resources in natural resources, health and private sector affairs. Although receiving country USAID Missions will be able to help, USAID/Madagascar should gather as much detail about technical resources available. The Training Office can also find information on third country programs from the HRDA core contractor or, in some cases, from PIET. PIET also has information on third-country resources by way of its member organizations (Amideast, AAI, Asia Foundation), each of which has a geographic specialty, and its database of returned participants. Under a recently-signed two year contract with the Office of International Training (OIT), PIET now offer the Missions third country programming services using the buy-in mechanism.

3. United States

As with third-country training proposed in this report, most U.S.-based training recommended is for short-term courses and OSTs. Unlike third-country activities, however, which require much time and effort on the part of the Mission's Training Office staff, U.S.-based short-term training can be programmed, monitored, and evaluated by OIT/PIET. By using the PIET mechanism, the Mission need only identify the training needs and relay them to PIET. The PIET staff then researches possible training options in the U.S., and provides the training office with details concerning time, cost, place, and content of courses. If the Mission does not feel the proposed courses are appropriate, it can instruct PIET to contract for tailored programs from training providers.

For OSTs, the Mission need only relay details of the purpose and composition of a group visit to PIET, which will make arrangements, employ an escort-interpreter (if necessary), monitor the schedule and evaluate the results.

PIET is also required, through its contract with OIT, to announce all short-term courses available in the U.S. These resources are kept up-to-date at the PDA/PR and Training Office and are accessible to the technical offices and institutional contractors seeking information on U.S. technical courses.

In addition, PIET programs and monitors long-term degree training programs, such as MBAs or MPHs, for HRDA or bi-lateral projects which have not contracted directly with another U.S. institution for such services.

C. Training Components of Existing and Planned USAID Projects

The Mission has a large and diverse training portfolio which includes bilateral projects with significant training components as well as two large training projects, HRDA and ATLAS. With the approval of the CPSP in 1992, and the design of several major new projects (OPEN, FMD, CAP, MIX, APPROPOP) underway, the Mission recognized the need to develop a comprehensive Training Strategy to incorporate the successes of previous training and benefit from the latest information available on the planning, management and implementation of training for impact.

The discussion below, which is divided according to the technical offices in USAID/Madagascar, summarizes training underway in the Mission's portfolio.

Market and Business Development Office

In terms of the intensity and level of funding, the OPEN Project will be one of the Mission's major training and technical assistance vehicles. Designed to provide training and technical

assistance, particularly information, to individual entrepreneurs in the formal "micro-enterprise" and "small" sectors by strengthening business associations, consulting firms and other service providers, and through technical transfer, the project is similar in some ways to the HRDA Project in its support of private sector development through training. As this project is still in the design phase and not anticipated to begin for at least one year, HRDA can provide the training urgently needed prior to OPEN project start-up. Once the precise training elements of OPEN are known, adjustments can be made in some of the HRDA training activities proposed in this CTS so that the projects are complementary.

In-country training will be the primary mechanism for achieving the goals of the Promotion Center for Entrepreneurs. Three components will be housed in the centers: a) Support to Micro and Small Enterprises, b) Support to Business Associations, and c) Technology Transfer. Through its institutional contractor, the OPEN Project will select a number of business associations and firms for intensive training, with strong consideration given to those working in the Mission's designated High Potential Zones and sectors.

The fourth component of the OPEN Project addresses Legal and Judicial Reform. It is anticipated that much of the training will be in-country, particularly in-service, for magistrates, and lawyers. This component may lend itself to training support in the form of OSTs in the U.S. or third countries. In FY1994, HRDA is providing bridge financing of \$100,000 for two in-country workshops to be conducted by the International Development Law Institute of Rome, Italy for magistrates and lawyers. This is an appropriate, flexible use of the HRDA project and demonstrates how a technical office and the Training Office can collaborate closely. Once OPEN is underway, funding for in-country training will be primarily from OPEN and organized by its institutional contractor.

Although the total training budget for the OPEN Project has not been finalized at the time of this writing, it may reach \$1 million for diverse short-term training activities both in-country and overseas. No long-term training will be conducted under OPEN. Many of the specifics (content, number of beneficiaries, implementation plans, etc.) regarding the design of the in-country and third country training remain to be resolved.

Another major private sector development project with significant in-country training is the Financial Management Development (FMD) program whose goal is to "increase investment and employment in the private sector." The program includes both non-project and project assistance and targets two public sector institutions, the *Caisse d'Epargne de Madagascar* (CEM) and the *Banque Centrale de la Republique Madagascar* (BCRM). FMD activities started in September 1993 and project assistance, with a four year LOP, totals \$4 million. Like the OPEN Project, a sizeable training budget of \$1 million is estimated.

English language training for BCRM staff has already started meeting an immediate and well-recognized need. USAID/Madagascar has received initial indications that the in-service

English courses are popular and successful. Attendance is high and the Bank is monitoring the program closely. 60 staff are in each wave of training and the goal is for 200 staff to receive ELT. The Bank has already requested a second phase of ELT. Initial funding for ELT was \$69,000 and an additional \$23,300 will provide tutorials in English for the Minister of Finance and three high level officials from the CEM.

At this time, other training under FMD has not yet been determined though significant in-country training is expected. Fortunately, the Central Bank has recognized the importance of human resources development and has appointed a well-organized, high level employee to serve as Director of Human Resources who will develop the institutional training plan. FMD has budgeted for four weeks of expatriate technical assistance by an HRD Specialist to assist in the development of a Training Needs Assessment for the BCRM. Two weeks for a follow-up visit has been budgeted as well. The project plans to sponsor 36 in-country seminars and workshops with BCRM.

FMD also has budgeted for study tours and participation in international seminars for Bank staff. The program hopes to sponsor four Study Tours to Central Banks in Asia, possibly Thailand and Indonesia. Each tour would include five BCRM employees and the Mission anticipates that the host Central Bank would arrange low-cost, in-house programs. Even with low-cost programs materialized, the CTS Team found the initial budget estimates in the PP low.

The CEM is changing their charter this year and significant training activities, with an estimated budget of \$272,513, will follow from this. According to the Mission, the CEM is expected to have a staff of around 50 employees.

USAID/Madagascar has several major agricultural projects which support private sector development and specifically address Strategic Objective 2: High Potential Zone Integration. These projects: IRRI, Emergency Locust Control, MAELSP, and CAP, all have training components, although some are more significant in dollar amounts and complexity than others.

The International Rice Research Institute (IRRI) Project is a four-year \$5.6 million dollar project that, according to PTMS records, sponsored 162 short-term technical training in third countries, primarily in the Philippines, Sri Lanka, Indonesia, China, Malaysia, Thailand, Tanzania and the U.S. Twenty-seven percent of the total number of trainees funded by IRRI were women. IRRI has also sponsored English language training and significant in-country training including 42 FOFIFA (National Center for Applied Research in Rural Development) and 21 additional staff members which exceeds the initial targets considerably.

IRRI has also sponsored 5 long-term degree training programs in the Philippines and the U.S. Two of the U.S. doctoral candidates have had problems completing their work. In April

1994, a comprehensive evaluation of IRRI and its training component was conducted. Based on findings from this report and other Mission experience, the Agricultural Development Office of USAID/Madagascar will not initiate any new long-term degree training other than one Masters degree in rice breeding. Two Ph.D candidates will have to return with Masters degrees this summer.

Based on the evaluation recommendation, it is likely that the IRRI Project will receive a 30-month no-cost extension, and will therefore continue to sponsor in-country training as well as limited third-country attendance at conferences. The IRRI evaluation stated that, "the Project has exceeded expectations on short-term, and particularly on in-country training. Masters level long-term training has also been on target," (Evaluation Report, p. 9) and given the success of this project, it is encouraging that the training component will continue to be a part of project impact.

The Emergency Locust Control Assistance Project, with a PACD of December 1994, has done limited, but effective technical assistance and training through a grant to Montana State University. Technical Assistance was provided by one Montana State researcher to address a specific problem, namely, the identification of fungi which can control the outbreak of locusts. Following this TA in Madagascar, one Malagasy entomologist received two months of practical training at Montana State. She received some English language training prior to her visit to the U.S. Subsequently, this same entomologist and another Malagasy colleague in the field will have additional training at Montana State in this subject area. In addition, this fall, the Project will sponsor a two week study tour in Montana and Washington, DC for Ministry of Agriculture officials. While this is an extremely limited training intervention, it is of interest, because it is well designed and seems to have clear, demonstrable impact both in the short and long term.

The Madagascar Agricultural Export Liberalization Support Project (MAELSP) was designed to reduce policy and procedural impediments to liberalized malagasy external markets and to increase private sector exports of non-traditional agricultural products. This project has a large training component which has had some successes but has been under-utilized due to contractual difficulties.

During the significant lag of almost a year between AMIS I and AMIS II, the Project negotiated a bridge financing contract with Abt Associates to provide technical support and training. Even with this support, and the likelihood that a 30-month no-cost extension will be granted beyond the original PACD of August 1995, it is somewhat a concern to the CTS team that the project has a pipeline of \$580,000 for training.

According to PTMS, MAELSP has sponsored 149 short-term technical trainees, 32 percent of whom have been women, primarily in Madagascar (104), the U.S. (34), and third countries (11). Training activities have included the following:

- business English language training at INSCAE for business persons selected for short-term training in the U.S.;
- group training in the U.S., primarily in agricultural marketing;
- three business development workshops in-country; and,
- 2 former EI participants were sent to Burundi for follow-up training.

Upcoming training planned by MAELSP staff includes training in France in essential oils for 11 participants, an in-country workshop on dried beans and jointly sponsored activities with GTZ and the French in training and the development of training materials.

Under the new MAELSP contract, it will be the responsibility of the institutional contractor to identify appropriate training and recruit and select participants, whereas the Mission Training Office will issue the PIO/P and handle administrative matters related to the individual training action.

The Mission's two other development agricultural activities in agriculture are the Commercial Agricultural Promotion (CAP) Project, a \$29 million project with no planned U.S. or third country training, and the Market Infrastructure Expansion (MIX) Project. The latter project is a five year, \$10 million effort to "increase economic activity in selected market centers" and is being designed and implemented using the "Design and Implementation" (DAP) process. The MIX Project has a training budget of \$610,000, the bulk of which is for in-country training. According to the PID, there will be an agenda setting workshop in each region participating in the project every year of the project. For municipal skills training, needs assessments will be conducted in advance. Training will be conducted in financial management, organizational management and principles of regional political economy, and technical service skill areas. There will be a total of nine in-country training programs in these areas. Limited follow-up training is also budgeted.

The PID does anticipate limited third country and U.S. training. For example, OSTs to representative countries in Africa and Asia are planned in order for participants to observe local public and private provision of market infrastructure and services. It is expected that up to 5 Malagasy will participate in these programs and two OSTs will be designed during the project. In addition, six persons will be selected for one-month specialized skills training in the U.S. and eight persons will participate in international conferences/workshops. Details of these training ideas will be formulated in the Project Paper.

Natural Resources Office

The third Strategic Objective of USAID/Madagascar is to reduce natural resource depletion in target areas and two major projects: Sustainable Approaches to Viable Environmental Management (SAVEM) and Knowledge and Effective Policies for Environmental Management (KEPEM) were designed to achieve this goal.

The SAVEM Project has a major training component which has had delays due to implementation problems. Two Training Plans were developed but not fully realized. A significant portion of the training funds are committed to ANGAP, the Malagasy institution working with the SAVEM project.

KEPEM is a five-year, \$42 million program, \$33 million for NPA plus \$9 million for PA, working with the Ministries of Finance and Budget, Agriculture and Rural Development and the National Environmental Office (ONE) as well as NGOs. In February 1994, an institutional contract was signed with Associates in Rural Development (ARD) which provides for long-term technical assistance and training services. The sub-contractors are ISTI and Coverdale.

ARD will be providing a significant amount of training, 28 person months, through technical assistance; there are additional training funds, separate from the institutional contract, of \$420,000. All training envisaged is short-term of approximately 2-3 months. Much of it will focus on counter-parts within ONE; the agency has already requested that the KEPEM budget for training be increased by an offsetting decrease in the TA line item. It remains to be seen whether this will occur. Expatriate facilitation skills were provided by Coverdale and another in-country workshop is planned for June 1994. There is no provision for a Training Needs Assessment in the project design.

The KEPEM Project Coordinator for USAID/Madagascar indicated that the \$12 million National Endowment Fund under this project has a strong governance aspect and potentially, the Project might consider sending key Malagasy for training within Africa where similar funds are being operated (Senegal, Kenya).

Population Office

The fourth Strategic Objective for USAID/Madagascar is to reduce total fertility. This is not a new development goal for the Mission in that several earlier health/population interventions have sought this same outcome (see Section I, c. Recent History of USAID Madagascar Training for more information on the SEATS, AVSC and Population Support Projects). Currently, the major family planning/health project for the Mission is APPROPOP or Population Sector Institutional Development which is a \$33 million dollar, seven-year project with a PACD of 6/99.

The \$500,000 training budget is considerable and long-term U.S. degree training as well as short-term in-country and third country technical training is anticipated. A training plan is scheduled to be developed in August 1994. Technical assistance in family planning service expansion, including in-country training, is provided through a cooperative agreement with Management Sciences for Health (MSH). The Mission Population Office has also done buy-ins to centrally funded projects, such as OPTIONS.

Training Office

In 1993, the Mission, using \$90,000 of HRDA funds, supported a two-year USIS project, Networking for English Teaching, which was designed to develop additional centers for Business English in Mahajanga, Fianarantsoa and Antananarivo. Activities have included: introductory workshops with potential English teachers/entrepreneurs, a needs assessment, curriculum development and support. USIS evaluates the pedagogical aspect of a potential center and Entreprenre a Madagascar, which has an agreement with USIS, is working with the English teachers on business plans and management. No English teachers have yet submitted business plans with Entreprenre, but the project still has some time until its completion date. The response to NET, not too surprisingly, has been strongest in Antananarivo, but there has also been considerable interest in Fianarantsoa.

