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**MID-TERM EVALUATION**

**BURUNDI**

**HUMAN RESOURCES**

**DEVELOPMENT PROGRAM**

**(BUHRD, 695-0121)**

**Contract No. AFR-0121-C-00-1004-00**

Prepared for:

The United States Agency for International Development  
Bujumbura, Burundi

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October 15, 1991

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# BURUNDI HUMAN RESOURCES DEVELOPMENT PROJECT MID-TERM EVALUATION

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## GLOSSARY OF ABBREVIATIONS

AEPRP	African Economic Policy Reform Program
AFGRAD	African Graduate Program administered by the African-American Institute (a regional project, U.S. long-term degrees only)
AMDP	African Manpower Development Project (a regional training project nearing its end)
APEF	Association pour la Promotion Economique des Femmes
APEX	Agricultural Production and Export Loan
ATLAS	African Training for Leadership and Advanced Skills
BBES	Bureau des Bourses et d'Etudes et des Stages, Ministère de l'Enseignement Supérieure et de la Recherche Scientifique
BEPP	Burundi Enterprise Promotion Program (USAID's non-project assistance activity in support of sectoral structural adjustment in Burundi)
BEST	Burundi Enterprise Support and Training Project (project in support of BEPP)
BUHRD	Burundi Human Resources Development Project
CCIB	Chambre de Commerce, d'Industrie, d'Agriculture et d'Artisanat du Burundi (Chamber of Commerce, Industry, Agriculture and Handicrafts)
CPF	Centre de Perfectionnement et de Formation en cours d'Emploi (Center for In-service Training for the Public Sector)
CFFP	Centre de Formation et de Perfectionnement Professionnel (Vocational Training Center)
CID	Consortium for International Development (one of OIT's U.S. participant training contractors)
CLUSA	Cooperative League of the USA
CURDES	Centre Universitaire de Recherche pour le Développement Economique et Social, University of Burundi
EDT	Entrepreneurial Development Training Workshops
EI	Entrepreneurs International (part of PIET)
ELT	English Language Training
EOPs	End of Project indicators
ESCO	see ISCO
ESL	English as a Second Language
FBU	Francs Burundais (\$1.00 = FBU 176 in 7/91)
GRB	Government of the Republic of Burundi
HBCU	Historical Black College or University
HRD	Human Resources Development
HRDA	Human Resources Development Assistance (refers to the Africa regional project begun in 1988 replacing AMDP)
IBRD	International Bank for Reconstruction and Development (the World Bank)
IMF	International Monetary Fund

ILO	International Labor Organization
IP	Institut Pédagogique
ISA	Institut Supérieur d'Agriculture
ISABU	Institut des Sciences Agronomique du Burundi (Agricultural Research Institute of Burundi)
ISCO	Institut Supérieur de Commerce (College of Advanced Commerce)
ISGE	Institut Supérieur de Gestion des Entreprises (College of Advanced Business Management)
ITAB	Institut Technique Agricole du Burundi (Technical Agricultural School of Burundi)
ISTAU	Institut Supérieur des Techniques de l'Aménagement et de l'Urbanisme (Institute of Land Planning and Urban Affairs)
LOP	Life of Project
MSI	Management Systems International, a U.S. contractor which provides entrepreneurial training
MEPS	Ministère de l'Education Primaire et Secondaire (formerly MONE)
MESRS	Ministère de l'Enseignement Supérieur et de la Recherche Scientifique (formerly MONE)
MONE	Ministère de l'Education Nationale
MOU	Memorandum of Understanding
OIT	Office of International Training in A.I.D./Washington
OYB	Operational Year Budget (the amount of dollar assistance the Mission obligates each year in a country)
PACD	Project Activity Completion Date
PID	Project Identification Document
PIET	Partners for International Education and Training (one of OIT's participant placement contractors)
PIO/P	Project Implementation Order/Participant
PIO/T	Project Implementation Order/Technical
PP	Project Paper
PTA	Preferential Trade Area (covering East and southern Africa); see "ZEP" for French equivalent
PTMS	Participant Training Management System
SFSR	Small Farming Systems Research
TOT	Training of Trainers
USAID	An office or Mission of A.I.D. overseas
USAID/B	The office or Mission of A.I.D. in Burundi <sup>1</sup>
USIS	United States Information Service
ZEP	Zone d'Echange Préférentielle

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<sup>1</sup>The term "USAID/B" will be used in this report to refer to the A.I.D. office in Burundi, although technically it is still considered an "Office of the A.I.D. Representative" rather than a full mission.

## INTRODUCTION

In May of 1991 the Agency for International Development (A.I.D.) contracted with AMEX International, Inc. to undertake a mid-term evaluation in Burundi of the Burundi Human Resources Development Project (BUHRD - No. 695-0121). The contract called for a two person team to establish preliminary contacts in Washington with organizations handling Burundi participants in the United States and with participants in training, followed by one month in Burundi gathering data, conducting interviews and writing a draft report.

Two U.S.-based consultants were designated for this evaluation:

- ◆ Andrew C. Gilboy, human resource and private-sector specialist (Team Leader);
- ◆ Dorothy Leroux, training and evaluation specialist.

The USAID Mission assigned a newly-hired local employee to the team as an on-the-job immersion into project design and evaluation and to assist the team in accomplishing its tasks:

- ◆ Juvenal Nzambimana, MBA (honors), Oklahoma City University (1990).

The Scope of Work (included in Annexes) called for an evaluation to...

- ◆ summarize project progress and accomplishments to date;
- ◆ assess the impact of training on the capacity and performance of the individuals trained;
- ◆ measure progress towards providing training opportunities for women;
- ◆ identify problems or shortcomings and recommend solutions;
- ◆ recommend adjustments in inputs/outputs, implementation and monitoring;
- ◆ evaluate the amended project goal and purpose statements;
- ◆ assist in developing impact indicators for future assessments;
- ◆ recommend mid-term modifications; and,
- ◆ suggest mechanisms for implementing in-country training.

This report follows a standard approach in evaluating a bilateral participant training project which incorporates a variety of training types and targets ranging from in-country to U.S. training, from short to long-term, and for Burundians from both private and public sectors. The team contacted former participants, interviewed government and private-sector leaders, and accumulated data and impressions about the context for human resource development in Burundi.

Beyond the scope outlined above generic to most evaluations we were asked to focus on two additional aspects to help USAID/B plot its strategy into the decade of the 90's:

- ◆ Has the BUHRD project contributed in a measurable way toward meeting the USAID Mission's revised objectives as outlined in its African Economic Policy Reform Program (AEPRP) revision of 1990 and articulated in the BEPP/BEST documentation.
- ◆ Were additional funds available for BUHRD, where should human resource development be concentrated and how can training be implemented given Burundi's development context?

The evaluation methodology used is described in the Annexes, which also include samples of questionnaires used both by the Training Office and the team. Although the report includes some recently available data on private sector training needs, employment and educational output, our purpose here is to evaluate the BUHRD project, not to design a new training intervention.

The team completed its research and presented its findings to the USAID Mission on July 31, 1991.

We would like to thank the many individuals in the Burundi government, at USAID, and in the private sector for all of the cooperation and time offered without which we would not have been able to conduct this evaluation. Many constructive comments, fresh ideas and pertinent insights came out during interviews, meetings and trips up-country and in Bujumbura. The extensive List of Persons Interviewed contains names and affiliations of each person who contributed their views to this evaluation. In particular, the team would like to thank Glenn Slocum, A.I.D. Representative in Burundi, and Lorraine Denakpo, Training Officer and BUHRD Project Manager, for their tireless efforts to respond to all our requests. The Mission Program Officer, Antoinette Ferrara, the Project Development Officer, David Leong, and the Training Assistant, Marie-Therese Ndikumana, merit special thanks as well.

## I. SUMMARY OF FINDINGS AND RECOMMENDATIONS

Conceiving and implementing a human resources development project in a land-locked and relatively least-developed country challenges project designers and evaluators alike. Although each country presents a particular set of circumstances within which training must be formulated, Burundi offers some of the more formidable hurdles for human resource specialists in Africa. Its dense population, low level of disposable income and paucity of experienced training institutions augur against a number of training approaches being tried in Zimbabwe, Kenya or Swaziland.

The dominance of rural attitudes in Burundi presents special advantages and disadvantages to training implementors. Few capitals anywhere count only five percent of a country's population, making for sparse pools of educated candidates available for out-of-country training. Furthermore, in-country training is hindered by a lack of institutional infrastructure, in particular outside the handful of towns, as well as a low percentage of people with facility in French.

Burundi also presents special challenges to donors anxious to ensure access to training by citizens previously overlooked. Women, rural-dwellers, the illiterate and others are not easily integrated into training programs run or funded by outside donors. Yet one of the soundest indicators in measuring the effectiveness of donor-led, human resource programs is the extent to which a developing country can design and deliver culturally appropriate training geared to development needs for all levels of the society. Too often donors react to ministry requests for costly, long-term degree training in the U.S. or other industrialized countries rather than pressing for more interesting and pertinent training programs, often conducted in local languages outside the capital. Although highly specialized academic training is often justified, local governments, with both passive and active donor support, tend to cater to a privileged elite in implementing overseas training. In the process, important segments of the citizenry with critical training needs are neglected. In addition to women and farmers, emerging business people have more recently been noticed as a group with special training needs generally ignored by government human resource planners. And now civil servants and parastatal employees displaced by structural adjustment present new training challenges as they scramble for limited private sector jobs.

The evaluation team endorses the modifications introduced to the BUHRD Project which increase emphasis on in-country training in both French and Kirundi. Without denying considerable successes the project has shown in out-of-country training, both long-term and short-term, USAID/B has responded well by redefining training targets as the human resource situation in Burundi evolves.

The adjustments both in BUHRD as well as in the overall USAID portfolio of activities in Burundi stimulated by the AEPRP exercise have, if anything, accentuated the role human resources development can play in promoting private-sector growth. The Mission has carefully dovetailed the training components of its projects coming on-line, in particular the BEPP/BEST activities, to avoid duplication and preserve a coherent training strategy.

As Burundi moves from a sleepy, farm-based economy toward a more dynamic, regionally-oriented exporter, a range of pertinent and innovative training programs can contribute vitally to economic growth. A timely and comprehensive in-country training strategy that can respond to Burundi's development needs in all sectors is being developed within BUHRD.

### List of Principal Findings

- ◆ According to the numbers of participants trained, the project has achieved most of its targets in all training types (long-term and short-term, in-country, ELT) and among fields selected (agricultural research, export promotion, small business development, and economic policy reform).
- ◆ Long-term U.S. training starts are 100 percent completed, with 19 candidates either returned, in-training, or selected and ready to begin.
- ◆ Short-term U.S. and third-country training measured by completed programs and planned starts, has reached 103 of 105 planned in the modified project paper.
- ◆ In-country training has reached 214 Burundians out of 350 planned, or 61 percent. However, several large in-country programs have already been designed, contracted out and funded which will complete the in-country component.
- ◆ In terms of implementing training in the subject areas identified in the project (agricultural/rural support, policy reform, business management and market expansion), the project has completed training in all thematic areas with the exception of rural-based micro-enterprise development, which is already scheduled.
- ◆ In responding to a changing country strategy, USAID/B sensibly revised the earlier BUHRD Project Grant Agreement to enable training to support private-sector expansion.

- ◆ The evaluation team questioned the high percent of government participation on the candidate selection committee for the private sector.
- ◆ Training has had some measurable impact on individuals, especially those from the private sector whose programs were carefully tailored to their business needs.
- ◆ Training for public-sector employees has produced better understanding of a variety of technical problems affecting the promotion of private enterprise and expansion of Burundi's export markets.
- ◆ With the exception of ISABU and the Chamber of Commerce, training has not contributed to institutional development in noteworthy ways. Both ISABU and the Chamber have been strengthened through BUHRD-sponsored training (ISABU) and through joint management of the project's activities (the Chamber).
- ◆ The project has exceeded its 15 percent target for participation by women, although some individual in-country training programs fell below 15 percent. The project has through innovative training design, rectified this problem. BUHRD has been a leader in involving women in the design and implementation of unusual in-country training programs in Burundi.
- ◆ Although the project has succeeded in selecting many private-sector participants for training (37% for long-term U.S. training, 28% for short-term training, and approximately 62% for in-country training), the public sector still claims a large piece of the training pie. However, nearly all civil servants sent on training have responsibilities which relate directly to economic development and private sector promotion.
- ◆ The project has been managed carefully and professionally. The amount of total funds earmarked for administrative support has, if anything, been too low, limiting the project's ability to undertake follow-up activities and improve pre-departure orientations.
- ◆ Use of English Language Training has been cost-effective, innovative in design and supportive of the project. Both in-country ELT and U.S. programs have been closely monitored by the BUHRD project manager.
- ◆ The quality and thoroughness of pre-departure orientations is periodically less than what participants need, especially for U.S. short-term training.

- ◆ The series of Entrepreneurial Development Workshops organized by MSI and the Chamber of Commerce and the training needs assessment were too costly and produced fewer results than anticipated.
- ◆ Other in-country training programs were better tuned to Burundi's development needs and had costs more relative to the expected outcomes.
- ◆ Although training in French for certain audiences and themes was appropriate, the first BUHRD-sponsored training in Kirundi for low-income women was highly successful and suggests that more in-country programs of that type should be organized.

