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TRAINING NEEDS AND IMPACT ASSESSMENT

Consultants' Final Report

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**Prepared for the U.S. Agency for International Development
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by

The Academy for Educational Development

**Cashmir J. Nyoni
Susan E. Schuman
Ronald E. Springwater**

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The team included: Cashmir J. Nyoni, Manpower Planning and Needs Assessment Specialist; Susan E. Schuman, Evaluation Specialist; and, Ronald E. Springwater, Evaluation Specialist. Helen Wilson Chason was the AED contract manager. The findings, interpretations, and conclusions presented in the assessments are the authors' own and should not be attributed to AED, USAID, or the U.S. Government.

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LIST OF ACRONYMS

AAAT	American Alumni Association of Tanzania
ADR	alternative dispute resolution
AFGRAD	African Graduate Fellowship Program
AIDS	acquired immune deficiency syndrome
ATAP	Agricultural Transport Assistance Program
ATLAS	African Training for Leadership
AWF	African Wildlife Federation
BOT	Bank of Tanzania
CSRP	Civil Service Reform Program
CTS	country training strategy
EI	Entrepreneurs International
ESAMI	Eastern and Southern African Management Institute
FED	finance and enterprise development
FPSS	family planning services support
FY	fiscal year
GOT	Government of Tanzania
HBCU	historically black colleges and universities
HRDA	human resources development assistance
HRDO	human resources development officer
ICE	Institute of Continuing Education
M&E	monitoring and evaluation
NHC	National Housing Corporation
NGO	nongovernmental organization
ODA	Overseas Development Administration
PAWM	planning and assessment for wildlife management
PD&S	project development and support
PERM	participatory environmental resources management
PIET	Partners for International Education and Training
PTMS	Participant Training Management System
SATF	Social Action Trust Fund
SDC	Swiss Development Corporation
SMT	senior management team
SOT	strategic objective team
STD	sexually transmitted disease
SUA	Sokoine University of Agriculture
TAP	Tanzania AIDS Program
TAZARA	Tanzania Regional Transport Development
TBC	The Business Center
TNA	training needs assessment
TQM	total quality management
TU	Tuskegee University
UNDP	United Nations Development Program
USTTI	United States Telephone and Telecommunications Institute

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SECTION I. EXECUTIVE SUMMARY

The U.S. Agency for International Development (USAID) requested this Training Needs and Impact Assessment Report to identify the dimension and scope of USAID training activities in Tanzania since 1990 and to help the Mission use that experience in planning future training interventions that are consistent with its strategic planning and results framework.

The assessment process arises from three main Mission goals: (1) designing and implementing a results-oriented strategic planning framework for all Mission activities, (2) reorganizing Mission structure and personnel in accordance with USAID/Washington mandates in order to achieve its strategic objectives most efficiently; and (3) a reducing significantly the country OYB for fiscal year (FY) 1996.

The assessment examined three areas of concern to the Mission: (1) the impact of past training activities, including all Mission-supported participant training in the United States, within Tanzania, or in other countries; (2) training needs for future interventions in the context of Mission-identified strategic objectives; and (3) planning and managing future Mission training activities.

Specifically, this study responds to the major interests expressed by Mission staff at the outset of interviews in Dar es Salaam in early January 1996 and notes limitations faced by the investigators. Mission staff and the investigators decided to build on the findings and conclusions of several recent, related studies rather than review fully topics covered in those reports.

To maximize the benefit of the report to Mission personnel, this assessment focused on obtaining direct evidence of individual and institutional impact from training programs through personal interviews with former participants. In addition, information and recommendations for planning future training are presented: (1) a blueprint for developing a country training strategy (CTS); (2) a monitoring and evaluation (M&E) plan for participant training; and (3) a mechanism for allocating training funds available through human resource development assistance (HRDA) and the African Training for Leadership (ATLAS) program in accordance with Mission strategic objectives.

MAJOR FINDINGS AND CONCLUSIONS

Scope

According to participant training management system (PTMS) data, training initiatives were planned, in progress, or completed for 1,433 individuals between the beginning of 1988 and early January 1996. It is possible that PTMS figures are incomplete and, therefore, understate the volume of training.

The 1,433 individuals include 935 whose training took place in the United States. Of this number, 888 had completed training by January 8, 1996, and 87 of these were interviewed by the assessment team. The team also interviewed seven trainees who received training within Tanzania or in a third country.

With fifty-two participants actively engaged in training programs, another seventy-eight in the planning stage, and nine candidates for long-term ATLAS degree programs nominated to begin the 1996-97 academic year, the Mission's training office is very involved in rendering logistical and support services for Mission project-related training as well as to ATLAS, HRDA, and other centrally funded training programs.

Impact

At the level of individual impact, interview findings overwhelmingly testify to a significant, positive impact on trainees' work-related knowledge and skills. The work capacity of these individuals, therefore, was greatly enhanced. Moreover, in the vast majority of cases, trainees were able to apply their newly acquired skills and knowledge after training. These conclusions relate to individuals in both short-term programs and long-term study for a college degree.

In most U.S.-based training programs of more than three weeks, participants grew in personal ways, particularly showing increased self-confidence, management and analytical skills, and willingness to take risks and undertake new activities. They became more responsible, time conscious, able to listen, attentive to employee needs, and tolerant of divergent views. They were particularly pleased with their newly acquired ability to make public presentations.

Some long-term participants educated in the United States demonstrated job mobility upon return, changing employers within a sector or moving to a different sector. Certain variables related to mobility should be examined further because understanding them could help the Mission achieve strategic objectives in future long-term training initiatives.

In examining training impact at the institutional level, the team found many reports that participant training resulted in

- trainees training other staff within an organization,
- changes in the management style of an organization, and/or
- innovative new approaches that enhanced the overall operations of an organization or institution.

There were instances that would support the "critical mass" theory, documenting multiple instances of time savings for supervisors of newly returned participants and a corresponding increase in the human resource capacity within an institution as a result of participant training. In general, however, changes at the institutional level occur less frequently and are more difficult to demonstrate than changes at the individual level of impact.

Not surprisingly, the impacts of training at community, sector, and national levels are particularly difficult to measure because they are more indirect and develop over longer time periods than impacts at the personal and institutional levels. Nonetheless, the assessment effort found several instances of impact attributable to training at this level.

Failure to achieve even individual-level impact was identified in a few cases. These included isolated instances of

- inappropriate placement of a participant in a particular training program,
- failure to engage the participant in the design of his or her training program, and
- failure to appropriately apply newly acquired knowledge and skills in the work place after return.

Mission policies related to the recruitment and selection process create two channels through which trainees are identified. The first is an open, self-nomination procedure based on newspaper advertisements, which is used for HRDA, ATLAS, and other centrally funded projects; and the other is identification of individuals for training by USAID staff, technical advisers, and other stakeholders, the method used in Mission

project-related training. Generally, the assessment showed no significant differences in individual- or institutional-level impact based on method of recruitment and selection.

In comparing the benefits of short-term training with those of long-term training, it is noted that short-term training can offer a "quick fix" for upgrading specific individual skills and knowledge to address a particular institutional human resource issue. On the other hand, institutional impact from long-term training can also be significant, but it is more difficult to predict.

The Entrepreneurs International (EI) program proved to be remarkably effective and relevant to the seventy-five business men and women who have participated in it thus far.

In addition, the impact for women who received training in the United States has been considerable, resulting in expanded professional opportunities, greater self-confidence, and increased interpersonal and communication skills.

Country Training Strategy

The design of a USAID/Tanzania CTS at this time is restricted by two key conditions within the Mission: the fact that Mission strategic objectives are not yet fully developed and the fact that new management systems are being introduced as a result of reorganization efforts. Both of these conditions have implications for the timing, scope, and detail of a new CTS.

In addition, two of the four likely final strategic objectives, natural resources (SO1) and democracy and governance (SO4), are not yet fully defined, particularly in terms of training and training needs. Because these strategic objectives are still in the early stages of elaboration, indicators of results are not yet fully developed. These conditions and considerations affect some of the essential building blocks of an effective CTS and necessarily limit the scope of the CTS presented in this assessment.

Training Needs Assessment

The Mission's still-evolving strategic objectives and results framework render a training needs assessment (TNA) for SO1 and SO4 inappropriate at this time. Moreover, as the private sector (SO2) and family planning support services and Tanzania AIDS program (SO3) objectives currently have training needs identified for the counterpart institutions

engaged in project activities related to these objectives, it was deemed inappropriate for this assessment team to undertake further TNA at this time.

SUMMARY OF RECOMMENDATIONS BASED ON TRAINING IMPACT ASSESSMENT

Mission training activities can best be managed in the context of defined, coordinated, strategic interventions rather than as discretionary implementation mechanisms administered on an ad hoc basis.

Long-term training programs under HRDA and ATLAS should be retained.

If the Mission desires to continue long-term training under HRDA or ATLAS, it should focus sharply on clarifying the relationship of these programs to its strategic objectives.

In view of current Mission strategic planning and financial limitations, continuation of long-term training for four-year undergraduate degree programs cannot be recommended.

The participant selection process for short-term training under HRDA should be divided between SOT candidate selection and candidate self-nomination.

The Mission should work with the American Alumni Association of Tanzania (AAAT) to help achieve its goals.

To better link training to strategic objectives, the Mission should establish a training action plan that goes beyond the current training agreement or conditions of training statement. There should be agreement in advance by all stakeholders as to expected outcomes for each training program.

SUMMARY OF RECOMMENDATIONS BASED ON TRAINING NEEDS ASSESSMENT

New Strategic Objectives

The Mission should complete the baseline research for the new strategic objectives, SO1 and SO4, to determine areas of activities and intermediate results, after which a consultant should be hired to conduct an in-depth TNA for these strategic objectives.

Ongoing Strategic Objectives

Since the training objectives in SO2 and SO3 have been determined recently and will continue to be the basis for future training, the Mission will need to reassess these needs at the completion of the project period, in 1997.

Terminating Projects

If the Mission is willing to re-examine the decision to terminate these projects and consequently continue with its training efforts, the same consultant should be assigned the task of TNA within these projects.

RECOMMENDATIONS FOR ALLOCATION OF HRDA/ATLAS TRAINING FUNDS TO STRATEGIC OBJECTIVES

Recommendations for allocation of HRDA/ATLAS training funds are presented in Section VI; they will not be restated or summarized here.

RECOMMENDATIONS FOR A MONITORING AND EVALUATION PLAN FOR TRAINING

Section VI describes three phases for which different sets of monitoring and evaluation conditions apply: the training program phase, the results phase, and the evaluation phase. While the first two phases are presented in a descriptive and analytic manner, the evaluation phase is essentially a series of recommendations on the basic elements of an M&E plan.

SECTION II. INTRODUCTION AND OVERVIEW

STATEMENT OF THE PROBLEM

Over the past thirty years USAID/Tanzania has devoted extensive resources and funding to advance the development of the country's human resources through education and training. Thousands of Tanzanians have received academic and technical training in the United States, in Tanzania, or elsewhere. The Mission has trained individuals in support of sectoral projects and has also bought into centrally funded training programs.

Until recently, the standard measure of success for training was the numbers of participants trained. While Tanzania has done well in terms of numbers of individuals trained and has an excellent record for training women, little is known about the impact of training on development or the relationship of training to Mission strategic objectives.

The problems facing the Mission are two-fold. First, the Mission needs to better understand the full extent of the impact of its training interventions on Tanzanian organizations and institutions, on sectors, and on national development and policies. Although the Mission has carried out project evaluations that included evaluations of training components, there has been no comprehensive assessment of training impact. Second, no indicators of sectoral impact or of impact beyond the institutional and/or organizational level have been developed. One reason that such indicators have not been developed is that training has been carried out in the absence of a comprehensive strategy for human resources development on any scale larger than immediate project needs. The scope of training has tended to focus on resolving short-term project issues rather than addressing long-term development issues.

The increased emphasis within USAID on program impact highlights the importance of improved planning: training cannot have a program-level impact without program-level planning. However, human resources training is, in general, marginal to the conceptual and administrative management of many USAID missions. Thus, training programs tend to be designed and implemented separately for each project, rather than within the context of mission policy and standards. Human resource constraints are seldom analyzed with the same rigor as other structural or policy constraints. Indeed, sector assessments may fail to make any mention of human resources. As USAID seeks to "focus our resources in those areas most critical for sustainable development . . . and how we are contributing

to its improvement . . ."¹ all missions are mandated to improve the planning, management, and measurement of training impact. Therefore, the USAID/Tanzania Mission is charged to develop

- plans and guidelines for a closer relationship between training and strategic objectives and
- better indicators and measurement of training impact at the individual, organizational/institutional, and sectoral levels.

PURPOSE OF THE ASSIGNMENT

The purpose of the training needs and impact assessment was to examine three areas of concern to the Mission: the impact of past training interventions, training needs for future interventions, and planning and managing future training. The impact assessment focused primarily on training activities carried out since 1990 but did not exclude earlier years. Training activities examined included all Mission-supported participant training, including project-supported training and training funded through centrally managed activities such as ATLAS and HRDA.

Training Impact

The training impact component included two main objectives:

- to measure the impact of USAID/Tanzania-supported participant training across all projects and programs, using primarily qualitative and retrospective techniques and data and
- to focus on training carried out since 1990, while collecting data from earlier years of the USAID/Tanzania program on a selective basis

Training Needs

The main objective of this component was to identify future training needs for the purposes of providing information for the Mission strategic planning process and, more specifically, for assisting in the development of a training strategy to support Mission strategic objectives.

¹*The Agency's Strategic Framework and Indicators: 1995-1996, September 18, 1995.*

Country Training Strategy

The objectives of this component as defined in the scope of work are: "To . . . develop a CTS to support the Mission's strategic objectives . . . [and] to design . . . a strategy for ongoing monitoring of training impact. . . . Included in this plan will be the identification of impact indicators which can be monitored to assess the impact of training completed in the future."

METHODOLOGY

A team of three consultants with expertise in training, evaluation, human resources management and social science research worked in the USAID/Tanzania Mission for approximately six weeks from early January to mid-February 1996 to carry out the assignment.

The methodological approach was primarily qualitative, but, where possible, quantitative measures and methods of analysis were used as well. Data were collected through interviews and the examination of Mission documents and training records. Information sources for the study were key Mission personnel, project officers, project managers, counterparts, contacts in the donor community and the private sector, Government of Tanzania (GOT) officials, past participants in USAID-sponsored training and supervisors of past participants. (Appendix A is a list of persons contacted and interviewed.)

The first task undertaken by the team was to develop instruments to systematize information gathering and data analysis. A set of five interview guides was constructed, based on background reading of project papers of the Mission's current portfolio, the last three annual country training plans, evaluation reports, and other documents provided to the team. The second task was to construct an interview sample of returned participants. The interview sample was defined by the Impact Assessment Advisor, Anne Fleuret, and the Human Resources Development Officer (HRDO), Kristos Minja, with assistance from the Mission training office staff. The training office staff undertook the task of scheduling the participant and supervisor interviews. With assistance from the program management office, interviews were scheduled with Mission personnel. Conclusions were drawn from analysis of interviews and examination of documentation and reports.

The team interviewed fifteen Mission staff during the first two weeks of the assignment. Interviews were conducted with five institutional contractor project managers and four

counterparts. In all, the team conducted interviews with ninety-four participants and sixteen supervisors. Participants and supervisors were interviewed in Dar es Salaam, Arusha, Mwanza, Iringa, Morogoro, and Zanzibar. Interviews lasted from one to two hours.

DEFINITION OF TERMS AND LIMITATIONS OF THE STUDY

Definition of Terms

Evaluation of training and training impact is directed at three outcomes: 1) documenting institutional accountability (finding out numbers training and cost); 2) effecting changes in the training process (training organization, design, management); and 3) measuring training impact against specified training objectives. This study focused primarily on the evaluation of impact.

An impact evaluation study aims to measure achievement against specific training objectives, that is, to describe the effect of training on expected outcomes. An impact assessment measures achievement, or impact, in relation to objectives and expectations established in the project design. However, when the project design does not establish clear objectives for training in terms of broader project outcomes, the measurement of impact will be approximate at best and, at worst, unfair because standards are changed.

Reliable measurement of impact requires baseline data. While baseline information is generally available at the participant level in terms of education, professional background, and experience, this contributes little to understanding the impact of training at higher levels of organizations and institutions or on broader development goals of USAID.

A challenge in measuring impact is to find the right level of analysis. At issue is the validity of measurement indicators to ensure that they represent the results of training and not other factors (professional advancement based on seniority rather than merit and skills, for example). Direct causality from training is difficult to measure at higher levels of impact. The assumption that training can be linked to sectoral or national level performance indicators may be too broad and presumptuous. Intermediate-level indicators tied to organizational or institutional performance, while difficult to ascribe exclusively to training, may provide the highest meaningful level of analysis.

Limitations of the Study

Four evaluation studies of USAID/Tanzania training have been carried out in recent years: *HRDA Second Evaluation* (Academy for Educational Development, March 1995), *USAID/Tanzania Training for Impact Evaluation* (Creative Associates, April 1993), *ATLAS Formative Evaluation* (Creative Associates, December 1994), and *Overview of Training Portfolio with Recommendations for Improving Training Management and Impact* (AMEX International, June 1994). While each of these studies had its own particular scope and focus, all serve to inform the present study, and it was deemed unnecessary to repeat the insights offered by these evaluations. Rather, the team would build on information already gathered and analyzed. In particular, evaluation, analysis, and recommendations regarding Mission training office management were considered unnecessary.

Sample Size and Composition

The returned participant interview sample size and composition was conditioned by competing work considerations within the training office (the Mission-wide priority to engage in strategic planning with the TRG consultants for three weeks, and the ATLAS/HRDA Selection Committee interviews during the first several days of our presence). Making contact with returned participants to schedule interviews was more time consuming than anticipated. Therefore, the sample composition is neither structured nor random but is based on availability, and the number of total interviews is fewer than originally desired.

Training Needs Assessment

Assessing training needs related to Mission strategic objectives requires detailed surveys of human resource constraints with target groups and organizations delivering services relating to Mission objectives. For example, a TNA for the emerging democracy and governance strategic objective would require extensive discussion and interviews with judges, journalists, legal rights advocates, education experts, nongovernmental organizations (NGOs), and so forth, to determine the nature and scope of their training needs as they relate to intermediate results. The team, the Impact Assessment Advisor, and the HRDO agreed that an exhaustive, Mission-wide TNA was premature at this early stage in the Mission's process of refining strategic objectives and beyond the resources and time available to the team. Thus, it was decided that the team would limit the scope

of this component of the assignment. Further details concerning future Mission training needs are presented in Section V.

Country Training Strategy

The design of a USAID/Tanzania CTS at this time is restricted by two key conditions within the Mission: the fact that Mission strategic objectives are not yet fully developed and the introduction of new management systems as a result of reorganization efforts. Both of these conditions have implications for the timing, scope, and detail of a new CTS. Two of the four final strategic objectives, SO1 and SO4, are not yet fully defined. As program activities for these strategic objectives are still in the earliest stages of clarification, indicators have not yet been developed. Because these conditions and considerations affect the essential building blocks for an effective CTS, it was agreed that the scope of this component would be limited to providing guidelines for the development of a CTS.

OVERVIEW OF MISSION STRATEGIC OBJECTIVES²

USAID/Tanzania current development assistance program is defined by the Country Program Strategic Plan for the period 1992-97.³ The goal of the program is "real growth and improved human welfare." The program sub-goal is "improved household socio-economic well-being." The program operates with four strategic objectives

Strategic Objective 1: Increase the Use of Family Planning and HIV/AIDS Preventive Measures

The ongoing Family Planning Services Support (FPSS) project targets improved family planning services, wider use of contraceptive methods, and child survival interventions. The Tanzania AIDS Project (TAP) aims at increasing acquired immune deficiency syndrome (AIDS)- and sexually transmitted disease (STD)-preventive practices and support to AIDS orphans and families.