The Mission CPSP includes a target of opportunity to support the transition to democracy. Funds from both PD&S and HRDA have supported innovative training activities in creative ways. Recognizing that the Embassy and USIS have comparative advantages in fields such as ELT, journalism and human rights, the Mission has developed a number of working agreements governing joint programs in Madagascar.

Using \$310,000 of Program Development and Support Funds, USAID signed an Memorandum of Understanding with USIS to implement the Madagascar Journalism Training Program. The MOU was for one year and ends on September 30, 1994. The series of activities for journalists include workshops, intensive ELT, three month study/internships tours for 9 Malagasy in the United States, support to journalism associations and short-term technical assistance and training by French-speaking U.S. journalists.

The Embassy has administered the USAID funded Regional Democracy and Human Rights Fund which for FY93 and 94 has been \$73,500 per year. There have been some delays in project implementation and the ability of NGOs and associations to absorb funds is limited.

One of the more dynamic associations with which the U.S. government has been working is the *Association des Jeunes Avocats Malagaches* (AJAM) which is a fully established organization of men and women lawyers 45 years and younger. The Embassy has also provided small funds to the Red Cross and the Catholic Alms Society which are both working for improvements in prison conditions and issues of detention within the justice system.

Through the African Regional Electoral Assistance Fund (AREAF), the Embassy sent four legislators for a one month Study Tour in the U.S. arranged by the African-American Institute. The Embassy, hopes in the future, that these programs can more specifically address the issues and needs of Madagascar which off-the-shelf programs such as this do not necessarily do.

The Embassy will be supporting, with a small grant, the organization of a forum in June 1995 to discuss judicial issues which would include lawyers, magistrates, journalists and law professors. The Embassy would welcome the participation of a French-speaking member of one of the active international committees of the American Bar Association or a knowledgeable member of the International Law Institute in Washington, DC. The Training Office could assist, through the HRDA core contractor, in identifying such a resource person.

At this time, the Embassy seems hesitant to train more members or staff of the National Assembly, but might consider this in the future. The Embassy is sponsoring some publishing activities with AJAM and other organizations.

The Mission has invested heavily in recent years in the centrally-managed Africa-bureau "umbrella" human resources project, the African Training for Leadership and Advanced Skills (ATLAS) Project. From FY1991 to FY1994, USAID/Madagascar has contributed \$3.3 million to ATLAS through buy-ins, which has resulted in approximately 45 graduate training slots in the United States. The distribution by graduate degrees according to the Mission's Strategic Objectives is shown in the box.

Although the Mission has made welcome changes in the way ATLAS graduates are selected in comparison with the predecessor AFGRAD program, such as taking greater control in the selection of fields of study sponsored, the CTS team recommends that the Mission link the degrees even more directly with CPSP objectives. The distribution between the four Strategic Objectives might be more even to reflect the entire portfolio and the recognized need for Malagasy trained at the graduate level in all of the Mission's priority sectors.

The Mission has used creatively the ATLAS "Postaf" program whereby Malagasy graduates of U.S. universities can undertake up to six months of specialized advanced research and skills development.

	#	%
S.O. 1 and S.O. 2	22	65
Business Admin (PhD)		
Business Admin (BA)		
MBA		
Banking and Finance		
Actuarial Science		
Computer Science		
Transport		
S.O. 3	9	26
Agricultural Degrees		
Forestry		
Biology		
Food Science		
S.O. 4	3	9
Public Health (BA)		
Public Health (MA)		
Public Health (PhD)		
TOTALS	34	100
(Masters degrees unless stated otherwise)		

The Mission has been using the HRDA Project since 1988 for short-term participant training and to support in-country, business-oriented programs. The HRDA supports all the Mission's Strategic Objectives with special attention paid to the private sector. The Training Plan for 1994 continues efforts to support innovative, in-country business training organized by Business and Professional Associations in Antananarivo and the HPZs. Entrepreneurs International will continue to be used, with seven participants planned in this year's training plan.

D. Other Donor-Funded Training

A major change in donor assistance for higher education and training in Madagascar occurred following the end of the Cold War. Eastern bloc countries, which had previously figured prominently among the major supporters of overseas scholarships, had to reduce radically the number of scholarships offered to Malagasy students. The cuts were across the board, but hit especially hard grants for undergraduate university degrees. These geo-political transformations thousands of miles from Madagascar have had profound effects on the country's ability to build human resource capacity in certain key development-related fields. Although parallel reductions were felt throughout the continent, they were particularly profound in countries, such as Benin and Guinea, where ties to formerly communist countries were strong. Moreover, at the very moment when Madagascar entered its transition to a market economy and democratic government - with critical human resources needs, a large percentage of support for overseas degrees in technical fields virtually evaporated.

Most donors now concentrate on postgraduate programs in highly specialized fields. Short term training programs appear to be primarily project-related and benefit either the public sector or, at best, local staff of projects. Very few programs are geared to address the needs of the growing and increasingly pivotal private sector.

A resume of the principal findings gleaned from a survey of all donors is found below. A more detailed narrative of the human resource and training programs currently sponsored by each major donor in Madagascar is included in the Annexes.

Principal Findings

- Compared to other donor assistance for long-term academic training, USAID emerges as a major player with 64 ATLAS training grants from 1992 to 1997
- Compared to other donor programs targeting the private sector, USAID and UNIDO dominate in recruiting and selecting trainees from outside government for short-term programs in management and technical areas

- The primary purpose for overseas scholarship assistance since its inception, as elsewhere in Africa, had been the replacement of expatriate technical assistants (*coopérants*)
- Training to replace expatriate technicians has largely been accomplished, although human resource needs continue to be felt in certain fields
- Few donors support long-term training in third countries
- The emphasis is on long-term academic training over short-term technical training for most donors
- Most long-term academic training is at the graduate level
- Most training is for public-sector employees, with only a few donors offering training directly for beneficiaries in the private sector
- Few donors reported any particular emphasis on training for women in any field; only two donors (USAID and Canada) have targets or minimums to encourage women applicants
- Selection of most candidates is handled through government ministries
- Few donors analyze either the job market (public or private) or the employer's human resource needs prior to deciding on academic fields or institutions to target
- Few evaluations of the development impact of training are conducted
- Short-term training overseas is usually at "off-the-shelf" courses rather than internships tailored to the needs of an individual trainee

III. COUNTRY TRAINING STRATEGY

A. Training Strategy

The Country Training Strategy is presented following each "Strategic Objective" ("S.O.") depicted in the Mission's CPSP. Each S.O. reflects one of USAID/Madagascar's priority sectors and, as such, merits a "training goal" which embraces the training activities undertaken by the bilateral projects as well as the "umbrella" HRDA and ATLAS projects. The training proposed, shown on the Training Plans in Section C, is to be funded from HRDA, ATLAS and the Mission's bilateral projects.

STRATEGIC OBJECTIVE 1

Establish a Competitive Market Environment for Micro and Small Firms

Targets:

- 1.1. Fair and Swift Treatment of Entrepreneurs
- 1.2. Broader Access to Savings and Credit
- 1.3. Expand Small Business Services

Training Goal:

- a) To strengthen and expand the capacity of business and professional associations and training providers to support private-sector growth;
- b) Upgrade the management and technical skills in selected public-sector institutions.

Target Audience:

Ministry of Industry	Banque Centrale	Caisse d'Epargne
National Assembly	Ministry of Finance	Business Associations
Ministry of Economy and Plan	Consulting Firms	Service Providers
Training Providers	Lawyers	

Training Proposed:

- a) **Leadership Training and Institution Building for Business Associations and Women's Groups**

Malagasy business and women's groups are young and in need of strong leadership. The principal players in these groups have had limited exposure to successful approaches used elsewhere in building viable membership organizations not dependent on limited donor support. With the benefit of the findings of an NGO capacity survey, the Mission should

systematically propose training opportunities for the leaders of all Malagasy NGOs working in business-related fields. Attendance at management and organizational workshops and courses in the U.S. and in Africa should be actively planned so that virtually all of the country's leading NGO officers have been trained in capacity-building

b) Sponsorship of In-Country Business Skills Upgrading and Management Training

Following the successful programs underway in Mahajanga and Antananarivo, the Mission should continue to fund workshops and courses through APEM, GO-MAN and other business associations to enable these groups to develop and serve their membership. As the OPEN project becomes operational, HRDA may consider ceding some of these in-country training activities to that project, being careful to consider the needs of the associations and their memberships.

c) Training of Trainers (TOTs) for local trainers

To introduce and reinforce existing modern, interactive adult learning methods, a series of in-country TOTs will be organized targeting approximately 20 trainers from NGOs, consulting companies and training providers from the HPZs. The desired outcome is to revitalize local training delivery, making it more results-oriented and better adapted to the needs (and constraints) of business people. An available supply of quality, local trainers will be able to augment their income (as freelance consultant-trainers) or improve the capacity of their institutions (as employees). Technical assistance will be provided from the U.S. through HRDA to launch the series, which will include the following interventions:

- identification of target audience of Malagasy trainers
- selection of several local trainers who have some experience in interactive training to take the lead in providing periodic "refresher TOTs" after the departure of the U.S. TA;
- development and implementation of the TOT in collaboration with a local institution;
- follow-up TOTs designed and conducted relying increasingly on local expertise with declining TA from the U.S.;
- evaluation of results after several years of TOTs.

If a solid core of experienced Malagasy trainers develops, they should be encouraged to form a professional association representing their interests. Such an association could develop informal "licensing" of quality "stand-up trainers" and an internal code of ethics. The association could eventually provide its members with "refresher courses" in collaboration with U.S. training companies, such as TRG and Coverdale, and up-to-date information on training methods and advances. To launch this mini-project, USAID/Madagascar may wish to involve, through HRDA's core contractor, a Senegalese trainer from the NGO formed in

Dakar (with U.S. assistance) which has mastered modern "stand-up" training techniques for application in francophone Africa.

d) In-Service Training for Ministry of Finance

Short-term technical assistance will be brought in to assist the Ministry in analyzing the precise training needs for its *inspecteurs* and to lay the ground-work for a comprehensive, year-long course in management, economics and finance. The TA will be conceived to help a local training institution, IMATEP, develop a course curriculum adapted to the Madagascar context, for existing Ministry staff as well as to recent graduates who pass the "inspecteur" examination. The Ministry has already prepared an initial proposal but needs to define its institutional needs, review the course content and tailor the in-service training so that there is minimal interruption of the Ministry's operations. Intensive, in-country training will accelerate the provision of qualified *inspecteur du tresor* to meet the country's growing demands; only 3 *inspectors* have been trained over the last ten years, all at French schools.

e) In-Service Training for Ministry of Economy and Plan

In order for USAID/Madagascar to avoid simply responding to Ministry requests for training without an overall plan, the HRDA Project will fund technical assistance to analyze the Ministry's overall training needs. A two-week consultancy by a public-sector training specialist will be arranged during which a detailed training plan will be conceived with the Ministry through 1997. The training plan will include both in-country workshops, courses and overseas training anticipated for the Ministry. A suggested terms of reference for this consultancy will be forwarded to USAID/Madagascar by the HRDA core contractor.

f) Entrepreneurs International

The EI program will continue with changes in the selection process. These modifications, explained in Chapter V, will result in a substantial increase in the number of applicants for U.S. internships under this program. Care should be taken to develop and publish criteria which ensure that the businesses sending EI trainees to the U.S. demonstrate a potential for expansion or improvement in their operations. Employers must contribute substantially to the costs of the program, to the extent possible. Generally, participating companies purchase, at a minimum, the airfare for the participant.

STRATEGIC OBJECTIVE 2

Increase Market Access for Neglected Regions

Targets:

- 2.1. Reduce Farm-to-market Transport Costs.
- 2.2. Increase and Diversify Agricultural Production and Sales.
- 2.3. Expand Locally-Managed Market Infrastructure

Training Goal:

To expose Malagasy decision-makers from the public and private sector to new skills and information to support increased economic activity in the HPZs.

NOTE: Training proposed for S.O.2 draws on a small amount of HRDA funds, in particular for telecommunications training. The remaining training described will be funded by amounts available in the MAELSP Project (approximately \$580,000) and in the MIX Project (\$280,000).

Target Audience:

Ministry of Agriculture
Ministry of Transport
Entrepreneurs

Ministry of Commerce
Business Associations
Agricultural Producers Associations

INSCAE
PTT

Training Proposed:

a) **Trends in Telecommunications (HRDA)**

Following the successful HRDA-funded training in 1993 which familiarized leading Malagasy officials to the major technical issues surrounding telecommunications upgrading and privatization, the project will continue to identify opportunities to keep key officials abreast of changes in this rapidly evolving field. Four study tours or course attendances are programmed for the United States.

b) **Specialized Skills Training (MIX)**

Based on training identified in the MIX PID, the Training Office or the institutional contractor will arrange attendance at courses in the U.S. for participants identified by the MIX project. Six training opportunities are planned, all of which can be arranged through "off-the-shelf" or tailor-made programs identified by PIET.

c) **Internships through Entrepreneurs International (MAELSP and MIX)**

The 1994 HRDA Training Plan submitted to AFR/ONI includes funding for 7 entrepreneurs to undertake specialized internships at firms in the United States (or elsewhere if feasible). Funding for subsequent year intakes will be covered by MAELSP (10 internships) and MIX (3). Selection criteria and procedures will be established jointly by the Training Office and each project so that the SME owners and senior managers chosen take full advantage of the EI opportunity. EI internships should be competed and planned at least 9 months in advance of the planned departure.

d) **OSTs in Public/Private Provision of Infrastructure Services (MIX)**

Based on initial provisions of the MIX PID, participants will be selected from Malagasy SMEs and municipalities for OSTs to familiarize them with public/private collaboration in the provision of market infrastructure services. Two trips are planned to the United States.

e) **Conference/Workshop Participation (MIX)**

Attendance at training courses, workshops or conferences in the United States will be arranged for eight participants from HPZs working with the MIX project to reinforce project objectives.

f) **Export Successes for Small Agricultural Producers in Morocco and Tunisia (MAELSP)**

Two OSTs of 4 participants each will be arranged to familiarize MAELSP-selected business people with progress made in a middle-income developing country in expanding agri-business exports. One group could travel to Morocco and the other to Tunisia. In each country, participants would visit exporters of fresh fruits, vegetables and flowers as well as university research support institutions, such as the *Institut Veterinaire et Agronomique Hassan II* in Morocco. Each program would include site visits and meetings with government and trade associations arranged locally with the assistance of the HRDA Project Washington office or Partners for Education and Training.

g) **Follow-up Agri-business Workshop for Fianarantsoa (MAELSP)**

A second national workshop for agri-business owners or managers will be organized in Fianarantsoa within a year of the Mahajanga workshop. The first workshop, scheduled for September 1994, is to be funded from HRDA core funds. It will be modeled after the successful, 2-week strategic planning agri-business meeting organized by AFR/ONI (HRDA) and USDA in Abidjan for French-speaking Africans. Two Malagasy attended the first workshop and were instrumental in suggesting a similar national conference for Mahajanga.