#### **LIST OF PRINCIPAL RECOMMENDATIONS TO IMPROVE, REFINE AND EXPAND THE PROJECT WITHIN THE PRESENT BUDGET**

##### **Outreach to Women:**

- ◆ Raise the level of participation of women from 15% to 35%, the percentage incorporated into the Africa-wide HRDA project as well as most other A.I.D.-funded training.
- ◆ Organize a 4-to-8 week TOT in Burundi for qualified women rural and urban leaders who, in turn, will develop a country-wide training strategy in Kirundi.
- ◆ Strengthen rural women's associations by upgrading the training and outreach skills of its leadership.
- ◆ Increase support of APEF's activities, in particular its rural training efforts.
- ◆ Recruit women from the Institut Supérieur d'Agriculture for undergraduate education in U.S. to become Agricultural extension workers.
- ◆ Expand the CCIB Selection Committee to include permanent representation from a woman's organization, such as APEF.

##### **New Training Initiatives Targeted for the Private Sector**

- ◆ Raise the percentage of private-sector participants in short-term training.

- ◆ Offer several training scholarships on a trial basis for outstanding employees of companies with a need for highly technical expertise (textiles, production engineering).
- ◆ Fund third-country exploratory visits by the BUHRD project manager accompanied by the private-sector assistant.
- ◆ Begin arranging "foreman-level" on-the-job technical training in neighboring countries for individuals or small groups in growing business sectors in collaboration with USAID's private sector office.
- ◆ Set up long-term, third-country training in technical areas (e.g., horticulture, electrical repair and computer science) in francophone countries such as Tunisia, Morocco using already established USAID procedures.
- ◆ Develop a program of tuition support for Burundian business people (non-participants) to enroll in English language courses at USIS or elsewhere.
- ◆ Fund technical-level training to improve customer service, salesmanship and stock maintenance.
- ◆ Fund technical-level training in public relations, advertising and packaging.
- ◆ Fund technical-level training in personnel management, hiring, promotion, performance review, job descriptions, and benefits.
- ◆ Follow-up with former EDT participants with one-on-one consulting to help them refine their management systems (possibly using APEX volunteers).
- ◆ Fund a workshop for trade fair exhibitors prior to the fair who are interested in learning product display and packaging.
- ◆ Fund "team building" workshops to create a better, more cooperative working environment to help counteract certain traditional impediments to proper business conduct.
- ◆ Redesign EI programs to emphasize internships in U.S. companies.
- ◆ Design workshops and seminars with mixed participation by public and private-sector leaders to build trust.

### Strengthening Training Institutions

- ◆ Develop a closer relationship with CFP to support increased training for the private sector, including TOT.
- ◆ Extend CFP expertise in public sector needs assessments to businesses by training selected CFP personnel in how to conduct a needs assessment. APEX volunteers might lead a two-day workshop.
- ◆ Identify a likely private institution wherein a suitable English Language program might be developed and fund TOT and curriculum development for commercial English.
- ◆ Partially fund the inclusion of a business English course at USIS as a prototype for private Burundian-owned language schools.

### Improving Project Management

- ◆ Hire a full-time, professional-level, Burundian Training Officer.
- ◆ Introduce a line item in BUHRD budget for workshop follow-up activities such as newsletters, reunions, and alumni association activities.
- ◆ Organize a 3-day participant conference in the United States for all Burundians in long-term programs. The meeting would be held at a campus convenient to the majority of students, preferably in August of 1992. BUHRD project staff, two GRB officials and two private sector leaders should be invited to meet with students, review current training objectives and recommend adjustments to ensure appropriateness of training to Burundi's development needs. Representatives of PIET, AAI and CID should be invited to attend. Prototypes of similar country-specific participant workshops (Botswana, Mauritania) would be used in designing the program.
- ◆ Establish base-line data on new participants to facilitate impact evaluations of Mission-funded training and for BUHRD end-of-project evaluation.
- ◆ Reduce through attrition government influence on selection of private-sector candidates at the CCIB.
- ◆ Fund periodic meetings to be hosted by the Chamber for donors and PVOs supporting private sector activities to prevent overlap and duplication.

## **RECOMMENDATIONS FOR TRAINING WERE ADDITIONAL FUNDS AVAILABLE**

In addition to funding many of the specific recommendations listed above on a larger scale, the evaluation team proposes that USAID consider greater support overall for strengthening in-country training capacity targeted to the needs of the business community, women and rural-dwellers. The project can increase its support for Training of Trainers to develop greater local training capacity while, at the same time, experimenting with local training providers to build up their expertise.

The project has used extensively U.S. institutions for both short- and long-term academic and technical training. In an expanded BUHRD, the evaluation team recommends that long-term, third-country training be increased substantially, drawing on cost-effective and relevant training capacity in more economically-advanced African countries, such as Zimbabwe, Kenya, Tunisia, Mauritius, Morocco and Egypt.

In a larger project, the Mission would require increased management capability both from within the BUHRD Training Office and from outside training providers contracted by the project. In developing a Project Paper Supplement, the Mission will need to analyze carefully its management burden in order to design an effective mechanism to handle increased local and third-country training.

## II. OVERVIEW OF HUMAN RESOURCES ACTIVITIES IN BURUNDI

Planning for human resources to meet Burundi's manpower needs in both the private and public sector is a substantial challenge for a developing country with few resources. Problems such as the mismatch between higher education and manpower requirements are compounded by shortages of technical skills needed to operate an expanding business sector. The BUHRD project is designed to intervene in ways which will close certain gaps in the development of human resources while extending the benefits of training to private-sector, rural-based and female beneficiaries.

### A. THE EDUCATION SYSTEM

Prior to 1988, Burundi's education system was the responsibility of the Ministry of National Education; it was subsequently divided into two ministries: the Ministry of Primary and Secondary Education (MEPS) and the Ministry of Higher Education and Scientific Research (MESRS).

Responsible for all public school education at the pre-university level, the Ministry of Primary and Secondary Education is divided into three departments covering primary, secondary and technical education. In the 1990-1991 academic year, there were 639,486 pupils in primary education, 44.5% of whom were females; 34,737 students in secondary education, 32.7% of whom were females; and 3,678 in the technical education, 12% of whom were females.

In 1982, the GRB adopted a policy goal of attaining universal primary education by 1992 for all children six years and older. To reach this ambitious objective, a system of double shifts was put in place where one group of pupils attends school in the morning and another in the afternoon. The two groups then alternate schedules for the following weeks but use the same teacher. This policy resulted in an almost three-fold increase in the number of pupils attending primary school. According to the 1989-1990 academic year School Statistics, the number of pupils entering first grade increased from 40,000 in 1981-1982 to 120,000 in the academic year 1989-1990.

Two main problems arose with such explosive growth. First, the number of students tripled without a proportionate increase in the number of teachers. With no increases in school equipment or salary incentives to help teachers cope with burgeoning enrollments, education quality was jeopardized. The consequence was an increasing number of sixth graders failing the national exam required for access to secondary education. Furthermore, nothing was done to increase secondary school capacity to absorb mounting pressure from below. With 86,602 candidates in the final primary school grade, there were only 7,250 spaces available at the secondary school entrance level in the 1990-1991 school year. According to the government's educational statis-

tics report, the pass rate for pupils on the national test was 9.7% in the 1989-1990 academic year, leaving 42.4% of those who failed to repeat the year and the remaining 47.9% to drop out. What to do with those denied access to secondary education is one of the most troublesome and delicate issues facing Burundi.

Secondary education lasts seven years in general and is divided in two levels. The junior level lasts four years and the senior level varies from one year to four years. A general secondary education can lead to admission to the university after three years in the senior level. Admission to the University of Burundi is highly competitive due to limited space. The Teacher Training Institute (IP) trains teachers for primary education and its graduates now are allowed to enter the university after two years of service in education. This major policy change lured qualified students into secondary teaching guaranteeing their future access to academic studies at the university level.

The technical education department is responsible for other than "general" secondary education, primarily vocational and technical schools. The length of study can last from one to four years.

As a result of intense pressure within the public school system, the number of private high schools has surged. These schools accept students who failed the national exam, absorbing a small portion of the primary school drop-outs. There are about 25 private high schools mostly located in the Bujumbura area. Tuition is by and large beyond the reach of most families.

The Ministry of Higher Education and Scientific Research is responsible for most university-type post-secondary education, including the Institute of Commerce (ISCO). Research institutes, whose principal role is not teaching, generally fall under the aegis of a technical ministry, such as agriculture or civil service. There are 3,022 students at the University of Burundi, 31% of whom are females. The university offers a variety of programs including agronomy, law, economics, physical education, medicine, sociology, psychology, science and education. However, most of these programs are theoretical and do not specifically respond to manpower needs in the private and the public sectors. Other major institutions include the agricultural research institute (ISABU), the Institute of Advanced Agriculture (ISA) in Gitega, the Institute of Land Planning and Urban Affairs (ISTAU) and the newly created Institute for Advanced Management (ISGE). These had a combined enrollment of 257 students in the 1989-1990 academic year.

Two other important training institutions that fall under other ministries are the Center for Professional Training (CFP) and the Center for Vocational Training (CFPP).

The CFP is a public-sector management training center that caters mainly to employees of the government according to each ministry's needs. In addition, it organizes training sessions for the private sector on request. It offers seminars in management, administration, management information systems and audio-visual instruction and uses modern teaching methodology.

The CFPP is a lower-level technical training center that teaches job skills to young Burundians between the ages of 18 and 22 who have dropped out of secondary school. The training lasts 27 months and graduates receive a certificate in a technical field, such as plumbing, electricity or carpentry. A part of the curriculum includes on-the-job training in a variety of private and public enterprises.

## **B. THE PRIVATE SECTOR**

The private sector in Burundi is at an embryonic stage. Burundi is a traditional society where commerce has never been a principal occupation of its citizens. It has always been prestigious to work for the public sector and the spirit of private initiative essential to the development of a viable private sector has been lacking. With the liberalization of the Burundian economy and the promotion of the private sector, the demand for skilled personnel to run private companies will, in all likelihood, exceed the supply. The contraction of public sector employment growth will cause further distortions in the evolving labor market. In the midst of these changes, the expansion of the private sector is the only alternative which can broaden the employment base in Burundi.

The lack of private training institutions on the order of small commercial schools which teach practical skills geared to the private sector limits options for donors supporting human resource development. At the moment, most of the new technical-level entrants to the private sector come from parastatals or the civil service with little practical experience suited to operating a manufacturing or service organization. There will be increased demand for qualified Burundians in marketing, accounting, financial management, sales, commercial law, and business management if the Burundian private sector expands.

## **C. THE PUBLIC SECTOR**

Human resource planning in Burundi is the responsibility of the Office of Employment Planning and Human Resources (*Bureau de la planification de l'emploi et des ressources humaines*) located in the Ministry of Labor and Social Security. This office handles the collection, publication and analysis of labor statistics and shares with the Ministry of Plan the leadership in formulating national human resource policy.

It was only in 1982 that the GRB adopted a national employment strategy after which its coordination was transferred from the Ministry of Plan to the Ministry of Labor. In 1983 an inter-ministerial commission was created to oversee human resource planning and prepare policy guidelines for the Third National Economic Plan. Although the commission has not always been active, it is meant to coordinate programs leading to job creation, relevant education and training, and human resource planning for the public sector. In reality, the Ministry of Labor, through its office handling labor statistics, is better equipped to interpret labor and employment trends.

For a number of years, the Ministry of Labor has been the target of a UNDP-funded project designed to improve the quality of labor statistics and human resource planning. The ministry now produces annual compilations of fairly reliable labor statistics which are essential to any human resource planning activities in the public sector. They are also increasingly useful to the growing private sector in determining future employment trends and manpower supplies. The UNDP-funded project has improved considerably the capacity of the GRB to produce and analyze its labor trends.<sup>2</sup>

In a study conducted by a research center in social and economic development at the University of Burundi (CURDES) and funded by USAID, planning for training according to future manpower estimates was identified as key to promoting overall economic development. While the output of graduates from the university may be sufficient to meet manpower needs in some sectors, there are other key disciplines where overseas training is unavoidable. Coordination of training plans among government agencies remains weak. The lack of planning results in key government services being managed by inexperienced administrators in need of costly retraining or upgrading.

#### **D. OTHER DONOR HUMAN RESOURCE PROGRAMS**

In addition to USAID's support for human resource development in Burundi, other donors have projects which target different areas. The United Nations Development Programme (UNDP) has projects with the Department of Economics at the University of Burundi, the CFP, the CFPP and the Ministry of Labor's statistical office. The UNDP also sponsors seminars and conferences abroad for government officials to upgrade their skills and raise the understanding of issues affecting their duties. The

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<sup>2</sup>The UNDP project, "Consolidation de la Planification des Ressources Humaines," was the subject of a mid-term evaluation in January, 1991. The project has produced several documents consulted during the course of the BUHRD evaluation.

World Bank focusses on primary and secondary education reform and the structural adjustment program. The Belgian Government supports the Department of Agronomy at the University of Burundi and ISABU, the national agricultural research center. For Academic Year 1989-1990, Belgium also provided 84 post-secondary scholarships for students to pursue their studies in Belgium.