²USAID/Tanzania Program, December 1995.

³The Mission is currently developing its Strategic Objectives Results Frameworks and restructuring Mission management in its re-engineering efforts.

Strategic Objective 2: Increase Productive Employment and Income-generating Opportunities

The Mission has developed a variety of projects and assistance to encourage broad-based economic growth and reform. The Finance and Enterprise Development (FED) project is designed to foster income-earning opportunities and private enterprise growth. Included in FED are The Business Center (TBC), which supports small-scale entrepreneurial development, the Tanzania Venture Capital Fund to promote investment in Tanzanian businesses, the Social Action Trust Fund (SATF), and the Risk Management Profit Sharing fund. Both the terminating Regional Transport Development (TAZARA) and the Agricultural Transport Assistance Program (ATAP) have aimed at improving infrastructure transport services to support the growing private economy. The National Housing Corporation (NHC) project is working toward privatizing the real estate market in the urban sector.

Strategic Objective 3: Strengthen Natural Resources Management

The Mission goal is to protect the environment through activities aimed at reforming natural resources management policies, laws, and practices at the national and local levels. The completed Planning and Assessment for Wildlife Management (PAWM) aimed at strengthening GOT capacity for managing wildlife resources more effectively, thus contributing to economic development. The Sokoine University of Agriculture (SUA)/Tuskegee University (TU) linkage project addresses needs of local farmers and extension staff. The Mission's new project, Participatory Environmental Resource Management (PERM), will foster community-based management of conservation and natural resources.

Strategic Objective 4: Improve Democratic Governance

This is a new strategic objective for the Mission. The Tanzania Democratic Governance Initiatives project aims at strengthening civil society in support of the transition of democratic governance through training of the judiciary, the media, support for women's legal rights, and civic education in secondary schools.

SECTION III.
MISSION TRAINING: 1990 TO PRESENT

OVERVIEW

Between January 1988 and January 1996 training was planned, active, or completed for 1,433 individuals, according to PTMS data. However, it is possible that PTMS figures understate the volume of in-country training. Table 1 shows the breakdown of these training interventions by location.

Location of Training	Number Trained
United States	888
Tanzania	141
Third Country	357
In process (location unspecified)	47

Table 1. Location of Training

While, in terms of participant numbers, short-term training has been the main focus of USAID/Tanzania training interventions, the Mission has sponsored 141 participants for long-term undergraduate and graduate degree programs in the United States. Given that Tanzania's own trained graduates experience difficulty in finding jobs due to nonexpansion of the job market, undergraduate training is no longer seen as pertinent to national needs. The emphasis for long-term training has now shifted to the masters or doctoral level.

Beneficiaries of both long- and short-term training have been individuals, organizations or, more generally, the nation as a whole. Training objectives for individual participants are to improve professional performance through knowledge and skills learned and through international exposure. It is expected that benefits to organizations to which participants return accrue when participants assist the organizations in accomplishing their goals and objectives. At a more subtle level, training is expected to benefit national development, through improved human resources and labor force skills.

PROJECT-RELATED TRAINING

Training has been an integral part of Mission projects. For participant training in the United States and in third countries, project officers recruit and select trainees. Processing is then handled by the training office and Partners for International Development and Training (PIET).

Agricultural Transport Assistance Program

Beginning in 1988, assistance for the improvement of transport infrastructure was provided through ATAP. Under ATAP, 90 engineers and technicians from the Ministry of Works and 500 private contractors received in-country training in contract management and supervision for rural roads rehabilitation. In addition, 140 artisans, 40 technicians and 12 engineers of Tanzania Zambia Railways Authority, the major transport provider to the landlocked countries of southern Africa, received training in diesel locomotive engine maintenance and operations management.

Financial Enterprise Development Project

FED supports development of the private sector and employment and income generation through strengthening banking and the financial sector and fostering local entrepreneurs. FED has a substantial training component directed at both the public and private sectors. A total of 201 Bank of Tanzania (BOT) staff were trained in bank supervision and financial markets to prepare BOT to act as an effective regulatory agency for banks and financial institutions: 103 in the US; 90 in Tanzania; and 8 in third countries. The FED project has sponsored training for private entrepreneurs through The Business Center (TBC), the Tanzania Chamber of Commerce, Agriculture, and Industry as well as through the Venture Capital Fund. Training is also planned for the SATF, which is not yet fully operational.

Family Planning Services Support

The FPSS project has used training as a central strategy for improving the delivery of family planning services. Training has focused on improving the knowledge and skills of service providers, training of trainers, and curriculum and materials development. Most training has taken place in Tanzania, while sixteen participants have been trained in the United States. Training has been provided for the Ministry of Health Family Planning

Unit, UMATI (the Tanzania Planned Parenthood Association), INTRAH, and other NGOs involved in service delivery. Two evaluation studies, the *INTRAH/MOH Family Planning Training Project Evaluation Report* (July 1994) and the *Midterm Review of the Tanzania Family Planning Services Support Project* (POPTECH, December 1994), provide extensive reviews of FPSS training.

Tanzania AIDS Program

TAP works through local NGO clusters to increase awareness of HIV/AIDS prevention and to provide support to families and orphans of AIDS victims. Training has been aimed at building the capacity of local NGOs to be able to carry out project objectives. To date, 363 participants have been trained in-country in a variety of topics: policy sensitization workshops for regional leaders; national workshops on TNAs; training for accountants in financial reporting; and training for NGO cluster heads on management and proposal writing, technical skills in peer education, counseling, materials development, and social marketing. The project also supported some training in STD prevention for health workers.

Sokoine University of Agriculture/Tuskegee University Linkage Project

The SUA/TU linkage project included a major training component. The objective of the project was to strengthen agricultural extension services through curriculum development, institutional development, and increased productivity of SUA. The project focused on three main areas: training of SUA faculty and staff; applied research through grants to SUA and the Institute of Continuing Education (ICE); and field-based research with focus on agricultural and gender issues. Areas of study included media-assisted curriculum development, educational research, training of trainers in agricultural extension, computer maintenance, desktop publishing, and data management. Eight SUA staff received long-term training in the US: one Ph.D., five masters degrees, and two long-term nondegree programs. Sixty participants received training in agricultural extension work at ICE.

The five-year follow-on project beginning in 1996 will focus on improving the extension outreach capacity of SUA through community-based management of natural resources. A baseline study of natural resource use and management will be carried out in sixteen villages through a Rapid Action Plan to identify major problems and issues at the community level. These will be prioritized and ranked to identify institutions for training

and to aid design of a problem-solving strategy. No long-term training is planned for the second phase.

Planning and Assessment of Wildlife Management Project

PAWM originated as an unsolicited proposal from the African Wildlife Federation (AWF) and was perceived as a "target of opportunity" in keeping with larger USAID themes of ecotourism/environment. The project was managed through the program office and funded by project development and support (PD&S). Project objectives were

- strengthening the Wildlife Division of the Ministry of Tourism, Natural Resources, and the Environment
- managing game reserves
- increasing interagency cooperation

Training for project staff, a major aspect of the original project, was accomplished primarily through technical assistance and on-the-job training. PAWM supported long-term training in the United States for two pilots (neither of whom were posted to the project); third-country training in

The follow-on project, PERM, will take a community-based multidisciplinary approach to environmental resource management. No long-term training is projected. Short-term training will focus on local transfer of knowledge through in-country and regional study tours and on workshops and short courses to develop specific technical skills as needed; for example, accounting, geographic information systems, environmental impact assessment, environmental law, legal drafting, and management planning skills.

CENTRALLY FUNDED NONPROJECT TRAINING

The training office manages a variety of centrally funded, nonproject-related training programs: HRDA, ATLAS, the African Graduate Fellowship (AFGRAD) program, the Civil Service Reform Program (CSRP) Beans/Cowpeas and Sorghum/Millet Research Projects; and the Energy Training Program. Other programs managed by the training office include the Regional Transport Management Program, the United States Telephone and Telecommunications Institute (USTTI), and the Mickey Leland Training Program. Table 2 shows the numbers of participants trained in the United States under each program.

For centrally funded programs, recruitment, selection, planning, placement, monitoring, and follow-up is done directly by the Mission training office and PIET. For the HRDA and ATLAS programs, the training office uses an open, competitive recruitment through advertisements in local newspapers to select participants. This approach has ensured a high degree of transparency and has reduced the fear of favoritism.

Program	Number of Participants
AFGRAD	18
ATAP	2
ATLAS	21
CSRP Beans and Cowpeas Project	2
CSRP Sorghum/Millet Project	11
Energy Training Program	61
Family Planning Evaluation	2
FED	103
FPSS	13
HRDA	457
Mickey Leland Training Program	9
PD&S	90
Regional Transport Management Program	45
SUA\TU Linkage Project	11
TAP	5
USTTI	38
TOTAL	888

Table 2. Participants Trained in the United States

OTHER DONOR TRAINING ACTIVITIES

International donors continue to provide training to Tanzanians through project-related activities and scholarship funds. These entities are described briefly below.

United Kingdom

The British government has an extensive training program in Tanzania that is closely tied to the projects being undertaken by the Overseas Development Administration (ODA) (usually funded through the British Council). The ODA program may be the largest overseas training program outside USAID, with a total funding of well over \$3.5 million (U.S.). Training by the British Council involves both long- and short-term training in the United Kingdom and in Tanzania. ODA also funds English language training in Tanzania by providing classroom teachers.

The Commonwealth Fund for Technical Cooperation has sponsored advanced management training at the Eastern and Southern Africa Management Institute (ESAMI), located in Arusha.

Switzerland

The Swiss Development Corporation (SDC) funds project-related training. SDC, for instance, is supporting training for BOT staff in basic and advanced economics and banking skills and provides technical assistance in the management of treasury bills and government securities.

European Union

The European Union funds project-related training and also offers some limited skills training opportunities in Europe for staff of financial institutions. A number of staff from local banks have been trained in Britain.

United Nations Development Program

The United Nations Development Program (UNDP) supports general training for government and parastatal organizations in the country. It assists training institutions in the region, especially ESAMI.

Canada

Since 1989, Canada's Training Fund for Tanzanian Women has trained over 1,400 women in technical and management skills in Canada, Tanzania, and elsewhere. Located in the Ministry of Community Development, Women, and Children, the objective of the program was to increase the participation and authority of strategic women in decision making. It has been extended for a further two years with the possibility of a similar follow-up project after the current extension.

Other Donors

Other donors offering project-related training in Tanzania include Denmark (DANIDA), Sweden (SIDA), Norway (NORAD), Finland (FINIDA), and Germany (GTZ). In addition to project-related training, The Netherlands and Belgium offer general overseas scholarships for long- and short-term training. The World Bank and other United Nations agencies also provide project-related training. The World Bank project for restructuring Tanzanian state commercial banks also includes training through BOT.

SECTION IV. TRAINING IMPACT ASSESSMENT

BACKGROUND INFORMATION

The scope of work states that this training impact assessment will "measure the impact, using primarily qualitative and retrospective techniques and data, of USAID/Tanzania-supported participant training across all projects and programs . . . at a number of levels. . .

- participant trainees themselves . . .
- organizations/institutions/firms . . .
- sectors where significant numbers of USAID/Tanzania-supported trainees are employed . . .
- USAID/Tanzania project achievements and progress toward strategic objectives"

and will "focus . . . on training activities carried out since 1990."

The scope of work further specifies that the training impact assessment be undertaken by a team of three consultants in conjunction with a series of other, related tasks, as described elsewhere in this report.

THE INTERVIEW SAMPLE

The team first prepared five interview guides to systematize information and data gathering from in-depth interviews with participants, supervisors, counterparts, USAID/Tanzania staff, and other donors. For the training impact assessment, two of these interview guides were crucial for face-to-face meetings with the former participants (which usually lasted from 1 to 1.5 hours), and for meetings (usually thirty to forty-five minutes) with a limited number of participants' supervisors. Copies of these interview guides are appended.

The team (augmented by the HRDO for four days outside of Dar es Salaam) interviewed ninety-four former participants and sixteen supervisors over a three-week period. Table 3 summarizes the important characteristics of the participant interview sample.

The interview sample was constructed by training office staff based largely on availability and communication factors. Interviews were arranged in Dar es Salaam (51), Morogoro (15), Arusha (12), Mwanza (7), Zanzibar (5), and Iringa (4). The sample

eschewed in-country training in view of its nature, making one-to-one interviews by this team inefficient and impractical. In addition, a large part of recent in-country training in the health sector had been evaluated in late 1994.⁴ A list of the ninety-four participant interviewees is found in Appendix A.

The focus of interview activity was slanted toward U.S. training sites (94 percent) and to HRDA funding (74 percent). Table 4 compares the interview sample to the participant universe, based on a PTMS printout (1/8/96) for participants who had completed U.S. training programs since 1989.

⁴*INTRAH/MOH Family Planning Training Project Evaluation Report, USAID/T, July 1994; Midterm Review of the Tanzania Family Planning Services Support Project, Poptech, December 1994.*

	All	USA	Third Country	In- Country	Male	Female
LONG-TERM						
HRDA	11				6	5
ATLAS/AFGRAD	7	7			6	1
TU/SUA	7	7			5	2
Total long-term	25	25			17	8
SHORT-TERM						
HRDA	44	37	6	1	26	18
EI	13	13			8	5
FED	5	5			3	2
PD&S	2	2			1	1
USIS	2	2			2	
USTTI	2	2			2	
ATLAS	1	1			1	
Total short-term	69	62	6	1	43	26
TOTALS — ALL	94	87	6	1	60	34

Table 3. Participant Interview Sample

Training Type	Completed U.S. Training Only	
	Interview Sample (N=87)	PTMS Universe (N=888)
ATLAS/AFGRAD	9%	5%
HRDA	80%	51%
Project Related	11%	44%
Entrepreneurs International (extracted from HRDA)	15%	8%

Table 4. Participant Interview Sample vs. Its Universe

The participant and supervisor interviews were augmented by meetings with counterparts and Mission personnel. These discussions, as well, were structured by the team through an interview guide specially designed for each group. Information gathered through the various interviews was further supplemented by Mission project papers, evaluation studies, reports, and other documents.

The team decided, with the concurrence of Mission advisors, the Impact Assessment Advisor, and the HRDO, to focus the training impact assessment on direct testimony of participants and other informed parties, and to use the several training evaluation and impact studies completed for the Mission since 1993 as reference materials for analysis that remains valid today and is pertinent to the aims of this training impact assessment.⁵ The effort thus saved enabled the team to undertake many more interviews than otherwise would have been possible within the time frame of the scope of work.

FINDINGS AND CONCLUSIONS

The findings and conclusions will be presented in three categories as a function of their level of impact: individual, institutional, and higher levels. Thereafter, additional

⁵There are four such papers: *Impact Evaluation for USAID/Tanzania*, Creative Associates International, Inc., April 1993; *USAID/Tanzania Overview of Training Portfolio with Recommendations for Improving Training Management and Impact*, AMEX International, Inc., June 1994; *African Training for Leadership and Advanced Skills Project (ATLAS) Formative Evaluation*, Creative Associates International, Inc., December 1994; *Human Resources Development Assistance Project: Second Evaluation*, Academy for Educational Development, March 1995.

findings and insights will be offered on USAID and Mission policies pertaining to training, constraints to training impact, impact and concerns of short-term programs in relation to long-term training, Entrepreneurs International, and training impact on women.

Individual Impact

The impact of training is greater and more varied at the individual participant level than at higher levels. Most participants reported that training helped them acquire new knowledge and skills and changed their attitudes toward work and life. They showed changes in behavior such as being more responsible, more time conscious, better able to listen, and more tolerant of divergent views.

Beyond the mere acquisition of new skills and abilities, participants were also able to apply newly acquired skills in their jobs and professions after completing the training program.

[The program] changed the way I go into a community. Using a bottom-up approach with fewer resources, the community can now manage programs." — Medical officer working with an international NGO.

"[Performance auditing] applies directly to much of what I do now." — Participant at Bank of Tanzania (BOT) who completed a ten-week program in the United States.

Table 5 summarizes participants' responses to the question of how relevant the course content was to their current job.

Category of Respondent	Very Relevant	Somewhat Relevant	Not at all Relevant
All respondents (N=81)	79%	15%	6%
Short-term only (N=60)	80%	13%	7%
Long-term only (N=19)	84%	16%	--
HRDA/ATLAS only (N=61)	82%	16%	2%
Project-related only (N=20)	70%	15%	15%

Table 5. Responses to Interview Question on Relevance

Utilization of newly acquired skills and knowledge by participants who return to their pre-training jobs tends to occur immediately and in limited, specific, narrowly defined ways. Consider the following examples:

- ✓ After a short-term course in information technology, a participant introduced a data retention plan in BOT.
- ✓ A trainer of trainers in rural agricultural extension developed a new curriculum and a rural micro-enterprise project based on principles of community-based development learned in training.
- ✓ Three senior magistrates immediately applied mediation skills learned during a three-week customized program in Washington, D.C., on alternative dispute resolution (ADR).
- ✓ Upon return from a masters degree program, a key income tax official was praised by his supervisor for his exceptional communication skills and keen sense of team approach to problem solving, which were greatly enhanced during his study program in the United States.

- ✓ A long-term participant created a data management system for personnel records, which resulted in greater accuracy and efficiency of operations.
- ✓ A participant trained in electronics maintenance set up an electronic equipment repair workshop to maintain SUA equipment and has repaired more than 50 percent of existing equipment that had been inoperable.

When identifiable, short-term training impact at the individual level tends to be immediately apparent, in the form of technical skills applied. Management and analytical skills acquired during training may also be effectively applied upon return from training; however, they may also be developed as these employees grow within their organizations through promotions and transfers; even when they move to different organizations, these broader, less specific skills are still valuable in subsequent assignments. One might characterize this sequential impact at the individual level as a ripple effect.

Long-term participants trained in the United States sometimes leave their original employers upon return, or shortly thereafter, to seek more attractive opportunities. In certain sectors, such as the private business sector, the training knowledge and skills are readily transferable, and the opportunity for institutional or sectoral impact might actually increase as a result of this job mobility. It is likely that the long-term training in the United States provided, or contributed substantially to, the courage and self-confidence needed to seek out another position. Consider these examples:

- ✓ An already-qualified and employed certified public accountant completed an M.B.A. degree in information technology under HRDA sponsorship and returned to her well-known private sector accounting firm; however, she resigned within a year and took a position as business manager in a large, private, international school.
- ✓ After getting a Ph.D. degree with ATLAS sponsorship, a participant returned to reclaim his senior management position in a Ministry. He decided, within one week, that working conditions did not suit him nor his ambition to make more positive contributions to development efforts in Tanzania. He resigned his government job. He is now the area manager for Africa, headquartered in Dar es Salaam to suit his needs, of an international donor agency, which in the past year has concluded consulting and project implementation agreements with Tanzanian entities and similar institutions elsewhere in Africa.
- ✓ One participant, reflecting on his U.S. training experience, said, "In the United States, people change jobs, want more job satisfaction, take chances."

Job mobility, however, may make it more difficult to link long-term training to intermediate results within a results-oriented framework, as called for by the Mission's strategic plan.

Changes in management style have often occurred as a direct result of the training program. Significant behavioral changes in the ways managers and supervisors direct, supervise, and work with subordinates are characterized by greater participation of supervisees and employees in decision making, personnel performance evaluations, and problem solving. For example,

- ✓ A senior management employee of Air Tanzania Corporation considers total quality management (TQM) to be a strong part of her management style, since she was first exposed to it during a short-term training program. She solves airport operational problems, remaining calm under pressure.
- ✓ Training given to TAZARA management staff, at all levels, has increased their skills in managing railways and has also increased their efficiency both at the headquarters and in the warehouse.
- ✓ A senior establishment officer has little control over civil service personnel policies, but she has changed her approach to supervision and personnel performance evaluation by instituting weekly staff meetings to translate Ministerial goals into job performance. She also carries out no-cost employee training through coaching, counseling, and mentoring.