A follow-up workshop, building on the lessons learned from the Mahajanga experience, will be funded from MAELSP and will target CAP project beneficiaries as well as potential MAELSP clients.

STRATEGIC OBJECTIVE 3

Reduce Natural Resource Depletion in Target Areas

Targets:

- 3.1. Conserve Biodiversity in National Parks
- 3.2. Improve Management of Forest Resources in National Parks
- 3.3. Increase Income Opportunities for Resource Users.
- 3.4. Increase Natural Resource Institutional Capacity

Training Goal:

To strengthen the capacity of public-sector institutions and NGOs to reduce resource depletion and conserve natural resources.

Training under SAVEM and KEPEM is directly managed by each project's institutional contractor. The Training Office will provide assistance in identifying courses and appropriate training sites. Both the SAVEM and KEPEM contractors are updating their training plans. Below are training suggestions made by the CTS team for consideration by USAID and the institutional contractors.

Target Audience:

Ministry of Agriculture

NGOs

Office National de l'Environnement

Ministry of Finance

ANGAP

Training Suggestions for USAID and Contractor Consideration:

- a) **Leadership Building and Technical Training in Natural Resource Management and Conservation (KEPEM and SAVEM)**

The KEPEM and SAVEM project staff, with representatives from the institutional contractors, government and the private sector, will work closely with the Training Office to identify pertinent, U.S. and third-country technical courses to further the objectives of both projects. The courses proposed will reflect the findings and recommendations of the Training Plan and NGO Assessment described below.

b) Training Needs Assessment (KEPEM)

Two weeks of technical assistance will be arranged for a training specialist to conduct a Training Needs Assessment of KEPEM's target beneficiaries. The assessment will be conducted in partnership with a local NGO or consulting firm to help strengthen local capacity. A Training Plan will be one of the outputs from the assessment which will serve to guide future decisions on KEPEM overseas training. (NOTE: The Training Plan for SAVEM was completed in 1992 and an update was concluded in 1994 to assist SAVEM in its future training.)

c) Assessment of NGO Capacity in Natural Resources and Conservation (KEPEM/SAVEM)

Following recommendations from many sources, a comprehensive survey of Malagasy NGOs working in the natural resources field will be conducted to determine their organizational strengths, viability, training needs and technical proficiency. Without this information, effective training programs and other project interventions designed to build local NGOs will be hindered. The technical assistance team will work in partnership with a local consulting firm, NGO or individual.

d) NGO Strengthening Workshop (KEPEM/SAVEM)

Flowing from the findings presented in the assessment above, two workshops will be developed with the objective to strengthen selected NGOs working in the natural resource and environmental fields. Other NGOs, for example, from the health or agri-business sectors, may be included in the target audience depending on the recommendation of workshop planners. The workshops will be planned and implemented in collaboration with a local firm or NGO.

e) Modernize Local Training Methodology in Natural Resource Fields (KEPEM/SAVEM)

Two TOTs will be organized to upgrade the proficiency of local trainers specializing in natural resources management and conservation. The pattern of intervention will be similar to the TOTs proposed for S.O. 1 for Malagasy business trainers. The TOTs will target Malagasy who lack knowledge of adult learning and interactive training methods but have a potential for becoming professional "stand-up" trainers and facilitators in regions where KEPEM and SAVEM are active. Funds are programmed from SAVEM for assisting approximately 25 trainers.

STRATEGIC OBJECTIVE 4

Reduce Total Fertility

Targets:

- 4.1. Increase Modern Contraceptive Use
- 4.2. Improve Nutritional Status of Children Under Five.

Training Goal:

- a) To increase the capacity of decision-makers and opinion leaders to initiate policy and programmatic reforms which promote family planning and health programs;
- b) To improve the implementation of family planning delivery.

NOTE: In view of the funds available from the APPROPOP Project, it will not be necessary to use HRDA funds for family planning or health activities. Approximately \$500,000 of APPROPOP funds will be earmarked primarily for participant training to be managed by the institutional contractor with advice from the USAID Population Office and the Training Office. Below are training suggestions made by the CTS team for consideration by USAID and the institutional contractors.

Target Audience:

Ministry of Health
Pharmacies, clinics

Non-Governmental Organizations
Private Health Care Providers

Training Suggestions for USAID and Contractor Consideration:

a) Technical Training in Health Management and Communication (APPROPOP)

The Training Office will advise the Population Office as to the availability of short-term training in the United States and in third countries in fields and sub-specialties determined to be of special need. Other appropriate short-term training may be identified and proposed by contractors working on different aspects of the APPROPOP project (policy, sustainability, family planning and child survival efforts) to be funded and managed by USAID under the APPROPOP training line item.

b) Successful Family Planning Programs in Developing Countries (APPROPOP)

Two OSTs of four participants each will be arranged. Each group will travel to several countries, such as Morocco or Tunisia, which have developed innovative and effective Information, Education and Communication (IEC) campaigns in family planning..

c) Successful Private/Public Partnership in Health Management (APPROPOP)

Two OSTs of four participants each composed of representatives from the public and private sector will be arranged. The APPROPOP institutional contractor will recommend resources in third countries which could be included in the program of visits.

d) Institution Strengthening in Health and Communications (APPROPOP)

Three participants with requisite educational levels from key institutions will be selected jointly by the Training Office and the Population Office for special graduate degree programs combining public health with journalism or communication fields (e.g., at Tulane, Boston and Johns Hopkins Universities and at the University of California at Berkeley). In addition, the number of ATLAS participants selected from health and population fields will be increased so that at least 16 Malagasy are trained at the graduate level under ATLAS. Meeting this target would increase to 25 percent the number of participants in health and population fields from ATLAS funds from FY1992 to FY1997 and better reflect the weight given to health and population in the Mission's training portfolio.

TARGET OF OPPORTUNITY
Strengthen Civil Society

Training Goal:

To strengthen public and private sector institutions which exercise credible autonomy and responsible management in order to promote and sustain the transition to democracy.

NOTE: The training described below will be funded entirely under HRDA. The Mission has no other source of major funding for the Target of Opportunity.

Target Audience:

National Assembly – Committees and Elected Officials
Professional Associations
Journalists
Centre d'Information et de Documentation Scientifique et Technique (CIDST)

Lawyers
NGOs

Training Proposed:

a) **Training Plan for D/G Activities**

A training plan needs to be developed which flows from the findings and recommendations from the *Assessment of Politics and Governance in Madagascar* (May 1994) and addresses USAID, USIS and Embassy objectives for D/G. A consultant experienced in working with training programs for francophone legislators, lawyers and journalists in Africa will spend 3 weeks in Madagascar to conceive a creative, relevant series of in-country and overseas training activities. The plan will be the principal guide for future USAID programming over the next three years. It will set internal objectives for D/G activities against which training activities can be planned and measured.

b) **Journalism Training Program**

Following the 1-year training program for Malagasy journalists implemented by USIS with USAID funding, the HRDA Project will plan to continue innovative training and outreach to journalists and newspaper editors and owners. Programs revolving around the new "press center" at USIS will be planned. The U.S. internship component will be continued if the "mini-evaluation" described below so recommends.

NOTE: Prior to signing a second Memorandum of Understanding with USIS, USAID/Madagascar should conduct a "mini-evaluation" of this activity. Approximately \$310,000 will have been expended over a one-year period. The Scope of Work for the evaluation is included in the Annexes. It will consist of two elements: a) an in-country survey of the journalists who have benefitted from this training and newspaper owners conducted by a local firm under contract with the Mission, and b) an assessment of the U.S. university/newspaper internship component organized by USIS/Washington for 9 journalists. The U.S. component is an expensive element (\$130,000) of the total USIS program and merits careful evaluation. A cost effective and administratively convenient way to obtain a quality assessment of the U.S. component is to do a buy-in to the HRDA requirements contract for this service. Interviews of the nine participants and their sponsors would be conducted over a two-week period during the summer of 1994 and prior to the completion of the program. The estimated cost of the assessment of the U.S. component is less than \$5,000.

c) **Strengthening Research and Documentation Capacity**

- Senior officials at the Centre d'Information et de Documentation Scientifique et Technique (CIDST) will be invited on OSTs to learn about the Congressional Research

Service, the National Archives, the Library of Congress and similar agencies at the state level. Three groups of four participants each will be programmed. Participants will also learn about the role played by the free flow of information (Freedom of Information Act) in a democracy.

- In-service training will be organized following recommendations in the D/G Training Plan for employees at the CIDST.

NOTE: USAID should consider funding English language training for selected individuals associated with research and archival activities at CIDST and within the National Assembly committee staffs. If the program were developed with USIS assistance, the OSTs could be organized without escort-interpreters.

d) **Exposure to U.S. and Third Country Democratic Systems**

OSTs will be organized to the United States, Senegal and Benin to familiarize elected officials to both established and evolving democratic systems. Groups travelling to the U.S. will have programs arranged by PIET with input as needed from the HRDA core contractor. Escort-interpreters will be required. Programs for groups travelling to other African countries will be coordinated by the Training Office and the USAID receiving Mission with resource help from the GERDES offices in Africa and the National Democratic Institute based in Washington, D.C.

e) **Strengthening Civic Education and Awareness**

Technical assistance will be arranged to train NGOs and associations in improving outreach to grass roots groups and in developing Information, Education and Communication (IEC) campaigns.

f) **Support for Judicial Conference**

To supplement Embassy support for a workshop to be organized in the summer of 1995 by the *Association des Jeunes Avocats Malgaches*, HRDA will arrange, through a buy-in to its Requirements Contract, the participation of a French-speaking U.S. lawyer knowledgeable about Africa and international legal issues. Following the workshop, the lawyer will be available for one week of programming with legislators, lawyers and journalists.

B. Relationship with USAID/Madagascar Development Objectives

The four training strategies outlined in Chapter A are designed to sharpen the impact of training as an effective instrument in achieving each of the Mission's strategic objectives. A convenient method to grasp the way in which training supports each SO is to refer to the

"Summary Training Plan" and the associated Training Plans in Chapter III, C, where all project training funds managed by USAID/Madagascar are displayed under each SO. These charts provide senior Mission officials with their only single glimpse across sectors of the bulk of USAID's human resource activities organized in-country or overseas.

The Mission's goal (*broad-based market-led sustainable economic growth*) will be well-served by training sponsored both in-country, in third countries and in the United States. Effective selection procedures and information outreach mandated for all projects will bring the fruits of training to a broader-based target population. Whether in-country training funded through bilateral projects, such as MIX and SAVEM, and implemented by a local contractor or graduate education at U.S. universities managed by the ATLAS contractor, the Mission will increase participation in Madagascar's economic growth through expeditious and appropriate design and implementation of its human resource efforts.

The institutional strengthening resulting from well-designed, high-impact training, such as that proposed for Malagasy active in emerging democratic institutions and NGOs, will serve to stabilize the country's fragile structures and increase their responsiveness to the public. Helping revitalize several key government services, such as the Ministries of Finance and Economy, through new in-country training support will contribute to improving the enabling environment for business expansion.

The Mission's sub-goal (*stimulate and multiply competitive market linkages*) will likewise be well addressed through in-country workshops and seminars supplemented by short- and long-term participant training in the U.S. and third-countries. Only by improving both the managerial and technical skills in government and the expanding NGO and business sectors can Madagascar hope to sustain growth.

The training activities proposed under each Strategic Objective will require careful design and implementation to bring about the desired development impact. There is a healthy mix of in-country training reaching many beneficiaries complemented by participant training emphasizing skill enhancement and exposure to modern organizational and technical trends overseas. Although training is a key development tool in all Missions, USAID/Madagascar's commitment to human capacity building is major: \$8.6 million of training *directly managed by USAID* through FY1997 *in addition to* in-country bilateral project training managed by institutional contractors totalling millions more.

Major institutional contractors play an important role in realizing each SO at USAID/Madagascar. The training proposed in the CTS should complement activities already contained in the bilateral project contracts. Ideally, the Training Office works closely with the USAID technical office *as well as* technical experts at the institutional contractor's local office to coordinate training and seek the most relevant overseas training resources.

The Mission's Target of Opportunity (*strengthen civil society*) is the only area of USAID interest which has neither a bilateral project or an institutional contractor. For this reason, a large portion of HRDA funds are designated for activities strengthening nascent democratic institutions and NGOs. Short-term workshops and Observation and Study tours feature prominently in the options available to reinforce democratic habits in Madagascar. By strengthening the capacity of local NGOs to design and organize training for their constituents, USAID can help ensure that interests of the broader public are addressed by representative government. The OSTs and short-term training recommended will help overcome years of isolation by introducing new ideas, innovative management approaches and solutions to key decision-makers in the public and private sectors.