The French Government provides assistance to the School of Medicine and offers a substantial number of scholarships for graduate study in France. In 1989 and 1990, there were 43 Burundian students studying in France.

Available data for Academic Year 1989-1990 on the number of Burundians in study programs abroad indicate that there were 817 students in training sponsored by foreign donors, 690 at the undergraduate level and 127 at the graduate level. In terms of graduate-level support, Belgium was the largest donor, with 31, followed by the United States with 29,<sup>3</sup> Canada (28) and France (23). Half of the other categories of students overseas (undergraduate, technical, etc.) were sponsored by only two countries, the Soviet Union and Algeria. Both countries are sharply reducing their scholarship offers in the near future. The Director of the Office of Scholarships reports that Soviet scholarship slots will be halved this year from 60 to 30.<sup>4</sup>

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<sup>3</sup>USAID statistics show 30 full-time academic participants in graduate programs in the United States in July, 1991. If participants funded under other U.S. Government programs (e.g., USIA and the Department of Defense) are included, the total number of Burundians at American universities and training sites would be between 35 and 40. The number of USAID-funded long-term academic students in any given year through 1993 is expected to vary between 27 and 35 under the BUHRD, SFSR, health and AFGRAD/ATLAS projects.

<sup>4</sup>A complete list of Burundi students abroad is included in the Annexes.

### III. DESCRIPTION OF PROJECT

The Burundi Human Resources Development Project (No. 695-0121) was approved on August 14, 1987 by the Agency for International Development (A.I.D.) representative Donald Miller. A project agreement was executed the same day between A.I.D.'s office in Bujumbura and the Government of the Republic of Burundi, represented by the Minister of National Education. The amount authorized over the Life of Project of 8 years was \$4.5 million from A.I.D. and local contributions from the GRB for an estimated \$500,000, mostly in the form of salaries for civil servants while on training. The A.I.D. contribution was obligated through grant agreements with the GRB in three tranches in Fiscal Years 1987-1989.

The goal of the original BUHRD project was "to improve Burundian agricultural production and expand the prospects for private enterprise, particularly in agriculture." The purpose was "to improve performance of key Burundian agricultural institutions and private enterprises, particularly agricultural, through human resources development."<sup>5</sup>

Achievement of project purpose was to be measured by strengthened institutional capacity in public and private sector organizations to..

- ◆ "carry out a national program of agricultural research, especially on foodcrops;
- ◆ collect and analyze data for the agricultural sector and use it for policy and planning;
- ◆ provide support for the development of private cooperatives for agricultural entrepreneurs and business persons;
- ◆ reach and train entrepreneurs and business persons; and
- ◆ operate more efficiently and absorb greater numbers of Burundian workers through enterprise expansion or creation."

The project as originally designed was to upgrade the technical and managerial skills of Burundi's human resources at the middle and senior levels in selected private and public institutions. By the end of the project, the following outputs were expected to have been accomplished:

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<sup>5</sup>Citations in this section are from the BUHRD Project Paper.

- ◆ 25 persons with advanced degrees earned at U.S. universities, of which 10 in agricultural research, 7 in agricultural policy and planning, natural resource management or related agricultural fields, and 8 in fields relevant to business management;
- ◆ 45 persons trained in short-term courses in the U.S. and third countries, 10 in agriculture-related fields, 10 in cooperative development and 20 in business internships in U.S. companies;
- ◆ 30 cooperative managers trained in third-country programs; and,
- ◆ 20 in-country training programs, of which 5 private sector seminars or workshops, 3 "Entrepreneurial Development Workshops", 2 macro-economic and sectoral policy seminars, and 10 English language training programs."

Although 87 percent of the \$4.5 million obligated was designated for training, some amounts were set aside for project management and procurement.<sup>6</sup> A personal services contractor (PSC) was to ensure project management for the first "two or three years" with a local-hire Burundian "for Years 3, 4 and 5." Two computers were to be acquired, one for USAID/B's Training Office and one for the Chamber of Commerce to support dissemination of BUHRD-supported training information to its membership.

The principal institutions to benefit from project training inputs were the country's agricultural research organizations, in particular ISABU (Institut des Sciences Agronomiques du Burundi), the Department of Agronomy at the University of Burundi, several government ministries directly involved in agricultural and private-sector promotion, and the Chamber of Commerce.

The USAID/B Training Office was to be the principal implementing agent, with oversight from the Office of Scholarships (BBES) of the then Ministry of National Education (subsequently replaced by MESRS, the Ministry of Higher Education and Scientific Research). The latter would be the main conduit through which USAID would receive training requests and plans from governmental departments. The selection criteria, which are discussed in detail in Chapter IV, included a requirement that candidates have at least one year of work experience with their sponsoring institute. Provisions were made for graduate-level research to be tailored to Burundi's development needs and conducted in-country. To identify and nomi-

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<sup>6</sup>This calculation assumes that amounts set aside for contingency and inflation are ultimately earmarked for training.

nate training candidates *from the private sector*, a special selection committee was to be established composed of representatives from USAID/B, the Chamber of Commerce and the government.

The project incorporated an English language component for courses to be held at the United States Information Agency's cultural center in Bujumbura for all long-term candidates, as well as selected short-term participants.

To increase women's access to training opportunities, the project included a requirement that at least 15 percent of training funds and slots be earmarked for female participants. The project endorsed attempts to place participants in Historically Black Colleges and Universities (HBCUs) and "to procure 25 percent of technical assistance from Gray Amendment and 8(a) entities."

## **A. BACKGROUND**

In February of 1989 an assessment was conducted of the A.I.D. program in Burundi to determine to what extent it could be modified to conform with newly-endorsed A.I.D. policy changes and to contribute to structural adjustment already underway. An "African Economic Policy Reform Program" (AEPRP) was subsequently adopted for USAID/B linking the adoption of key reforms by the Burundi authorities to future U.S. assistance.

As a result, existing projects in the USAID/B portfolio were modified as appropriate to conform to the new Mission strategy and objectives for Burundi. Although the BUHRD project had originally focussed on the agricultural sector and, tangentially, on the private sector when linked to foodcrop production, the Mission was able to adjust the project's goal, purpose and outputs quite easily to the new country strategy.

Between the signing of the project agreement in August, 1987 and the arrival of the PSC advisor to implement the project one year later, few of the training activities were initiated. The project office began drafting modifications to the grant agreement to redirect the emphasis from agricultural research to private sector expansion. With guidance from REDSO/ESA in Nairobi, an "Amended Amplified Project Description" was submitted to the government indicating the new goal, purpose and training targets. Since the original project intended to "expand the prospects for private enterprise" and aimed at improving agricultural production, a lengthy "Project Paper Supplement" was not necessary.

## B. ORIGINAL AND AMENDED PROJECT COMPARED

The BUHRD project goal as revised in 1989 is "to increase and diversify sources of employment and real per capita income." References to agricultural research and production were removed to favor a straightforward goal linked to economic growth.

The purpose is "to support Burundi's efforts to develop efficient and expanded markets for products of Burundian farmers and small and medium-sized enterprises by developing human resources in sectors that will have a significant impact on the development of these markets." Although long-winded, the amended project purpose more clearly identifies private-sector targets. The emphasis is on private enterprise first, and by extrapolation, agricultural production.

Similarly, references to agricultural research as a project output were replaced by enterprise development, market expansion and product development. Evidence of achievement of project purpose was to be measured instead by strengthened capacity in public and private sector institutions to...

- ◆ identify and remove constraints to expanded market opportunities and efficient market operations;
- ◆ collect, analyze, and disseminate commercial data useful to small- and medium-sized enterprises in planning and executing their activities;
- ◆ support the development of private entrepreneurial initiatives to market Burundian products and services, both domestically and internationally; and,
- ◆ operate more efficiently and absorb greater numbers of Burundian workers through expansion of existing enterprises or creation of new enterprises.

Project outputs were adjusted to reflect the new private-sector emphasis, as illustrated below:

- ◆ 5 candidates in PhD programs related to agricultural research;

- ◆ 15 candidates in MS programs -
  - 2 in agricultural planning,
  - 2 in agricultural/rural support,
  - 3 in policy reform,
  - 4 in business management from private sector support institutions (of which 2 from CCIB), and
  - 4 from private sector to support market expansion.
  
- ◆ 80 short-term participants -
  - 35 from the private sector,
  - 5 in agricultural/rural support,
  - 25 from private sector support organizations, and
  - 15 in support of policy reform.
  
- ◆ 20 Burundians trained as trainers in third-countries or in Burundi to promote expansion of rural markets and micro-enterprise development;
  
- 350 participants trained in-country -
  - 75 in three "Entrepreneurial Development Workshops",
  - 175 from "established" private sector institutions in 7 seminars or workshops in export promotion, loan appraisal methods, and marketing, and
  - 100 from rural areas in micro-enterprise development and rural market expansion.

Additional achievements expected at the end of the project are:

- ◆ 80 percent of project-trained people will be putting newly- acquired skills to use in key public and private sector institutions;
  
- ◆ 50 percent of long-term and short-term participants will be in positions where they can use their improved analytical skills to identify regional and domestic marketing opportunities;
  
- ◆ 10 Burundians trained by the project will be applying their skills in SMEs to improve production and quality control;

- ◆ 5 Burundian SMEs will be using the skills of project-trained individuals to research employment creation and develop expanded markets;

The revision reduced the number of PhD slots from 10 to 5 (at present, only 3 are planned) and increased short-term U.S. and third-country training provisions significantly from 75 (of which 30 were government cooperative managers) to 100. The number of participants at in-country workshops stayed approximately the same but the target population of the remaining workshops was more rural.

By modifying training targets, the project sharpened its impact on Burundi's business community without abandoning the commitment in the original project to supporting advances in agricultural research of benefit to private producers. The adjusted training goals will serve as the basis in this report for evaluating progress in attaining project targets rather than the original targets.

### C. RELEVANCY OF EXPECTED PROJECT OUTPUTS TO BURUNDI

The principal rationale cited in the original Project Paper justifying the BUHRD project is as germane today as when written in 1987:

"Underlying all of Burundi's development problems is the cross-cutting constraint of lack of trained and experienced middle and senior level managers, administrators and professional and technical personnel." (PP, p.5)

The key shortages in qualified human resources identified in the Project Paper persist today, possibly at a greater scale due to Burundi's structural adjustment efforts toward a liberalized and privatized economy. As trade increases, exports expand and inefficient parastatals are either closed or spun off, Burundians with skills and experience will be in demand. With even slight economic growth and a few successes in exporting, the qualified human resource base may well be severely strained.

The BUHRD project was designed to alleviate "specific identified human resources constraints in selected institutions" which, by extension, will have "a positive impact on the output and productivity of both agriculture and agricultural private enterprise in Burundi." The modifications introduced in 1989 changing the project goal and purpose did not fundamentally alter the project's rationale and expected outputs. The net effect was to shift the training focus somewhat away from public institutions toward private enterprises.

In fact, the change was propitious in that the amended project could intervene directly at the individual company level with training geared toward expanding

markets and buttressing nascent enterprises. This type of direct donor support for entrepreneurs is a welcome substitute for the project's initial plans to upgrade public sector cooperative managers through third-country training. Effecting increased production by improving the management of inefficient cooperatives is far less certain than by training owners, managers and technicians working in private firms. To this extent the modified project significantly increased prospects for reaching expected achievements.

Although the earlier BUHRD project detailed carefully the Entrepreneurial Development Workshop component to be implemented in Burundi by MSI, there was scarce information on how to arrange internships with U.S. "agriculturally-related U.S. businesses and industry" (PP, p.7). The Office of International Training had just established a unit within PIET to begin pilot training programs for business people who needed internships and industry-specific exposure in the United States. By the time the BUHRD project was revised and in active implementation, the new "Entrepreneurs International" (EI) unit was up and running. The Burundi Mission within two years became one of the users of PIET's capability (through EI or regular PIET programming) to arrange business training. In FY91, USAID/B arranged or was finalizing programs for 11 internships or business missions to the U.S. under BUHRD.

Although the EI mechanism for arranging internships is not flawless and is only appropriate for carefully-selected Burundian entrepreneurs, it has provided a timely alternative which the BUHRD project deftly used.

Of the four revised project achievements listed on page 16, all but one remain within reach of the BUHRD project. The last expected achievement, aiming for the expansion of existing enterprises or the creation of new ones through increased operating efficiencies, is beyond the measurable impact of the project. Moreover, the link between job expansion and more efficient operation may in fact, be the reverse.

## IV. EVALUATION OF TRAINING ACTIVITIES

The following chapter divides training activities into four training types, each with overlapping target populations. The evaluation of BUHRD lends itself more to analysis by type rather than by beneficiaries or economic sectors affected. Chapter VI includes an analysis of the project's impact on Burundi.

The recruitment, selection and implementation mechanisms differ considerably among long-term, short-term, in-country and English-language training. Each section which follows will include an evaluation of the selection, effectiveness of the training program, efficiency of organization, involvement of women, and follow-up with trained participants. However, the newly instituted BUHRD Selection Committee functions should first be assessed prior to reviewing the quality of the candidates selected under each training type.