Participants report they are less authoritarian and more attentive to employee needs, taking employee perspectives into consideration to a greater extent than before training. They also report making decisions more scientifically, basing them on objective facts and data. They act with greater impartiality than they did before training and take professional standards into consideration in decision making.

"...better than leaving it to one person to solve." — Chief engineer at a television station now solves serious problems working collectively, in a task force, with employee groups and programming interests represented.

With almost universal agreement, trainees reported that their ability to make public presentations was enhanced. They are more persuasive in writing proposals, negotiating agreements, taking positions and making supporting arguments, and conducting negotiations. They see themselves, consequently, as better team members, as more self-

confident, and as more understanding in a variety of work-related situations, as well as in their personal lives.

- ✓ One participant has achieved more effective project outcomes because she is more able to express herself clearly to donors, understand the constraints of working in Tanzania, and adjust projects as needed.
- ✓ A municipal town planner has increased donor funds and assistance to the municipality by writing five or six successful proposals to IBRD, UNDP, ICLEI, JAICA, and UNICEF and has also been able to get funds from the Tanzanian government for solid waste disposal.

Some participants, particularly those in relatively senior positions, are able to parlay their training opportunity into becoming consultants outside their regular business or work situation.

Participants benefitted from their training programs through a broadening of individual professional and personal experiences. Many attributed this wider perspective to observing and participating in training in the United States; others commented on new insights gained from their study peers and teachers, both American and non-American. This personal growth was reported by both short-term and long-term trainees.

Training in the United States provided participants opportunities for learning outside of the classroom. Many had opportunities to meet American and international participants, local leaders, American families, and business people in the United States. This interaction has helped to shape new attitudes about work and life in general. Participants report increased feelings of responsibility, more willingness to listen to others' views, and greater self-confidence through international contacts.

The majority of participants returning from both short-term and long-term training programs in the United States indicate that training materials received were excellent or very good and that these documents are important reference resources on their current jobs. For example,

- ✓ An EI participant, while being interviewed, reached to the table behind him to pull out three books that he had received in the United States: a manual of standard terminology in the chemical industry, a computer application program manual (spreadsheet), and a treatise on advertising techniques and practical tips. He said that he regularly consults one or the other in the course of his business week.

- ✓ A participant working in the Ministry of Finance, who had completed a masters degree under ATLAS sponsorship, showed an interviewer a book he keeps in a handy place in his top desk drawer. He explained that he had advised his supervisor as to how to deal with the media on a tough income tax matter that had become a news item. To answer the interviewer's question on use of reference materials on the job after returning to work, he opened the book, a well-known paperback on good management practices he had purchased for one of his courses, to an appropriate chapter and said, "All I needed to know was right here."

Participants overwhelmingly believe that their new knowledge and skills are recognized "somewhat" or "a great deal" by their supervisors and peers in the work place.

Promotions, however, rarely stem from the training event itself, except in the case of returning university faculty, who can claim an additional credential that automatically entitles them to higher pay. While some participants encounter perceived resistance or suspicion, most find themselves rewarded with new tasks and special assignments.

Institutional Impact

Training may be more effective in organizations where the employer has a training plan that indicates how the trainee will use the new skill or knowledge. In some instances, an employer and USAID/Tanzania, in partnership, develop a training plan based on a training need assessment in the organization to guide training implementation. BOT, for instance, trains its staff to meet the bank's current or immediate needs for critical skills in bank supervision and financial markets. Participants require these skills to perform their functions, and immediately on return they are put to use by the participants. Having a human resources development plan enhances the application of training skills by returning participants.

Most participants report that they have trained others within the organization, either through a formal training session, on-the-job training, or during a debriefing discussion upon return from training. Training of others outside the organization also regularly occurs, either formally or informally. For example, one long-term training participant started project-planning and site-management courses for engineers, in collaboration with colleagues from the University of Dar es Salaam, charging tuition fees.

At the departmental and organizational impact levels, changes in management style have resulted in

- improved staff morale
- less absenteeism
- increased performance, as evidenced by higher quality work, better time management, more tasks accomplished in less time, and improved output
- greater accountability: employees take more responsibility for tasks accomplished
- greater personal initiative and problem solving by staff
- more focus on customer needs

Improved Job Performance

Consider these examples of training impact at departmental or organizational levels:

- ✓ Upon return from training, an M.B.A. participant who was a finance manager saved his company from collapse and liquidation by using scrap metal that was being thrown away as raw materials for making farm implements. He also introduced new thinking to production design. He changed the company's approach of producing implements that the company thought were needed by farmers to one of producing implements in response to expressed needs by farmers. These innovations saved the company from collapsing; it is still in business.
- ✓ The personnel manager of a large, private plastics company not only wrote a personnel handbook for the entire organization, but also suggested adapting an incentive production plan that was well received by both employees and management.
- ✓ An employee became aware of the problem of electromagnetic discharge in the television station where he worked, after having observed precautions against this problem taken in television stations in the United States during his internship program.

Innovative New Approaches

Innovative and new approaches that resulted from training are evident in these examples:

- ✓ An electronics engineer in the meteorological department introduced a networking system to capture information on weather conditions between Nairobi and Dar es Salaam.

- ✓ A teacher at the Bankers' Academy, breaking away from offering courses only to bank employees, introduced a basic education course for bank customers.
- ✓ After a manager introduced TQM to her department, it was introduced and applied in other departments within the organization by different participants in Tanzania Breweries and Air Tanzania Corporation.
- ✓ A parastatal fisheries production manager, after a four-week training program, designed a system for management and maintenance of vessels and equipment that resulted in substantial reductions of fuel costs, a fully operational fleet, a donor loan for the rehabilitation of refrigeration facilities, and improved sales.
- ✓ After introducing a community-based approach to health care, a medical officer in the Mwanza region has seen a "substantial diminution of the rate of malnutrition in pilot communities."
- ✓ Inauguration of Treasury Bill auctions and establishment of a capital markets authority in BOT was, in part, due directly to participant short-term training in the United States.
- ✓ The Tanganyika Farmers Association instituted alternative financial approaches to borrowing instead of relying only on commercial banks.

Increased Capacity for Organizations

Training has led to increased capacity to carry out tasks within some organizations, as demonstrated in these examples:

- ✓ At TAZARA, engineers, technicians, and artisans can now maintain the diesel locomotive engines without the assistance of the General Electric staff. Having acquired training skills, as well, they now independently train other TAZARA staff in maintenance work at the Mbeya Workshop.
- ✓ The Ministry of Works staff can now independently manage contracts for road maintenance. Training has also increased the capacity of local contractors in preparing and presenting their contracts for award and for carrying out road construction and maintenance.
- ✓ The Ministry of Works staff have gained the skills in contract management as well as in organizing road construction and rehabilitation. Before this training, the ministerial staff were actually doing the construction and maintenance on roads

known as Force Account. Furthermore, capacity has increased with the establishment of a strong department of roads at the Ministry of Works. In addition, the practice of contracting rural road rehabilitation in Tanzania has increased the capacity of private contractors for rural road rehabilitation to the extent that the contractors have now replaced the ministry, regions, and districts in performing this function.

Changes in Supervision

Trained participants need less supervision, freeing up the supervisors' time for other tasks. Supervisors confirmed that both long-term and short-term returned participants could be given more leeway and delegated responsibilities.

- ✓ One supervisor of a short-term trainee stated, "If someone comes back from training, you give an assignment, turn your back, and count on quality."
- ✓ Another supervisor, noting a tremendous rise in a returned long-term participant's confidence level, said she was a better manager of a team of five professionals in an office where team performance is critical. The supervisor, the executive secretary of an independent parastatal organization, judged that before the training program, the supervisor spent 20 percent of his time managing this department; now he spends only 5 percent.

Factors in Achieving Organizational Impact

Organizational impact is not necessarily achieved simply by increasing the number of trained individuals who work in a defined work place in an integrated manner. Achieving impact from training a "critical mass" of employees within an organization also depends on factors external to a needs assessment or to the design and implementation of training programs. These include

- availability of resources to enable the returned participants to utilize their newly acquired skills and knowledge
- budgetary limitations
- poor communication due to a variety of institutional and/or personal factors
- inhibiting management policies
- delay of planning and redesign efforts
- transfer of employees away from the work place location that forms the basis for the critical mass

One important factor to achieving critical mass through training may be having employees undertake the same training program at the same time, providing a commonality of insight and exposure that enhances sustainable bonding among individuals when they return to their work place.

- ✓ Project-related training in support of the Democracy and Governance strategic objective enabled three senior magistrates to spend four weeks together in Washington, D.C., examining how the district Superior Court implemented an ADR process. This trip grew out of a previous visit by the Chief Justice to Washington, D.C., where he became aware of ADR utilization in the court system there. With support from the Chief Justice, and within weeks of their return to Tanzania, the three participants collaborated to write the "Manual for the Introduction of Alternative Dispute Resolution Mechanism (ADR) in Tanzania," and prepared another manual of ADR training materials. The training materials were used by the High Court of Tanzania in its workshops for judges and magistrates in three pilot zones, Dar es Salaam, Arusha, and Mwanza, where ADR was mandated as a preliminary procedure in certain classes of civil law cases. Without this training, ADR could not have been established in the three regions. Three people training and working together produced the materials and provided the knowledge and observational experience to launch ADR procedures in Tanzania.

Other Organizational Impacts

In some instances, the organizational impact of training has been increased operational efficiency that has ultimately led to reduction in the size of the work force.

- ✓ Introduction of computers and computer training at Inter-consult led to reducing the number of employees from forty-five to thirty-eight.
- ✓ Improved planning, performance guidelines, and changes in contracting procedures led to a 60 percent reduction in solid waste collectors in Mwanza, while the level of services was maintained or even slightly improved.
- ✓ As a direct result of a new TQM program, a parastatal fisheries enterprise was able to reduce its staff by ten people.

Higher Impact Levels

Impact beyond the organization or institutional level at the community or national level is difficult to measure both for long- and short-course participants. Changes at this level

may have occurred indirectly as a function of participant training. Linking changes directly to training may not be possible, although one can say that training has brought about some changes in organizations.

- ✓ Training BOT staff was seen as a way to enhance the capacity of the bank to act as a regulatory agency for banks and other financial institutions in order to establish a strong financial sector. Although BOT staff have increased individual skills and training may have a cumulative effect on output, it is difficult to link these conditions to sector changes. Again, more time will be needed to measure the impact on other banks and financial institutions.
- ✓ A former participant is introducing a new approach to privatization of state-owned enterprises (Employee Share Ownership Plan) by drafting and disseminating an "initiating memorandum" to top decision makers in the public and private sectors and by organizing a national seminar. These initiatives have begun to influence public opinion as to how to solve problems of unemployment and foreign ownership brought about by privatization. The participant believes his effort will lead to an acceleration of the privatization process for certain categories of publicly owned companies and parastatals.
- ✓ Using his membership in the nationwide Accounting Association of Tanzania, a former participant presented papers at seven seminars on capital markets, achieving a country-wide outreach. Thereafter, as a result of this success, he was invited to submit a paper on the value-added sales tax to the National Board of Accountants and Auditors of Tanzania.

USAID and Mission Training Policies

HRDA has project-mandated numerical targets for participation by historically black colleges and universities (HBCU) (10 percent) and private sector targeting (50 percent). The Mission target for selection of women has been 35 percent. In-country training under HRDA is intended by the Mission to be at 10 percent of total training, although the original HRDA project paper called for 50 percent in this regard. The ATLAS and AFGRAD projects have similar requirements. These targets have been tracked by the Mission through its PTMS tracking and reporting system.

Several recent training evaluation and impact studies reviewed in detail the Mission's performance in this regard; they are hereby incorporated by reference.

The allocation of 30 percent of HRDA short-term training funds to the SOTs was agreed upon at a staff meeting late in 1995. Thus far, a statement in writing that explains this new policy has not been issued. The team understands that the Mission wishes the allocation mechanism to be further delineated by this team. For further discussion of this issue, see Section VI.

Recruitment and selection of participants under HRDA and ATLAS are currently carried out through open, public, advertised announcements. The preliminary screening and selection committee interviews are rigorous and competitive. This method draws high praise from those concerned about transparency and avoiding the influence of any single individual in securing an award for a nominee.

Constraints to Training Impact

In order for impact to occur at any level, to any degree, is essential that the knowledge and skills acquired during the training program be appropriately applied in the work place when training is complete.

- ✓ An engineer at the Meteorological Department can not introduce certain innovations due to a lack of financial resources to purchase necessary equipment.
- ✓ A participant in the SUA/TU linkage project studied media and computer-assisted educational materials development, which is no longer a priority for the institution or the follow-on project.
- ✓ At SUA, a computer technician was trained in upgrading, maintaining, and repairing IBM personal computers; however, the project purchased Apple MacIntosh computers.
- ✓ The ADR project has been slow to proceed in Mwanza because of the lack of supplies—paper, pencils, etc.—and the inability to serve the necessary court summons, both due to a lack of financial resources.

In some instances, impacts from either long-term or short-term training have been reduced, or made impossible, because of inappropriate participant placement in training programs. If the trainee's training objectives are clearly stated and understood, then USAID/Tanzania and its programming agency, PIET, must assure the design of an appropriate training program and a competent training provider.

- ✓ One participant, in commenting on why his program was only "somewhat relevant" to his current job, indicated that his management training program was oriented toward top management, whereas his needs were more middle management.
- ✓ Another participant who rated her training program as "somewhat relevant" complained vigorously that the programming agent failed to secure an internship in a timely way at the end of her course work; she took matters into her own hands, arranged for the balance of her program herself, and undertook the practical training segment after missing only two days.
- ✓ One long-term participant in a masters program virtually repeated the curriculum of a masters degree previously earned. One of the main purposes of the training was to upgrade his qualifications to the Ph.D. level to increase university teaching capacity. He was placed at a university that would not apply his previous masters credits (Indiana University/Bloomington) to its doctoral program.

Failure to appropriately engage the participant in the design of the training program prior to completing of the training agreement may prevent the training program from having a favorable impact for the participant or the organization. This is especially critical for participants in short-term programs.

A participant must have an opportunity to become acquainted with the contents of the proposed training program before agreeing to undertake it. Ideally, the trainee's supervisor should also be consulted, to ensure that the training is appropriate to the individual's professional background and educational experience, and that the knowledge and skills acquired will be applicable to the participant's job upon completion of training.

- ✓ A participant going to the United States for a two-week, on-the-job training experience tailored to his responsibilities in the engineering side of a television station had no idea what his program would entail until he arrived at the training location. He felt unprepared and eventually rated the program as only "somewhat relevant."
- ✓ An employee of BOT in the economic and research department was placed in a two-week course in the United States dealing with bank restructuring. She had seen a brochure describing the purpose of the course but did not discuss it with her supervisor prior to accepting the award. It turned out that the course had "no relevance at all" to her job at the time or to her current position with the same

employer. She stated, as her recommendation, that it is "important for BOT and USAID to select participants for courses which are related to their jobs."

- ✓ Another participant, also at BOT, said, "The training was not relevant to my job . . . not relevant to me." An economist, she was unaware prior to training that her one-month course on financial restructuring was designed for accountants. She had seen a brochure by the training provider but could not discern this critical aspect of the program contents from that document.

Participants in public-sector and parastatal employment may encounter organizational and institutional roadblocks in implementing changes and applying new skills. Nonetheless, while participants may be unable to initiate direct changes in policies, procedures, or operations, they often find indirect ways to apply their skills. For example, positive changes in management style may result in increased employee productivity and improved staff morale.

- ✓ A Senior Establishment Officer has little control over civil service personnel policies but has changed her approach to supervision and personnel performance evaluation by instituting weekly staff meetings and relating ministerial goals to job performance. She also carries out no-cost employee training through coaching, counseling, and mentoring to clarify job descriptions.

Comparing the Impact of Short- and Long-term Training Programs⁶

Short-term training offers the opportunity for a quick fix, upgrading specific individual skills and/or knowledge needed to address an institutional human resource constraint. Individual, institutional, and even sectoral impact can be targeted and measured, as noted in several examples above. A TNA helps determine which skills should be upgraded and which employees would benefit from training, as was apparent in several BOT examples.

In comparison to degree programs, short-term training provides fewer opportunities for the trainee to absorb the cultural attributes of the training site environment and fewer opportunities for developing management and analytical skills. Long-term, graduate-level education (masters and doctoral) under HRDA and ATLAS/AFGRAD almost always results in considerable development of these skills, as well as enhancing personal

⁶For a more detailed comparison of long-term and short-term training, see *Impact Evaluation for USAID/Tanzania*, Creative Associates International, Inc., April 1993.

abilities and self-confidence to a greater degree than is reported by short-term trainees. Supervisors confirm these observations.

Institutional impacts of long-term training can be considerable, but they are difficult to predict. Individuals are mobile, and frequently they leave the job they held at the time of selection and move to another department, organization, or even another sector. Several such examples have been reported above. The rewards of long-term training, in terms of institutional impact, tend to be delayed; however, they may be sustained over a greater period of time in a particular institution, such as in the university, which is the major beneficiary of ATLAS/AFGRAD-sponsored programs, especially doctoral programs.

Long-term training is an investment in human resources and labor force productivity—not merely an effort to achieve intermediate results within a strategic plan. An evaluation system that monitors progress and assesses the impact of activities directed toward strategic objectives does not readily lend itself to measuring changes in human resource productivity as well. Yet enduring, viable, and important institutions can not be sustained without some continuing effort toward human resource capacity building.

Because of the delayed impact of long-term training, especially with doctoral programs, the age of the participant at the time of selection should be a careful criterion for review. In our relatively small sample of Ph.D. participants, we noted one who was forty-one years old and another who was forty-four years old at the time they began their 3.5- to 4.5-year programs. The number of years for these individuals to contribute their talents to their universities, or other employers, before reaching retirement age is limited.

Entrepreneurs International

Of the thirteen EI participants included in the interview sample, all but one rated the content of their training program as "very relevant" to their business activities.

The EI selection process requires that applicants respond to a public announcement of USAID scholarships; in effect, they are all self-nominated in an open, competitive, transparent selection process that is a hallmark of the USAID operations in Tanzania. Moreover, prior to final selection, each prospective EI participant is visited at his/her business location by a training office staff person and another USAID official, to verify the strengths and growth prospects for the applicant's business.

One counterpart, however, was critical of the EI recruitment and selection process, saying "always the same names; access is limited to a narrow field. . . . We need a tighter selection process on EI that is linked to real needs within the private sector." He argued that most EI participants are small, but elite, business people who have already benefitted from study programs abroad and that criteria for selection for EI should be based on effort and willingness to perform. Because of TBC's comparable goals to assist the Tanzanian private sector, he further suggested that TBC should be more involved in the EI selection activities.

Entrepreneurs have praised highly their training programs. In thirteen interviews, the team's findings corroborate very similar impressions reported by in-depth interviews with nineteen returned EI participants in 1992⁷. The programs are targeted at the immediate needs of the entrepreneurs. They have reported that their training programs were more useful than getting financial assistance. With the training, contacts, and exposure they received, the businessmen were able to expand their business, improve quality of their products and services, understand the value of marketing and advertising, diversity their product line, make sales to U.S. customers, buy equipment from American suppliers, start their own new businesses, introduce computers into their home office, given better access to bank loans, better price their goods and services, understand environmental concerns in manufacturing; the list goes on and on. Consider the following examples:

- ✓ A general manager of an animal farm, who trained in poultry and piggery management and meat processing, more than doubled the pig and poultry products on her farm. She opened additional outlets for her products; and she gives nearby small farmers training, advice, and the assistance of her staff veterinarians and assistants at no cost.
- ✓ Several participants reported using more locally available raw materials and waste from their operations to improve quality and reduce the cost of their products.
- ✓ While the work force of some businesses increased through growth and expansion stemming from the EI visit to the United States, other returning entrepreneurs discovered ways to operate more efficiently, and their numbers of employees decreased.