C. Country Training Plans and Budgets

SUMMARY TRAINING PLAN*
By Strategic Objectives and Training Type
All USAID/Madagascar Projects (FY94-97)
 (in \$000)

TRAINING TYPE AND OBJECTIVE	HRDA	ATLAS	OPEN	FMD	MAELSP	MIX	SAVEM	KEPEM	APPRO-POP	TOTAL
1. US Short-Term										
● S.O. 1	\$201		\$150	\$372						\$723
● S.O. 2	48				\$150	\$213				411
● S.O. 3	0						\$120	\$120		240
● S.O. 4	0								\$300	300
● Target of Opportunity	195									195
US Long-Term		See Note**								
● S.O. 1		280								280
● S.O. 2		280								280
● S.O. 3		400								400
● S.O. 4		740								740
● Target of Opportunity		0								
Sub-Total	444	1.700	150	372	150	213	120	120	300	3.569

*The tables cover all training funded by USAID and managed either by USAID's Training Office or by institutional contractors. Training levels and plan for MIX may during the Project Paper design.

**ATLAS training appears only on this chart, not on the separate Strategic Objective tables which follow. The amounts entered above under each SO will redistribute future ATLAS training grants to reflect the Mission's CPSP more equitably. See page XXX for an explanation and the table "ATLAS Future Training Distribution" in this section.

TRAINING TYPE AND OBJECTIVE	HRDA	ATLAS	OPEN	FMD	MAELSP	MIX	SAVEM	KEPEM	APPRO-POP	TOTAL
2. <u>Third-Country Short-Term</u>										
• S.O. 1	212			352						564
• S.O. 2	0				114	64				178
• S.O. 3	0						40	40		80
• S.O. 4	0								184	184
• Target of Opportunity	60									60
<u>Third-Country Long-Term</u>	0									
Sub-Total	272			352	114	64	40	40	184	1,066
3. <u>In-Country</u>										
• S.O. 1	315		500	100						915
• S.O. 2	0									0
• S.O. 3	0						80	55		135
• S.O. 4	0									
• Target of Opportunity	265									265
• ELT for ATLAS & HRDA	68									68
• Business English Prog	TBD									
Sub-Total	648		500	100			80	55		1,383
4. <u>Follow-On</u>										
• For all SOs	40									40
Sub-Total	40									40

TRAINING TYPE AND OBJECTIVE	HRDA	ATLAS	OPEN	FMD	MAELSP	MIX	SAVEM	KEPEM	APPRO-POP	TOTAL
5. Project Management										
• Training Office staffing	130									130
• Equipment	50									50
• Evaluations**	60									60
• PSTNA Up-date***	35									35
Sub-Total	275									275
Totals - Sections 1-5	1.642	1.900	650	824	264	277	240	215	484	6.333
Training TBD	258	0	50	176	316	3	1.000	205	16	1.987
Total USAID/M Training Funds	1.900	1.700	700	1.000	580	280	1.240	420	500	8.320

* Includes funds for HRDA-funded staff, as proposed in CTS, for 3-year period (FY95-97), as follows: Training Officer - \$70,000, Training Assistant \$35,000 and Training Clerk \$25,000. Includes salary and benefits for 3 years, staff training and travel to HRDA workshops.

** Evaluations for the Journalism project and Project NET managed by USIS, and a mid-term evaluation of USAID/Madagascar's HRDA Project in 1995.

*** See description and justification for this activity in Section V.

Training Type	HRDA	OPEN	FMD
3. In-Country			
● Seminars/technical trng organized by BAs (1994-95)	50,000		
● TOTs for local trainers (TA plus sessions)	65,000		
● TA for management trng at IMATEP for Min of Finance*	160,000		
● TA for needs assessment at Min of Economy	30,000		
● Business English for EI candidates (on a cost-sharing basis)	10,000		
● ELT for BCRM and CEM staff			100,000
● Legal Education Training		500,000	
Sub-Total	315,000	500,000	100,000
Training To Be Determined	0	50,000	128,000
Total	768,000	700,000	1,000,000

*96 Person Days of HRDA buy-in TA (approx. 4 months) delivered in 6 visits over 3 years, with more assistance in the first 1½ years, totalling roughly \$88,000: TA @ \$22,000 per month, plus \$12,000 for 2 additional RT airfares and miscellaneous, plus a per-trainee fee paid to IMATEP of \$500 for training materials and course development (120 trainees X \$500 = \$60,000).

SO 2: Increase Trade from High-Potential Zones

TRAINING TYPE	HRDA	MAELSP	MIX	CAP
1. US Short-Term <ul style="list-style-type: none"> ● "Trends in Telecommunications" - OSTs & workshops (4 part. @ \$12,000) ● Specialized Skills Training - course attendance (6 part. at \$12,000) ● Entrepreneurs Int'l Internships* (\$15,000 for each EI part.) ● Reinforcement of MIX Project objectives: 8 part. selected from HPZs for conf/workshops (\$12,000 each) <p style="margin-left: 20px;">Sub-Total</p>	48,000	150,000	72,000 45,000 96,000	See Note**
2. Third Country Short-Term <ul style="list-style-type: none"> ● "Export Successes for Small Agricultural Producers in Morocco/Tunisia" - OSTs for 2 groups of 4 part. each for 2 weeks inc. travel (@ \$32,000 each) ● Second Agri-business Workshop for Fianarantsoa ● OSTs for 2 groups of 4 part. each to Africa/Asia to observe public/private provision of infrastructure services (\$32,000 each) <p style="margin-left: 20px;">Sub-Total</p>		64,000 30,000 94,000	64,000 64,000	

*MAELSP will sponsor 10 participants starting in FY95; MIX will sponsor 3 in subsequent years.

**CAP has no funds for training.

SO 3: Reduce Natural Resource Depletion in Target Areas

TRAINING TYPE	HRDA	SAVEM	KEPEM
1. <u>US Short-Term</u>	See Note		
<ul style="list-style-type: none"> ● Leadership building and technical training in NRM and conservation (10 part @ \$12,000) 		120,000	120,000
Sub-Total		120,000	120,000
2. <u>Third Country Short-Term</u>			
<ul style="list-style-type: none"> ● Leadership building and technical training in NRM and conservation (5 part @ \$8,000) 		40,000	40,000
Sub-Total		40,000	40,000
3. <u>In-Country</u>			
<ul style="list-style-type: none"> ● NGO Strengthening Workshop - 2 @ \$15,000 ● Modernize Local Training Methodology in NRM Fields - 2 TOTs for 25 trainers** ● Assessment of NGO Capacity in Natural Resources and Conservation - TA to conduct survey and present and distribute report (1 expat + 1 local consultant for 3 weeks)*** ● Training Needs Assessment (buy-in) 		15,000	15,000
		50,000	
		15,000	15,000
			25,000
Sub-Total		80,000	55,000
Training To Be Determined		1,000,000	205,000
Totals	0	1,240,000	420,000

The HRDA Project will not fund training under SO 3 due to the availability of unearmarked funds in SAVEM and KEPEM. These funds can be used to sponsor training managed from within the Mission.

**The TOTs will be similar to those described under SO1. Any offshore consultants needed can be accessed through the HRDA requirements contract.

***The assessment could be done through a buy-in to the HRDA requirements contract. Details on the procedures are found in the Annexes.

SO 4: Reduce Total Fertility

TRAINING TYPE	HRDA*	APPROPOP
<p>1. <u>US Short-Term</u></p> <ul style="list-style-type: none"> ● Attendance at technical courses, workshops and conferences (6 part. @ \$10,000) <p><u>US Long-Term</u></p> <ul style="list-style-type: none"> ● Graduate Programs for a Masters in Public Health and Journalism/Communications (3 @ \$80,000, including ELT) <p>Sub-Total</p>		<p align="right">60,000</p> <p align="right">240,000</p> <p align="right">300,000</p>
<p>2. <u>Third Country Short-Term</u></p> <ul style="list-style-type: none"> ● Attendance at technical courses, workshops and conferences (10 part. @ \$8,000) ● "Successful Family Planning Programs in Developing Countries" - 1 OSTs of 6 part. for 2 weeks to Morocco, Tunisia, or Zimbabwe (@ \$40,000) ● "Successful Private/Public Partnership in Health Management" - 1 OSTs of 6 part. for 2 weeks (@ \$40,000) <p>Sub-Total</p>		<p align="right">80,000</p> <p align="right">40,000</p> <p align="right">40,000</p> <p align="right">160,000</p>
<p>3. <u>In-Country</u></p> <p>ELT for program managers @ \$10,000</p> <p>Accounting & Financial Management workshop @ \$10,000</p> <p>Sub-Total</p>		<p align="right">10,000</p> <p align="right">10,000</p> <p align="right">20,000</p>
<p>Training To Be Determined</p>	<p align="center">0</p>	<p align="right">20,000</p>
<p>Total</p>	<p align="center">0</p>	<p align="right">500,000</p>

*The HRDA Project will not fund training under SO 4 due to the availability of approximately \$500,000 unearmarked in APPROPOP. These funds will be used primarily for participant training managed jointly by the Training Office and the Population Office.

Target of Opportunity
SUPPORT THE TRANSITION TO DEMOCRACY

TRAINING TYPE	HRDA*
1. US Short-Term <ul style="list-style-type: none"> ● "Exposure to U.S. institutions supporting democracy - OSTs to Nat'l Archives, Library of Congress, state govt., etc. (3 groups of 4 part for 3 weeks @ \$45,000 including escort-interpreter) ● Courses/conferences in D/G in French (5 part. @ \$12,000) <p style="margin-left: 20px;">Sub-Total</p>	<p>135,000</p> <p>60,000</p> <p>195,000</p>
2. Third Country Short-Term <ul style="list-style-type: none"> ● "Problems and Successes in Third-Country Transitions to Democracies: OSTs to Benin, Senegal, Zimbabwe and Tunisia (3 groups of 4 part. for 2 weeks to 2 countries each, @ \$30,000 - includes local facilitation services) <p style="margin-left: 20px;">Sub-Total</p>	<p>60,000</p> <p>60,000</p>
3. In-Country** <ul style="list-style-type: none"> ● Training Plan for D/G Activities (TA for 3 weeks) ● Journalism Training through USIS - MOU to continue modified program based on evaluation recommendations ● Strengthening Research & Documentation at CIDST (TA for in-service trng plus course costs) ● Strengthening Civic Education and Awareness - TOTs and training for NGOs in sector (TA and local training workshops stretching over 2 years, facilitated by U.S. and local consultants thru HRDA buy-in) ● Support for Judicial Conference (TA from U.S. French-speaking lawyer for conf & follow-up advising) <p style="margin-left: 20px;">Sub-Total</p>	<p>25,000</p> <p>100,000</p> <p>25,000</p> <p>100,000</p> <p>15,000</p> <p>265,000</p>
Training To Be Determined	0
Total	520,000

*All training will be funded under HRDA.

**TA can be accessed through buy-ins.

HRDA and ATLAS Obligations Levels
(\$000)

Project	FY94	FY95	FY96	FY97	TOTALS
HRDA	700	500	200	500	1.900
ATLAS	700	0	500	500	1.700

**TRAINING FUNDS IN
USAID'S PORTOLIO
FY 1994 - 1997***

	<u>\$000s</u>
HRDA	1.900
ATLAS	1.700
MAELSP	.580
SAVEM	1.240
KEPEM	.420
APPROPOP	.500
MIX	.280
FMD	1.000
OPEN (estimate)	<u>.700</u>
TOTALS	8.320

**Figures may not include all
in-country and participant training*

**ATLAS Future Training Distribution
(FY95-97)**

SO	In-Trng*	New Starts	Total	%
1 & 2	22	10	32	50
3	9	7	16	25
4	3	13	16	25
Total	34	30	64	100

* Number of participants selected and in-training, 1992-1994.

IV. MANAGEMENT AND IMPLEMENTATION

The Country Training Strategy proposes an ambitious portfolio of activities requiring strong USAID management with support from AID/Washington. Missions which look to HRDA for development impact generally appreciate the amount of management support required to achieve the expected results from training and technical assistance.

A. HRDA Project Management

The Training Office is headed by a highly seasoned senior Training Specialist who is an excellent manager, knowledgeable of participant training as well as in-country training and quite comfortable with PTMS. In addition, the Training Specialist has significant work experience in the private sector and knows both the programmatic/budgetary aspects of USAID/Madagascar's current and past portfolio. This HRD specialist is part-time in the Training Office and has considerable responsibilities within the Program Office. In the past year, the Mission hired a Training Assistant who previously worked for the GSO, who has strong computer and interpersonal skills as well as an interest in training. Given the total level of funding for training within the USAID/Madagascar portfolio and the management intensity demanded for participant training, which comprises third country and U.S. based long and short term training, the Training Office will be handling a greatly increased number of training actions and a considerable budget. The Training staff will be expected to undertake a range of tasks, some of which are new, listed below:

- drafting SOWs,
- reviewing training proposals from local firms and institutions,
- researching and identifying appropriate training programs (through GTI or OIT/PIET, for example),
- programming OSTs to third countries,
- speaking to associations about USAID training opportunities,
- evaluating training undertaken by local institutions and groups,
- coordinating TDYs and Technical Assistance teams,
- backstopping in-country conferences and workshops, and
- handling or overseeing administrative details of complex in-country activities.
- working closely with technical offices, and institutional contractors,
to coordinate and implement participant training

In view of the quantity and complexity of training activities proposed over the next four years, this CTS recommends that the Mission significantly increase the staffing level of the Training Office. The chart below, which compares staff levels for USAID missions in Guinea, Niger, Tanzania and Benin, illustrates the insufficient management resources at USAID/Madagascar relative to the size of its training portfolio.