### A. RECRUITMENT AND SELECTION OF PRIVATE AND PUBLIC SECTOR CANDIDATES

Central to any successful training effort is quality selection. To borrow an adage, "the best training is only as good as the person being trained." Since the inception of the regional Human Resources Development Assistance (HRDA) project in 1988, Missions have beefed up selection procedures to ensure that there is...

- ◆ intensive recruitment of women candidates for all training types to help alleviate obstacles impeding their access to training;
- ◆ a large enough pool of candidates to increase the potential for quality selection through competition;
- ◆ rigorous selection with interviews of "finalists" for expensive long-term U.S. training which includes interviews;
- ◆ participation from the private sector on selection committees, in recruitment drives, and in targeting business sectors for training interventions;
- ◆ close collaboration between government, private-sector support institutions and individual entrepreneurs in all aspects of selection;
- ◆ competition in awarding training grants; and
- ◆ adequate outreach to segments of the society often neglected by donor-supported training.

As a result, a virtual revolution has occurred in the way A.I.D.-sponsored participants are recruited and selected. Missions now regularly place advertisements in local newspapers for candidates, issue press releases for radio and television, and use a panoply of organizations - both non-governmental, voluntary and rural-based - in an effort to expand the pool of qualified candidates. Ads often include statements that women participants are being sought. Rising to the occasion, the BUHRD project created its version of collaborative participant selection involving the private sector and government jointly in selection and implementation.

In order to entice government to relinquish its traditional grip on all participant selection, especially for private-sector participants, BUHRD project authors proposed a joint selection committee composed of members of the Chamber of Commerce and the Director-General of the Ministry of Commerce, in addition to representation from USAID/B and the Ministry of Higher Education (MESRS). One of the Conditions Precedent in the first project agreement required the MESRS and the Chamber to issue a Memorandum of Understanding outlining the role of each in the implementation of the project. (A copy of the MOU is included in the Annexes).

In the MOU, the Ministry assigns oversight of BUHRD project implementation to its Office of Scholarships (BBES) and to the Chamber of Commerce. The Chamber agrees to offer its headquarters for in-country training and make available its staff for training and logistic support. The Ministry agrees to issue an annual plan of its training needs and to indicate which short- and long-term training programs it believes appropriate for its staff.

The selection committee described in the MOU is composed of representatives from:

- ◆ the Ministry of Commerce, serving as President of the Selection Committee,
- ◆ the Ministry of National Education,
- ◆ the Ministry of Plan,
- ◆ the Ministry of Labor and Professional Training, and
- ◆ the Chamber of Commerce.

The role of the committee is to:

- ◆ identify priority training areas for the private sector;

- ◆ inform the Chamber members about training possibilities;
- ◆ design and plan, with USAID, specific training programs;
- ◆ identify candidates for short- and long-term training in the United States and elsewhere;
- ◆ select, in collaboration with USAID, contractors for training programs; and,
- ◆ participate in annual project modifications and evaluations.

The Chamber is to keep up-to-date data on its membership and use periodic lists to disseminate general information on training. It also tracks data on the project's impact on business people and firms having benefitted from training.

Selection of private sector candidates for short- and long-term training takes place periodically at Selection Committee meetings. The Mission places advertisements in journals announcing training programs or opportunities and sends announcement letters to various public and private agencies. Dossiers are sent to the Chamber where they are organized and forwarded, unchanged, to USAID. Committee members are sent copies of the dossiers prior to the meeting.

The table found on the following page lists the dates meetings were convened and the number of dossiers received, reviewed and selected.

Conversations with the BUHRD project manager and the Chamber of Commerce indicate that they are satisfied with the selection system as established. The data in the table above shows that the candidate pool is adequate in relation to the number of training awards available. Of all the dossiers received (189), 39 percent (73) were retained for further review. Of these 73, half (37) were ultimately chosen for training. Thus 19.6 percent of the candidates succeeded, a reasonably high ratio which probably reflects that selection criteria were clearly explained, understood and generally followed. There was no flood of extraneous applications.<sup>7</sup>

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<sup>7</sup>Conversely, the USAID mission in Tanzania placed advertisements in the local media which did not detail carefully enough the selection criteria for the training offered. The mission was subsequently inundated with thousands of applications. Although the experiment produced an unexpected reaction, the mission did increase its pool of available, qualified female candidates. (The ad encouraged women to apply.)

**TABLE 1: SELECTION COMMITTEE ACTIONS**

Date of Meetings	No. of Dossiers		
	Received	Reviewed	Selected
April 7, 1989 (a.m.)	10	10	3
April 7, 1989 (p.m.)	8	5	3
May 10, 1990	37	19	12
August 21, 1990	66	19	11
January 31, 1991	57	11	6
March 11, 1991	11	9	2
<b>TOTALS</b>	<b>189</b>	<b>73</b>	<b>37</b>

(\*Short- and long-term third-country and U.S. candidates only)

A comparison of the "reviewed" and "selected" columns indicates careful scrutiny of the candidates. Although exact data is unavailable showing the regional distribution of the candidates, the project manager estimates that roughly 85 percent of the candidates selected live in Bujumbura. It should be noted, however, that most residents of Bujumbura, a capital claiming only 5 percent of the country's population, identify themselves more by their "colline" (hill) than their place of residence, which dilutes somewhat the significance of the 85 percent figure. The number of female candidates whose dossiers were received and reviewed was not monitored. However, the percent of female candidates selected is discussed under each training type.

Selection criteria for U.S. and third-country private- and public-sector candidates include the following:

- ◆ Burundian citizenship,
- ◆ above-average academic performance (if applicable),
- ◆ at least 2 years of satisfactory work experience in most instances,
- ◆ a post-training employment commitment from the sponsoring employer.

After the final dossier review, all candidates are interviewed either by the selection committee (for private-sector candidates) or by the BUHRD project manager (for public sector candidates), who invites her government counterpart in the Office of Scholarships to attend. As is appropriate for a training project of this nature, USAID can reject "finalists" for non-compliance with A.I.D.-wide training regulations, several of which are listed below:

- ◆ candidate has a criminal record;
- ◆ falsified documents have been submitted;
- ◆ pre-departure requirements have not been fulfilled (medical certification, passport, etc.); or
- ◆ required academic documents have not been furnished.

The committee is responsible for selecting private sector candidates only. It is also charged with recruiting trainees for in-country seminars and workshops, such as the Entrepreneurial Development Workshops conducted at Chamber headquarters. Unlike requirements for out-of-country training, the selection criteria for these workshops are developed to meet the guidelines and objectives of each training program.

Public-sector candidates are nominated by their respective ministries through the Office of Scholarships (BBES) to USAID for review. As is common in Africa, selection procedures are flexible, often reflecting the relative management strengths of different ministries. Those able to analyze their human resource development weaknesses and present their training needs coherently in many cases take the most advantage of training opportunities, especially short-term. In the case of BUHRD, ministries tend to send USAID/B copies of requests for training they forward to the Office of Scholarships. In many cases the BBES, or the requesting ministry, has already determined whether the training field conforms with BUHRD objectives by telephoning the project manager directly. This informal system serves the project well by reducing unnecessary paperwork, especially for training requests in areas, such as arts or letters, not supportable by BUHRD.

In cases where the Project Paper targeted an institution for strengthening, such as ISABU, the project manager has dealt more directly with the institution, keeping the BBES informed. Candidate selection for long-term ISABU researchers was handled in this fashion.

### Evaluation of Recruitment and Selection

The USAID Mission in Burundi took the lead among donors by designing assistance of direct benefit to the country's private sector in 1987. Moreover, by fashioning a joint private/public sector selection committee into the project, BUHRD's authors broke new ground in implicating the business community in the project's implementation.

After several years of active implementation, there do not appear to be complaints from any of the partners. Although government ministries holding seats on the selection committee do not always send representatives, this has not impeded the orderly processing of candidates from the private sector.

The evaluation team questioned the amount of government representation on a selection board charged with identifying business people for training. Although in some countries a government presence on a selection committee would compromise the entire process, this appeared not to be the case in Burundi. The project manager stated her impression that committee members viewed their contribution more as individuals than as official delegates from ministries. There were no known cases of intervention by government on behalf of individual entrepreneurs or toward certain business sectors.

The committee has helped USAID/B set criteria for selecting business people for internships and specialized training. As the Mission learns more about emerging enterprises in Burundi, it will need to refer to an organized board to set policy and determine future needs. The Chamber and the committee will play an increasingly central role as the project turns toward more in-country and innovative third-country training.

Understanding the historic reasons for involving government so heavily in the private-sector selection committee, the evaluation team nonetheless noted certain limitations, listed below, which form the basis for several recommendations:

- ◆ no permanent representation of a women's organization;
- ◆ potential for future disputes due to government participation in selection of business candidates;
- ◆ business involvement limited to members and staff of the Chamber; and,
- ◆ lack of outreach to SMEs and rural entrepreneurs.

The Chamber has only recently opened regional offices which will enable the project to address more directly the training needs of small-scale producers in regional towns. Nevertheless, the project's outreach to a population not as yet integrated into the Chamber's constituency would broaden access to training and touch new business domains.

Since government and business are engaged in exemplary cooperation in overseeing and implementing the BUHRD project, the evaluation team hesitates to fiddle with such a smoothly running system. It does note, however, the unusual situation where government takes part in selecting business people for BUHRD-funded training with no reciprocal arrangement for business input in reviewing public-sector candidates. The most desirable solution is to increase business membership on the committee, preferably from *individuals*, without a concomitant increase in government's participation.

Selection of public-sector candidates followed the traditional form and presented no problems. The Training Office exercised considerable flexibility in approving, rejecting and modifying both the candidates proposed by government as well as the types of training programs suggested.

## B. LONG-TERM PARTICIPANT TRAINING

The BUHRD project originally was to fund 10 PhD candidates in agriculture-related studies and 15 Masters candidates in both agricultural and business fields. The revision of BUHRD objectives in 1989 modified the training plan so that only 5 PhD degree and 15 Master degrees programs would be offered. Additional funds were added to the short-term and in-country elements.

Between the signing of the BUHRD project agreement in August of 1987 and the arrival of the PSC project manager in August of 1988, the Mission decided to transfer to BUHRD three long-term participants who had begun under the African Manpower Development Project (AMDP), whose funding had been exhausted. Two doctoral candidates and one Masters student became BUHRD-funded participants, two of which are the first long-term participants to return under the project.

Soon after the arrival of the BUHRD project manager, 8 long-term participants were selected and, ultimately, placed in English language training. They are all currently in the United States in their study programs and unavailable for post-training interviews in Burundi. The evaluation team did, nonetheless, contact five participants by telephone to determine if there were major problems with their academic programs,

university placements, fields of study or other matters of potential negative impact. These interviews indicated no unusual problems regarding their training programs.

Of the five participants queried, all gave their study programs high marks for quality and relevance to Burundi's economic development. All were enrolled in agronomy, agri-business or agricultural economics programs leading to Masters or Doctorates. All showed every intention to return to Burundi as quickly as possible once the degree was obtained. There were no cases of study programs unrelated to what the participant perceived to be Burundi's development requirements. None had problems with local support from university foreign student or academic advisors. One commented that the African Students Association had provided assistance, especially during the first year.

The English Language Training component likewise received high marks from all participants interviewed. The mix of ELT in Burundi prior to departure, topped off by several months (or more, in some cases) in the United States, appeared to best prepare the students for their academic life. Only one student interviewed received insufficient state-side orientation, being obliged to travel directly from Bujumbura to his campus with no "transit" orientation.

The most virulent complaints concerned the lack of support from the U.S. contractor hired by A.I.D. to place, monitor and counsel participants studying for agricultural degrees at U.S. universities. A new central contractor, the Consortium for International Development, replaced the U.S. Department of Agriculture several years ago as the organization responsible for handling USAID-funded participants at agricultural training institutions. Several of the students had never received any document explaining the changeover from USDA to CID or indicating to whom they should contact for help. Some students receive no communication other than their monthly check from a CID regional office. Others were confused as to who, and where, their sponsor was, and to whom to address questions. One student complained of waiting one year for a reimbursement from CID, and three to five months for a response to a letter. Another commented that they could not even telephone collect to CID. However, all received their monthly maintenance checks regularly and on time.

Several of the Burundians interviewed had arranged for their families to join them after the first year in the U.S. It appeared that for married Burundians, having their families with them was helpful and not a burden. For others, the high cost of return travel to Burundi, and their desire to finish quickly their degree programs, discouraged many from interrupting their programs for trips home.

A review of a sampling of long-term participant files and discussions with the BUHRD project manager demonstrate that selection, placement and monitoring procedures are well-understood and A.I.D. regulations adhered to carefully. Files are complete and PTMS data up-to-date. Although selection of public-sector candidates is not competitive, as is the case for private-sector trainees whose dossiers are scrutinized by the selection committee, the Training Office can and does reject government-nominated candidates. Since training is normally designated for occupants of specific ministry positions, or researchers at national institutes, selection is a matter of evaluating the incumbent's qualifications and job responsibilities. The training program offered must correlate directly with present (or future) job duties and the candidate's profile must match academic requirements.