⁷Debra S. Egan, "Summary Report: November, 1992 Interviews in Tanzania with Returned Entrepreneurs International (EI) Associates", *Partners for International Education and Training*, Washington, DC, January 1993.

- ✓ A businessman doubled the range of his aluminum products using the same production machinery; he refined the finish and quality of his manufactured products to expand into new markets; and he combined recycled aluminum soft drink and beer cans with melted scrap from his factory to produce new products (pots, pans, mugs, plates, etc.) for local use and export.
- ✓ A dairy farmer in Kiluvia village increased his herd size from five to fifty cows; increased milk production; developed a considerable demand and market for milk; and introduced new breeds of cows to Tanzania. The demand for his heifers for breeding purposes is nation wide and far greater than his supply. As a result of giving a liter of milk per day to his workers, he has seen an increase in local demand for milk and improved health of local children. He has also introduced indigenous, high-protein grasses for forage, increasing both the quality and quantity of forage for his herd. The farm now sells baled hay and forage to local farmers. His wife has computerized the herd records. The farm is a model dairy farm in Tanzania and is frequently visited. The couple have become dairy "gurus" for Tanzania.
- ✓ A participant in engineering project management and computer applications returned from training and convinced partners to purchase computers and train staff in computer applications to engineering and design. As a result, the company has experienced an increase in projects and revenues; increased efficiency and quality of work; a substantial increase in staff initiative, morale, and motivation; and improved time management. Job applications increased substantially, primarily because applicants desire to work with computers. Employees work harder, therefore, to keep their much sought-after jobs.
- ✓ A young woman entrepreneur returned to reorganize the family business, establish an inventory system, replace old and worn machinery, introduce incentive packages for employees, and develop a corporate marketing plan. The company has seen a 25 percent increase in orders, despite a declining economy and increased competition.

To quote some of the EI participants directly,

Without the program, "it would have taken ten years to get the information I got in three weeks." In order to get national results (on food production), "we need 100 dairy farmers starting with herds of 10 cows in the Coast Region."

"... not just the money that is derived from running a business; one must improve the operation—invest further—to make it better, more efficient."

"...the concept of customer-driven enterprise provided a sharp contrast to parastatal corporations where [the] customer is not accorded any concern."

Training Impact on Women

USAID/Tanzania has compiled a remarkable record, in comparison to most Missions, in identifying, selecting, and training women participants: about one of every two trainees. The achievement is noted with high praise in the four evaluation studies mentioned previously in this chapter.

Several women participants note that they have become role models for others and have motivated others to apply to USAID training.

"I have become an example. I knew no one in USAID, just got it. I surprised everyone who didn't dare. I taught them they can. Two juniors have now gone on."

"You see you really need to educate your family - really want to make sure you are someplace - not just in the same place. I am more motivated and get more respect from my family."

Other women were inspired, after their visit to the United States, to expand their professional horizons and invigorate their drive to succeed and to contribute.

"It was an 'ah ha!' experience—made me aware of what I needed to do with my life." . . . So, she started several pilot projects on rotating credit and savings schemes for women, conducted research for UNDP on women and credit issues, and works with several grassroots women's NGOs to promote environmental concerns. National and international organizations consider her an expert on women entrepreneurs and private enterprise in Tanzania. She attributes these initiatives to her training experience.

Many women participants value the acquisition of better interpersonal and communication skills:

"I can defend my ideas. I speak up and back and stand up for myself. This is not the behavior of Tanzanian women. My family calls me Mr. Clinton."

"I learned how to cope with different people with different perspectives. I'm cooler and more tolerant with team members; don't take things personally. There is a better allocation of talent and responsibility."

SECTION V. TRAINING NEEDS ASSESSMENT

The principal objective of the TNA component was to identify future training needs for the purposes of providing informational input for the Mission strategic planning process and, more specifically, for assisting in the development of a training strategy to support Mission objectives. Constraints that limit the scope of the TNA are described below.

FUTURE TRAINING NEEDS

In its effort to link training more closely with the intermediate results framework, the Mission has decided to restructure future training around its four strategic objectives. During the period of the team's assignment in Tanzania, the Mission was in the process of formulating their strategic objectives and developing corresponding results frameworks. Newly formed SOTs are currently working on detailed five- to seven-year plans, starting with the current FY. However, two strategic objectives, SO1 and SO4, are new, and intermediate results for these objectives are not yet defined. SO4, for example, identifies four areas of training emphasis:

- training the judiciary in adjudication of court cases
- training journalists
- assisting women's groups in areas of women's rights
- assisting secondary schools in the introduction of a civics curriculum

These are broadly defined objectives, and no baseline research has been carried out to identify specific areas where USAID will direct resources and identify training opportunities. For SO1, baseline research is currently being undertaken by the SUA faculty.

Identifying training needs requires a lengthy, thorough, and broad-based assessment of human resource requirements. Such an assessment would require detailed surveys of training needs with target groups by examining and comparing the current skills status with the skills desired after training. At this stage in the process of refining strategic objectives, it is beyond the resources and time available to this team to carry out a TNA with, for example, judges, journalists, legal rights advocates, education experts, NGOs, and so forth, to determine the nature and scope of their training needs. The team believes that such a survey is beyond the scope of their current assignment.

TERMINATING PROJECTS

Two projects under review are terminating at the end of this year, ATAP and TAZARA. In fact, the TAZARA project has already been closed. ATAP is winding up and will terminate by December 1996. Both TAZARA and the Ministry of Works have expressed their need to continue training with USAID funding in order to consolidate further the gains from the training they have already received. However, if the decision to terminate the projects is final, the team feels it is unnecessary to project future training needs related to these projects. However, if USAID is willing to re-examine their needs, a TNA will be required to explore future training needs. This effort, too, is beyond the scope of this assignment.

ONGOING STRATEGIC OBJECTIVES

Both SO2 and SO3 will continue until 1997. Training needs have already been identified by both the Mission and counterparts. Training needs for BOT, for instance, were identified in February 1995 and have formed the basis for BOT training in the United States, in third countries, and in Tanzania. Training with the Venture Capital Fund and at TBC is targeted at specific needs already being pursued by FED. Here, too, the needs are fairly focused, and reassessment is inappropriate at this early stage, only one or two years after their commencing. Hence, the team recommends that the training needs assessments in these areas be retained and a reassessment be made at an appropriate time.

Training needs for FPSS have been clearly detailed in accordance with two major evaluation studies carried out in 1994. Training needs for TAP have been identified following the National NGO Needs Assessment. Priority needs are training for institutional strengthening of participating NGOs: conflict resolution, management, teamwork, ownership, and empowerment. Technical skills in peer education, materials development, STD diagnosis, social marketing, counseling, and home care will be provided through a training-of-trainers approach. The team feels a TNA would be inappropriate until 1997, when a reassessment can be done.

RECOMMENDATIONS

In the light of the considerations described above, the team makes the following recommendations:

New Strategic Objectives

The Mission should conduct baseline research to determine the areas of activities and intermediate results for the new strategic objectives, after which a consultant should be hired to conduct an in-depth TNA for these objectives.

Terminating Projects

If the Mission is willing to re-examine the decision to terminate these projects and consequently continue with its training efforts, the same consultant should be assigned the task of TNA within these projects.

Ongoing Strategic Objectives

Since the training objectives in these strategic objectives have been determined recently and will continue to be the basis for future training, the Mission will need to reassess these needs at the completion of the project period in 1997.

SECTION VI. COUNTRY TRAINING STRATEGY

BACKGROUND

The objectives of this component are defined in the scope of work as:

"To identify future training needs and develop a CTS to support the Mission's strategic objectives. Included in this plan will be the identification of impact indicators which can be monitored to assess the impact of training completed in the future. [And] . . . to design . . . a strategy for ongoing monitoring of training impact."

The design of a USAID/Tanzania CTS at this time is restricted by two key conditions within the Mission: the fact that Mission strategic objectives are not yet fully developed and the introduction of new management systems as a result of reorganization efforts. Both of these conditions have implications for the timing, scope, and detail of a new CTS. Two of the four final strategic objectives, SO1 and SO4, are not yet fully defined. As program activities for these strategic objectives are still in the earliest stages of clarification, indicators have not yet been developed. Because these conditions and considerations affect the essential building blocks for an effective CTS, it was agreed that the scope of this component would be limited to providing guidelines for the development of a CTS.

The following suggests a blueprint guide to developing a USAID/Tanzania CTS. While it is necessarily generic in nature, it is intended to serve as a conceptual framework for discussion and a useful guide for the training strategy design process.

DESIGNING A COUNTRY TRAINING STRATEGY

What is a Country Training Strategy?

The CTS document establishes and justifies training objectives in relation to overall Mission strategic objectives; analyzes organizational, institutional and human resources constraints; and identifies training goals, targets, and management procedures. (See Appendix E, Guidance and Recommendations for Future Training.)

The CTS is a strategic framework for addressing training or overall human resource development. It is an operational tool for integrating training strategies on a cross-sector basis that emphasizes the achievement of intermediate results. The CTS provides the Mission with guidelines and parameters for identifying, administering, managing, and evaluating the impact of education and training activities that support over-all development objectives. It defines training and human resource development as strategic interventions rather than discrete implementation mechanisms used on an ad hoc basis. It addresses program- and sector-wide institutional capacity, human resource capacity and needs, policy reform, and critical mass concepts, as well as training modalities and training management.

The CTS is a lens through which the Mission looks carefully at institutional strengthening and capacity-building issues. It obliges Mission-wide reflection on how training can support the achievement of intermediate results. More specifically, by looking at intermediate results within one strategic objective, program managers can ask these questions about training:

- How can training provide support?
- Where (in what institutions) is it needed?
- What kind of training is needed?
- How long should it last?
- What needs to be in place before training occurs?

The CTS helps the Mission define training strategies that might achieve long-term goals of work force provision and sustainability by identifying constraints in terms of employee skills and resources.

Why Does the Mission Need a Country Training Strategy?

Mission personnel have identified several ways in which a CTS is needed:

- to provide the Mission with a conceptual framework for better linking of training and strategic objectives (in other words, how to link training with broader development goals)
- to determine ways to resolve competing needs among strategic objectives
- to continue to provide a flexible mechanism for rapid and timely response to unexpected training needs

The re-engineering effort compels a shift in focus to results-oriented strategies and interventions. By the same token, the purpose of a CTS is to shift the focus of training interventions from the project level to the level of having increased impact on the achievement of the strategic objectives. In other words, training becomes part of strategic planning. The CTS is a plan for addressing human resource constraints that restrict the achievement of development goals. A program-level view of training encourages better coordination of both the process and the content of training for institutional impact. A program-level view also reduces redundancies and duplication of efforts.

The foregoing impact study of past training efforts undertaken by USAID/Tanzania indicates that the impacts of training on higher level mission objectives are difficult to measure. While this does not mean that past training has had no impact on program goals, it does mean that the substantial resources dedicated to training in past years cannot be tracked directly to program outcomes. Past projects often lacked clearly articulated training objectives in terms of what training was intended to accomplish beyond the individual level. As a result, training impact could not be measured against baseline data. Because the logframe measured training input in terms of training dollars and training output in terms of numbers of trainees completing training, analysis of training impact stopped at the end of a training event. These are insufficient measures of success. The challenge of Mission training is to go beyond numbers to results. The lack of synchronicity among institutional development goals, capacity building, and training make it impossible to directly associate training interventions with project success and program outcomes.

Training cannot have program-level impact without program-level planning. On the program level, training interventions must be conceived with a clear understanding of the institutional and policy context in which the new skills and knowledge will be used. Program- or national-level impact is not achieved by training alone, but rather by training systems and institutional development.

Who Designs the Country Training Strategy?

Because training, like technical assistance, embraces all sectors, it requires planning, monitoring, and evaluation by the top-level Mission management unit, at present, the senior management team (SMT). Designing the CTS requires Mission-wide participation to identify the human resources constraints and opportunities within each sector and to analyze the contextual universe of the Mission's strategic sectors of intervention. This

exercise determines which institutions play a role in each sector, indicates how they are related across sectors, and identifies gaps in performance or capacity.

Each SOT identifies its universe of institutional players, both private and public, their interrelationships, their human resource needs, and the constraints that impede service delivery. The analysis for each sector should include

- human resource constraints in the sector
- training needs in the institutions and sector
- other donor activities in the sector
- how training may alleviate constraints and contribute to program goals
- impact indicators and statistical analysis capacity
- local training resources and providers

This information is then analyzed by the HRDO, who

- identifies common themes, common constraints, and common areas of concern across strategic objectives;
- determines priorities, guidelines, and criteria for training; and
- makes recommendations to the SMT

Some USAID/Tanzania Mission personnel expressed the concern that a strategic approach training could increase work load, reduce flexibility, and reduce control over shrinking resources. Mission personnel are often more focused on project-related training and/or interested in defining an allocation mechanism for HRDA and ATLAS funds by strategic objective than they are in an overall CTS. In general, Mission personnel do not perceive the need for a CTS and do not appreciate the ways in which an overall training strategy can assist them in achieving intermediate results.

Who Uses the Country Training Strategy?

Because training, like technical assistance, is a cross-cutting series of activities, the training strategy is used by the top-level management unit to sharpen the focus of Mission human resource development activities to increase their impact. It is used by SOTs to more clearly define objectives and outcomes of each training action and to more clearly define, measure, and track impact.

The multiyear CTS covers the period coinciding with the Mission strategic plan. In turn, each SOT has its own training planned for the same years. The long-term CTS will be

used by the training office as "marching orders" to develop and implement a training plan on a year-by-year basis.

The training office has an important and active role to play in the design, management, monitoring, and evaluation of training. The HRDO should be a participating member of each SOT. The HRDO has overall responsibility for management and administration of nonproject training, including planning, participant recruitment and selection, placement, orientation, monitoring, follow-up, evaluation, and data management. The HRDO assists in project-related training in more limited ways. While many of these responsibilities are shared with project officers and other Mission personnel, the training office assures timely and appropriate execution of tasks.

What are Priority Training Goals in Tanzania?

The determination of priority areas for training and human resource development can occur only after the Mission's overall development strategy has been laid out and after a Mission-wide needs assessment has been completed. Priority areas and training goals issue from carefully planned Mission-wide discussions and workshops. While this need not be a lengthy exercise, it requires the same attention and commitment to determining strategic objectives.

The following are examples of some common themes in the Mission's current portfolio:

- **Developing strong community-based organizations that can implement project activities.** SO1, SO3, and SO4 focus on the need for building institutional capacity at the decentralized, local level in Tanzania. A training goal might be stated as follows: to strengthen the public and private sector institutions that exercise self-governance, credible autonomy, and responsible management in order to promote and sustain the transition to democracy.
- **Developing management capability.** The need for developing skills in management cuts across all Mission activities. Management training includes project design, project planning, financial management, and management of information systems. It may be in the Mission's best interest to consider strengthening Tanzania's institutional capacity to deliver management training.
- **Achieving economic reform.** Strengthening the capacity of a wide range of institutions delivering services related to Mission objectives to promote the role of the private sector is shared across all strategic objectives. Training goals might be stated as follows: 1) to strengthen the capacity of NGOs, professional

and business associations, and training providers to improve the legal and institutional environment in which they operate; 2) to develop leadership skills and promote recognition of the role of the private sector among public-sector decisionmakers.

- **Reforming public policy.** Policy restraints severely limit the scope of interventions and successful outcomes for a wide range of USAID projects and activities. Many of the problems related to policy reform are shared across sectors and may be addressed more coherently through a joint, integrated training activity.

The above suggestions are examples of some goals and objectives that might be defined by the Mission CTS. While training themes and goals are sufficiently broad to allow flexibility and adjustment as Tanzania's training needs evolve, they should articulate clear guidelines within which USAID/Tanzania can determine specific training activities.

Once the CTS is approved, published, and translated, the Mission can distribute the document to both the government and the various other parties involved in training delivery to help inform others of targets and requirements. It should be a useful tool for keeping the Mission on track.

What Are the Best Training Interventions?

Training Modality

The choice of training modality is determined by objectives of training, cost, availability of training resources and facilities, and appraisal of the quality of the training provider.

In the past USAID/Tanzania has used a wide range of training modalities:

- seminars and workshops in-country
- in-service training organized in collaboration with local institutions
- short-term technical training
- long-term technical training
- technical assistance to Tanzanian institutions and individuals
- observations and study tours
- internships

(See Appendix H for a detailed discussion of training modalities.)

Training Venue: In-country, Third-country, or United States

The impact study was unable to detect significant differences in the training impact related to location. Training objectives and end results, costs, accessibility, adequacy of training providers, and practical matters are considered when the choice of training venue is made.

Training Recruitment and Selection Procedures

Recruitment procedures define the pool or population of candidates from which selection is made and establish a strategy to reach the target population. The selection process then evaluates qualified candidates based on pre-established criteria consistent with training strategy and training objectives.

The menu of recruitment and selection processes is broad, and procedures are not mutually exclusive; for example, open selection can be combined with targeted recruitment in special groups or institutions.

Preconditions for development impact are the ability of both the individual and the organization to absorb training. If the individual is unable to learn and/or apply skills on the job, or the institution is unable to take advantage of the skills of individuals trained, training will not achieve results.

Open self-selection: The best-and-brightest selection strategy works well for long-term training in ATLAS and HRDA. It is based on the assumption that there will be cumulative, country-wide development impact from these individual investments. The USAID/Tanzania training office has done a commendable job in assuring the integrity of its open competition process. However, the broad-based open selection does not focus enough on reinforcing Mission program goals or strategic objectives. Characteristics of open selection include

- transparency of operation so that credibility and integrity of selection is maintained
- broad-based advertising of training opportunities to counter advantages often accorded to urban dwellers
- equal access to training by all citizens, with special attention to disadvantaged groups, women, and those with lower incomes
- consistency in enforcing deadlines, regulations, and requirements

Targeted groups and institutions: The most effective way to encourage impact from short-term and in-country training at the level of intermediate results is to collaborate closely with USAID service delivery institutions and organizations. These institutions may vary from large organizations, to small businesses, to micro-enterprises.

Demonstrated impact will be increased when targeted institutions

- have conducted a TNA and have a human resources development or staff training plan and can provide clear justification for the training request. This is a *sine qua non* condition of approval.
- are involved with recruitment and selection of candidates. The impact study shows clearly that selected individuals must be in positions to effect changes upon return.
- are involved in the development of training objectives and program design training action plan.
- consider the advantages of training a critical mass of employees rather than focusing on individual requests.
- prepare a plan for the application of new skills and knowledge upon return of trainees.
- share responsibility for training by committing to increases in responsibilities, promotion, or salary enhancement.
- share costs with USAID.

Target audiences for training will be determined after completion of the Mission-wide training needs analysis and after determining priority areas where training interventions will foster the achievement of Mission-wide strategic objectives.

USAID/counterpart selection committee: This is a system through which candidates are nominated by counterparts. Selection relies on the transparency and accountability of the counterparts.

Restrictions: USAID may want to consider imposing some restrictions on candidate selection, such as limiting training for participants with who have previous training experience in the United States. The impact study revealed that a large number of trainees had already benefitted from one or several overseas training experiences through USAID or other donors. While this may better qualify a candidate in terms of academic credentials or intellectual capacity, it may not necessarily lead to greater training impact at the level of broader development. In addition, more attention may need to be paid to

candidates from rural areas, disadvantaged populations, and women, depending on Mission strategic objectives.

What Are the Best Methods for Gathering Baseline Information Before Training?

Gathering baseline information may appear at first glance to be a daunting and time-consuming task. It is not necessarily so. Good baseline data considers definitions of actions and activities intended by training: what behavioral changes are intended? Baseline information on individuals and institutions can be gathered at the time of recruitment and selection. Application forms can include questions designed to collect baseline information. Mission personnel and project staff can collect data through their already frequent interviews and contacts with participants, supervisors, key informants, and host institutions. Case studies, simple questionnaires, or checklists based on training objectives and institutional analysis can be formulated to collect this information.