COMPARISON OF MANAGEMENT SUPPORT FOR MISSION TRAINING PROJECTS

Country:	Tanzania	Guinea	Benin	Madagascar
HRDA+ATLAS Funding	\$15.8 million	\$10 million	\$4.5 million	\$6.2 million
OYB	\$28 million	19 million	20 million	28 million
Staffing	Senior Trng Off 1 Trng Assist 2 Trng Clerks 2 Total FT staff 5	Senior Trng Off 1 Trng Assist 2 Trng Clerk 2 Follow-Up Assist 1 Total FT Staff 6	Senior HRD Spec 1 Trng Officer 1 Trng Assistant 1 Total FT Staff 3	Senior Trng Off .5 Trng Assist 1.0 Total FT Staff 1.5
Comments	<ul style="list-style-type: none"> ● Focus country ● No USDH/PSC HRDO 	<ul style="list-style-type: none"> ● Focus country ● Substantial in-country trng thru bilateral projects ● No USDH/PSC HRDO 	<ul style="list-style-type: none"> ● Focus Country ● Substantial in-country trng managed by USAID ● No USDH/PSC HRDO 	<ul style="list-style-type: none"> ● Focus Country ● \$2+ Million trng from bilaterals managed by Mission ● No USDH/PSC HRDO

The CTS team recommends hiring a full-time Malagasy Training Officer with a graduate degree (preferably from a U.S. university) and demonstrated management experience. Once that person is on board, a Training clerk should be hired who would work primarily on data entry and administrative paperwork under the supervision of the new Training Officer and the current Training Assistant. The new employees should be FSNs in order to build institutional capacity over the next few years of intensive training activity. Both employees and their computer equipment can be funded under HRDA if the Mission so chooses.

The current staffing level of the Training Office includes:

- one FSN Training Specialist (part-time),
- one FSN Training Assistant/PTMS data expert (full-time).

This current staffing plan is insufficient to handle the management requirements for the training activities proposed in this CTS. It is therefore recommended that USAID/Madagascar:

- employ an experienced full-time training professional, possibly educated abroad and with previous management experience, who will manage all USAID participant training on a day-to-day basis;
- monitor the management burden of its training activities periodically, especially on Mission contracting office staff, and devise alternate implementation mechanisms, such as

buy-ins to the HRDA project or IQCs, to assist in managing both in-country and overseas training programs.

The HRDA activities proposed for 1994 through 1997, as shown in the box below, will increase the management burden on the existing training staff as a result of:

- the increased number of in-country training actions
- the expanded use of short-term technical training and OSTs
- the increased number of specialized training programs for groups of participants such as Observation and Study Tours to third countries and specialized internships, which require far more staff work than programming for "off-the-shelf" U.S. training through OIT;
- the need to arrange periodic U.S. technical assistance for training program design, implementation and for TOTs requiring fully-drafted Scopes of Work, individual contract actions, and liaison with local institutions and Washington-based contractors;
- having to prepare SOWs for RFPs and following through on contract actions and to monitor local training services;
- designing and implementing new selection and training procedures and establishing the in-house Training Committee and a PSAB;
- undertaking new follow-on activities (grant to AAAA, post-training evaluations, etc.); and,
- organizing data collection and tracking impact.

TRAINING FUNDS FOR DIRECT USAID MANAGEMENT*	
FY 1994 - 1997	
	<u>\$000s</u>
HRDA	1.900
ATLAS	1.700
MAELSP	*
SAVEM	*
KEPEM	*
APPROPOP	*
MIX	280
FMD	*
OPEN (estimate)	<u>.700</u>
TOTALS	4.580

** does not include training in Institutional Contracts*

Although the Training Office is currently in adequate office space, it may need to expand to accommodate additional staff and will need two new computer sets. The equipment procurement can be funded from HRDA project funds. The current Training Assistant needs advanced PTMS training and help in resolving data discrepancies. This training may be provided through HRDA core funds for MIS services.

To align more accurately the Mission's offices with the new strategic objectives, USAID management should consider a new name for the training office. The section is known now as the "Training Office," which implies that it handles only the processing of trainees. To reflect more accurately the advisory and technical services rendered by the office, the Mission might consider calling it the Human Resources and Training Office (HRTTO) or the Human Resources Development Office (HRDO).

B. Coordination with Other Mission Projects

The CTS recommends that the Mission form an in-house training coordinating committee, which would have the following functions:

- To establish training policy for the Mission and its contractors in Madagascar.
- To coordinate within USAID all training activities to ensure complementarity, avoid duplication of effort, and present a unified training strategy to the public.
- To ensure that training investments are yielding the impact desired and support USAID's program objectives.
- To provide guidance to USAID members on the ATLAS selection committee and the PSAB.
- To disseminate information to all Mission project coordinators on upcoming training events.

The recommendation for an internal USAID training committee was made in the HRDA-funded Private Sector Operational Plan for USAID/Madagascar submitted to USAID/Madagascar in May, 1993. Although many other recommendations were implemented, a mechanism to improve information flow on training issues *across technical sectors* was not created. The CTS team urges the Mission to act upon this recommendation as soon as possible.

Due to the level and intensity of training sponsored by USAID/Madagascar, monthly meetings are recommended to bring together the following offices/organizations:

PDA Office Chief (to chair meeting)
Program/Training Specialist
Training Officer (recorder for the meeting) (to be hired)
Training Assistant
One representative from each Technical Office (Natural Resources, Market & Business Development, Population)

Institutional contractors can be invited at the request of technical offices.

A brief summary of discussions and actions taken would be written by the Training Officer and forwarded to the PDA Chief and committee members no later than the day after the meeting.

V. SPECIAL TRAINING ISSUES

A. Participation of Women

A 1992 World Bank Staff Appraisal Report makes the following observation:

Generally women suffer less discrimination in Madagascar than in most sub-Saharan countries. Female and male education enrollment rates are broadly similar, and training institutions accept female students alongside males. Women suffer less discrimination than elsewhere when entering the labor force, either in the formal or informal sectors.... Women account for about 15 percent of the modern sector work force, and 20 percent of government jobs.... Given the high level of integration of women into the labor force, Malagasy now face "second generation" work force problems, such as discrimination in promotion and lower pay than men for similar work. (World Bank Staff Appraisal Report for the Manpower Training Project, p. 4).

While the socialist legacy has provided greater equality for Malagasy women, considerable inequities remain. It is encouraging that a high percentage of the population complete primary school, but girls and women still lag in their participation at both the primary and secondary levels. The illiteracy rate for girls in the agricultural population is approximately 40 percent (Picard, *Social Soundness and Gender Analysis: OPEN Project*, p 7). While women with an education have the opportunity to pursue professions in the formal sector, such as medicine, law, teaching, business, the vast majority of women are found in the informal sector which includes agriculture, handicrafts, petty trade, domestics.

Picard notes that girls are less likely to be enrolled in technical or scientific courses at the secondary school level and that Madagascar perpetuates traditional female occupations. According to a 1980 ILO Survey, 11.15 percent of all professional jobs are held by women. A very small number of Malagasy women are entrepreneurs in the formal sector, for example in passenger transport, restaurants, hotels, private schools/training centers, and agriculture (Picard, p. 10).

One of the keys to successful development is involving women in both project design and implementation. The HRDA and ATLAS projects, as well as Mission bilateral projects, encourage the active participation of women through targets which are to be met and exceeded, if possible. HRDA mandates that 35 percent or more of the participants be women, and ATLAS calls for a minimum of 30 percent.

The HRDA Project, in working with business associations, has identified several business-women who are leaders in their fields and are active in associations. The CTS team recommends that leadership training in the U.S. be supported for these women.

In addition, the active participation of women on the Training Committee and the PSAB is desirable. On a regular basis, the in-house Training Committee should discuss the issues of recruitment, selection and programming of women trainees and share information on effective strategies.

In order to access services from an experienced, French-speaking Women in Development officer based in Africa, USAID/Madagascar could request help from the WID Advisor based in Abidjan, even though Madagascar would be beyond her normal geographic range. Normally REDSOs pay for such visits or share costs with the participating mission. The current Advisor has extensive experience in gender analysis, design, and evaluation and could assist in developing a more comprehensive WID strategy regarding training.

B. Recruitment and Selection of Participants*

Managing participant training and in-country training are labor-intensive activities which challenge even the best organized of Missions. Offering sought-after overseas training opportunities to participants in countries undergoing economic and political restructuring, often accompanied by inflation and unemployment, is an activity vulnerable to abuse and confusion. The best-designed training program will falter unless supported by careful and fair selection, proper pre-departure orientation and logistic preparation, accurate record-keeping, and timely evaluation and follow-up. *No USAID activity is more labor-intensive than training, and few USAID investments consistently produce the long-lasting impact of training.*

Effective training depends, *inter alia*, on a) an accurate identification of the training need, either by sector, sub-sector, firm, region, institution or individual; b) a responsive training design; and, c) a suitable selection process.

With a good grasp of training needs, the Mission is equipped to promote relevant in-country programs as well as innovative third-country and U.S. training opportunities. Training curriculum and format can then be designed by local consultants, working in tandem with outside experts where needed.

Selection of participants is the third fundamental to good training. The following should be a part of the selection system:

- transparency of operation so that credibility and integrity of selection is maintained;
- broad-based advertising of training opportunities to counter advantages often accorded urban dwellers due to proximity to USAID or centralized authority;
- equal access to training by all citizens, with special attention being paid to disadvantaged ethnic groups, women and those with lesser income levels;

* Some of the material in this section was developed by the same authors for the USAID/Benin Country Training Strategy.

- accurate record-keeping and monitoring, so that applicants can be assured their documents will be fairly reviewed;
- easy access to information about training programs, selection criteria, requirements, and decisions; and,
- consistency in enforcing deadlines, regulations and requirements.

The selection process includes the following tasks:

- determining the population to target for training (e.g., leaders of NGOs and business associations, members of key Commissions of the National Assembly, mid-level government functionaries whose work has a direct impact on the private sector, leaders in the private sector, senior officials of government ministries involved in economic reform or decentralization, etc.);
- establishing a recruitment or marketing strategy to reach the target population;
- creating informational materials detailing training offered, criteria, deadlines and conditions of training;
- drafting and placement of advertisements and announcements aimed at the targeted beneficiaries;
- receiving, filing and acknowledging applications;
- answering inquiries for additional details about training;
- creation of a selection committee
- reviewing, pre-selecting and rejecting applications;
- conducting interviews of finalists;
- designing training plans in detail in close collaboration with participant and employer;
- administering English language tests and assisting applicants to enroll in language courses;
- nominating applicants for overseas training to U.S. contractors;
- revising/approving training proposed and communicating plan to participant and employer;

- conducting pre-departure orientation;
- collecting baseline data on participant and employer to use in post-training evaluation and in tracking project activities and impact;
- arranging for departure;
- monitoring programs during training;
- preparing for participant return and application of skills acquired overseas to the home institution;
- arranging end-of-training evaluation in-country;
- maintaining contact with returned participants and involving them in follow-on activities, the alumni association and orientations for new participants; and,
- developing a resume file of all returned participants in order to create a database of in-country consulting expertise.

C. English Language Training

In spite of geographic and political isolation, particularly during the Second Republic, many Malagasy speak some English. Secondary school students are required to take English as the first foreign language. Interest in English has soared over the past few years as many people recognize its importance in information exchange and trade. Malagasy recognize that increased trade and investment is occurring from countries where French is not spoken (e.g., Taiwan, Hong Kong, Singapore, Malaysia, India and South Africa). Demand is strong, particularly for business English, and outstrips the supply. Both USIS and USAID have been collaborating to increase the geographic availability and quality of English language instruction.

Through HRDA as well as bilateral projects such as MAELSP, USAID has actively promoted ELT. MAELSP sponsored English language training at INSCAE for participants prior to their agricultural marketing training in the U.S. Recognizing that they cannot adequately meet the total demand for ELT, USIS designed the Networking for English Project. HRDA, through Project NET with USIS, promotes the development of for-profit centers for English Language Training in the two HPZs, Fianarantsoa and Mahajanga, as well as Antananarivo. In working with English teachers under Project NET, it has been learned that business persons and professionals seek high quality, professional English instruction. As this project ends in September 1995, it is recommended that HRDA fund an evaluation after project completion, with a local Malagasy firm, in order to consider supporting a follow-on training intervention.

The American Cultural Center has a large, active ELT program with 22 teachers and 800 students. The teachers are American, British, Indian and Malagasy and the Center has a full-time American director knowledgeable about the latest developments in ELT and familiar with Malagasy culture. USIS runs courses in general as well as business and legal English. The center offers the in-house Michigan test, as well as practice TOEFL exams.

Currently all ELT for the ATLAS program is conducted in the United States. The CTS team recommends that all Mission-sponsored long-term U.S. graduate participants (ATLAS and any other participants funded under bilateral projects) begin ELT in-country at USIS under HRDA funding. HRDA and bi-lateral funds, such as APPROPOP and MAELSP, should be also used as needed for ELT organized by USIS for participants going to the U.S. for short-term training. Business English is also recommended for EI participants, funds for which are included in the Country Training Plans.

In-country ELT for both long and short term participants is both cost-effective and encourages strong commitment on the part of the trainee. It also allows USAID to become aware of problem situations, such as misrepresentation of educational records or insufficient capacity to learn English. Lastly, the participant develops a stronger relationship with USAID and is better prepared for training at U.S. universities.

D. Private Sector Advisory Board

At last count, over 90 percent of the Missions using HRDA had established selection committees or advisory boards. They have become integral components both in advising Missions on HRDA training activities, as well as serving as a Mission's "ear" to a wider community. In light of the increasing number of training actions to be sponsored under the HRDA project, the team recommends that the Mission revitalize its advisory group as soon as possible.

Advisory boards often go the way of alumni associations and awards ceremonies: great ideas with insufficient time to execute them. They are invariably relegated to the bottom of the priority in-box in the face of urgent demands to process participants for training or comply with USAID paperwork requirements (training plans, evaluations, earmarks, MACS, etc.). Follow-on programs and dynamic *participation* by local leaders in USAID training programs are early casualties of overburdened Training Office staffs.

If USAID/Madagascar can strengthen its Training Office to enable it to manage the level of training proposed in this report, then an HRDA Private Sector Advisory Board should be reconstituted. The lessons learned from USAID's experience with the first advisory group should be analyzed in reformulating the new board.

The new advisory group might have the following features:

- 9 members, of which
 - 1 with observer status from the GOM (optional)
 - 2 from USAID, and
 - 6 from Malagasy private firms and NGOs.