The Training Office invites the Office of Scholarships to send a representative to assist in a thorough interview of each long-term candidate. The evaluation team cannot stress enough the importance of personal interviews of long-term candidates, where USAID is investing, in many cases, \$100,000 in an individual. A thorough interview will reveal areas of potential concern, offer the applicant an opportunity to ask questions, and actually begins the orientation (and follow-up) phases on the training track.

Following the interview, the BUHRD project manager submits a memo to the internal USAID Project Committee which acts on the Training Office's recommendation. If approved, a PIO/P can be drawn and placement begun.

The selection of BUHRD-funded long-term candidates is excellent. Through collaboration with government and discussion with USAID's other technical divisions, major problems are avoided, inappropriate applicants ferreted out and technical input assured. Too often Missions permit selection to be formulated without the necessary ingredients, such as careful definition of training objectives *in collaboration with the benefitting institution*, close scrutiny of applicants' levels of education and academic performance, and timely processing of candidates to ensure their return prior to PACD. Since returned trained professionals are often the most "successful" elements of development projects, whether or not originally intended, it is only fitting that Missions monitor closely such expenditures. Moreover, selection decisions can commit USAID to spending millions of dollars - the value of the 10 PhD programs in the first BUHRD project agreement would have been \$1 million!

The number of private-sector long-term candidates is comparatively low in the BUHRD project. Only four training slots for MBA programs are planned, although five have actually been selected. Two candidates from the Chamber of Commerce will also seek MBA degrees.

Below is a summary of long-term activity under BUHRD, as of July 1991:

Selected and In-process . . . . . 8

	0	PhD
Pvt	1	MA Accounting
Pub	1	MA Human Resources/Labor Relations
Pvt	3	MBA (Marketing, International Trade)
Pub	1	MA (Accounting - Ministry of Finance)
Pvt	2	MBA (Chamber of Commerce)

In-Training . . . . . 9

Pub	3	PhD
Pvt	2	MBA
Pub	1	MBA (Min of Commerce)
Pub	3	MS (Min.of Agriculture; 1 a combined MBA/Ag)

Returned . . . . . 2

Pub	2	MS in agriculture-related (ISABU)
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(NOTE: Of the 19 long-term participants above, two (10%) are women and seven (37%) are from the private sector (five from private firms and two from the Chamber.)

The placement for long-term candidates is on schedule and should result in the return of all participants prior to PACD. The refusal by USAID to support one participant's continuing in a PhD program after only mediocre performance for the Masters illustrates solid management on the part of the Training Office and judicious use of training funds. The participant, whose university rejected his application into a PhD program but succeeded in obtaining his admission elsewhere, has returned to apply immediately his research skills in Burundi. Performance of other participants is monitored meticulously by the Training Office to ensure timely completion of degrees and tailoring of research to Burundi's development priorities. The evaluation team fully expects that all participants under BUHRD for long-term training will return as scheduled to Burundi.

### C. SHORT-TERM PARTICIPANT TRAINING

Procedures for recruiting and selecting short-term candidates require a different sort of scrutiny from training managers. The emphasis is less on reviewing academic qualifications or applications and more on determining how training can improve an institution and upgrade skills of key personnel. Identifying the correct training program and site, then administering the logistics and follow-up, summarize the tasks to be performed by the Training Office.

The project calls for roughly 100 participants to be sent on short-term training outside Burundi. They are to be divided as follows:

- 35 from the private sector,
- 5 in agricultural/rural support,
- 25 from private sector support organizations, and
- 15 in support of policy reform;
- plus,
- 20 trained as trainers in third-countries or in Burundi to promote expansion of rural markets and micro-enterprise development;

Of the total, 103 programs have been completed, are underway or being processed. The 103 programs are composed of:

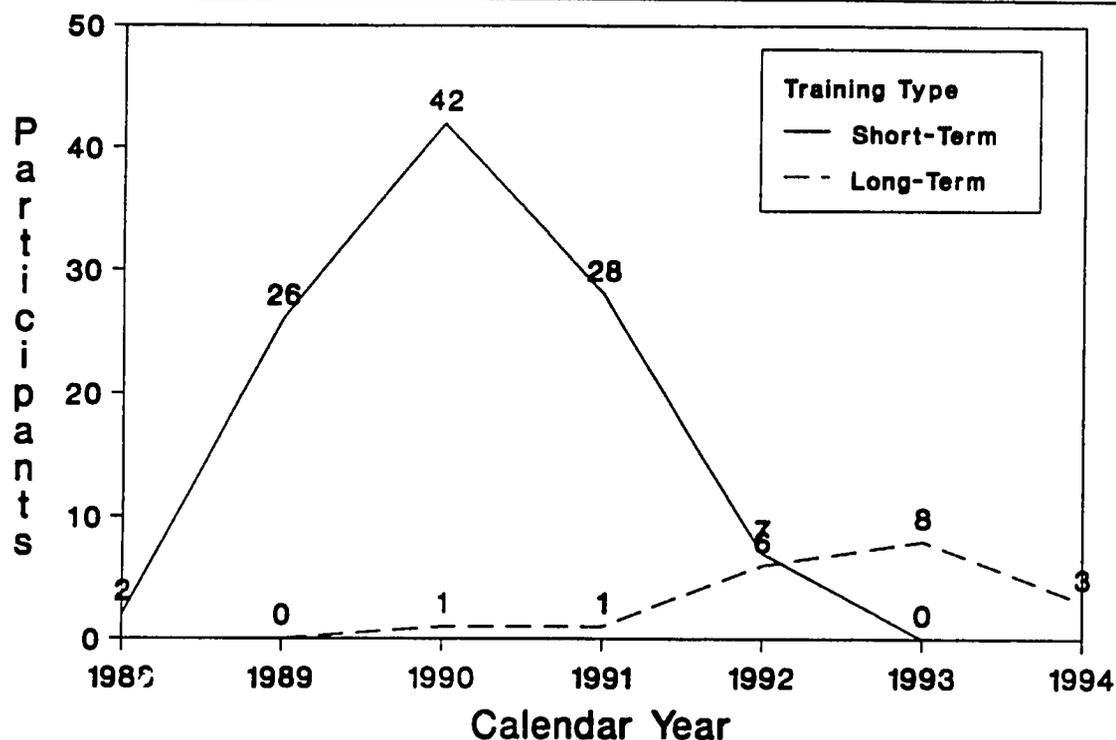
- 77 Short-Term U.S. (75%)
- 26 Short-Term Third-Country (25%)
- 29 Private Sector (28%)
- 8 NGOs associated with the private sector (8%)
- 66 Public Sector (64%)
- 33 Women (32%)
- 70 Men (68%)

Analyzed by training starts, the component is 99 percent implemented. The total spent on short-term training to date is \$638,857, or 21 percent of the total training element of \$3,017,000, which can be broken out as follows:

Short-Term U.S.	\$575,592
Short-Term Third-Country	<u>63,265</u>
Total	\$638,857

The graph below shows the flow of short-term trainees since 1987:

**Figure 1: Completion Schedule for Long- and Short-Term Training**



(Excludes In-Country Training)

## 1. TECHNICAL TRAINING IN THE UNITED STATES AND THIRD COUNTRIES

The total number of participants trained under BUHRD exceeds the programmed output for several sub-categories (for instance, agriculture/rural support). To simplify the original budget, the Project Paper calculated all short-term programs for the U.S. at an average cost of \$9,000 per month, with the exception of third-country training for the cooperative managers (subsequently canceled in the AEPRP revision). As is expected for short-term training, the actual number of participants trained varies considerably from initial estimates due to the selection of training programs with varying lengths and costs. The BUHRD project manager will have implemented, by the end of 1991, more individual short-term programs than anticipated yet remaining within budget. Creative and responsible scheduling of training has therefore increased substantially the number of beneficiaries and, in all likelihood, the overall impact of the project.

A comprehensive evaluation of the impact of such diverse training for an audience dispersed in several ministries, firms and private sector support organizations would dictate a tracer study, extensive interviews or a statistically significant survey. In the course of the evaluation, team members were able to meet 18 of the short-term participants. Although the purpose for these meetings was not to evaluate a particular training program, the team garnered anecdotal information which supplemented the data gleaned from a careful review of 32 participant post-training questionnaires available in the project office files. The tabulation of selected data from public-sector participant evaluations appears in TABLE 2 on the following page.

All 32 respondents are public-sector employees. Twenty-two percent are female, 84 percent travelled to the United States for training, and all returned to their jobs. Of the 21 participants asked about their orientation, a surprisingly high proportion (34%) indicated they were inadequately prepared for their training. Roughly half (12) received an orientation at USAID/B and nearly all who travelled to the U.S. were briefed upon arrival (many had orientations at both places). Short of consulting each file and conducting further interviews at PIET and AAI/New York, the evaluation team could not readily explain the reasons for insufficient orientations or suggest remedies.

Eighty-one percent of trainees who were asked to describe their satisfaction level concerning program content and teaching methods selected the top two rating indexes (levels 1 and 2 - four respondents did not answer). But only 57 percent chose the top two levels for their "overall rating" of the entire training program. All but one noted that they applied specific skills or expertise to their job upon return, many listing precise examples. Many of these transfers of know-how can be grouped under "organizational development," such as improved time management, delegation of duties to subordinates, and office systems. Some mentioned having acquired a new, applicable skill, such as Lotus or data collection tools.

The following conclusions can be inferred from the table above and from interviews regarding public-sector, short-term training.

- ◆ The Training Office was successful in surmounting considerable logistic hurdles (especially for third-country training) in implementing such a large number of short-term programs over a brief time-span so soon after arrival of the project manager;
- ◆ Some participants attending Africa-based training programs encountered major administrative bottlenecks (e.g., leaving Bujumbura for Abidjan with only transit funds and the faint hope that a per diem check would be waiting at

**TABLE 2: PARTICIPANT EVALUATIONS FOR SHORT-TERM TRAINING**

Responses from public-sector participants who undertook U.S. and third-country, short-term training programs:

Total public-sector participants surveyed was 32 out of 66.

Male:	25 (78%)	Female:	7 ( 22%)
Private Sector:	0 ( 0%)	Public Sector:	32 (100%)
Trained in U.S.	27 (84%)	in Africa:	5 ( 16%)

Responses to Selected Questions:

1. Have you returned to the job you held before training?  
 ♦YES 32                      ♦NO 0
  
2. Were you adequately prepared for your training program?  
 ♦YES 14 (66%)              ♦NO 7 (34%) NO ANSWER/NOT ASKED 13

Of the 21 participants who were asked where they received a briefing or orientation, the number of Participants who received an orientation in...

Bujumbura (before departure) 12      U.S. (on arrival) 19

3. Did you follow an English Language program in the United States or before your departure for training?  
 ♦YES 13 (40%)              ♦in Bujumbura? 8              ♦in the U.S.? 5  
 ♦NO 19 (includes those who attended French-language training programs)

4. In what ways were you satisfied with the following aspects of your training program? (2 of 9 aspects were selected for this survey; there were five possible grades, ranging from 1 - 5, very satisfied to somewhat satisfied to not satisfied):

		Very		Somewhat		Not Satisfied	
		<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>NoAns</u>
Program content and teaching method used (technical level, length, amount of information)	%	50%	31%	6%	0%	0%	13%
	#	16	10	2	0	0	4
The applicability of the training to your job	%	44%	40%	10%	3%	0%	3%
	#	14	13	3	1	0	1
Overall rating*	%	32%	25%	10%	0%	0%	34%
	#	10	8	3	0	0	11

**TABLE 2: PARTICIPANT EVALUATION (continued)**

5. Can you describe an event or a situation where you use directly, and in a significant manner, the training which you have acquired?

Respondents who described a direct training application: 31

Respondents indicating no application: 1

answers to the question "Were you satisfied overall with the training received?." Included in the "No Answer" column are those respondents who completed an earlier version of a questionnaire which did not contain this question.

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REDSO). In this last case, though the Mission had ordered checks months in advance to be sent ahead to Abidjan, A.I.D.'s arcane financial system could not deliver. With a controller now on-site at USAID/B, the administrative log-jams associated with scheduling Africa-based training can be avoided;

- ◆ Ample use was made of "off-the-shelf" courses in French and English, mostly in the U.S., which appeared to respond to both the BUHRD project objectives and Burundi's development context;
- ◆ The Training Office actively seeks new and creative training opportunities, both in the U.S. and third countries, to offer to key public-sector personnel on subjects of timely interest to Burundians;
- ◆ Participants are generally very satisfied with the quality of training, *once they get to the training site*. However, they criticized various administrative aspects of the program, such as orientation, per diem amounts, and logistic support;
- ◆ Some participants wondered why they were required to begin their U.S. experience in New York for a brief overnight simply to receive a "check and briefing" from AAI;
- ◆ Participant language facility in French or English did not figure as a impediment to successful training;
- ◆ The Training Office was innovative in offering technical training to Burundians with inadequate English fluency on the condition that their English level

improve through in-country ELT. This creative approach to short-term training thereby accomplished multiple objectives of increasing the English proficiency of key government personnel while upgrading their technical expertise.

## **2. ENTREPRENEURS INTERNATIONAL INTERNSHIPS**

The evaluation team interviewed six short-term participants from the private sector who travelled to the United States for specially-designed business training. Four of the six had programs arranged by EI, while two were arranged by PIET. All were owners (or in one case, the son and likely heir to the owner) of Burundian enterprises who had submitted applications to the Chamber of Commerce. Dossiers were carefully reviewed by the Selection Committee and passed to USAID/B for final approval. Each business person filled out a special application form and presented objectives which a U.S. trip would fulfill.