Many training providers administer questionnaires regarding participant goals, expectations, background, and experience before training. The questionnaires can be adapted and baseline data collected for USAID monitoring and measurement purposes. The FPSS program has been successful in collecting baseline information from family planning service providers.

What Are the Best Methods for Measuring Impact?

Training impact can only be measured against baseline data. Therefore, the means of measuring impact must mirror the means of collecting baseline information. Training measurements are often qualitative in nature. Self-assessments by individual participants after training, assessments by supervisors or key informants can be carried out by means of brief questionnaires or interviews. Surveys of selected groups at the start of training, at the end of training, and after training (six months to one year) can be carried out. Interviews and focus groups can be conducted.

Impact measurement requires contact, management, and evaluation:

- contact and follow-up with participants and their organizations
- management of the collection and analysis of baseline data
- evaluation of projects should address training impact on project outcomes and on intermediate results frameworks of relevant strategic objectives

Measuring yields from short-term and long-term training should be reasonably simple and so as not to increase the work load of the already overburdened training office and program managers.

WHAT ARE THE BEST INDICATORS OF TRAINING IMPACT?

Impact achievement can only be measured against specified training objectives. To state the obvious, impact at the organizational level or sectoral level cannot be measured if training objectives are not defined at these levels.

Interventions to develop human resources present challenges for qualitative analysis. Measuring the impact of changes (if any) introduced by a participant returning from a study program would require isolation of the elements that deal with human character, behavior, organizational psychology, and culture. If it were possible, one would 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 that individual directs.

However, the realization that qualitative inferences might affect impact analysis should not reduce the importance or need to evaluate investments in education and training.

It is beyond the scope and logic of this assignment to propose detailed training impact indicators, given the early developmental stage of the Mission's results packages for the coming years. However, Table 6 might serve to guide Mission development of training impact indicators.

SAMPLE INDICATORS OF DEVELOPMENT IMPACT		
At Personal and Professional Levels	At Organizational and Institutional Levels	At Program and National Levels
Well-being	Use of skills	Policies developed
Status	Skills transfer	Legislation drafted
Self-esteem	Training of other	Health status improved
Communication skills	Staff retained	Education levels improved
Job mobility	Staff morale improved	Standards applied
Use of skills	Staff efficiency	Program/project objectives accomplished
Work relations	New products developed	
Performance quality	New resources attracted	
Performance quantity	Value to users improved	
Demand for skills	Mission accomplished	
	Budget increased	

Table 6. Sample Indicators of Development Impact⁸

MONITORING AND EVALUATION PLAN FOR MISSION TRAINING

This section outlines a framework for collection of performance and impact data relating to training as an activity in the Mission's portfolio. Performance refers to intermediate results as included in the results package; impact would be those results measured at the sectoral or country levels.

Training, however, is not the only contributor to performance and impact, as an SOT might employ other interventions (such as technical assistance or commodities) in

⁸Adapted from Gulley in Gillies (1992).

conjunction with training to achieve progress toward a strategic objective as signaled by designated indicators.

Before an M&E plan can be prepared all strategic objectives must be formulated, the SOTs must agree on their respective intermediate results within the results package. With the Mission in the midst of developing its strategic objectives and results packages—as was the case during the team's time spent in Tanzania—it is premature to prepare an M&E plan with specific indicators for each strategic objective.

We shall, nonetheless, describe a framework with generic indicators that can be useful at the appropriate time when the framework can be fleshed out in the context of training activities implemented under the jurisdiction of each SOT.

An M&E plan identifies the chain of events that take place in the context of planning, implementing, and evaluating training programs. One might call this the continuum of training, which progresses both horizontally (across time) and vertically (through functions, as in a flow chart). Each event should build on its predecessor and be a precondition to its successor; for each stage there are indicators identified to determine progress toward results specified in the results package. Effective models been developed in recent months to help Missions establish results-oriented M&E plans; they have been adapted for this presentation.⁹

Results-Oriented Monitoring and Evaluation

Training Program Phase

Strategic planning: Strategic planning provides the link between strategic objectives and training impact. The following conditions and elements are part of the training program phase of developing an M&E plan:

- The Mission strategic plan addresses training issues and plans.
- Evaluation plans for strategic objectives and results packages include training impact assessments.

⁹The HERNS Project, AID/HCD. "Development Training II Project Monitoring and Evaluation System" (prepared for USAID/Egypt), Rosslyn VA, July 1995. The HERNS Project, AID/HCD. "Training for Development Results Package" (prepared for USAID/Ecuador), Rosslyn VA, June 1995.

- The Mission training plan that coordinates training activities with strategic objectives and results packages is developed by the training office HRDO and updated annually.
- Training cost projections based on the annually updated training plan provide for management efficiency and cost containment.
- Each SOT develops training plans that link training to strategic objectives.
- Each SOT establishes specific indicators that are based on micro-level needs assessments and plausibly link training to results. It is not necessary to prove a cause-and-effect link; it is appropriate to demonstrate a logical relationship between the training event and the intended result. For this purpose, the counterpart and workplace institution must be targeted. Specific indicators must be put in place during the strategic planning phase to enable collection of baseline data prior to training implementation, a necessary precondition to evaluating impact on the trainee's institution.

Tactical Planning: Tactical planning for evaluating the impact of training on trainees and their institutions includes the following considerations:

- Specific indicators are refined to address desired changes in performance of the trainee and his/her institution.
- Baseline data on the institution are collected.
- Compliance with USAID/Washington regulations (HBCU requirement, gender targets, etc.) is monitored during this phase.
- Training costs are estimated in Training Cost Analysis format.
- A contractor management and implementation plan is established.

Recruitment and Selection: Plans must be established to monitor recruitment and selection procedures for compliance with USAID regulations, to monitor and evaluate contractor performance, and to improve administrative tracking of trainees. During this phase

- Recruitment and selection procedures are established. (See the related discussion in the section on Strategy for Allocation of HRDA/ATLAS Training Funds.)
- Recruitment announcements are distributed
- Candidates are tested and screened.
- Candidates are selected according to SOT criteria.
- Successful trainees are notified of processing requirements.

-
- Contractor commences placement process; criteria for selection of training provider are established.
 - Quality standards for use by training provider in design and delivery of training are established.
 - Training provider is selected.
 - Quality standards are applied to set performance indicators for training providers.
 - The trainee is notified of successful placement and given pre-departure information and requirements.
 - The training office develops a standardized training action plan.
 - A training action plan is developed for each participant and is signed by all stakeholders that specifies the links to the strategic objective, the anticipated performance changes of the trainee and the institution, and the standard conditions of training form.
 - A standard training budget worksheet is prepared, approved, and transmitted.

Predeparture Planning: Prior to departure of the participant for training,

- Travel arrangements are made.
- A predeparture orientation is conducted by USAID/Tanzania, clarifying trainee performance standards, carefully reviewing the contents of the prospective training program, informing the trainee of USAID procedures, and reviewing allowances.
- Training action plans are refined, as necessary.
- Trainee data are entered into PTMS.

Arrival: Once the participant arrives for training

- Arrival is confirmed by the contractor.
- Arrival orientation is conducted by the training provider and/or the contractor.

In-training: During training, M&E activities include the following:

- The trainee is monitored by the contractor, as required by USAID procedures, and as stipulated by USAID/Tanzania.
- Regular contact between trainee and his/her institution is assured.

- The contractor provides counseling for personal problems (health, academic, family), income tax questions, immigration issues, and training program progress. The contractor conforms to USAID regulations and regularly keeps USAID/Tanzania informed of normal and unusual matters.
- Supplemental activities such as home-country research, if appropriate, and professional society membership are provided, as previously approved.
- Return travel arrangements are made.
- Termination processing takes place: program completion is verified, extensions and transfer requests are considered, and return status is reported.
- Training providers are evaluated to assure that training is conducted at established levels of quality and in support of strategic objectives.
- Trainee masters content of training program.
- Trainee satisfaction with training program is measure.
- Trainee income tax compliance is assured.
- Required data elements sent to USAID/Washington and entered in PTMS.

Post-training: After training is complete

- USAID/Tanzania organizes follow-up activities to enhance the application of training to the workplace.
- The training office continues to update PTMS and other related record keeping activities.
- The contractor tracks cumulative finance of training, reports quarterly and annually on costs, and submits performance reports.

Results Phase

Intermediate results: These include, first, increased capacity of the trainee through acquisition of knowledge, skills, attitudes, and contacts that link the training to its potential application. Indicators should measure not only if there was an increase in work capacity, but whether it was in the way intended, to the intended degree, and within the planned parameters of time and cost. This result would be measured at the end of the training program by the contractor or training provider or as part of re-entry orientation by USAID.

Second, intermediate results include the application of training, resulting in improved performance of trainee in the following ways:

-
- The returned trainee used newly acquired skills and knowledge within his/her workplace institution.
 - The returned trainee implemented the training action plan.
 - The returned trainee trained others.
 - Technical performance improved.
 - Management performance improved.
 - New attitudes affected performance.

In addition, intermediate results include improved performance of workplace institution:

- The institution enabled returned employee to apply training.
- Institutional performance indicators lined to returned trainee performance indicators.
- The quality of goods and services improved.
- The quantity of goods and services improved.
- Institutional leadership and management improved.

Higher impact level results: Results at higher levels are more difficult to ascertain and measure. Unfortunately, higher impact level results are rarely measurable as a plausible effect of training intervention. However, areas for investigations include

- The returned employee's workplace institutional impact on sector:
 - link between institutional performance and USAID strategic objective
 - link between institutional performance and sectoral improvement
- Sectoral improvement impact on country's economic and social conditions:
 - link between sectoral improvement and USAID/Tanzania program goal
 - link between sectoral improvement and progress toward Tanzanian economic and social goals

Evaluation Phase

The evaluation phase includes the following activities:

- Establishment of specific indicators by the SOT, including, if otherwise not a member of the SOT, the impact assessment advisor and the HRDO.
- Collection of baseline data during the planning phase.
- Identification of data collection responsibilities among stakeholders during the training planning and implementation phases.

- Modification of PTMS to include valuative data on training; or, alternatively, provision of another data processing facility in the Mission for evaluation data storage, retrieval, and report preparation.

Not all the generic indicators listed above require specific indicators and measurement devices to determine if change has occurred with respect to expected intermediate results that are plausibly linked to the training intervention.

Elements of the M&E plan should include

- formative program performance evaluation of the contractor
- interim training program progress evaluation of trainee
- assessment of the increased capacity of the trainee at the conclusion of the training program
- periodic impact assessments to measure returned trainee performance against impact indicators established during the planning phase
- periodic (quarterly) institutional impact assessment
- assessments of the performance of the SOTs with regard to training activities
- management studies of the training office operations
- a who-what-when-why analysis for each element of the training program

The M&E plan should be established for training as a Mission Order.

STRATEGY FOR ALLOCATION OF HRDA/ATLAS TRAINING FUNDS

"To identify an allocation mechanism by which the Mission can allocate HRDA and ATLAS training funds between the different strategic objectives such that the Mission, as well as its customers, partners and stakeholders, receives maximum benefits from the training funds so allocated." — Scope of Work.

The allocation of funds by a simple arithmetic formula is an inappropriate mechanism for making decisions on the use of training funds. If, as suggested previously in this chapter, training is a strategic intervention, it should be accorded the time and respect and given the effort by key Mission personnel to allow training to be maximize its intermediate results.

We offer below, therefore, an alternate allocation process for consideration. It includes a basic approach with some options. The decision as to the most appropriate approach lies with the SMT.

Country Training Strategy

The CTS should include the enabling framework for the establishment and functioning of the allocation process. Given the level of concern and coordination required, the allocation mechanism should be an integral part of strategic planning. The drafting, adoption, and administration of the allocation mechanism would lie with the SMT, or whatever entity succeeds this body in its current strategic planning coordination functions.

Training Needs Assessments

As described previously, TNAs should to be prepared for each strategic objective in conjunction with the formulation of the CTS. The assumption here is that an SOT would, to the extent that training is included within its strategic objective activities, prepare a TNA annually after a thorough initial assessment.

Prioritization of the Training Gap in all Strategic Objectives

Annually, the SMT would gather to review the following documentation assembled and presented by each SOT:

- The latest TNA for the target institutions and groups identified in the results package of each strategic objective.
- The strategic objective-related funds for training (also referred to as project-related funds) and their application to the TNA deficiencies identified.
- Employer, GOT, and other donor activity addressed to the training needs identified in the TNA.
- A statement of the gap(s) between needs identified in the TNA, needs addressed by USAID through strategic objective-related funds, and needs addressed by the employer, GOT, and other donor activity.

Discussion would cover the concerns and considerations of SMT members regarding the allocation for a given year, including but not limited to:

- USAID/Washington policy directives issued subsequent to the most recent formulation of the Mission consumer service plan or the strategic training plan
- recent Tanzanian economic, social, and political developments
- mission fiscal constraints
- mission administrative, managerial, and personnel considerations
- meeting unexpected (not identified in the TNA) training needs that are consistent with a strategic objective

Prioritizing the gaps is not easy, but it is essential to prioritize unmet training needs in all strategic objectives that might be funded through the allocation mechanism. The SMT must determine the most appropriate type, length, and location of a training program for each of the top priority unmet training needs, at least to the point that the SMT believes the likely available funds will be exhausted.

Funding Allocation to Finance the Gap Training Needs

The SMT must verify the total amount of available HRDA and ATLAS funds and review the training cost variables:

- U.S. vs. third country vs. in-country training
- long-term (24-, 48-, 54-month budgets) vs. short-term training
- opportunities for cost sharing by GOT, employer, or others (such as tuition remission in ATLAS)
- costs of supplemental programming add-ons
- costs of follow-on activities

Then the SMT must estimate the cost of implementing training programs to meet the previously identified training needs, beginning with the top priority needs and moving down the priority list until all funds are exhausted.

The next step in allocating available HRDA and ATLAS training funds is for the SMT to decide distribution percentages for the SOTs. When funds are allocated to an SOT, the recruitment and selection process is modified from open, self-nomination with preliminary screening of large numbers of applicants, to the identification and nomination of potential trainees by the SOT and their counterparts, project managers,

and target institutional representatives and by the HRDO if that person is not a member of the SOT. Options suggested are as follows:

Option 0: selection by the SOT of a portion of the participants for short-term training. The portion might be modified from time to time.

Option 1: selection by the SOT of trainees for all short-term training.

Option 2: same as Option 0 or 1, plus selection by the SOT of trainees for long-term training funded by HRDA.

Option 3: same as Options 0, 1, or 2, plus selection by the SOT of trainees for long-term training funded by ATLAS, providing that the SOT is augmented for this purpose by the ATLAS-mandated representative(s) of the Dean's Committee. Option 3, therefore, allocates 100 percent of HRDA/ATLAS funds to the SOTs, eliminating the open, self-nomination recruitment process.

Option 4: same as Options 0, 1, 2, or 3, plus adding more members to the SOT, presumably from the counterparts, contractors, stakeholders, or other parties with appropriate responsibilities, for the purpose of selecting trainees.

Therefore, the option choice will determine the extent to which the recruitment process for HRDA and ATLAS will shift from the open, self-nominating, transparent mechanism to one more managed by and under direct control of the SOTs, which will each receive a funding allocation from HRDA and ATLAS funds.

The SMT must weigh the trade-offs among the several options, considering the way that each would affect the prioritized training needs and the estimated cost of their recommended training programs.

The SMT must decide on the option. If Option 0 is selected, the percentage will vary from the "target" (for example, 30 percent) to whatever seems appropriate and practical in terms of the prioritized short-term and long-term training programs that will be implemented.

Aligning the Open, Self-nomination Recruitment Process to Strategic Objectives

If Option 0, Option 1, or Option 2 is chosen, there will be a continuation of the open, self-nomination recruitment process for long-term and, possibly, short-term training. The training office would continue its full, supportive role to administer this process.

In order to channel the flow of applications into those professions, occupations, and fields of study that are target groups in a strategic objective, the advertisements soliciting the candidates to submit applications should be more restrictive and targeted than in the past. This may mean imposing more qualifying conditions for each applicant, so as to better screen out the least desirable candidates. One way might be to limit the acceptable fields of study consistent with reaching one or more target groups within a results package. The fields of study which are brought into sharper focus might vary from year to year, from strategic objective to strategic objective, but in any one self-nomination cycle there would be fewer eligible applicants applying for the Mission prioritized list of training opportunities.

Training Office

The training office and its staff would continue in their Mission-wide support role to all participant training. The draft Mission Order, which was shared with the team by the HRDO, modified as might be necessary in light of the re-engineering process and to accommodate the allocation mechanism described in this chapter, should be promulgated to confirm training office responsibilities with respect to Mission participant training implementation. The training office would also render the necessary administrative support to accommodate the functioning of the allocation mechanism.

Timing Recommended for Allocation Mechanism Implementation

Considering (a) the schedule for completion of the strategic planning exercise currently under way, (b) the USAID funding cycle, and (c) lead-time planning for long-term training start dates, the team recommends that the SMT decisions referred to above be made by August 1996, so the next cycle of long-term training recruitment (assuming there will be one) can begin in September 1996. That means that the

necessary TNA work by the SOT teams will have to be completed before the August meeting(s).

Options Recommended by Team

The team recommends Option 0, believing that the open, self-nomination process for both long-term and a portion of the short-term training should be preserved, at least for the next annual recruitment cycle.

The team suggests that the SMT consider, at least for the first annual recruitment cycle, a narrowing of candidates' fields of study under Option 0, Option 1, or Option 2 in order to align recruitment through the open, self-nomination process with the strategic objectives, as discussed above. The advertised competition announcements would restrict applicants to private-sector growth consistent with intermediate results and target groups identified in SO2. Long-term training might be only for M.B.A. or M.P.A. degree candidates, if the public policy study focus is on private-sector growth policies; short-term training would be carried out under the EI rubric.

SECTION VII.

SUMMARY OF RECOMMENDATIONS

RECOMMENDATIONS BASED ON TRAINING IMPACT ASSESSMENT

Further to the discussion in Section IV, Training Impact Assessment, the team makes the following recommendations:

1. In order to provide the best management of training activities within the Mission's portfolio, training should be elevated from a discretionary implementation mechanism on an ad hoc basis to a defined, coordinated, strategic intervention.
 - Training, like technical assistance, is a cross-cutting series of activities which require planning, monitoring, and evaluation by SMT, or other top-level coordinating body.
 - The relationship of the HRDO, the training office staff, and the mandated training functions and procedures should be understood and agreed by the SMT. A Mission Order should summarize the role of the training officer in the strategic management plan. A separate Mission Order should be issued to describe Mission training policies, procedures and processes.

2. Long-term training under HRDA/ATLAS should be retained unless there is an unavoidable budgetary constraint.
 - Impact is achieved not only in human capacity development but when learned knowledge, skills, and attitudes are transferred as an individual moves on to jobs at higher levels of responsibility in a career path.
 - One can reasonably anticipate that certain long-term training interventions will emerge during the planning process as desirable; the mechanism to move forward with such plans should be available, when necessary, needed, and otherwise appropriate.
 - A system that seeks to identify the "best and the brightest" is not mutually exclusive with focused training on strategic objectives.