The six members should reflect fields of interest to USAID, such as human rights, women's issues, agribusiness, natural resource management, democracy and governance, population and health and telecommunications.

The advisory board should have ...

- a minimum of two women among the six Malagasy from the private sector;
- a Malagasy chairperson elected by the members;
- voluntary, uncompensated service by all; and,
- strict conflict-of-interest rules for all members, excluding them or their relatives from benefitting from training proposed for the term of their committee service, unless otherwise approved by USAID.

The advisory board can be an informal body with no legal standing. The USAID Training Office serves as secretariat, providing members with minutes, schedules, training plans and HRDA project information.

Due to the volume of actions anticipated and the busy schedules of those serving, a "core resource group" could be created at the opening meeting of the group. Four members can be selected from the entire committee who can be consulted by USAID for advice and approvals for actions which arise between the quarterly meetings of the whole committee. The four members of the "core resource group" would likely be in positions where they would be freer to devote more time to the project than the others.

The Core Resource Group" will include:

- one USAID official,
- three Malagasy members.

The advisory board would establish guidelines for the Core Resource Group governing the extent of its authority to make decisions concerning selection of training providers or candidates. The Core Resource Group would meet as needed between sessions of the larger committee, and communicate frequently by telephone.

The HRDA advisory board will meet on a quarterly basis. The board's tasks might include:

- propose selection criteria for candidates to be considered for participant training;
- review training ideas presented by USAID and any members;
- review the profiles of candidates proposed for training coming from any source;
- review proposals from NGOs for training activities;
- suggest viable candidates for training or institutions for collaboration.

The advisory group would not review applications for USAID's public sector training programs, which would be handled following the traditional relationships established between USAID and the government. However, a GOM official would be invited to serve as an observer to comment on training issues which implicate the government involving, for instance, training institutions or degree equivalencies. The Mission can decide to what extent the board would be responsible for recruiting, selecting or reviewing candidates for the ATLAS training grants.

The board will have a rotating membership, with new members replacing previous members after two years of service. Members would be asked to join as individuals rather than as representatives of any organization. In this way USAID avoids the pitfalls of attempting to seek fair geographic or sectoral representation and taps the expertise of Malagasy professionals.

An HRDA advisory board will greatly enhance the Mission's outreach to the NGO and business communities. Although each HRDA-participating country tailors its advisory or selection boards to local political and social circumstances, all provide critical direction for training, and help enhance the Mission's reputation in the larger community and in women's constituencies. The amount of authority delegated to the board varies among Missions, although final decisions for all participant training actions (PIO/Ps) and contracts (PIO/Ts, PILs) rest solely with USAID. Some missions rely heavily on their HRDA advisory groups for selection (and background checks) on applicants for training; others seek periodic guidance or recruitment assistance. The Mission can craft its board to meet its particular needs and objectives.

E. Maximizing Impact of Investments in Training*

Significant investments have been made in developing countries over the last 35 years in education and training. Thousands of nationals have received undergraduate and graduate degrees in the United States and "third countries" financed by USAID and their home

*Some of the material on impact is excerpted from the USAID/Benin Country Training Strategy and the Cameroon Impact Evaluation.

country employers. Additional thousands of employees of developing country institutions have attended short-term training courses organized at U.S. universities, government agencies and private firms.

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

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

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

Project evaluators have for years aimed at the lowest common denominator in evaluating the impact of training: a numerical test to determine whether, within the limits of the funds expended, the project delivered the degrees or training to the individuals selected. For projects designed solely to develop human resources in multiple sectors (such as ATLAS, AFGRAD and AMDP), evaluators often focussed on tracer studies to assess the impact of training on the individuals themselves.

To varying degrees, positive answers to these questions provided adequate evidence to continue targeting assistance for education and training. Moreover, a prevailing predisposition to consider investments in education as positive and "always worth it" diminished the urgency to justify even sizeable dollar allocations to human resources development. Some of the

largest USAID human resource development efforts were supported by little manpower analysis and did not even have a Project Paper (Tunisia's Technology Transfer Project is an example – a \$40 million, 10-year pipeline which has funded over 700 Tunisians in U.S. doctoral programs!). As noted in the Africa Bureau's first attempt to establish a comprehensive methodological framework for evaluating the impact of training, *A Training Impact Evaluation Methodology and Initial Operational Guide* (Creative Associates for AFR/TR/EHR),

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

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

Interventions to develop human resources present even greater challenges for quantitative analysis. Measuring the impact of changes (if any) introduced by a participant returning from a study program would require isolation of elements which deal with human character, behavior, organizational psychology and culture. If it were possible, one might trace a particular change, such as an individual's improved skill in statistical analysis, to an observed change back home, such as the prevalence of more accurate employment data from the office which that individual directs.

The realization that qualitative "interferences" might affect impact analysis should not reduce the importance – or need – to evaluate investments in education and training. It is for this reason that the Africa Bureau has tried to establish an integrated framework to guide evaluations of participant training.

In view of the fact that USAID/Madagascar is, for the first time, undertaking sizable technical and academic training, it will want to pay careful attention to monitoring the development impact from these investments. It is noteworthy that from the early 1960's to 1993, fewer

than 60 Malagasy were trained under AFGRAD in the United States. From 1992 to 1994, 34 candidates have been selected or are already in training in graduate programs at American universities. When this investment, totalling \$2.2 million, is combined with future ATLAS buy-ins and added to what is obligated and anticipated HRDA, the Mission's commitment in human resource development exceeds \$6.0 million stretched over 5 fiscal years. With such a significant investment, the Mission will want to track carefully its development impact.

Measuring the yields from short- and long-term training requires strong management in the training office and a commitment that proper data gathering is key to future impact assessments. The Participant Management Training System (PTMS) is neither designed to gather all of the data required for future impact analysis nor to cross-tabulate the data easily. The Mission will want to begin identifying the type of baseline data it will need to collect on trainees and establish the correlating management system. Under the HRDA core contract, the Mission can access experts in impact evaluation and tracking to assist in setting up the systems and training Mission employees. A small investment in time and resources up-front will yield important data for future assessments of the Mission's major commitments to training.

F. Preparation, Follow-On and Alumni Involvement

The Office of Human Capacity Building (formerly OIT) and the Africa Bureau Office overseeing AFGRAD, ATLAS and HRDA encourage Missions to bolster their efforts to maintain contact with returned participants. Missions which have integrated "follow-on" into their training activities enrich the total quality of training, both in-country, third-country, and overseas. The term "follow-on," rather than "follow-up," is broader and refers to the entire relationship between USAID and the participant commencing at the moment of selection. "Follow-on" activities include sponsoring newsletters to participants in the U.S. and alumni, job counseling for soon-to-return trainees, and promotion of alumni activities in the host country.

Some AID/W training specialists propose setting aside ten percent of the amount of training contained in a PIO/P to be used specifically for "follow-on." The HRDA budget presented in this CTS calls for \$40,000 to be used to further "follow-on" activities in Madagascar, which is less than two percent of the \$2.8 million anticipated for HRDA in Madagascar for FY1994 to FY1997. In view of the management demands already on the Mission and the level of experience of the fledgling alumni association, only a small amount is being recommended for follow-on in the initial stages. The Mission has the flexibility to increase this amount in FY 1996 and FY 1997 as the capacity increases for implementing follow-on programs and the number of ATLAS and HRDA participants increases.

Pre-departure preparation, orientation and follow-on training are critical to achieving impact in short and, especially, long-term training. At USAID/Madagascar, pre-departure orienta-

tion is organized on a regular basis by the Mission with the assistance of the AFGRAD/ATLAS Alumni Association (AAAA). Participants going to the United States for short-term training, as well as those visiting a "third-country" in the region, also benefit from pre-departure orientation. It is not enough to give a participant an airplane ticket, per diem and an explanation of USAID's accounting procedures. A group orientation should be organized for short-term participants, even if the participants will not be going to the same training program. Whenever possible, former participants who have studied in the United States or elsewhere in Africa, should be invited to the orientation to share their knowledge and experience.

Many Missions with active training programs have developed creative ways to conduct their pre-departure orientations. For example, USAID/Guinea requires the participant's supervisor to attend the orientation so that both employer and trainee can discuss, with the USAID Training Office, their mutual expectations, anticipated outcomes and correlation of training to the needs of the employer. The Mission in Guinea mobilizes returned participants from the alumni association to provide cultural orientation to candidates for long-term training abroad.

The design for HRDA and ATLAS attached greater importance to both pre-departure and follow-on activities. It has been shown that comprehensive preparation prior to departure facilitates the participant's acculturation to a new environment, refines the training design and articulates the impact expected. By the same token, follow-on efforts reinforce the skills acquired and offer opportunities for participants to network with professional counterparts and others who have shared in training programs. Sustained follow-on encourages returned participants to keep abreast of professional developments as well.

Follow-on activities sponsored by ATLAS include:

- national and regional symposia on topics critical to African development,
- grants to African professional societies and organizations,
- re-entry workshops in Africa, and
- regularly updated directories and newsletters for alumni and networking through alumni associations.

Examples of some of the ATLAS field service activities:

- A regional seminar on, "Governance in Africa: Issues in Community Development and Local Participation, followed by a national colloquium "Governance and Socio-Economic Development - A Senegalese Case Study." (Dakar, Senegal, April 21-26, 1992)
- A regional workshop on, "Export Marketing Entry Strategies," for former USAID trainees as well as those from the private and public sectors," conducted by the World Trade

Institute of New York. (Arusha, Tanzania, November 30–December 4, 1992 and Accra, Ghana, December 7–11, 1992)

- A regional conference on "The Environment and Natural Resources Management," for former USAID trainees and professionals in the field. (Gabon, CAR, October, 1993)
- Grants of \$5,000 to \$30,000 to voluntary organizations that have a significant number of USAID-trained participants as members and (such as alumni organizations, professional associations, women's groups, rural development councils and cooperatives, and local NGOs).

The HRDA Project has also sponsored numerous follow-on activities. Recent and upcoming activities which HRDA core funds sponsored:

- Entrepreneurs International impact evaluations in Tanzania, Cameroon, Botswana, Zimbabwe, Burundi, and Ghana (December, 1992–August, 1993)
- Field services to assist Missions in Guinea and Mali in establishing orientation programs and alumni activities (April–May, 1993)
- A regional workshop on, "Small Business Development and Networking Strategies, " for former USAID trainees and those from the private and public sector (Accra, Ghana, August 2–6, 1993 and Bujumbura, Burundi, August 11–15, 1993)
- A regional workshop on, "Agribusiness Strategic Planning and Development," for former USAID trainees and those in the private and public sectors. The first workshop was conducted in French, the second will be in English. (Abidjan, Cote d'Ivoire, March 7–12, 1994; Kampala, Uganda, June 20–July 1, 1994).
- A workshop for "Managing Training for Impact" held for all staff involved in participant training (Washington DC, March 23–April 1, 1994)
- A quarterly newsletter on the latest training news and participant training issues, including activities from USAID/Washington and the field
- Technical assistance, including Training of Trainers, facilitation, design and implementation of workshops and conferences, impact evaluation studies, project design, and needs assessments available through limited core funds and the requirements ("buy-in") contract with AMEX International through September 30, 1995. See the Annex for more information on the requirements contract.

In the last few years, an active AFGRAD/ATLAS Alumni Association (AAAA) has formed in Madagascar. The alumni association is a bona fide association with by-laws and elected officers, although it does not yet have a bank account. Most of the AAAA members are busy professionals with limited free time to devote to daily or weekly efforts to strengthen the group. They nonetheless are able to meet on a regular basis and have built a core of committed individuals. The association has been handling more pre-departure and follow-on activities on an ad hoc, informal basis.

The AAAA is ideally situated to be an effective marketing and recruitment tool for HRDA and ATLAS. Its members are in positions where they can influence potential ATLAS or EI participants to apply for training programs and perfect their English language skills. Members in the Association also have increased their contact with students in the U.S. and pass on information about developments in Madagascar. This type of communication helps the long-term participants remain connected both professionally and personally with life back home. In addition, the alumni association informally works with Malagasy students seeking employment upon their return from training.

The association has assisted the Mission in conducting pre-departure orientations for those leaving for long-term training. The CTS team recommends that USAID/Madagascar budget a small amount of HRDA funds each year for the design and implementation of pre-departure orientations by AAAA in order to institutionalize initiatives already taken by the association on an ad hoc and informal basis. Mission staff will still provide input and attend the orientation, but management will be ceded to the AAAA. The Mission and AAAA should continue to organize the annual certificate ceremonies for returned participants.

The AAAA submitted a proposal for an association grant, under the ATLAS Project, which was declined. The CTS team will be reviewing this grant application and making suggestions so that the association will be able to resubmit the request to the African-American Institute and ATLAS/Washington staff. The association is hoping to establish a small resource center to address the problem of information exchange in Madagascar.

One of the first activities that AAAA could carry out with a small grant from either USAID/Madagascar or AAI/ATLAS, would be to update the list and pertinent information (employer, address and telephone number) for all AFGRAD and ATLAS alumni. Mission PTMS records and the 1994 *AFGRAD Directory of Fellows* have discrepancies which AAAA could take charge of correcting.