The Entrepreneurs International program (not to be confused with the Entrepreneur Development Workshops organized in Burundi and evaluated elsewhere in this report) is a recently-established unit within Partners for International Education and Training instituted to arrange practical training programs for business owners from developing countries. The programs arranged in the U.S. include internships where participants spend weeks or months in an American firm working side-by-side with counterparts, to a mixture of internship, attendance at trade shows, and observation and study tours. The EI program officers have close contacts with American businesses willing to assist participants to learn the ropes of their business. In the process, the U.S. firm may develop new overseas markets or sources of materials. In some cases, however, the American entrepreneur may underwrite an internship solely for goodwill or due to a pre-existing relationship established with a particular country through, for instance, the Peace Corps.

The BUHRD project has actively sought the services of EI in fulfilling its objective to promote SMEs and business development in Burundi. To date, three participants have completed EI programs, one is currently in training, and 4 have programs either confirmed or in process who will depart over the next few months. The program, with few exceptions, requires the participant to have sufficient knowledge of English to gain the maximum from the internship experience. In cases where a Burundian was well-suited for the internship program, but lacked proficiency in English, the BUHRD project arranged ELT in Bujumbura to be topped off, if necessary, in the United States.

The evaluation team administered a short questionnaire to 6 Burundian business people who had travelled to the U.S. on business programs either arranged through EI or its parent agency PIET.<sup>8</sup> The survey results, supplemented by exhaustive information gathered during interviews, indicate that, although the business internships can be highly successful, in too many cases the participant did not undertake the type of training expected. In some cases, the EI program did not, in fact, include any internship with a firm, substituting instead brief visits to suppliers, trade shows and counterpart American firms, the sort of trip arranged by USIS under its International Visitor Program. Other frequent complaints concerned the difficulty of travelling in the United States alone, especially with 5 or 6 cities scheduled closely together. Finally, while the program included "off-the-shelf" training (for instance, at Atlanta Management Institute), some participants complained that training was not relevant to their precise business needs.

The results of the mini-survey conducted by the team, tabulated in TABLE 3, reveals the following:

- ◆ Although the evaluation team was impressed with some of the results of business-targeted, practical training in the U.S. (and Belgium), it is concerned that the Training Implementation Plans (TIP) proposed by EI have not been tailored carefully to the entrepreneur's needs. The BUHRD project manager is addressing these concerns by tracking closely and modifying as needed the TIPs submitted by EI well before the participant departs.
- ◆ The logistics of travelling unaccompanied in the U.S. needs more careful preparation. The evaluation team noted that in cases where business visits to various cities were arranged by PIET, they were better coordinated and included home hospitality arranged by local international visitor centers. The team recommends that EI makes better use of local sponsors for travel to different cities following an internship.
- ◆ From the perspective of EI program managers interviewed in Washington, Burundi stands out as among the best in terms of quality of participant selected, responsiveness to EI cables, and creativity of program requests. The Training Office should be commended for innovative use of a new training mechanism and efforts to fine-tune a worthwhile program.

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<sup>8</sup>The participants and their occupations appear in the Annexes under "List of Persons Interviewed". A copy of the questionnaire can be found in the Annexes.

**TABLE 3: PARTICIPANT EVALUATIONS OF INTERNSHIP TRAINING**

- ◆ Were you well-prepared for your trip to the U.S.?

◆ YES 2      ◆ NO 2      ◆ NO ANSWER 2  
(AAI was cited in two cases as providing poor briefings)

- ◆ Please rate your training program in U.S. according to its...

	<u>Excel</u>	<u>Good</u>	<u>Fair</u>	<u>Poor</u>
design and execution	3	1		2
length of training	2	1	1	
quality of tech. knowledge	1	1		1
accommodations	1	2	1	1
	("no answer" not tabulated)			

- ◆ Some of the specific skills which participants claimed they transferred to their workplace included:

- |   |  |
|---|--|
| <ul style="list-style-type: none"> <li>*time management</li> <li>*worker motivation</li> <li>*4-color printing</li> <li>*inventory control</li> </ul> | <ul style="list-style-type: none"> <li>*organizational methods</li> <li>*writing a job description</li> <li>*storing paper stock</li> <li>*programming stock replenishments</li> </ul> |
|---|--|

- ◆ Has your training resulted in tangible improvements in your company?

The answers ran the gamut, from "none" to "many". The most remarkable result of an internship was, ironically, the one participant who did not travel to the United States. A Burundian butcher who undertook an intensive internship in Belgium introduced changes which reduced waste and increased production immediately. He reported having "doubled or tripled" his sales, partially due to new butchering skills acquired during training as well as refined understanding of how to market cuts to different customers. One participant reported developing a local market for paper shredding which he previously had to pay to have hauled away. In the least remarkable program, the participant considered the experience "a waste of time". The only improvement he transferred to his operation was due to his deeper understanding of the effect of inventory levels on cash flow.

- ◆ Please rate your training experience overall.

◆ Excellent 1      ◆ Quite good 3      ◆ Fair 0      ◆ Poor 2

The EI program is suited for a select group of emerging and established entrepreneurs with clear notions about their needs. If the quirks of this highly individualized

program can be worked out, the evaluation team recommends continued use of EI internships and, if possible, similar programs in other countries.

### 3. OBSERVATIONS ON THIRD-COUNTRY TRAINING

Some USAID Missions have taken advantage of the availability of high-quality training institutions in Africa in training participants from many fields. Institutions in the following countries have been used with excellent results by USAID "sending Missions":

Tunisia	Morocco	Egypt	Senegal
Cote d'Ivoire	Cameroon	Tanzania	Kenya
Togo	Niger	Swaziland	Nigeria

Not all countries have adequate participant support systems or can accommodate foreign students, either administratively or logistically. However, important advantages accrue to sending Missions in using recognized third-country training institutions for both long-term and short-term training.

The BUHRD project has not to date administered any third-country long-term academic programs for Burundians. As training needs increase at more technical, firm-specific levels, the project may well consider calling on institutions within Africa to provide targeted training in French.

The successful program established by USAID/Nouakchott in 1987 with a Tunisian, quasi-independent non-profit agency quickly led to over 150 Mauritians undertaking long- and short-term training in Tunisian private and public institutions. The Agence Tunisien de Cooperation Technique (ATCT) acts much like a U.S. placement and participant monitoring organization. It can identify virtually any type of training program or internship for foreign students, government officials or business leaders. The ATCT can administer local training, provide maintenance checks and arranging housing, billing a USAID mission for reimbursement.

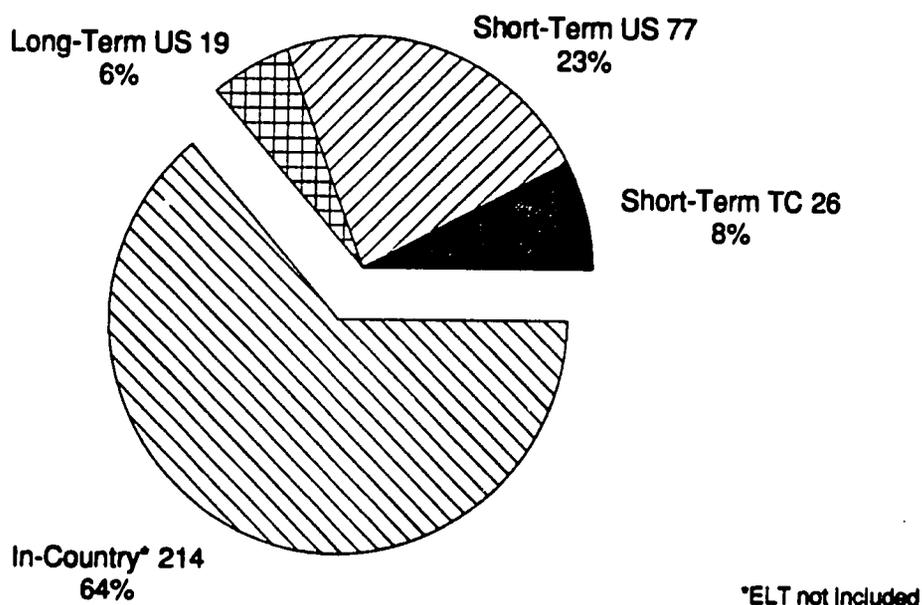
Both Senegal and Cote d'Ivoire handle many USAID-funded participants at local and regional institutions. The REDSO/WCA office in Abidjan handles participant placement and monitoring on behalf of sending Missions, while in Senegal a contractor supervised by USAID/Dakar offers similar services.

Other countries have varying degrees of support systems in place for receiving short- and long-term participants. The evaluation team recommends that the BUHRD

Project consider increasing the use of these valuable training institutions as its need for specific, French-language training increases.

It may be helpful at this point in the analysis of BUHRD training to summarize graphically the relative weight given to training type in the project. Another comparative graph found in Section VI, A, juxtaposes funds spent on training with numbers of beneficiaries.

**Figure 2: Comparison of Training by Type**



#### D. IN-COUNTRY TRAINING

The BUHRD Project is well-positioned to lend its support to the government of Burundi by preparing trainers and other professionals to take the lead in identifying and implementing appropriate training outreach, both in the capital and, more importantly in secondary cities and rural areas. Burundi's rural towns and hills continue to lie in the shadow of development efforts despite the government's significant expenditures on agricultural development, concentrated on the four principal cash crops.

Approximately 350 people are expected to be trained under a variety of in-country interventions set forth in the amended BUHRD project, broken out as follows:

- ◆ 75 from the private sector to participate in entrepreneurship development training

Output: 69 have been trained by MSI and the CCIB in the workshops.

- ◆ 175 people from "established" private sector and support institutions to participate in 7 seminars or workshops in specialized topics including loan application procedures and appraisal, export promotion and marketing.

Output: 145 Burundians from the private- and public-sectors have completed 3 seminars/workshops on structural adjustment (52), export promotion (60) and business skills/micro-enterprise development for low-income women (33).

- ◆ 100 individuals from rural areas to be trained in topics selected to promote expansion of rural markets and the development of micro-enterprises.

Output: Of the 33 low-income women attending the business skills workshop, 13 resided in a rural area. The actual number of women considered "rural" is probably higher in that indicating Bujumbura as a place of residence does not automatically define the person as "urban". The BUHRD project contributed the cost of lodging out-of-town participants (60) at the export promotion seminar as well. The output for the rural category will increase dramatically after completion of several workshops to be implemented in 1991 by the CCIB in regional centers and by a second women's workshop. Although there is overlap between the two anticipated outputs (175 private-sector participants and 100 rural "individuals"), the crucial factor to note is that the project is boosting its rural outreach significantly.

A total of 214 Burundians have participated in in-country training programs, as shown above.

- ◆ A minimum of 15% of total participants trained should be women.

Output: To date, 22 percent (47 out of 214) of all in-country training beneficiaries are women, surpassing the overall 15% target. However, when applied to each seminar, the 15 percent target was not always reached (for

example, the two large-scale seminars (CRED and MSI) were disappointing in their inability to increase female participation).

It is clear from the figures cited above that the project is well on its way toward meeting the training objectives stipulated in the amended Project Grant Agreement. The in-country programs in the design or implementation phase as this report is being written are more responsive to the needs of Burundian women - both urban and rural - than the business-oriented entrepreneurial programs or seminars geared toward lofty themes. The evaluation team welcomes these changes in the later years of the project.

To summarize, activities in the three major categories of in-country training that have been completed to date include:

- ◆ 1 large-scale seminar held in Bujumbura fully supported by BUHRD,
- ◆ 1 large-scale seminar (Export Promotion) partially supported by BUHRD,
- ◆ 3 entrepreneur development workshops held in Bujumbura,
- ◆ 1 micro-enterprise workshop for rural women held in Bujumbura.

The following sections feature each of the above-mentioned activities to assess, a) the quality of the training, b) the relevancy to Burundi's private- and public-sector needs, c) the impact the training activities had on the participants, and d) the contribution of each activity to achievement of project objectives.

## **1. ENTREPRENEUR DEVELOPMENT WORKSHOPS**

In 1988 Management Systems International (MSI), a private consulting firm in Washington D.C., was awarded a USAID contract to deliver entrepreneur development training in French to Burundian SME managers and owners and other qualified candidates contemplating new business start-ups. The total value of the contract was \$182,000 and included three phases of activities described in the scope of work, described below:

Phase I:      program planning and development  
                 private sector training needs assessment<sup>9</sup>  
                 material development

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<sup>9</sup>This report was not included in the \$182,000 but was funded by a separate contract (approx. \$50,000). It was completed in 1988 prior to the arrival of the project manager.

- Phase II: workshop implementation  
TOT, selection and recruitment  
three workshops  
interim report
- Phase III: follow-up, including project evaluation, participant interviews,  
TOT, final report

Initially, \$100,000 had been earmarked to cover all EDT program activities. MSI's proposal factored-in extra costs for adapting EDT materials to specific Burundian needs, and training CCIB staff in preparation for institutionalizing the workshops, bringing the total to \$182,000. This cost adjustment is difficult to justify, given the failure of the contractor's TOT intervention, and the small number of Burundian-adapted materials produced for the workshop. It should be noted, however, that all workshop activities were delivered in a "Burundi specific" context.