3. If the Mission decides to continue long-term training under HRDA/ATLAS, it should focus more sharply on strategic objectives. Additionally,

-
- Given the stipulation by USAID/Washington that an intermediate result under a strategic objective should be achievable within a five- to eight-year period, long-term training should generally avoid the longer Ph.D. program.
 - Under special circumstances, training beyond the masters degree to the Ph.D. or post-doctoral research level may be warranted. For example, if a Ph.D. training program also obligates the training provider to enter into a follow-on commitment for a five-year link that will enhance the research, teaching, or other capability of a Tanzanian institution with which the Ph.D. candidate is affiliated, then the potential for additional institutional impact would justify the long-term training for the Ph.D.
 - Given the cost of long-term training and the imminent reduction in Mission funding for all activities, long-term training should emphasize especially attractive training opportunities within a single strategic objective in a given annual recruitment cycle. The focus of long-term training in terms of the range of fields of study to be recruited should be discussed and decided by the SMT and the HRDO.
 - Long-term training in four-year, undergraduate degree programs cannot be recommended under the existing Mission strategic plan and financial limitations. Counterpart interviews confirmed clearly that Tanzanians feel USAID training support funds would be better spent on other types of training targeted at a different set of trainees. While the USAID goal of increasing educational opportunities for young Tanzanian women has a particular appeal by itself, the cost in dollars is exceedingly high (\$150,000 per four-year program), and the benefits may be limited in that returning U.S. graduates must compete with graduates of local universities for a limited number of job openings. If USAID desires to maintain this type of program, providing scholarship support for women undergraduates at in-country universities would certainly offer a major cost savings without necessarily increasing the risk of unemployment after graduation.
4. Selection of candidates for short-term training under HRDA should be divided between a process that is directed by an SOT and a self-nomination process. This recommendation and others are further discussed in Section VI. Other aspects of the proposed allocation mechanism are briefly mentioned here:
- The impact study shows that in the past both routes—project-related training identification by project managers and open advertisement in newspapers and

other general announcements—achieved individual and institutional impact. Other variables appear to determine whether a specific training program will enable and empower an individual to contribute to intermediate results in the work place.

- If the allocation of 30 percent of HRDA short-term funds to SOTs, as announced in November 1995, is to be implemented in FY96, a Mission Order explaining the policy and its procedures would be an appropriate vehicle for authorizing its implementation. A mechanism for further allocating the amount of HRDA funds constituting 30 percent of the short-term training portion is described below in a separate section of this report.
5. The Mission should work with the AAAT to help it achieve its goals. Almost all interviewed participants registered a positive reply to a host of possible alumni activities: refresher courses, seminars, workshops, access to professional journals, a newsletter, participation in orientation programs for departing trainees, visits from American professionals, and organization of regional conferences and meetings in eastern and southern Africa.

"Follow-up on training is like supervision, checking up on your investment. It gives encouragement to go on despite discouraging conditions." — A former participant.

6. To better link training to strategic objectives, establish a training action plan (see Section VI) to secure agreement in advance by all stakeholders to outcomes expected in each training program.

RECOMMENDATIONS BASED ON TRAINING NEEDS ASSESSMENT

Based on the findings and conclusions stated in Section V, the team makes the following recommendations:

1. New strategic objectives: The Mission should complete the baseline research to determine the areas of activities and intermediate results after which a consultant should be hired to conduct an in-depth TNA for these strategic objectives.

2. Terminating projects: If the Mission is willing to re-examine the decision to terminate these projects and consequently continue with its training efforts, the same consultant should be assigned the task of TNA within these projects.
3. Ongoing strategic objectives: Since the training objectives in these strategic objectives have been determined recently and will continue to be the basis for future training, the Mission will need to reassess these needs at the completion of the project period in 1997.

RECOMMENDATIONS ON THE ALLOCATION OF HRDA/ATLAS TRAINING FUNDS TO STRATEGIC OBJECTIVES

Recommendations for the allocation of HRDA/ATLAS training funds are presented in Section VI; they will not be restated or summarized here.

RECOMMENDATIONS ON A MONITORING AND EVALUATION PLAN FOR TRAINING

In Section VI, the text describes three phases for which a different set of monitoring and evaluation conditions apply: the training program phase, the results phase, and the evaluation phase. While the first two phases are presented mainly in a descriptive and analytic manner, the evaluation phase is essentially a series of recommendations on the basic elements to be included in an M&E plan.

RECOMMENDATIONS BASED ON THE DESIGN OF A COUNTRY TRAINING STRATEGY

In Section VI, Country Training Strategy, a series of recommendations is offered in the text; they are best read in that context rather than presented separately here.

APPENDIX A
PERSONS CONTACTED AND INTERVIEWED

PARTICIPANTS

Mary Balele, Administrative Management Assistant, USIS

Peles Biswalo, Lecturer, Educational Media and Technology, Institute for Continuing Education, Sokoine University of Agriculture, Morogoro

Hayesh Halfani, Production Manager, MOPROCCO, Morogoro

Sharif A. Hamad, Manager, Zanzibar Dairy Development Co.

Makeme M. Hassan, Production Manager, Zanzibar Fisheries Corporation

John Hilary, Lutheran Diocesan AIDS Control Coordinator, ELCT, Iringa

Lydia Joachim, Principal Project Management Officer/WID, Office of Regional Development Director, Arusha

Tina Kaiza-Boshe, Consultant/Environmental Information, AGENDA, Business Care Services, Dar es Salaam

Hevenlight E. Kavishe, Executive Assistant to Managing Director National Development Corporation.

John Kessy, Director of Project Management, Inter-Consult.

Songolaeli Kitundu, Personnel and Administration Manager. Morogoro Polyester, Morogoro.

Peter Kopwe, Medical Officer, Evangelical Lutheran Church of Tanzania (ELCT), Mwanza

Rosebud Kurwijila, Lecturer, Sokoine University of Agriculture, Morogoro

Joyce Luhanga, Economist, Investment Promotion P (DSM)

Paul Lyapa, Assistant Agricultural Tutor, Ministry of Agriculture Training Institute, Ukiriguru (Mwanza)

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Lydia Joachim, Principal Project Management Officer/WID, Office of Regional Development Director, Arusha

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Peter Kopwe, Medical Officer, Evangelical Lutheran Church of Tanzania (ELCT), Mwanza

Rosebud Kurwijila, Lecturer, Sokoine University of Agriculture, Morogoro

Joyce Luhanga, Economist, Investment Promotion P (DSM)

Paul Lyapa, Assistant Agricultural Tutor, Ministry of Agriculture Training Institute, Ukiriguru (Mwanza)

Emmanuel Mafipa, Head of Audio-visual Unit, Institute for Continuing Education,
Sokoine University of Agriculture

Hilda Mafwenga, Associate Trainer, The Business Center, DSM

Wilson Mallya, Company Secretary, Tanganyika Farmers Association Limited, Arusha

Chikku Massenge, WAMATA, Mwanza

Nicholas Materu, Managing Director, Kilimanjaro Metal Shapers, Arusha

Leonard Mbosella, Senior Lecturer, Nyegezi Social Training Institute, Mwanza

Rosaline Mboya, Senior Establishment Officer, Ministry of Home Affairs.

Selena Mkony, Project Accountant and Administrator, Civil Service Reform Programme

Thaddei S. Mlingi, Director, Civil Engineering and Project Management, Inter-consult,
Ltd. (DSM)

Grea Mollel, General Manager, Kijenge Animal Farm, Arusha

Danford Mpimilwa, Director of Conference, Arusha International Conference Centre,
Arusha

Elias Mshiu, Managing Director, Tanganyika Farmers Association Limited, Arusha

Margareth Munyagi, Director of Aerodromes, Ministry of Works

Mary Mushi, Director of Administration and Personnel, Ministry of Tourism and Natural
Resources.

Owden H. Mwakyusa, Trainer, Nsekela Bankers' Academy, National Bank of
Commerce, Iringa

Grace Mwalemba, Planner/Economist, Office of the Regional Development Director,
Morogoro

Mwita Mgeni Mwita, Senior Planning Officer, Ministry of Education, Zanzibar

Richard Nditi, Principal Resident Magistrate, Mwanza Resident Magistrate's Court

Nguma, IEC Program Officer, Tanzania AIDS Project (DSM)

Betty Njiu, Fresh Food Program Ltd., Kiluvya Kibaha

Mark Njiu, Fresh Food Program Ltd., Kiluvya Kibaha

Deogratius Ntukamazina, Executive Chairman, Civil Service Reform Programme, President's Office

Iddi Nyando, Municipal Planning Officer, Mwanza Municipal Council

Emiliana Semuguruka, Town Planner, Ministry of Lands, Housing and Urban Development

Skeeter Shirima, Administrative Manager, Emmy Printers and Stationers Ltd., DSM

Christine Sylvester, Coordinator PHC/MCH Programs, Tanzania Episcopal Conference/Catholic Secretariat, Dar es Salaam

Ismail Thakore, Director, Iringa Vegetable Oil and Related Industries, Iringa

Lyne Ukio, Chief Resident Tutor, Institute of Adult Education, Arusha

Judith Ndissi, Manager, Domestic Markets, Bank of Tanzania, Dar es Salaam

Said M.T.E. Chiguma, Senior Economist, Domestic Markets, Bank of Tanzania, Dar es Salaam

Juma Siraju, Manager, Directorate of Bank Supervision, Bank of Tanzania, Dar es Salaam

Haika Mmbaga, Senior Economist, Economic Research and Policy Department, Bank of Tanzania, Dar es Salaam

Mary Make, Principal Accountant, Bank of Tanzania, Dar es Salaam

S.D. Magai, Advocate to High Court, Legal Officer, Bank of Tanzania, Dar es Salaam

Janet Mmari, Business Manager, International School of Tanganyika, Dar es Salaam

Stella Gwao, Owner, Uni-Fashions, Dar es Salaam

Vupe Ligate, Asst. Corporation Counsel, Tanzania Legal Corporation, Dar es Salaam

Kinasha Elisifa (Kingori), Chief Consultant, Building Works Dept. Head, National Construction Council, Dar es Salaam

George Luandala, Area Manager, Africa, STOAS Agriproducts Foundation, Dar es Salaam

John Julius Caesar, Senior Assessor of Income Tax, Ministry of Finance - Income Tax Dept., Dar es Salaam

Iddi Abdullah, Chief, Transmitter Dept., Zanzibar Television Station

George Majaliwa, Chief Engineer, Zanzibar Television Station

Martin Mlungu, Front Office Controller, New Arusha Hotel, Arusha

Edith Mallya, Quality Manager, Tanzania Breweries, Arusha

Hergod C.L. Kawiche, Director of Finance & Planning, Tanganyika Farmers Association, Arusha

Alinikisa Mafwenga, Senior Resident Magistrate, Ministry of Justice, Arusha

Joachim Minde, Managing Director, Laitolya Tours & Safaris, Arusha

William Lobulu, Owner/Manager, Arusha Times and African Press Service, Arusha

Estomih Nkya, Senior Lecturer, Institute of Development Management, Mzumbe, Morogoro

Prosper Kajwahura, Senior Lecturer, Institute of Development Management, Mzumbe, Morogoro

Donald Masiku, Senior Lecturer, Institute of Development Management, Mzumbe, Morogoro

Mbutolwe Kabeta, Assistant Lecturer, Institute of Development Management, Mzumbe, Morogoro

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Kyahaza Massawa, Accountant, Nsekela Bankers' Academy (National Bank of Commerce), Iringa

Kamara Byarugaba, Program Officer, Environment, Netherlands Embassy, Dar es Salaam

Zadock E. Koola, Chief Executive Officer, Advert International Ltd., Dar es Salaam

Michael R. Kawishe, Acting Manpower Development & Administrative Manager, Tanganyika Tegry Plastics Ltd, Dar es Salaam

Herman Moshi, Managing Director, ABCON Chemicals Ltd, Dar es Salaam

Gren Moshi, Administrative Director, ABCON Chemicals Ltd, Dar es Salaam

Melisa Maselle, Tariffs, Government & Industry Affairs, Air Tanzania Corporation, Dar es Salaam

SUPERVISORS

Alexander Buchukundi, Head of Crop Production, Ministry of Agriculture Training Institute, Ukiriguru (Mwanza)

Emeleciana Kayega, Senior Director, Department of Urban Development, Ministry of Lands, Housing and Urban Development

John Mayanja, Deputy Principal, Ministry of Agriculture Training Institute, Ukiriguru (Mwanza)

Thaddei S. Mlingi, Director, Civil Engineering and Project Management, Inter-consult, Ltd. (DSM)

Luc Moshally, Director of Technical Services, National Development Corporation, Dar es Salaam

Kiki Munshi, Director, USIS, Dar es Salaam

Elias Mshiu, Managing Director, Tanganyika Farmers Association Limited, Arusha

John Bosco Shirima, Managing Director, Emmy Printers and Stationers Ltd., Dar es Salaam

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J.L. Simbakalia, Acting Managing Director, National Development Corporation, Dar es Salaam

Raphael M. Wambura, Institute of Continuing Education, Sokoine University of Agriculture, Morogoro

D.R.K. Muganda, Senior Income Tax Assessor, Ministry of Finance - Corporate Taxation, Dar es Salaam

Kesogukewe M.I.M. Msita, Executive Secretary, National Construction Council, Dar es Salaam

William Powell, Chief Executive Officer, International School of Tanganyika, Dar es Salaam

George Majaliwa, Chief Engineer, Zanzibar Television Station

Alfred Mugeta, Principal, Bankers Academy (NBC), Iringa

COUNTERPARTS

Paul Bundick, Managing Director, The Business Center, Dar es Salaam

Dihenga, Sokoine-Tuskegee University Linkage Project Coordinator, Institute of Continuing Education, Sokoine University of Agriculture, Morogoro

J. A. Kayera, Project Manager, PAWM, Department of Wildlife, Ministry of Tourism and Natural Resources.

Mary Mushi, Director of Administration and Personnel, Ministry of Tourism and Natural Resources.

A. Z. Mattee, Head of Department, Education and Extension, Center for Continuing Education, Sokoine University of Education, Morogoro

Cosmas Nalimi, Area Manager, Zonal Medical Stores Department, Mwanza

Professor Fimbo, Chief Academic Officer, University of Dar es Salaam
Director of Marketing, Tanzania Breweries Ltd. Dar es Salaam

Gisbert J. Kinyero, Senior Engineer, Rural Roads Department Ministry of Works
(ATAP)

Meshack Eliya Chiwanga, Senior Engineer, Rural Roads Department, Ministry of Works
(ATAP)

Lucas Chogo General Manager, TAZARA Mechanical Workshop, Dar es Salaam

Susan Mahembe, Manager, Personnel and Training, Bank of Tanzania, Dar es Salaam

PROJECT MANAGERS

Kiki Munshi, Director (PAO), U.S. Information Service, Dar es Salaam

Dean Thomas Maresh, Oregon State University, ATLAS Deans Committee

David Hendricks, African-American Institute, ATLAS Deans Committee

Penina Ochola Odhiambo, Resident Advisor, Tanzania AIDS Project,
AIDSCAP/Tanzania

Timothy G. Manchester, Project Director, Social Marketing, Tanzania AIDS Project

USAID PERSONNEL

Bill Anderson, Deputy Director

Courtney Blair, Project Development Officer

Patrick Fleuret, Program Development Officer

Anne Fleuret, Impact Assessment Advisor

Magdalena Hiza, Training Office Assistant

Flora Majabelle, Training Office Assistant

F.M. Mburu, Health and Population Advisor

Hedwiga Mbuya, Program Assistant, Program Office

Kristos Minja, Training Officer

Daniel Ngowi, Program Economist

Diana Putman, Deputy Program Development Officer

Thomas Teng, Private Sector Advisor

Dana Vogal, Health and Population Officer

Mark Wentling, Director

Fred Witthans, Program Officer

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- _____. *Project paper: Tanzania Democratic Governance Initiatives (621-0182)*. August 1995.
- _____. *POPTECH. Midterm Review of the Tanzania Family Planning Services Support Project*. December 1994.
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**APPENDIX C
SAMPLE INTERVIEW GUIDES**

**INTERVIEW GUIDE FOR FORMER PARTICIPANTS OF USAID/TANZANIA
TRAINING PROGRAMS**

Today's date:

Interviewer:

Name of Participant:

Title:

Employer:

Telephone number: _____

1. Where (city) does the participant live now?
2. Where did the participant live when selected for training?
3. Age at start of training program:
4. Sex:
5. If long-term training, marital status when selected for training?
6. If long-term training, accompanied by spouse? by children (number)?
7. Highest educational level: (Bachelors; Masters; PhD.)
8. Location of training institution: U.S.; 3rd country (identify); Tanzania?
9. What training institution(s) attended? List all training institutions attended during the USAID-supported training program:

University/Training Institution City/State

Dates of attendance

10. What study program? (field of study or name of training program)
11. If training was outside country when did participant return to Tanzania?
(month/year)

SELECTION PROCESS

12. Which statement most accurately reflects the way the decision to send the participant for training was made?

Responded to advertisement for HRDA/ATLAS/AFGRAD and consequently received approval from supervisor or agency/ministry.

USAID project related training (project title):

If USAID project related training, who initiated the request for the needed training program? (Participant; Supervisor; Office/Department; USAID technical advisor; other.)

Other: (Explain).

PREPARATION FOR THE TRAINING PROGRAM

13. To what degree was participant informed about the following aspects of the program before he/she left for training? (very informed; somewhat informed; uninformed.)
 - a. A defined objective (training plan) for being selected for the training program
 - b. Information about the objectives of the identified training program
 - c. Content of the program
 - d. Activities of the program
 - e. Activities upon return to job in Tanzania
 - f. How to apply training to work upon return
 - g. USAID policies and regulations
 - h. The benefits of an intercultural experience
14. If traveled to the U.S., any orientation program in the United States?

15. As a result of the predeparture orientation and/or the orientation programs in the United States, how prepared did the participant feel for the training program? (unprepared; somewhat prepared; prepared.)

TRAINING PROGRAM

16. Type of training:
- | | |
|-----------------------|---------------------------------|
| long-term | short-term (less than 9 months) |
| - degree (which one): | - course |
| - non-degree | - seminar/workshop |
| | - internship |
| | - on-the-job training |
| | - observation study tour |
17. Language of training program: ___ English; ___ Swahili; ___ other?
- a. If program was taught in English, how prepared in English did participant feel? (very prepared; somewhat prepared; unprepared.)
- b. English language training in Tanzania? ___ Yes ___ No
- c. English language training in the U.S.? ___ Yes ___ No
Where?
18. Compare the following aspects of the training program received with what was expected? (circle one on each line and comment if appropriate)
- a. Course content:
- (1) Quantity: Not enough information; Just enough information; More information than needed.
- (2) Difficulty: Easier than expected; As expected; More difficult than expected.
- (3) Practicality: Too theoretical; Somewhat practical; Very practical.
- (4) Relevance to current job: Not at all; Somewhat relevant; Very relevant.

Additional Comments:

b. Length of course: Too short; Adequate; Too long.

Comments:

c. Instructors' Competence: Excellent; Good; Poor.

Comments:

d. Instructional materials: Excellent; Good; Poor.

(especially comment if included case study related to current job)

Comments:

19. Compare the group of people with whom participant received the training in terms of the following characteristics? Only ask this question if the training program was less than nine months. (Compared to the respondent: Lower level; Same level; Higher level.)

a. professional responsibilities

b. educational backgrounds

c. knowledge of training subject

20. If training program was in the U.S., did the participant engage in the following university and community activities? (If so, how often: Never; Occasionally; Frequently.)

a. Visit a U.S. family

b. Meet local community leaders and members of local government

c. Interact with private business people

d. Observe or participate in community activities

e. Attend cultural events

f. Participate in recreational activities

g. Travel within the United States

21. Explain the usefulness of the training program in the following areas:

- a. To upgrade managerial skills
- b. To upgrade analytical skills
- c. To upgrade technical skills

Describe specific examples:

22. Explain the usefulness of the training program in the following areas:

- a. To meet U.S. professionals in same field
- b. To meet Tanzanian or other African colleagues in same field
- c. To improve leadership skills
- d. To gain an appreciation for volunteer/community work

Describe specific examples:

21. If trained in the U.S., did participant increase his/her understand about the following topics: (Not at all; Very little; Some; Much; Very much.)

- a. The U.S. family
- b. The role of women
- c. Cultural and racial diversity in the U.S.
- d. Democratic institutions in the U.S.
- e. The free market system in the U.S.
- f. Volunteerism in community activities
- g. Leadership styles in the U.S.

Specific examples:

IMPACT OF THE TRAINING ON EMPLOYMENT

22. Was participant employed prior to training? No; Yes.

If employed, describe the job just before the start of the training program.