VI. SUMMARY OF FINDINGS AND RECOMMENDATIONS

Findings

- Given the level of participant and in-country training in the Mission's portfolio, the Training Office is clearly understaffed
- Technical offices have an FSN staff person working with institutional contractors on training activities.
- Participant training funded by bilateral projects is increasingly being managed by institutional contractors
- The percentage of long-term participants in health and environment sectors does not equate with the importance devoted to the health sector (S.O. 4) in the CPSP
- Criteria established by the Training Office for ATLAS applicants has included English proficiency which may have limited the candidate pool artificially; (the Mission, however, does not concur with this finding and believes that the English requirement has not been an obstacle for anyone interested enough to apply for ATLAS support)
- Comparatively few of Madagascar's emerging business people speak English adequately, which hampers USAID's ability to attract the best EI candidates
- The demand for mid-level managers as well as "MBA-level" personnel is likely to outstrip the output from local institutions
- There is insufficient Malagasy participation in the design and overview of USAID's private sector training activities, such that training decisions are made within the Mission with only occasional input from Malagasy professionals from the private sector

Recommendations

- The inclusion of an English proficiency requirement as a criteria for ATLAS training grants should be carefully reviewed, in light of the historic isolation of Madagascar and lack of opportunities to learn English for many Malagasy, to ensure that the best and most creative applicants can be considered *regardless of their level of English competency*
- Preliminary English language training for all long-term candidates sponsored by the Mission should be funded under HRDA and started in Madagascar; participants should reach a TOEFL score of roughly 500 prior to departing for U.S. training

- Project NET may be a suitable USAID-funded activity, but a thorough evaluation should be conducted to determine whether the original project objectives are being met
- Increase the number of long-term academic participants proposed by the Office of Population to better reflect Mission priorities using the ATLAS, APPROPOP, SAVEM and KEPEM projects
- ◆ Assist local institutions to increase the output of mid-to-upper level students trained in practical, management skills to feed into the growing, and more demanding, Malagasy economy
- Share the cost of in-country business English for EI candidates, which could be provided by USIS or a new private English center
- Strengthen the Training Office with the hiring of a senior Training Officer and a new Training Clerk
- Fund an FSN Training Assistant in NRM to assist both the technical office and the Training Office in designing, implementing and following up on training recommended under SAVEM and KEPEM
- Change the name of the Training Office to reflect a level of activity beyond processing of administrative actions
- Arrange the first long-term third-country academic training program in Morocco for 25 Malagasy to provide practical management training for mid-level personnel for Madagascar's private sector
- Reconstitute and revitalize the HRDA private sector advisory board to institute Malagasy participation in USAID training decision

ANNEXES

List of Persons Interviewed**U.S. Government**

Marcia Bosshardt, Cultural Affairs Officer, USIS
George Carner, Director, USAID
Joseph M. Carroll, Private Enterprise Officer, USAID
Christopher R. Davis, Political Officer, U.S. Embassy
Marguerite Davis, Financial Management Development Project, USAID
Lisa Gaylord, Coordinator, SAVEM Project, USAID
Robert Gilson, Program Officer, USAID
Eugene Grasberg, Coordinator, MAELPS Project, USAID
William Hammink, SPDO and Office Chief, USAID
Tom Herlehy, Agricultural <<, USAID
Donald Mackenzie, Deputy Director, USAID
Frank Martin, Program Economist, USAID
Spike Millington, Coordinator, KEPEN Project, USAID
Jean-Paul Paddack, Program Development & Evaluation, USAID
Hanitra A. Rabetokotany, Networking for English Teaching, USIS
Agnes Rakotomalala, Program/Training Specialist, USAID
Perline Rasoanomalala, Training Assistant, USAID
John R. Thomas, Agricultural Development Officer, USAID
Susan Wright, Coordinator, APPROPOP Project, USAID

Donors

Dieudonne Randriamanampiso, Charge des Operations, World Bank
(does not include people interviewed for the donor training survey by Charles Rastifaritana)

Consultants and Business Persons

Maurice Charles Andriamampianina, Educational Consultant
Karen E. Engle, Fulbright Scholar, Fletcher School of Law & Diplomacy
Olaf Kula, Consultant, Development Alternatives International
Timothy Lee, Administrator, Nova Knits Madagascar S.A.
Walter Sherwin, Consultant, The Services Group
Mary Ann Zimmermann, Consultant, Management Systems International
Irving Rosenthal, Independent Consultant

Government of Madagascar

Mariette Andriambelo, Directeur General du Tresoir, Ministry of Finance

Andre Rasolo, Secretary General, Ministry of Economy, Plan and Social Affairs

Laurent Rasolofonirina, Adjoint Cellule d'Appui aux Aides Exterieures, Ministry of Finance

Armand Razafindrakoto, Directeur General, Ministry of Economy, Plan and Social Affairs

Documents Reviewed

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Report of Survey of Donor-Funded Training

By Charles Rastifaritana

Introduction

A major change in donor assistance for higher education and training in Madagascar occurred following the end of the Cold War. Eastern bloc countries, which had previously figured prominently among the major supporters of overseas scholarships, had to reduce radically the number of scholarships offered to Malagasy students. The cuts were across the board, but hit especially hard grants for undergraduate university degrees. These geo-political transformations thousands of miles from Madagascar have had profound effects on the country's ability to build human resource capacity in certain key development-related fields. Although parallel reductions were felt throughout the continent, they were particularly profound in countries, such as Benin and Guinea, where ties to formerly communist countries were strong. Moreover, at the very moment when Madagascar entered its transition to a market economy and democratic government – with critical human resources needs, a large percentage of support for overseas degrees in technical fields virtually evaporated.

Most donors now concentrate on the postgraduate programs in highly specialized fields. Short term training programs appear to be primarily project-related and benefit either the public sector or, at best, local staff of projects. Very few programs are geared to address the needs of the growing and increasingly pivotal private sector.

A resume of the principal findings gleaned from a survey of all donors is found below. A more detailed narrative of the human resource and training programs currently sponsored by each major donor in Madagascar is included in the Annexes.

Principal Findings

- Few donors support long-term training in third countries
- The emphasis is on long-term academic training over short-term technical training for most donors
- The primary purpose for overseas scholarship assistance since its inception, as elsewhere in Africa, had been the replacement of expatriate technical assistants (*coopérants*)
- Training to replace expatriate technicians has largely been accomplished, although human resource needs continue to be felt in certain fields
- Few evaluations of the impact of training are conducted

- Most training is for public-sector employees, with only a few donors offering training directly for beneficiaries in the private sector
- Few donors emphasize training for women in any fields, and only __ donors (including USAID) have targets or minimums to encourage women applicants

Narrative Report

France

Mission Francaise de Cooperation et d'Action Culturelle (MFCAC)

Background

The activities of the MFCAC, funded by the French Government, extend back to the early days of Malagasy independence. The goal of the MFCAC has always been to assist Madagascar in its effort to develop the country in line with MFCAC's priority areas: economy, infrastructure, education, cultural development and health.

By and large, identification of training fields and their relative importance tends to reflect Malagasy government priorities as well as policies governing the MFCAC.

Overview of training programs

As a rule, training offered by the MFCAC is compatible with the objectives of the USAID/Madagascar. Each project implemented by the *Fonds d'Aide et de Cooperation* (FAC), an organization under MFCAC, includes a training component intended to address human resource weaknesses which could inhibit the success of the project. In addition, a certain number of training opportunities are provided in areas beyond an individual project when there is a close correlation to the development process. For example, audio-visual, journalism and sports training is supported beyond the purview of any one project. Similarly, tax policy, customs and monetary policy at Treasury have been targeted in order to bolster the administrative reforms being undertaken by government and to respond to the requirements of structural adjustment.

Another policy goal of the MFCAC is the replacement of French technical assistants by qualified Malagasy experts. The result has been satisfactory in many areas, in particular in education, health and public administration. Generally speaking, the training takes place in France, but it can also occur in another francophone country if the subject is appropriate. Within a project, the MFCAC tends to rely on international experts, usually francophone, to conduct in-country training.

Description of Training Programs

The scholarships offered by the French Government through the MFCAC can be classified into three categories:

- *Academic scholarships (bourses d'études)* – few in number, they generally support long term degree training lasting more than two years. Scholarships are intended for technical fields where training is unavailable in Madagascar, such as aviation, oceanography or sub-specialties of veterinary science
- *Research and training scholarships* – also long term for postgraduate studies usually conducted in an alternating schedule, with every other semester spent conducting research in Madagascar until the doctoral degree is obtained. Other technical fields, such as architecture, public works and building construction, are offered for students who have completed their first degree in Madagascar. University professors, scientists from the national research centers and medical doctors from public hospitals are among the beneficiaries further training in their specialty.
- *Internships and short term training* – usually non-degree programs of no more than several months duration to upgrade project counterparts. For example, training the Treasury personnel in tax matters and customs falls under this category. It appears that the demand for short-term training is far from being met, even when grants from the European Development Fund (FED) are included. For 1994, only ten people are on short-term training in France, six sponsored by the MFCAC and four by the FED.

In addition to these, the French Government offers what they refer to as general interest scholarships and "intercountry" scholarships (*bourses inter-états*) which are directly managed by the French Ministry of Cooperation. Madagascar usually receives approximately 10 scholarships each year for one-year training in other francophone countries.

At any one time, there are approximately 200 trainees being sponsored by France through the MFCAC. For 1994, 69 new scholarships have been offered at a cost of roughly 9.4 million French Francs (\$1.8 million).

Scholarships are announced in major newspapers and posted in concerned ministries. Candidates then send applications to their respective ministries for approval. A first selection is made at the MFCAC level, to verify that the applicant meets the selection criteria. The final decision is made generally by the host institution.

Apparently no evaluation of the impact of France's training programs has been made. Moreover, due to frequent changes within the government, the participants rarely return to the position for which they received training.

United Kingdom

Except for a few occasions, the British Government has sponsored only one training or human resources program in Madagascar since 1985. The Key English Language Teaching (KELT) Program strives to improve and reinforce English language teaching in secondary schools in developing countries. The key beneficiaries of KELT are high schools English teachers. The British Embassy operates the program and has established a vertical structure to implement the training activities: a coordinating team at the top, the trainers of trainers working with the target population, and the English teachers.

Under this program, 20 English teachers each year are sent to West Sussex Institute of Higher Education in Great Britain for a 3-month refresher course on the Teaching of English as a Foreign Language (TEFL), followed by four months of internships and practical training at the Ecole Normale Supérieure of Antananarivo.

In addition to the KELT Program, the United Kingdom has offered four training grants of several months duration in the following subjects :

- Environment
- Journalism
- Women and Development
- Public Administration

These grants were made on an exceptional basis at the request of the Malagasy government and are not a regular feature of British assistance to Madagascar. The selection criteria for these exceptional training awards include fluency in English and nomination from the Ministry of Foreign Affairs.

Germany

German Government Programs

Background

Since the early 70's, training has been one of the most important form of assistance that the German Government has provided to Madagascar through the German embassy. Scholarships to study in Germany and improvement of the teaching of German have been the cornerstones of German training assistance to Madagascar.

Generalities on the training programs

In view of the fact that most undergraduate fields of study are being taught at the University of Madagascar, German assistance has shifted its focus to the postgraduate level. Training

assistance is managed through the German Office for University Exchange, the *Deutscher Akademischer Austauschdienst* (DAAD).

Specificities of the training

There are two basic variants in the scholarships:

– Professional training of 15 to 18 months duration, normally non-degree program. The training is intended to provide update as well as refresher courses to well qualified experienced professionals (few years of professional experience are usually required).

Every year, 15 applications are accepted out of around 40.

The selection procedure goes as follows: the DAAD catalogue containing the detailed description of more than 50 specializations in almost any field is given to the Ministry of Foreign Affairs along with scholarship offers. The information is then disseminated to the other ministries by the CONABEX (Commission Nationale des Bourses Extérieures) and eventually published in the newspapers. The applications are submitted by the CONABEX to the german embassy who performs a requirements conformity check. Following an interview of all the candidates by the cultural attaché of the german embassy, the applications are ranked by merit and submitted to DAAD for final selection.

– Formal academic post graduate studies rewarded by a Master's degree or a Doctorate, of 2 years duration or more. No predefined quotas or restrictions on the fields of studies are imposed on this scheme. Nevertheless, very few scholarships (often less than 10) are given because of a very tough competition at the international level.

The selection procedure follows the same pattern as above except that the academic records and achievements are the most important criteria for the final selection.

In addition to this, the german government offers around 30 short term (2 to 3 months duration) scholarships a year for the german language teachers and students to study in Germany.

The german government is currently considering an appropriate scheme to provide scholarships for qualified Malagasy students to carry out post graduate studies in Madagascar or in a third country.

Mr ZIMMERMAN pointed out that the equivalency is still a problem and more often than not the german educated scholars are far from getting what they are entitled to.

German Agency for Technical Cooperation (DGTZ)

The German Agency for Technical Cooperation DGTZ (Deutsche Gesellschaft für Technische Zusammenarbeit) is not a financial backer but a realization agency. Nearly 90% of its activities are provided by the german Ministry of Economic Cooperation and 10% are financed by silent partners such as the Swiss Cooperation.

Three (3) sectors have been targeted to be the center of the GTZ activities:

- Agriculture taken in its broad sense (including fishing, livestock, animal breeding, etc..)
- Environment
- Public Health (for the time being only in the Mahajanga province)

The GTZ is currently running 10 (ten) major projects (each one has a budget of 1 million DM or more) and around 15 small projects (each with a budget ranging from 50,000 to 300,000 DM). The total volume of the GTZ budget is around 15 millions DM.

The average duration of a project is 3 years (from 1 to 5 years).

Generalities on the training programs

The training offered by GTZ is somewhat difficult to assess since the training component varies from one project to another and depends very much on the phase the project is in: training is usually very important in the starting phase of a project and almost non-existent in the ending phase.

Mrs KOURIEH-RANARIVELO said that in a typical project, the training rarely exceeds 10% of the total budget.

As a rule, the GTZ prefers to utilize the national or at least the regional competencies for its training needs and only the international consultants as a last resort. By the same token, in-country or regional institutions are preferred to provide training services.

Specificities of the training

The trainings sponsored by the GTZ are of 3 types :

- General interest training intended to all the project officers, usually conducted by local competencies such as the INPF (the National Institute for Professional Training).

Examples of such a training are :

- . Team Management
- . Project Management and Planning
- . Project Evaluation and Follow-up

The training duration is variable and may spread over several weeks or months.

- Project related training

This type of training is under the full control of the leading technical adviser CTP (Conseiller Technique Principal). Usually, it is a short term training abroad on a very specific theme of few months duration. Such a training aims to respond to the project needs and the homologue is often among the beneficiaries.