The purpose of the EDT Program was to strengthen enterprises and general business skills of selected participants, and institutionalize the workshops in Burundi through the CCIB.

The CCIB's responsibilities were to provide administrative and training support as well as a site for conducting the training. In return for this participation, the CCIB was given a project-funded computer to assist in organizing the workshops. All of the contract negotiations and many of the arrangements were either completed or well underway before the arrival of the BUHRD project manager.

Training Needs Assessment: In order to lay the groundwork for program planning and workshop orientation, a team of specialists from MSI conducted a two month training needs assessment in Bujumbura in April, 1988. Compared to other studies of the public and private business sectors, as well as sociological profiles of the Burundian population made available to evaluators, the MSI assessment falls considerably short of expectations. It is long on description and woefully short on analysis. Moreover, the data presented on private sector needs was insufficiently interpreted in the report and appeared only to substantiate impressions of a general nature applicable to any number of developing countries.

Recruitment and Selection/Workshop Promotion: MSI trained selected members of the CCIB staff in recruitment and selection procedures. It appears that these skills were effectively transferred. In addition, the CCIB staff managed all outreach and publicity efforts, including contacts with appropriate ministries and institutions, provincial governors, commercial representatives of the government, and the Union

of Burundian Women. The CCIB used radio and TV, and distributed flyers in both French and Kirundi to disseminate information about the upcoming workshops. The response to these efforts, however, was disappointingly small, especially from women and business people outside the capital. The low reaction to publicity indicates flaws in the CCIB's outreach strategy more than a lack of business interest in the training seminars. Many effective institutions were not involved, such as communal organizations in the interior, women's groups, NGOs, PVOs and church groups with on-going projects in the interior. MSI had estimated that the number of applications country-wide would be roughly 400 for the combined three workshops. In fact, only 167 applications were received, which included only a negligible percentage of women and rural dwellers. Of these, 72 were selected with only 14 women. Rural areas were flagrantly under-represented with only five candidates from outside Bujumbura among the invitees. In spite of weaknesses in the outreach campaign, identifying women candidates posed no problem. It is possible that the 15% target for women participation may have been more a cap than a target.

Administrative and Training Support from the Chamber of Commerce: MSI's expectations for the Chamber of Commerce as a collaborating partner were perhaps unrealistic from the start. The recently reorganized Chamber (1988) is still in the process of defining its mission and its relationship with Burundian business community. As mentioned earlier, with the help of a new computer, the Chamber was expected to ...

- ◆ provide a training facility,
- ◆ promote and recruit for the workshop,
- ◆ participate in a TOT, and
- ◆ establish baseline data on participants for future follow-up.

In retrospect, the Chamber performed adequately in spite of the constraints outlined above. The training facilities proved more than satisfactory. Workshop promotion, as we have seen earlier, lacked a comprehensive local and countrywide campaign strategy, and thus did not produce the desired output. The Chamber did establish baseline data on participants for future follow-up. As for the failure of the workshop series to produce viable trainers from the Chamber's staff, the Chamber alone should not be faulted. It is, after all, a business support organization, not a training institution. Its inability to identify appropriate candidates for a TOT from among its staff indicates more that MSI's expectations were unrealistic.

Trainers, Materials and Methodology: The provision of two trainers per workshop proved adequate. From all accounts, they were seasoned professionals with excellent language skills and substantial experience in non-formal education (NFE) and

business. Documentation was more than adequate for a two-week workshop. In general, the quality of the documentation is beyond reproach, having been "road tested" by MSI trainers in over 30 countries! Some participants complained, in fact, of too much reading material, with inadequate time available to absorb it. Audio-visuals were felt to be appropriate and instructive, though a few protested that they were not "Burundi specific". Workshop methodology earned top ratings! For most if not all, the seminar was a first introduction to experiential, participative training, and was enthusiastically received. The training design incorporated a variety of activities, including case studies, round-table discussions with bankers and successful business owners, team-work and coaching focused on implementing entrepreneurial ideas, and production of a small-scale trade fair.

Follow-Up: Four months following the final workshop, MSI returned to conduct follow-up interviews and make one last attempt at a TOT. This time, eight alumni and two CCIB staff members participated. The results were unsatisfactory, in that these efforts produced no qualified trainer. One problem was the length of the workshop. A three-day TOT for participants with no previous training experience, inappropriate educational backgrounds, and, more importantly, no particular gift or inclination for training, is destined to have major problems.

Other follow-up activities produced even more dismal results. Only 15 former EDT participants showed up for a reunion. The idea for a periodic newsletter with contributions on business matters from former participants attracted a few responses initially, but quickly died for lack of sustained interest.

Impact on Participants: All participants interviewed concurred that the workshops were of excellent quality and extremely useful, both in terms of skill building and exposure to the business community. An owner of a technical training institute introduced a new course in entrepreneurship modeled after the EDT workshop at his school. He claimed he gained confidence as a result of his experience, and credits the EDT with inspiring him to expand his business and explore new opportunities. Another participant, owner of a construction company, has expanded his business to include "hydraulics", a business domain previously dominated by Europeans. He claimed EDT "opened his mind". A woman participant has made plans to study fashion design in Europe and explore export markets for her line of clothes. Another male participant opened a business a week following the workshop, thanks to the help he received on his business plan. One former participant (female) from a rural area recounted how she was able to seek and obtain credit for the purchase of new sewing machines, thanks to the expert coaching by MSI trainers. There are many more such stories. One recurring comment mentioned by former participants was, "we came with lots of entrepreneurial ideas -- that part was easy! -- but the workshop

gave us the skills, especially money management, we lacked to transform dreams into reality."

## **2. PRIVATE SECTOR SEMINARS/WORKSHOPS**

### Export Promotion Seminar:

The Ministry of Commerce and Industry sponsored a three-day seminar on "Export Promotion" in Bujumbura from November 14 to 17, 1989. The BUHRD Project contributed \$6,725 to cover the cost of room and board for thirty Burundian businessmen from outside the capital. The purpose of the seminar was to provide a forum in which individuals from the private and public sectors could freely exchange ideas and information.

Invitations were issued to interested individuals from all over the country, representing importing, exporting, transportation (land, lake and air) and financial institutions, and to the commercial attaches from several embassies. Ministry officials were also included.

The seminar sponsor's "secondary motive" was to use the seminar to launch a new organization promoting foreign trade (Agence Pour la Promotion des Echanges Exterieurs). Much of the interest and excitement generated by the seminar was due to the coincidental liberalization of trade restrictions with South Africa.

### Structural Adjustment Conference:

The Ministry of Plan, together with the BUHRD Project, sponsored a three day conference in May, 1990 at the Hotel Source du Nil in Bujumbura. The purpose of the conference was to create a dialogue between public and private sectors on topics related to structural adjustment. CRED (Center for Research on Economic Development), of the University of Michigan, received a BUHRD Project grant of \$95,700 to facilitate the conference and supply expert speakers on key topics. In addition, several leading African experts were invited to present talks on recent experiences with privatization in Ghana and Madagascar.

A similar conference, also conducted by CRED, had been held in Nairobi the previous year, to which three BUHRD participants had been sent. They eagerly promoted a replication of the conference in Bujumbura, only with a "country-specific" emphasis.

Invitations were sent out by the Ministry of Plan to GRB officials, professors, and select members of the private sector. In addition, foreign delegates from other

African countries, USAID staff, and representatives from international organizations were in attendance. A total of 52 people attended, including both French and English speakers. Four translators provided their services throughout the conference.

Among the topics presented for discussion were exchange-rate policy, agriculture and price controls, tax reform and parastatal reform.

Excerpts from the conference proceedings were aired on national television and on the radio, lending an air of credibility and importance to the event.

Although the conference was well-organized and successful, CRED failed to submit the final report until a full year after the event, reducing the usefulness of the document. To make matters worse, the English translation from the French was in many places incomprehensible.

### 3. OTHER TRAINING ACTIVITIES

#### Rural Women Micro-Enterprise Workshop

The APEF (Association for the Economic Promotion of Women), in cooperation with the Ministry for the Promotion of Women and Social Affairs (MPWSP), organized and conducted a two-day workshop for 33 women entitled "Rural Women Micro-Enterprise Workshop", on August 9 and 10, 1990 in Bujumbura. The BUHRD Project contributed \$6,000 toward workshop costs, which covered transportation, board and lodging, per diem, workshop materials and classrooms. The workshop coincided with the second anniversary of the APEF, a women's business organization boasting over 600 members, including professional women from all sectors of Burundian society as well as owners of small and medium-sized businesses throughout Burundi.

Membership in APEF is open to all women residing in Burundi, regardless of national origin. The organization's main objective is to help women entrepreneurs secure funding for their business activities. Working in close cooperation with Women's World Banking (a non-profit organization for the promotion of women entrepreneurship), and the National Bank for Economic Development (BNDE), the APEF, acting as intermediary, can guarantee loans to women for small enterprise projects. Loans without such guarantees are difficult to obtain due to restrictive and discriminatory laws denying women access to credit without their husband's approval or collateral.

A quick review of the APEF membership profile reveals the legitimacy of its claim to help all women. 40 percent of its members are illiterate, and only 30 percent are salaried professionals.

The workshop's aim was to improve the economic well-being of low-income women involved in commercial activities. Of the 33 participants, 20 were recruited from the capital and 13 came from rural areas.

The workshop, conducted in Kirundi, covered a wide variety of management topics, including:

- ◆ Introduction to Enterprise and Management
- ◆ Feasibility Study
- ◆ Client-Bank relations and the role of APEF as intermediary
- ◆ Profit Incentive
- ◆ Social Responsibility

APEF provided skilled trainers, including:

- ◆ two women from the Ministry who had attended a course on project management and women entrepreneurs at Clark Atlanta University with BUHRD funding;
- ◆ one businesswoman from APEF who had also attended Clark Atlanta University;
- ◆ two businesswomen who had participated in a similar workshop in Rwanda; and,
- ◆ two employees of the BNDE.

All of the trainers volunteered their services.

In order to facilitate communication of workshop content to illiterate participants, culturally appropriate audio-visual materials were developed locally.

During the workshop, participants were requested to complete a questionnaire on their commercial activities, educational background, and preferences for future training topics. These were to be used in follow-up interviews, scheduled to take place 6 months after the close of the workshop.

The participants came from a broad range of commercial sectors, including small business, animal-raising, agriculture, restaurants, handicrafts and dress-making.

This workshop serves as an outstanding example of what can and should be happening in Burundi. Burundi's women are a valuable and under-involved resource, in particular women from rural areas. Limited income and family responsibilities prohibit them from foreign travel or long absences from home. APEF showed remarkable initiative in pioneering efforts to get training to those who so desperately need it. With a minimum of support from BUHRD, the women with their volunteers demonstrated an ability to organize, staff and implement an in-country training, in Kirundi, that reached low-income, private-sector women from all parts of the country. In addition, with no outside consultant help, they were able to produce culturally-sensitive workshop materials that responded directly to the needs of rural small businesswomen.

#### **E. ENGLISH LANGUAGE TRAINING**

In-country English language training is a critical component of the BUHRD Project. Much of the success of the foreign student in the U.S. hinges on the effectiveness of the language training he/she has received in preparation for the trip abroad. The Project Paper indicates that English language training will be necessary for some long-term and short-term participants. Each year the BUHRD project office issues a PIO/T to USIS for an estimated amount covering anticipated ELT for that fiscal year, against which actual costs for training are tallied. The PIO/T for FY91 was for \$58,000. This relatively simple system involving only one funding document appears to work well.

Currently, USIS is the only viable English language training institute in Burundi. The center offers three-month courses in either intensive, semi-intensive or evening programs to USAID participants, some of whom are not BUHRD participants. The intensive classes accommodate from three to eight people, and the semi-intensive, from one to twelve. Both courses are conducted during either daytime or evening hours. Two intensive and semi-intensive courses are organized each year. A third course, offered only in the evening, has open enrollment. The BUHRD Project currently has 14 participants enrolled at USIS, including two in intensive, four in semi-intensive and eight in the evening program.

Long-term candidates are automatically enrolled in intensive classes and are expected to reach a score of 450 on the TOEFL before leaving for the United States. Problems have developed with private-sector candidates who have more difficulty taking leave from their workplace than government employees for intensive programs. Candi-

dates for short-term training needing English are routinely enrolled in semi-intensive or evening classes.

The Director of the ELT program holds a M.A. degree from Indiana University in TESL. There are three U.S. citizens currently on the teaching staff. One Zairian and six Burundians, all of whom have received either graduate-level U.S. or British training, make up the rest of the teaching faculty.

Though USIS offers no formal course in orientation to American culture, teachers are encouraged to integrate American news topics into their lesson plans, via such publications as Time or Newsweek. In addition, the director often invites returned participants to speak to classes about their experiences with culture shock and general adaptation to the United States.