23. After training, did the participant return to the same position he/she had before the training program? (Yes; No, another job; Unemployed. Explain if not "yes".)

-
24. To what extent did the participant's responsibilities at work increase in importance after returning from training? (Not at all; Somewhat; A great deal.)
- If "a great deal", does participant feel this change was due to the training received?
- In what way did responsibilities increase?
 - How long did it take after returning to the job before being given increased responsibilities?
25. Describe the participant's jobs after returning from training. Begin with the position held immediately upon return. Then describe in chronological order the jobs held since completion of the training. If not now employed, what was the reason for leaving last employment?
26. What were the principal skills learned during the training that participant applied to current work?
27. How much of what was learned in the training has the participant been able to put into practice in his/her current work?
(Nothing; Very little; Some; Much; Very much.)
- If the answer is "some," "much," or "very much," describe a specific example:
 - If the answer is "nothing," or "very little," explain why.
(Possible explanations; check if appropriate:)
The training was not in my current area of work.
I don't have the authority to put my training into practice.
I don't have my supervisor's support.
I don't have the support of my co-workers.
My work does not require the skills I learned in the training program.
The training is not applicable to Tanzania.
I don't have the equipment and/or resources to implement the training.
I don't have a position in my institution where I can apply the training.

Comments:

30. As a result of the training, describe any approaches, innovations, procedures, initiatives, or technologies introduced by the participant into his/her workplace:

31. Describe any training of others by the participant in the skills or knowledge learned during the training program:

32. Have the participant's supervisors recognized the new skills acquired in training?
Supervisors have not recognized new skills.
Some recognition.
Received a great deal of recognition
 - a. If the answer is "a great deal of recognition" describe an example.

 - b. If the answer is "not recognized new skills", how could that situation have been improved?

OTHER AREAS OF IMPACT

33. If training was in the U.S., did the time spent there increase, decrease, or have no effect on the participant's:
 - a. Self-esteem
 - b. Self-confidence
 - c. Ability to take initiative
 - d. Ability to communicate with others
 - e. Ability to get along with others
 - f. Ability to tolerate change
 - g. Willingness to take risks
 - h. Ability to make public presentations
 - i. Willingness to try new things

34. If training was in the U.S., did the participant note any change upon returning to Tanzania in his/her behavior within either family life or community life? If yes, explain.
35. Has the participant shared his/her experience and the knowledge received during a training program with others? This may be through teaching a class, discussing ideas with others, or sharing information through conversations.

POST-TRAINING ACTIVITIES

36. If trained in the U.S., in which of the following activities has the participant engaged since returning home? (Check all that apply)
- a. Personal contact with other returnees
 - b. Reading professional magazines from the U.S.
 - c. Participation in development activities of USAID. Describe:

 - d. Development of projects with other returnees. Describe:

 - e. Commercial/business relations with the U.S. Describe:

 - f. Contact with friends in the U.S.
 - g. Contact with the training institution in the U.S.
 - h. Visits from friends from the U.S.
 - i. Professional contacts with other returnees in the workplace
 - j. None of the above
37. If trained in the U.S., does the participant belong to the Tanzanian alumni association of returned participants trained in the U.S.?
38. To what professional associations does the participant belong?
In Tanzania?
In the United States?
Elsewhere?

39. Which of the following follow up activities would interest the participant?

(Check all that apply)

Refresher courses

Seminars or workshops to keep updated in professional field

Access to appropriate professional journals

Visits from relevant professionals in same field

A newsletter written for former participants by former participants

Participation in orientation classes for new trainees

Participation in the selection of trainees for USAID courses

Other activities. Describe:

GENERAL APPRAISAL

40. What does the participant think was MOST important about his/her training experience for career development?

41. What does the participant think was LEAST important about his/her training experience for career development?

ADDITIONAL INTERVIEWER COMMENTS (IF ANY)

**INTERVIEW GUIDE FOR SUPERVISORS OF FORMER PARTICIPANTS
OF USAID/TANZANIA TRAINING PROGRAMS**

Today's date: Interviewer:

Name of Supervisor:

Supervisor's Title:

Supervisor's Organization:

Supervisor's telephone number:

Name of Participant Employee: _____

1. Were you the supervisor of this participant when he/she was selected for the USAID training program?
2. What were the training needs to be met by the USAID training program?
3. Did you agree beforehand with the participant to a training plan?
4. Were you in touch with the participant during the period of training, to monitor progress and address any problems or concerns? Describe.
5. What outcomes did the training aim to achieve?
6. Describe the results of the training program in terms of the participant's positive contribution to the work of your office/department?

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7. In what ways did this participant's training program impact on the organization's productivity or delivery of services?
8. Did the participant's responsibilities increase in importance after returning from training? In what ways?
9. How long after returning to the job from training did it take before increased responsibilities were given to the participant?
10. If training was in the U.S., did the time spent there increase, decrease, or have no effect on the participant's:
 - a. Self-esteem
 - b. Self-confidence
 - c. Ability to take initiative
 - d. Ability to communicate with others
 - e. Ability to get along with others
 - f. Ability to tolerate change
 - g. Willingness to take risks
 - h. Ability to make public presentations
 - i. Willingness to try new things
11. Do you believe your office/department could be improved by similar or related training of additional staff? In what ways?
12. Are there advantages to having a "critical mass" of cadre trained in a co-ordinated fashion?
13. What types of follow up activities would most benefit the participant?

ADDITIONAL INTERVIEWER COMMENTS (IF ANY)

INTERVIEW GUIDE FOR COUNTERPARTS

Today's date:

Interviewer:

Name of Counterpart:

Organization:

Telephone Number:

Name of Participant Employee (if applicable): _____

OVERALL

1. Briefly describe your organization's Human Resources Development Program (if any).
philosophy
process
beneficiaries/target
timing
budget
2. How does your training program relate to the USAID funded training?

PAST TRAINING EFFORTS

3. What were your organization's training needs?
4. What were the training needs of the participant(s) which needed to be met by USAID funded training?
5. What outcomes did the training aim to achieve?

ORGANIZATION'S OWN TRAINING

6. Describe key areas of training which are sponsored by your own organization.
7. Describe types of training under this approach
 - . Long Term
 - . Short Term
 - . Location - in country, USA, 3rd country
 - . Fields
 - . Courses, seminars, workshops, OJT, observational study tour, etc.
8. What percentage of the training budget supports the organization's own training?

TRAINING IMPACT

9. At the participant level, what is the impact of the USAID sponsored training?
10. At the departmental level, what is the impact of this training?
11. At the community/country level, what is the impact of this training?

OTHER DONOR SPONSORED TRAINING

12. What other donor sponsored training did your organization receive?
13. How was this training initiated and designed?

14. What training objectives did the training aim to achieve?
15. How successful was this training? Describe by giving practical examples.
16. What future training plans do you have with other donors?

FUTURE TRAINING PLANS

17. What are your organization's projected priority training needs?
18. How do you plan to meet these needs ?
19. What future training plans exist in your organization?
20. Do you foresee training areas whose needs may be unmet? If "yes", describe these areas.
21. How would you plan for follow up training, refresher courses or skills updating training?
22. Identify any documentation, eg. needs assessments, evaluation studies, that were helpful to formulate your training strategy. Do you have any comments or suggestions that might help us in this work ?

ADDITIONAL INTERVIEWER COMMENTS (IF ANY)

INTERVIEW GUIDE FOR MISSION PERSONNEL

Respondent:
Program/position:
Project(s):

Date:
Interviewer:

Project goals:

Related Strategic Objective:

PAST TRAINING EFFORTS

1. Describe all training your office has sponsored since 1990.
(Please complete attached form and return it to the team the next day.)
2. How did these training programs relate to project goals and sub-goals?
3. How did these training programs relate to outcomes and targets of the project programs?
4. What were the objectives of the training?
5. How were training program objectives determined? with counterparts? who? by needs assessment? Who initiated training request?
6. How were participants recruited and selected for training?
7. To what extent were HRDA and ATLAS used to address project goals and sub-goals?
8. What special steps were taken to increase participation of women?
(as participants; in other ways)

9. What special steps were taken to increase participation of the private sector?
(as participants; in other ways)

10. Which type of training has been most successful? why?
long-term:
 - degree:
 - non-degree:short-term:
 - course:
 - seminar/workshop:
 - internship/on-the-job:
 - observation/study tour:

11. In considering location of training, which has been most successful?
 - in-country:
 - third country:
 - US:

12. In-country training represents 13% of mission training. Is this true for your programs/projects? Comments?

13. Are there any approaches to training which have been notably more successful than others in achieving project goals and which should be considered in future training designs?

14. Are there any plans to follow-up or consolidate previously received training for past participants?

TRAINING IMPACT

15. Have any assessments of trainee performance and/or specific achievements related to training been carried out? What are changes in performance observed? What are achievements?

16. How has training impact been defined? What were indicators of a successful training program?
17. Using the indicators of successful training programs, in what ways have previous training efforts contributed to the achievement of project goals?
18. What are the ways in which project training has contributed to mission strategic objectives?

FUTURE TRAINING NEEDS

19. What are the human resource development issues in your sector?
20. What are the gaps in Tanzanian workforce skills and expertise related to project goals and SO? (organizational, institutional, sectoral levels)
21. Is there any baseline information available on manpower skills in your sector (related to project goals and SO?)
22. What are the ways in which a country training strategy can contribute to the achievement of a strategic objective?
23. How would you know that training program has had an impact on achieving SO?
How would you measure it?

TRAINING RESOURCES

24. To the best of your knowledge, what other training projects and programs are being carried out in the USAID/Tanzania mission, including ATLAS and HRDA projects?
25. Are participants trained through the ATLAS and HRDA projects contributing to your project? If yes, in what ways?

26. What, if any, personal experience have you had with ATLAS and HRDA participants outside your project?
27. How are HRDA and ATLAS training funds allocated among the Mission Strategic Objectives? Can you suggest a better allocation mechanism?
28. Are you aware of the training impact study carried out in 1993 by Creative Associates? What actions have been undertaken to implement the recommendations of that study?
29. What key local organizations currently or potentially contribute to project training?
30. What training activities are being supported by other donors in your sector? How do you plan and coordinate with these efforts?
31. Can you identify any documentation on training, e.g. needs assessments, evaluation studies, relative to the organizations you work with or to the sector?

OTHER

32. Do you have any final thoughts or ideas you would like to communicate with the Team?

ADDITIONAL INTERVIEW COMMENTS (IF ANY)

INTERVIEW GUIDE FOR DONOR AGENCY

Today's Date:

Interviewer:

Donor Agency:

Telephone Number: _____

1. What kinds of training do you sponsor for Tanzanian organizations? (Describe organizations assisted.)
2. How was this training initiated?
3. What training outcomes did your agency aim to achieve?
4. How did your agency identify the training needs (both needs of the organization and those of the participants)?
5. How has the training offered met the training objectives?
6. What future training plans do you have with Tanzanian organizations?
7. How do you plan to accomplish these plans?
8. Identify any documentation, e.g. needs assessments, evaluation studies on training that have carried out which relate to USAID Strategic Objectives. Do you have any comments or suggestions that might help us in this work?

PARTICIPANT TRAINING LOG

Last Name	First Name	Place of Work	M	F	Location			LT	ST	wks	PROGRAM			Return date	FIELD
					Tz	3rd-C	US				ATLAS	HRDA	Project		
Abdullah	Iddi	Zanzibar Television	1				1	1	4			USTTI	1990	Telecom. equipment	
Balele	Mary	USIS/DSM		1			1	1				1	1991	public admin./mgmt.	
Barongo	Valery	Zonal Medical Stores/MWA	1					1				1	1992	medical stores mgmt.	
Biswalo	Peles	ICE/Sokoine U. of Agri./MOR	1				1	1				SUA-TU	1994	Instructional design	
Byarugaba	Kamara	Netherlands Embassy	1				1	1	6			1	1990	Environmental mgmt.	
Caesar	John	Minister of Finance/DSM	1				1	1				1	1994	MPA/Govt.Fin.mgmt.	
Chiguma	Said	Bank of Tanzania/DSM	1				1	1	4			FED	1995	Info.tech.fiscal serv.	
Chongo	Davis	Ubungu Farm Implements	1				1	1				1	1993	MBA	
Elisifa	Kinasha	National Construction Council/DSM		1			1	1				1	1994	MSc.Eng.Mgmt.	
Ghania	Kadu	ALAF		1			1	1	12			1	1991	Financial mgmt.	
Gwao	Stella	Uni-fashions/DSM		1			1	1	6			1 EI	1994	Garment mfg.	
Hamad	Sharif	Zanzibar Dairy Dev.Co.	1				1	1	4			1	1993	Agribus.mgmt.	
Hassan	Makame M.	Zanzibar Fisheries Corp.	1				1	1	4			1	1995	TQM	
Hayesh	Halfani	MOPROCCO	1				1	1				1	1994	TQM	
Hilary	John	ELCT/Iringa region	1			1		1	1			1	1995	AIDS 'Conference	
Joachim	Lydia	RDD/Arusha		1			1	1				1	1995	Women in devel.	
Kabeta	Mbutolwe	Inst. of Dev. Mgmt./MOR	1				1	1	4			1	1995	Financial mgmt.	
Kaiza-Boshe	Tina	AGENDA/Bus. Care Services/DSM		1			1	1	12			1	1991	Environ.publishing	
Kajwahura	Prosper	Inst. of Dev. Mgmt./MOR	1				1	1	26			AFGRAD	1990	Small enterprise dev.	
Kasiba	Tabu	Bugando Medical Center	1				1	1	12			1	1992	Ophthalmic nursing	
Kavishe	Hevenlight E.	National Development Corp./DSM	1				1	1	5			1	1995	ILI/privatization	
Kawiche	Hergod	Tanganika Farmers' Association	1				1	1	8			1	1993	Capital markets	
Kawishe	Michael	Tanganika Tegry Plastics	1				1	1	9			1	1993	Human resource mgmt.	
Kessy	John	Inter-Consult/DSM	1				1	1				1	1994	Eng.mgmt.	
Kihiyo	Vincent	Sokoine University of Agriculture	1				1	1	2			SUA-TU	1995	Manual writing	
Kitundu	Songalaeli	Morogoro Polyester	1				1	1				1	1995	HR mgmt.	
Koola	Zadock	Advert International	1				1	1	4			1 EI	1994	Advert.,printing,trading	
Kopwe	Peter	ELCT/Lake Region/MWA	1				1	1	12			1	1992	Health care mgmt.	

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Last Name	First Name	Place of Work	M	F	Location			LT	ST	wks	PROGRAM			return dat	FIELD
					Tz	3rd-C	US				ATLAS	HRDA	Project		
Kowero	August	Meteorological Department	1				1					1	1993	MSc/Electronics eng.	
Kurwejila	Rosebud	SUA		1			1					PD&S	1990	Computer mgmt.	
Ligate	Vupe	Tanzania Legal Corp./DSM		1		1			1	1		1	1995	Env.law conf.	
Lobulu	William	Arusha Times/African Press SVL	1				1		1	4		1	1995	Small newspaper/print.	
Luandala	George	Stoas Agriproducts Foundation/DSM	1				1				1	AFGRAD	1994	PhD.Int.Agri.Extension	
Luhanga	Joyce	Investment Promotion/DSM		1			1		1	12		1	1991	hum.res.mgmt.	
Lyapa	Paul	Ukiruguru Agric.Training Inst./MWA	1				1		1	8		1	1993	Ag.extension	
Machunda	Dorothy	Sokoine University of Agriculture		1			1					SUA-TU	1995	MSc/Foods & nutrition	
Mafipa	Emmanuel	ICE/Sokoine U. of Agri.	1				1					SUA-TU	1995	Electronics maintenanc	
Mafwenga	Alinikisa	Sr.Resident Magistrate, High Court	1				1		1	4		1 & USIS	1994	Alt.Dispute Resolution	
Mafwenga	Hilda	The Business Center/USAID project		1		1			1	4		1	1989	Kenya Wm.Fin.credit	
Magai	S.O.	Bank of Tanzania/DSM	1				1		1	3		FED	1994	Capital markets	
Magayana	Flavianus	Sokoine University of Agriculture	1				1		1			SUA-TU	1993	PhD/Ag.ed & exten.	
Majaliwa	George	Zanzibar Television	1				1		1	2		USTTI	1995	TV/radio broadcasting	
Make	Mary	Bank of Tanzania/DSM		1			1		1	10		1	1990	Performance auditing	
Mallya	Wilson	Tanganika Farmers Assn.	1				1		1			1	1993	Ldrshp.& mgmt.dev.	
Mallya	Edith	Tanzania Breweries		1			1		1	8		1	1995	TQM	
Maselle	Melisa	Air Tanzania Corp.		1			1		1	8		1	1992	Management	
Masiku	Donald	Inst. of Dev. Mgmt./MOR	1				1		1	8		1	1994	Training design&mgmt.	
Massawa	Kyahaza	Bankers Academy/IRI	1				1		1	10		1	1991	World banking & fin.	
Massenge	Chiku	Mwanza Textile		1		1			1	3		1	1993	Mgmt./comm.meetings	
Materu	Nicholas	Kilimanjaro Metal Shapers	1				1		1			1	1994	Industrial mgmt.	
Mbosella	Leonard	Nyegezi Social Training Inst./MWA	1				1		1	6		1	1995	IID/Marketing	
Mboya	Rosaline	Min. of Home Affairs/DSM		1			1		1	8		1	1995	IMD/Pitts/HRD	
Mfyoa	Nicholas	Tanzania Tea Blenders Ltd/DSM	1				1		1	8		1	1995	Marketing mgmt.	
Minde	Joachim	Laitolya Tours/ARU	1				1		1	4		1	1995	Tourism	
Mkiudi	Alex	Tanzania Railways Corp.	1				1		1			1	1990	MA/Economics	
Mkony	Selina	Civil Service Reform Programme		1			1		1	10		1	1990	Budget & fin.mgmt.	
Mlabwa	Anderson	CRDB/DSM	1				1		1	4		1	1995	Project analysis	

Last Name	First Name	Place of Work	M	F	Location			LT	ST	# wks	PROGRAM			return dat	FIELD
					Tz	3rd-C	US				ATLAS	HRDA	Project		
Mlingi	Thaddei S.	Inter-consult/DSM	1				1		1	4		1	EI	1994	EI/Eng.design
Mlunga	Martin	New Arusha Hotel	1		1				1	4		1		1993	Mgmt.in chemical envir.
Mmari	Janet	International School of Tanganika/DSM		1			1					1		1992	MBA/info.tech.
Mmbaga	Haika	Bank of Tanzania		1			1		1	2			FED	1993	Bank restruct.mgmt.
Mohamed	Miskiyya	University of DSM	1				1	1				1		1995	MPA
Mollel	Grea	Kijenge Animal Farm		1			1		1			1	EI	1991	Poultry & pig farming
Moshi	Gren	ABCON Chemicals Ltd.		1			1		1	8		1	EI	1991	Chem.ind./tech & admin
Moshi	Herman	ABCON Chemicals Ltd.	1				1		1	8		1	EI	1991	Chem.ind./tech & admin
Mpimilwa	Denford	Arusha Intenl. Conference Cen.	1				1		1			1		1993	Conf.center mgmt.
Mshui	Elias	Tanganika Farmers Assn.	1				1		1			1		1993	Import & dist. fertilizers
Munyagi	Margareth	Ministry of Works		1			1	1				1		1991	MBA/Simmons
Mushi	Mary	Ministry of Tourism, Nat.Res./DSM		1			1	1				1		1994	HRD/Supervision
Mutayonba	Salume	Sokoine University of Agriculture		1			1		1	8			SUA-TU	1994	Research
Mwakyusa	Owden H.	Nsekela Bankers' Academy/IRI	1				1		1	8		1		1995	Marketing/sales
Mwalemba	Grace	RDD/Morogoro		1			1	1				1		1994	Internal.&rural devel.
Mwita	Mwita Mgeni	Ministry of Education/Z'bar	1				1	1				1		1992	Economics
Ndissi	Judith	Bank of Tanzania/DSM		1			1		1	4			FED	1994	Financial restructuring
Nditi	Richard	Mwanza Magistrate's Court	1				1		1	4		1	& USIS	1994	Case mgmt.reform
Ngetti	Miraji	Sokoine University of Agriculture	1				1	1	1	3			SUA-TU	1995	Communication
Ngongolo	Ritta	Tanzania AIDS Project		1			1		1	12		1		1991	Financial mgmt.
Nguma		Tanzania AIDS Project/DSM	1		1				1	1		1		1995	AIDS Conference
Njiu	Betty	Fresh Food Program Ltd./DSM		1			1		1	7		1	EI	1995	Dairy farming
Njiu	Mark	Fresh Food Program Ltd./DSM	1				1		1	3		1	EI	1991	Dairy farming
Nkya	Estomih	Inst. of Dev. Mgmt./MOR	1				1	1				1		1995	PhD/Eco.&Soc.Dev.Pol.
Nsanzugwanko	Anna	Ukiruguru Agric.Training Inst.		1			1		1			1		1993	Ag.extension
Ntare	Eustace	Tanzania Railways Corp.	1				1	1				1	AFGRAD	1990	MBA
Ntukamazina	Deogratias	Civil Service Reform Programme	1				1		1	8			PD&S	1991	Public enterprise mgmt.
Nyundo	Iddi	Mwanza Municipal Council	1				1	1				1		1994	Economics
Rwezaula	Bonny	Afro Scan Int.	1				1		1	8		1	EI	1992	Herbs & pharmaceutical

APPENDIX E
GUIDANCE AND RECOMMENDATIONS
FOR FUTURE TRAINING

DEVELOPING A COUNTRY TRAINING STRATEGY (CTS)

The purpose of a CTS is to outline a plan for addressing the human resource constraints that prevent USAID/Tanzania from achieving its CPSP strategic objectives. In the case of USAID/Tanzania, the CTS should also address the human resource factors that constrain the GOT in reaching the goals of its Economic Recovery Program (ERP). The CTS should establish training objectives in support of the CPSP and ERP, and provide a justification and framework for the mission's training portfolio, including HRDA. Further, the CTS should define long-range strategies to address these constraints.