- Long term formal academic training abroad for a Master's degree or a Doctorate.

Usually, very few, around 5 or 6 scholar-ships a year in preparation of the future of the projects.

Beneficiaries are local recruit project personnel.

Indian Government

The indian government has assisted Madagascar by responding as best it can to the request for training made by the malagasy government. Around 10 (ten) scholarships a year are offered through the ITEC (Indian Technical and Economic Cooperation) for short term training of 6 weeks to 6 months in India.

The selection procedure is quite simple: the applications are submitted by the Ministry of Foreign Affairs who is supposed to have disseminated the information and selected the best candidates from the private as well as the public sector. Then, they are sent to ITEC where the final decision is made. An application is normally accepted if the candidate works in the field he (or she) is applying for.

Typical fields of training are:

- Poultry farming
- Small scale industries
- Manpower planning
- Banking

Mr RAM reports that the indian government has always been willing to offer more scholarships but the english language seems to be a major obstacle to a lot of people.

Italian Government

The italian government has regularly made available 2 (two) kinds of scholarships.

- Long term formal education of 4 to 5 years duration. The scholarship is normally given for one year and is to be renewed every year until the degree completion. 4 scholarships were given in 1992 and renewed each year up to now. The next wave will be sent sometime in 1996 or 1997.

These scholarships are of general interest and the only requirement is the high school degree (baccalauréat) but the best candidates are selected. 25 applications were submitted and only 4 have been accepted in 1992.

Typical fields of study are:

- Engineering
- Economy and Commerce
- Architecture
- Banking
- Tourism

- Short term professional trainings, mostly project related, of few months duration. These trainings are usually requested by the government and their beneficiaries are well targeted. They are very few in number. This year 2 (two) medical doctors were sent for 6 (six) months training within the framework of the "malaria" project.

After their trainings, the beneficiaries are normally requested to write a short activity report to the Italian embassy.

Japanese Government

Since the early 70's, the Japanese government has regularly offered scholarships through the Japanese International Cooperation Agency (JICA) to assist Madagascar in its development efforts. There has always been 3 (three) kinds of scholarships and they are:

- Short term training from 1 to 6 months duration in a Japanese professional institute. The training subject is chosen "a la carte": The JICA submits a list of 300 courses to CONABEX which is asked to pick around 12 and suggest the respective candidate on each of the course. Usually, 8 to 10 applications are accepted since a course can only accommodate a limited number of participants so an application is accepted on the basis of the availability of a place. There is absolutely no Japanese influence or control as to what field is chosen for the training.

- Also short term training 1 to 6 months duration but these are projects related trainings: namely in fishing, primatology and reforestation. Each on-going project has a leading technical adviser (conseiller technique principal or CTP) who in this case is always a Japanese expert. The beneficiary of the training is always the Malagasy counterpart of the CTP (the homologue). 5 to 6 scholarships of this kind are offered each year.

- 1 or at most 2 long term (2 years duration) non-degree scholarship for formal structured training is given directly by the Japanese Ministry of Education.

- 1 scholarship (6 months duration) for senior scholar in a Japanese research center. This scholarship is sponsored by the MATSU MAHE foundation and is not under the control of the JICA.

Thus, in total around 15 scholarships per year are offered by the Japanese. All of them are non-degree and except for one they are all on the job professional trainings.

Mr HIRANO reports that the average cost of one training is around 30,000.00 US\$. He also deplores the fact that more often than not, the trainees are denied the chance to contribute to the development of the country.

Scandinavian Countries (Norway, Denmark, Sweden)

Currently, no scholarship is sponsored by the Scandinavian countries, their policy is to channel the assistance through the multilateral institutions such as the UNDP or the World Bank.

Canadian Government

The Canadian International Development Agency (CIDA) is the governmental institution in charge of the cultural cooperation with the international community, For the past 10 years, Madagascar has received training assistance from the canadian government through the CIDA. Most of the scholarships are administered by a different institution but the fund is almost always provided by CIDA.

The scholarships offered to Madagascar are of the following kind:

- 5 long term scholarships, of 2 to 5 years duration, rewarded by a Bachelor's Degree, a M.Sc or a Ph.D. This is also called the francophony scholarship. The selection procedure follows the regular CONABEX procedure, but the final decision is made by the Council of Canadian Universities. Out of 10 applications, 5 are usually accepted.

- 1 (or at most 2) short term training, of 11 months duration, non-degree professional program in the field of Integrated Rural Development, for experienced engineer. The funding is provided by the CIDA in collaboration with the UNESCO and the Laval University.

- Only occasionally, 4 short term scholarships for journalists of no more than 2 months duration. The funding is provided by the ACCT (Agence de Coopération Culturelle et Technique), the Radio Canada and the CIDA.

Mr LACHAPELLE said that all these scholarships are preferably given to women and that the trend of the government is to support countries where many canadian companies are implemented.

Dutch Government

The Netherland Fellowship Program (NFP) is the institution in charge of scholarships in all the dutch Universities and Institutes in the Netherland. There are no quotas as such on the scholarships, but only very tough competition to get the admission which corresponds automatically to a scholarship for students coming from developing countries and ACP countries.

More than 200 courses are available but Agriculture and International Trade are favored.

There are 2 types of scholarships ::

- Short term professional training intended to experienced professional (3 years of work experience in the field for which the application is filed is required) of 3 to 6 months duration.

- Long term academic studies of usually more than 2 years duration, rewarded by a M.Sc or a Doctorate.

Around 20 applications are submitted every year, and only 5 are accepted of which 1 is for academic studies.

Bureau International du Travail (International Labor Office ILO).

Unlike the other agencies affiliated to the United Nations, the International Labor Organization is not a financial backer but rather a implementation agency. Its realm of interest is the world of labor or more specifically the work environment, the labor conditions, women and development, rural development, the international labor standards, etc..

The ILO representation in Madagascar is a tripartite organization comprising the employee, the employer and the government.

The majority of the projects conducted by the ILO in Madagascar are financed by either the UNDP, the World Bank or other institution. As a result, the training components of these projects are solely funded by these financial partners.

Nevertheless, the ILO headquarters in Geneva (Switzerland) offer every year a certain number of short term professional trainings, from 1 to 3 months duration, at the International Training Centre in Turino - Italy or at the International Institute for Social Studies in Geneva - Switzerland. The training covers a wide range of subjects. To name but a few:

- Micro- and Small Enterprise Development
- Women and Development
- Co-operatives
- Rural Development
- etc..

In general, the participants are high ranked administrative officers from the public sectors, top managers from the private sectors, union leaders, etc.. As the participants are expected to share their experience with their colleagues and peers, there will be a multiplier effect in the knowledge acquisition.

The selection procedure goes as follows:

The training proposals are sent to the ILO representation in Madagascar who is in charge of finding the appropriate candidates. Then, the applications are submitted to the headquarters in Geneva where the final selection is made. The application must receive the validation of the government before it is accepted to the ILO headquarters.

UNIDO

The UNIDO (United Nations Industrial Development Organization) is a technical assistance agency in charge of improving the technical capacity, the know how and the products quality of the private enterprises. The environmental impact of the industrialization as well as the industrialization policies are of great interest to the UNIDO .

The UNIDO has made available 2 (two) kinds of trainings and they are:

- Short term on the job training, from 1 to 2 months duration, seminars or workshop proposed and sponsored by the headquarters in Vienna for the private and public sector. Madagascar sends as many as 30 participants per year for this training and this number is expected to increase as Madagascar has always shown great interest for this.

Typical themes are :

- Financial Management
- Production Management
- Used Water Recycling

The selection procedure is quite simple: the UNIDO informs the concerned Ministry on the training proposal. Then, the ministry submits the candidates names to the UNIDO representation. The applications are sent to Vienna where the final decision is made.

- Short term project related trainings.

The subject as well as the duration are very diverse and depend on the project. The project leading technical adviser has the final say on the training and on the people who are to benefit from it. Usually, the national homologue is among the beneficiaries.

Only 5 to 7 participants a year are sent under this scheme since the UNIDO is involved in very few projects and the training component is always less than 10% of the total cost of a project. typical.

Mr DOLLPHUS said that no impact analysis has ever been made since all the officials seem to be more involved in the administrative aspects of the training rather than on its substance.

UNESCO

The UNESCO office in Madagascar is not a representation of the UNESCO organization, it is referred to as the National Commission of the UNESCO and is a national institution serving as a liaison between the UNESCO and the government. The National Commission depends entirely upon the Ministry of National Education and is merely a consultation and information agency.

Mrs RASOLONOMENJANAHARY reports that for the past two years, the National Commission has not received a single scholarship proposal from the headquarters in Paris. Sometimes, offers are sent to concerned institutions and people apply directly to the headquarters, but they are very few in number. .

The UNESCO is involved in a very large project with the UNDP and the FNUAP (United Nations Fund for the Population). This project contains few short term trainings on the following subjects:

- Education Planning
- Teachers Retraining
- Women and Development

Mission FED (European Development Fund)

One of the main objectives of the successive European Development Fund (FED) conventions (Lomé I, 2, 3) has been to strengthen the constitutional capacity of the administration to support the development of key sectors of the economy through training and technical assistance.

The amount of 42 millions ecu (European Currency Unit) was allocated to Lomé 3 for its 5 years program whereas 140 millions is now allocated to Lomé 4 for a 10 years program. The Lomé 4 Convention is just in its starting phase and all its training needs are yet to be assessed but it is committed to concentrate its efforts on the following areas:

- Infrastructure development (roads, etc..)
- Training of the administration personnel
- Private enterprise development
- Rural development
- Tourism

As an indication, during the 5 years period of the Lomé 3 convention, 89 people from the public sector have received scholarships mostly short term, of few months duration, for specializations.

9 staff members of the Internal Revenue Services, Customs and Treasury are currently being trained at the "Institut Français d'Applications Financières" for a period of one year.

For Lomé 4, the trend is that there will be very few or no scholarships for long term formal studies. All trainings will be for specialization related to projects.

UNDP (United Nations Development Program)

The efforts of the UNDP (United Nations Development Program) are concentrated in three major areas:

- Macroeconomic Management
- Natural Resources Management including Rural Development
- Poverty Reduction through labor intensive projects

Within these areas, women and environment are of prime importance.

In the past, the UNDP has given few scholarships a year for formal education abroad but recently the policy has changed and the trend is now to focus on projects.

The training is from now unincorporated in a project and its main purpose is to increase the chance of success of the project and to consolidate its results.

The administration of the training depends entirely on the project Leading Technical Adviser (CTP) and his homologue. The importance, the quantity, the nature and who the beneficiaries should be depend on the particularities of the project, but usually the budget allocated to training never exceeds 10% of the total cost.

Nevertheless, in light of the administrative reforms that are taking place in Madagascar, the UNDP is sponsoring the training of few staff members of the public administration.

SCOPE OF WORK
Training Consultant
USAID/Madagascar

I. Background

The Human Resources Development Assistance Project (HRDA) is an activity funded and managed by USAID/Madagascar which sponsors in-country and overseas training for Malagasy public and private-sector individuals. The project has been operating in Madagascar since 19__ and has funded primarily short-term training for the private sector. The HRDA project requires that a Country Training Strategy (CTS) be developed by USAID/Madagascar to serve as a guide for planning, designing and managing future training sponsored by HRDA. The Washington-based HRDA Project Manager has authorized core funding for two U.S.-based consultants to conduct the analysis for the CTS and write the report in Madagascar.

To assist the two expatriate consultants, USAID/Madagascar requires the services of a Madagascar-based consultant.

II. Objectives

The objectives of the CTS are:

- ◆ to review past and current training being sponsored by USAID and recommend how HRDA can complement training planned under ATLAS, OPEN and other bilateral projects;
- ◆ review training sponsored by other donors and recommend ways to ensure complementarity;
- ◆ assess the training needs in key sectors, government agencies and private companies and associations operating in areas strategic to USAID's development objectives in Madagascar;
- ◆ update the private-sector training strategy completed in 1992 so that it reflects current USAID priorities;
- ◆ identify new training fields and types which complement current and planned USAID activities, with particular reference to the OPEN project currently under design;
- ◆ make recommendations regarding USAID management needs;
- ◆ present a recommended first-year Country Training Plan

III. Statement of Work

A consultant will be hired by USAID/Madagascar to work in association with the two U.S.-based consultants to work on the CTS. The tasks which the consultant is expected to perform, in collaboration with the U.S.-based consultants, are:

1. Develop a short questionnaire to solicit information on training sponsored by other donors;

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Scope of Work

USAID/Madagascar Training Consultant

2. meet with other donors to administer the questionnaire and obtain the information;
3. write a draft of findings on training sponsored by other donors to be included in the CTS;
4. assist the consultants and USAID/Madagascar in identifying and scheduling appointments with public and private-sector organizations and training institutions, and attend selected meetings to help determine training needs;
5. provide help in obtaining information and data on private-sector training needs and in arranging appointments (and logistics as needed) for the team with key Malagasy officials;
6. assist the consultants and USAID/Madagascar with other tasks related to completion of the CTS, such as the analysis of information obtained during the consultancy, the writing of certain sections and the presentation of findings to USAID management.

IV. Qualifications

The consultant should be fluent in spoken French and English and able to write drafts of the CTS in English. A university degree, preferably from the United States, is required. Familiarity with USAID and the Malagasy private sector is desirable.

V. Schedule

The consultant will be required to work a 6-day week for approximately 3 weeks during the period the U.S.-based consultants are in country. The consultancy is expected to take place in May and June of 1994.

VI. Level of Effort

A maximum of 18 working days is anticipated, although fewer days may be needed and will be determined by USAID in collaboration with the expatriate consultants.

VII. Reports

The consultant will produce two deliverables: a) a draft questionnaire for training sponsored by other donors; and b) a draft of sections of the CTS which will be submitted to the expatriate consultants for incorporation into the CTS.

VII. Roles and Responsibilities

The consultant will report to the USAID Training Officer but will work under the direct daily supervision of the expatriate consultant Team Leader.