A CTS should cover the following points:

- USAID/Tanzania Development Program
 - CPSP objectives
 - Impact indicators
- Human Resource Analysis
 - Human resource constraints
 - Human resource development objectives (USAID/Tanzania and GOT)
 - Past USAID training activities
 - Other donor training activities
- Mission-wide Training Strategy
 - Targeted institutions and sectors
 - Private sector training
 - Training of women
 - Special training requirements
 - Management and evaluation, including use of PTMS
- Mission Training Plan
 - Perceived training needs (individual, institutional, sectoral, national)
 - Available training opportunities
 - Proposed training activities (in-country, third country and US)
 - Available resources
 - Technical assistance requirements
 - Estimated training budget

The guidance that follows results from the evaluation of USAID/Tanzania training, in combination with the cumulative knowledge gained from similar studies in Swaziland and Rwanda. The recommendations are based on the assumption that USAID/Tanzania wishes to strengthen its efforts to train for high impact and improve their ability to measure it.

Value Training as a Strategic Intervention

The first step in developing a mission-wide CTS is embracing a philosophy that values training as a strategic intervention. The philosophy must view training as a development activity that helps USAID/Tanzania achieve its strategic objectives in Tanzania. Training cannot be treated as a series of isolated events, but must be considered a vital intervention that cuts across all sectors and all projects, and contributes to the development of Tanzania.

Overall, USAID/Tanzania training is highly valued, respected and sought after in Tanzania. Since 1955, USAID/Tanzania has funded nearly 4,000 participants trained locally and abroad. And with over 2,000 applications annually for HRDA and ATLAS alone, there is every reason to believe that the demand will continue.

Training is also considered important by USAID/Tanzania, as is evidenced by the percentage of operating and program funds that are devoted to it annually, which is roughly 13 percent. HRDA has trained 257 individuals since 1989, and virtually every project has a training component that reaches hundreds of Tanzanians each year.

At this point, however, there is no indication that USAID/Tanzania considers training a strategic intervention: HRDA is not mentioned in the most recent CPSP, nor is project-related training; there is no mission training order to ensure coherent management and reporting of training; project-related training is done independent of the training office; and there is little coordination between HRDA and ATLAS and sector offices, despite the fact that participants are sent from health, infrastructure, and private enterprise.

The Africa Bureau recognizes that most missions treat training as an independent intervention, and is concerned that training is not linked to higher level development objectives or to measuring development results. AFR/ONI/TPPI, in cooperation with

Creative Associates International, Inc., has responded by developing and field testing a methodology that links individual training to institutional productivity, to changes in the sector, and to improvements in the quality of life for the target population. The methodology places emphasis on measuring the effects of training-considering the completion of training to be only a precondition for impact-and the contributions to the mission's goal.

the new CTS for USAID/Tanzania should be based on the methodology promoted by the Africa Bureau. The strategy should differ from past training strategies in the following ways:

- Training constitutes a mission-wide, integrated philosophy that fosters training for development impact across sectors and across projects.
- Measurable training impact indicators are presented in project papers and reflected in the CPSP and API, based on articulated needs of the beneficiaries.
- A training event is a precondition for development impact and does not necessarily guarantee impact.
- The impact of training extends far beyond individual tracking and isolates institutional and sectoral changes linked to training interventions.
- Accountability for productivity linked to training is placed on recipient institutions.
- Longitudinal studies guarantee monitoring and evaluating changes in behavior of targeted populations to assess the impact of training.
- A database is established to document change over time, and is institutionalized for sustainable impact measurement.

Training for impact mandates a carefully designed process to obtain measurable training impacts that link training activities to mission API and CPSP objectives. This must be based on a mission-wide commitment to training as a strategic intervention.

Issue a Mission Training Strategy and Order

Training for impact will require that USAID/Tanzania develop a Mission Training Order as a Mission-wide document, with input from all sectors and the training office. The Order should be supported by mission leadership and be the basis for planning, designing, implementing, and evaluating all training in the mission. This means both cross-sectoral, regionally funded training projects (e.g., HRDA, ATLAS) as well as sectoral projects.

The Mission Training Order should address the following topics:

- Purpose of the Mission Training Order,
- Background; overall mission strategy;
- Types of training covered by the order,
- Key definitions;
- Procedures for all staff to follow;
- Policies governing training; and
- Roles and responsibilities.

Special attention should be given to the definition of training and the degree of detail that will be required in planning and evaluating each type of training (in-country, third country, US, long-term, short-term). The mission must determine, for example, if in-country and on-the-job training for projects will be included in the Mission Training Order. The mission must also decide the level of detail that will be required for such things at conferences and workshops.

A mission training committee should develop the order and be responsible for monitoring mission training efforts. Serving on the committee should be the training officer, controller, and one person from each sector office.

Analyze the Mission's Strategic Sectors

To develop a mission-wide training strategy, training utilization within each relevant sector should be analyzed. The analysis should cover the following:

- The mission's strategic objective in the sector,
- Human resource constraints in the sector,
- Perceived training needs;
- International donor training activities in the sector,
- How USAID/Tanzania training will address the constraints and assist the mission in reaching project objectives, as well as CPSP objectives and goals;
- Impact indicators and national capability for statistical analysis
- key players and how training is managed by relevant government and non-government agencies;
- Institutions that might be targeted for training; and
- Local training providers and appropriate training programs.

Define the Capabilities and Utilization of PTMS

A mission-wide strategy for training must necessarily include a single, standard system for tracking and reporting all mission training activities. The PTMS, which is in place at

USAID/Tanzania, is capable of performing this function. In this regard, the CFS should address the following:

- Function of PTMS in tracking participants by project and by sector,
- Capability of PTMS to record and report on training outputs and impact;
- Roles and responsibilities for feeding information into PTMS, including baseline and follow-up data; and
- Maintenance and upgrading needed from Labat Anderson, Inc., the current PTMS contractor in Washington, D.C.

Prepare for Measuring Impact

In preparing for the new CTS, the mission should develop instruments and procedures for reporting on the impact of training activities in the mission. USAID/Tanzania should consider:

- Type and scope of training to be measured for impact;
- Baseline data which is required for all mission training;
- Baseline data related to project-specific indicators;
- Pre and post measurement tools to be used;
- Capacity for PTMS to record and summarize such information; and
- Responsibilities for collecting, recording and reporting on impact data.

The guidance should be included in the Mission Training Order for reporting on impact. USAID/Tanzania should first pilot test (new or refined) pre and post training measurement instruments before issuing the guidance. It is also recommended that USAID/Tanzania test the ability of PTMS to record and report impact data by first entering sample data and then producing summary reports by institution and by project.

Paperwork should be kept at a minimum and already heavy workloads for USAID/Tanzania staff should not be increased. Therefore, the instruments should be simple and short, and contractors should be required to administer the instruments. USAID/Tanzania in-country project contractors expressed a willingness and desire to assist in this effort.

It is important to remember that the primary purpose of reporting on impact is to assess the degree to which training is helping the mission achieve its strategic objectives.

Define Roles and Responsibilities

As part of the CTS exercise, USAID/Tanzania should clearly define roles and responsibilities, with an eye toward maximizing the effectiveness of training and ensuring measurement of the impact of training interventions.

Mission leadership has responsibilities that are both internal and external. The internal responsibilities concern mission requirements for designing training and measuring impact, and the external requirements are in relationship to GOT and other outside entities.

The training office is adequately staffed and organized, but currently not required to work to full potential. They are able and willing to take on additional responsibilities for designing, managing, and evaluating the activities managed by the training office, and able to assist with project-related training. This may, however, require office reorganization and staff training.

Project Managers and contract staff also expressed a desire to increase the effectiveness of their training and improve their ability to demonstrate impact.

Internal Responsibilities of Mission Leadership

- Set up a mission training committee to draft a Mission Training Order and monitor USAID/Tanzania training initiatives.
- Publicly endorse the Mission-wide Training Order.
- Assure that project and mission-managed training initiatives have been accommodated in the mission management plan.
- Write training impact measurement and reporting responsibilities into program office and project management job descriptions.
- Initiate and participate in training meetings.

External Responsibilities of Mission Leadership

- Provide assistance to the GOT for developing and institutionalizing a national manpower development plan, human resource development policy, training needs assessment guidelines, and a database to document training impact.
- Participate and/or monitor private sector training advisory boards.
- Meet with GOT officials, key individuals in the private sector and international donors to coordinate training procedures and areas of intervention.
- Set up, manage, and participate on private sector training boards providing recruitment, selection, and processing assistance.
- Manage all procedures and activities for ATLAS, HRDA, and mission-funded PIO/PS, including recruitment, selection, placement, pre-departure orientation, monitoring, re-entry, follow-up, and reporting.
- Keep Program Officer and mission training committee informed of training office activities
- Administer mission-managed training, HRDA, and ATLAS.

- Manage all predeparture orientations, follow-on, and alumni association activities including USIS/Embassy collaboration.
- Process all training documentation including visas, airline tickets, allowances, medical certifications, and PIO/ps.
- Advise and supervise project managers and contractors on PIO/P generation and project documentation.
- Check all PIO/Ps for impact indicators.
- Upgrade PTMS to record indicator measurement data.
- Record results of training events on PTMS, in collaboration with project managers and contractors to secure knowledge dissemination.
- Compile training quarterly reports for mission management and relevant project officers.
- Write training activity news such as alumni association activities and predeparture activities.

Responsibilities of Project Officers

- Become familiar with the training office, HRDA, ATLAS, and PTMS.
- Consult PTMS information and training office when making training decisions.
- Formulate training impact indicators with contractors and project managers.
- Design baseline and follow-up evaluation instruments to secure impact measurement.
- Ensure compliance with Mission Training Order, following procedure for PIO/PS, predeparture orientation, monitoring during training and impact evaluation upon return.
- Review training quarterly reports produced by the training office and identify additional information needed.
- Participate on public and/or private training boards when related to sector projects.
- Develop impact indicators with USAID/Tanzania project officers and managers.
- Design instruments to measure pre- and post-institutional and individual impact.
- Prepare impact information, in collaboration with the project manager.
- Assure impact measurement is institutionalized at recipient institutions.
- Identify recipient institutions that either receive technical assistance in order to plan, manage, and utilize training or already have the capacity to measure impact.
- Receive information during long-term training events and pass information on to USAID/Tanzania and employing institution.
- Document all training, including in-country training.

TRAINING FOR HIGH IMPACT

Training is only one variable that shapes and influences change. At the same time, the

probability of training impact is markedly enhanced when certain criteria are met. These criteria relate to three areas:

- planning training
- managing training activities
- measuring the impact of training

Training for high-impact will demand attention and effort beyond what is currently done in terms of planning, managing, and measuring training throughout the mission. Most of the suggested actions are based on a philosophy of human resources development that USAID/Tanzania does not currently embrace a philosophy that values training as a strategic intervention. The recommendations that follow assume USAID/Tanzania acceptance of the approach to training for high impact. They also assume that the Country Training Strategy and Mission Training Order support the approach. Mission leadership must, of course, assess the trade-offs of departing from the current approach and embracing a new philosophy.

Planning for Impact

The planning phase sets the stage for impact. Planning begins with project design, and includes the planning of individual training events by the sector official and a training office representative. These can also be done collectively by the mission training committee.

APPENDIX F
USAID/TANZANIA COUNTRY TRAINING STRATEGY OUTLINE

1. COUNTRY PROGRAM ANALYSIS
 - 1.1 Background
 - 1.2 USAID Strategic Development Priorities

2. HUMAN RESOURCES ANALYSIS
 - 2.1 Principal Human Resource Constraints Affecting USAID Development Service Delivery
 - 2.2 Training Needs
 - 2.3 Training Resources and Capacity
 - 2.4 Training Components of Existing and Planning USAID Projects
 - 2.5 Other Donor and Government of Tanzania Training

3. COUNTRY TRAINING STRATEGY: 1997-2002
 - 3.1 Training Strategy and Goals
 - 3.1.1 Training Goals
 - 3.1.2 Target Groups
 - 3.1.3 Approach
 - 3.1.4 Description of Training Proposed
 - 3.2 Relationship to USAID/Tanzania's Strategic Objectives
 - 3.3 Annual (or Multi-year) Training Plan

4. PLANNING AND PROGRAMMING OF TRAINING
 - 4.1 Recruitment and selection
 - 4.2 Role of counterparts and local collaborating organizations and institutions
 - 4.2 Special Issues: participation of women, rural groups, etc.

5. IMPACT EVALUATION AND MEASUREMENT
 - 5.1 Baseline Date
 - 5.2 Evaluation Methods
 - 5.3 Measurement Indicators

6. MANAGEMENT AND MONITORING OF TRAINING
 - 6.1 Coordination of Mission Training: Role of Strategic Management Team, Strategic Objective Teams, Training Office
 - 6.2 Information Systems Management

Appendix G

APPENDIX G
LONG-TERM VS. SHORT-TERM TRAINING

	Long-term Academic Training	Short-term Nondegree Training
Pros	Wide scope	Specialized skills
	Professional credibility	Short absence
	Individual marketability	Regional possibilities
	Exposure to management techniques	Phased training possible
	Technical experience	Practical, application based
	Develop writing abilities	Can promote local network
	Research and Analytical skills developed	Can reach more women
	Puts Tanzania into international arena	Can train entire work group/respond to institutional needs
	Extracurricular activities/research	Can reach more private sector participants
		Participants more likely to receive salary
		Less expense
Cons	Prerequisites limit pool of qualified applicants	May not afford enough time to develop/ become comfortable with techniques
	Expenses for USAID/Tanzania and employer	Limited Scope
	Possible salary suspension	Can be perceived as insignificant
	Long absence	Per dien often inadequate
	Attitudes/work habits of colleagues who did not receive training	Little contribution to individual marketability
	Uncertainty of employment upon return	
	Reverse culture shock	
	Family relationships strained	
	Tre-entry to work place	
	Sense of isolation from development needs	

APPENDIX H TRAINING MODALITIES

IN-COUNTRY SEMINARS AND WORKSHOPS

Seminars are effective to communicate information to a broad audience, to stimulate public debate on specific issues, to build consensus on controversial issues and to make policy recommendations. Informational seminars with formal presentations in plenary sessions rarely change behavior but may be of great assistance in developing professional networks and exchange.

Expected output: Usually a list of recommendations or action plans with little authority for decision making; working groups or committees to provide more detailed information and/guidelines for policy makers.

Expected impact: Getting issues on the public agenda; decision-makers awareness of issues; making public issues that have been previously been covert.

Workshops are effective to accomplish specific tasks, to acquire discrete, specific skills.

Expected output: Depending on workshop objectives, outputs can be very clearly defined and can be new guidelines, operations manuals, etc. If the workshop participants are from the same organizations, outputs can be of a decision-making nature.

Expected Impact: The past impact of this kind of training has indicated that workshops are most helpful when they are designed to have practical applications to specific needs of the trainees. For example, workshops held by TAP to train NGOs on project proposal writing that used real projects and demanded genuine products were very effective.

IN-SERVICE TRAINING ORGANIZED IN COLLABORATION WITH LOCAL INSTITUTIONS

In-service training in targeted institutions that is designed and planned in collaboration with local institutions can be highly effective when it is part of a broader organizational development analysis that clearly identifies training need and human resource constraints. Good examples of successful training with high impact in USAID/Tanzania are the TAZARA training program, the Bank of Tanzania, the Family Planning Service and

Support training program.

SHORT-TERM TECHNICAL TRAINING

Short-term technical training has high on-the-job impact when it is job specific and carefully related to functions and tasks to be accomplished after training. Careful consideration should be given to the potential opportunities for implementation of newly acquired knowledge and skills by the participant in terms of decision-making authority and availability of technology. Impact of technical training at the organizational level by past participants has been hampered by training being mismatched with available equipment on the job (wrong computers, no computers, no tools) or mismatched within the organizational hierarchy (no authority to change procedures) or untimely (need policy or legal changes first).

LONG-TERM TECHNICAL TRAINING

Long-term training contributes not only to broad human capacity development but learned knowledge, skills, and attitudes transferrable to other jobs at higher levels of responsibility in a career path. Unlike other countries, in Tanzania most long-term participants have returned to work in-country and within their fields of study. [is this true?] Long-term training can contribute significantly to development objectives but only if it is focused on strategic objectives. [viz. RS recommendations]

TECHNICAL ASSISTANCE TO TANZANIAN INSTITUTIONS/INDIVIDUALS

Technical assistance is used for targeted on-the-job training, organizational capacity building and to accomplish specific tasks and outputs. The advantage of technical assistance is that it is tailored to specific institutional and organizational needs and can effectively provide immediate needed expertise for precise interventions. However, past Mission experience has shown that the impact of staff training through technical assistance may be compromised by competing demands to produce quality technical output as required by the project document and by lack of training expertise. The result is minimal transfer of skills and knowledge. As explained in the PAWM Project evaluation study, "poor achievement in human resource development can be predicted if project design does not examine training implications—and make the appropriate provision—as professionally as the technical components are examined and provided for." (Jingu and

Wass, PAWM Final Project Evaluation)

OBSERVATIONS AND STUDY TOURS

Both in-country and off-shore observation and study tours are valuable training interventions that have had considerable impact on individual participants in the past by providing them with concrete, hands-on examples of good practices and procedures. Past participants note especially that this kind of training experience provide them with clearer standards by which to measure their organizations and performance and with a vision of future achievements. The impact study indicates high-level impact in cases where specific objectives have been set; for example, the training of three magistrates in ADR.

INTERNSHIPS

Internships are chosen to develop specific job skills and on-the-job experience. However, they require careful planning and commitment on the part of the host organization. At the executive level, managers may be too busy to devote time and effort to the intern. Host organizations must clearly understand the objectives of the internship experience and be willing to commit staff time to planning the experience appropriately.