Questions have been raised as to the cost-effectiveness of sending short-term participants, whose U.S. visits rarely exceed six weeks, to a full 3-month ELT course before departure. On the one hand, it is often less expensive to upgrade a participant's English through low-cost in-country ELT prior to beginning the U.S. short-term training. Moreover, the funds spent on English training have long-lasting results (a returned participant with fluent English). On the other hand, arranging for shared observation or training visits to the U.S. for several participants without English fluency accompanied by an escort-interpreters can also be cost-effective and result in positive training results. The Training Office is best placed to assess the relative merits of using in-country ELT and U.S. escort-interpreters according to each training situation. The evaluation team believes that a prudent use of both training options can best preserve the interests of the project.

English language training is gaining greater importance in modern Burundi's business life. With the prospects increasing for more trade with anglophone countries such as Zambia, Zimbabwe and South Africa, English is now becoming almost essential to the conduct of business. It is already in high demand in such areas as importing and exporting, marketing, sales and management. The BUHRD Project would be wise to begin exploring supporting expansion of English language teaching options for Burundi. Efforts should be made to identify Burundian private and public institutions capable of building an English language training capacity. By strengthening local institutions, BUHRD can play a vital role in preparing the country to meet this growing demand and thereby end their reliance on U.S. assistance in this area in the future.

## V. EVALUATION OF PROJECT MANAGEMENT

Prior to the inception of the BUHRD project, Mission training activities were coordinated by a local employee supervised by a direct-hire USAID employee, the General Development Officer. There was no discrete training office charged with assessing human resource needs and coordinating all participant and in-country training. Little in-country training was conducted aside from that which contractors managed from within sector-specific projects (e.g., SFSR, health, etc.).

### A. PROJECT ADMINISTRATION

Designing a large, diverse bilateral human resource development project with significant in-country and short-term training components motivated the Mission to gear up for more intensive management. The BUHRD Project Paper called for a full-time manager hired from the U.S. for the first "two to three years and a local-hire for Years 3, 4 and 5 of the project" PP, p.19). During the last three years of project implementation, the Mission's Training Officer could "assume responsibility for monitoring participants who remain in training during the final project years."

When the current PSC training advisor arrived in August 1988 to begin active project implementation, she realized immediately that a project of the size and complexity of BUHRD could not function without full-time administrative support. She proposed that a training assistant be funded full-time *throughout the life of project* rather than hiring a local "training officer" to replace the PSC in the project's out-years. The Mission concurred and hired, on a part-time basis, an administrative support person with the title "participant training clerk".

The first several years of BUHRD implementation saw the introduction of basic training systems required by any large, bilateral human resource development project, such as:

- ◆ participant files with financial and training data organized coherently;
- ◆ procedures for all of the participant pre-departure administration (per diem checks, transit allowances, medical certification, ticketing, visas, etc.);
- ◆ installation of Participant Training Management System (PTMS) and training for the system;
- ◆ organization of work flow, response systems for public enquiries, setting up word processing, etc.

Although some of these systems existed for the AMDP and AFGRAD regional projects, entirely new systems had to be implanted. For example, there was no

computer capability to handle participant data nor any modern system for follow-up with returned trainees.

The first full calendar year of the project, 1989, saw a high level of activity thrust on a small staff with few modern systems in place. By mid-1991 the Training Office was a model of efficiency run on a threadbare budget, in comparison to parallel programs in other Missions.<sup>10</sup> The Mission has been fortunate to have a dynamic project manager overseeing diverse project activities - from keeping abreast of human resource needs in Burundi to ensuring the administration of scores of individualized short-term training programs. A thoroughly competent training assistant has for two years provided essential backing for all project activities, in cramped quarters and with part-time access to the single project computer. She has nonetheless become fluent in PTMS, word-processing and all the participant regulations needed to run a human resource development project. The Training Office even uses the recently introduced "PIO/P-generator" whereby the basic participant data entered to produce a PIO/P subsequently transfers to the PTMS, avoiding double entries (and possibilities for more errors!).

The failure to plan for sufficient administrative support is a serious design flaw in the original Project Paper. This oversight demonstrates, somewhat ironically, a lack of understanding of the process inherent in building institutional capacity and transferring know-how to local people - the very objectives of human resource development! Such a major management design flaw easily could have jeopardized the project's chances for achieving its goals and increased significantly financial and auditing burdens on a small USAID staff.

The evaluation team reviewed the scopes of work for the two project-funded employees and found no problems to note. The project's administrative support person has recently been upgraded to better reflect her level of duties and responsibilities. The PSC project manager has found that, since the inception of the project, she has acquired other duties increasingly expected from Mission training offices yet unspecified in the BUHRD Project Paper. With project administration handled from within the Mission (as compared to an off-campus project office), the "BUHRD" office

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<sup>10</sup>For comparison, Mauritania's bi-lateral HRD project begun in 1985 had a PSC manager, two professional-level training officers, two clerks, a car and driver to administer a \$6 million program with significant in-country training. USAID/Rabat counts an expatriate project manager (local hire), two professional-level training officers and three clerks to handle a \$18 million, 5-year program with no in-country training.

becomes the *de facto* Mission Training Office. Expected from a Mission "training office" are the following contributions:

- ◆ monitoring training funded and initiated by other Mission bilateral and regional projects (SFSR, population, BEST, etc.) to ensure accurate data input, participant follow-up, and to avoid over-burdening local institutions;
- ◆ responding to A.I.D./W calls for training data, Congressional Presentations, ABS exercises, PIR reports, and financial reviews;
- ◆ participating in revisions of USAID/B's development strategy for Burundi;
- ◆ advising U.S. contractor staff in Burundi on A.I.D. training regulations, preferred logistic arrangements, orientations, English language training at USIS;
- ◆ presenting USAID/B's overall human resource development policies as they pertain to Burundi; and
- ◆ handling AFGRAD/ATLAS candidate selections.

In responding to an evaluation team request to illustrate percentages of time spent juggling her multifarious tasks, the BUHRD project manager offered the estimates listed in TABLE 4.

The table indicates that within BUHRD, a small amount (10%) of time is spent on assessing training needs in Burundi and keeping abreast of local human resource developments. Although the project manager fortunately knows Burundian institutions and key officials well from over eight years working in Burundi (formerly as head of USIS's English program), the rapidly evolving manpower situation invites further monitoring and analysis. Due to pressing requirements of daily project management, and without the help of a university-educated professional-level Burundian Training Officer, the project manager has little time for careful, substantive sectoral needs assessments.

TABLE 4 suggests *current* percentages to demonstrate the relative importance of various management tasks. It should not imply that a similar division of responsibilities would apply to other project years. For instance, the first year of BUHRD required setting up the in-country ELT program with USIS, the funding mechanism

**TABLE 4: ALLOCATION OF BUHRD PROJECT MANAGER'S TIME**

## PERCENT TIME SPENT ON:

Processing/Monitoring Participants	50
<hr/>	
Long-Term and Short-Term US/TC	60
<hr/>	
-recruitment, selection	20
-processing candidates, translation of documents, cables, PIO/Ps	45
-monitoring, adjusting programs	25
-post-training administration	10
	<hr/> 100
<hr/>	
In-Country Training	25
English Language Training	15
	<hr/> 100
<hr/>	
Training needs assessments, public relations with government/private sector, site visits	10
Internal Management: financial, personnel, data input, reporting	30
Relations with returned participants, follow-up	10
	<hr/> 100

for which took nine months to finalize. Likewise, drafting the contract with MSI and overseeing arrangements with the CCIB for the seminar series consumed large blocks of time the first two years. Finally, setting up the selection committee, laying down procedures and establishing precedents, occupied the project office disproportionately during the initial stages.

Concerning the amount of time spent between various projects within the Mission's training portfolio, the BUHRD project manager reports that this breakdown varies according to planned new starts in those projects and Mission buy-ins into ATLAS

(formerly AFGRAD) and other regional training projects (HRDA, population, labor training, etc.).

When a training project is understaffed, the tasks likely to be de-emphasized are the following:

- ◆ participant data tracking,
- ◆ follow-up with returned participants (admin., eval.),
- ◆ organization of events with alumni, American Embassy,
- ◆ cultural, administrative and programmatic orientations to departing participants,
- ◆ research on new training opportunities, sites, etc.

The two areas which appeared to the evaluation team to receive the least attention are orientation and, to a certain degree, long-term follow-up. Data gathering is kept up-to-date and will be reinforced with additional computer equipment to be procured in 1991. Immediate follow-up with participants just after their return is, in fact, adequate. The Training Office maintains frequent contact with returned participants prodding them to submit their trip reports and evaluations. Long-term alumni activities do not feature prominently in BUHRD, although the project manager has been active in the Burundi-American Friendship Association. Research on new training opportunities in third countries is restrained due to lack of project funds for exploratory travel by the project manager to overcome the considerable logistic problems which characterize third-country training.<sup>11</sup>

The evaluation team noted the relatively high complaint rate from returned participants concerning lack of proper orientation, especially for U.S. short-term visits. As reported earlier in this report, many problems occur on the U.S. side and cannot fairly be the responsibility of BUHRD staff in Burundi. The project manager in fact reported that participants attending the ELT program in Burundi receive thorough orientation integrated into their language study. This having been said, the team recommends that additional efforts be made, and time spent, to develop comprehensive orientations which partially compensate for weaknesses in state-side orientation. (The team approves of BUHRD funding general orientation at the Washington International Center (WIC), a practice which the project manager introduced partially to ensure better orientation, even for short-term participants.)

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<sup>11</sup>The training office waited several months for a reply from the U.S. consular office in Mauritius simply for information on how to place an advertisement in the local media. It is clear that innovative third-country training for Burundians in Zimbabwe, Mauritius, Madagascar and even Kenya will not materialize without site visits by BUHRD staff.

Although PTMS appears up-to-date and ensconced in daily project management, the evaluation team noted a variety of formats used culling data in different ways. Although data appears to be accurate, improvements could be introduced which would streamline the reporting of PTMS data. In particular, the software "R&R Report Writer" should be installed and learned. This program processes data from within PTMS (as does D-Base) but presents it in condensed and attractive formats. Laser printers are essential in a Training Office in order to create these compressed reporting sheets rapidly and easily. Given the new PTMS capability to track in-country training and the amount of in-country activities which remain to be funded, the Training Office should update its data processing and printing equipment as soon as possible.

## **B. RELATIONS WITH IMPLEMENTING PARTNERS AND PLACEMENT AGENCIES**

The project office maintains excellent relations with the Chamber of Commerce and government ministries involved in BUHRD activities. The Selection Committee is perhaps the central meeting-ground for the three implementing partners, the CCIB, the GRB's Ministry of Higher Education and Scientific Research, and USAID. No problems were uncovered during interviews with key officials in any of the institutions.

Concerning U.S.-based implementing partners, the project relies on OIT's participant placement contractors for identification of short-term training programs, Entrepreneurs International for business trainees, and placement and monitoring of long-term academic participants. One of two contract agencies, PIET, handles nearly all of BUHRD short-term U.S. participants and long-term academics in fields other than agriculture. Relations with PIET are excellent and, aside from training design problems noted in the critique of Entrepreneurs International in Chapter IV, PIET provides quality services to BUHRD.

On the other hand, OIT's second placement contractor, the Consortium for International Development (CID), has provided less than satisfactory services for the 5 BUHRD-funded participants pursuing graduate degrees in agricultural disciplines. The project manager complained that CID keeps the Mission in the dark about progress toward obtaining admissions for candidates and the status of their English levels and academic performance. For instance, the Mission received the OIT-required Academic Enrollment Training Report for BUHRD students attending agricultural programs a full year *after* they had been completed. Without information about student progress toward degree completion, and performance appraisals from professors and academic advisors, the Mission is ill-equipped to recommend changes,

extensions or even inform Burundian supervisors of a participant's status. The Mission recently sent a cable highlighting these problems to OIT. The evaluation team itself could not obtain information from CID's monitoring office in Washington on individual participants. Information about each trainee is apparently kept at CID's regional offices located at several "Title XII" universities around the country.

Although USAID/B has not invested in the regional HRDA project, it has nevertheless benefitted from some support from the central contractor, Labat-Anderson. The HRDA specialist on PTMS installed the system in Bujumbura and conducted training in 1989, assistance which was critical to setting up modern management within BUHRD. The project manager has benefitted from HRDA-funded training and training assistant is scheduled to attend PTMS-training in late 1991. The BUHRD project manager is scheduled to attend the HRDA-funded workshop in Washington following the August OIT world-wide Training Officers' meeting.

### C. DESIGN AND IDENTIFICATION OF TRAINING PROGRAMS

Detailing in concise and comprehensive terms the skill needs of an individual or defining a human resource strategy for an institution is a prerequisite to activating successful training. During the course of the evaluation, the team reviewed a number of short-term training programs selected for BUHRD participants and the training programs proposed or used for in-country training. Also sampled were selected participant files in order to assess the quality of training requests and descriptions. No problems were uncovered with any of these key ingredients to effective human resource development. In fact, project staff is to be commended for matching innovative training with development needs.

The internship arranged in Belgium in a butcher shop is an example of appropriate, unusual training design which brought tangible results. Other examples include the decision to devote BUHRD funds to support a training workshop organized *by women for low-income market women in Kirundi*. This imaginative training proposal from enterprising women relied on volunteer organizers to reach an audience too often neglected. Recommendations to expand in-country training in Kirundi are included in Chapter VIII.

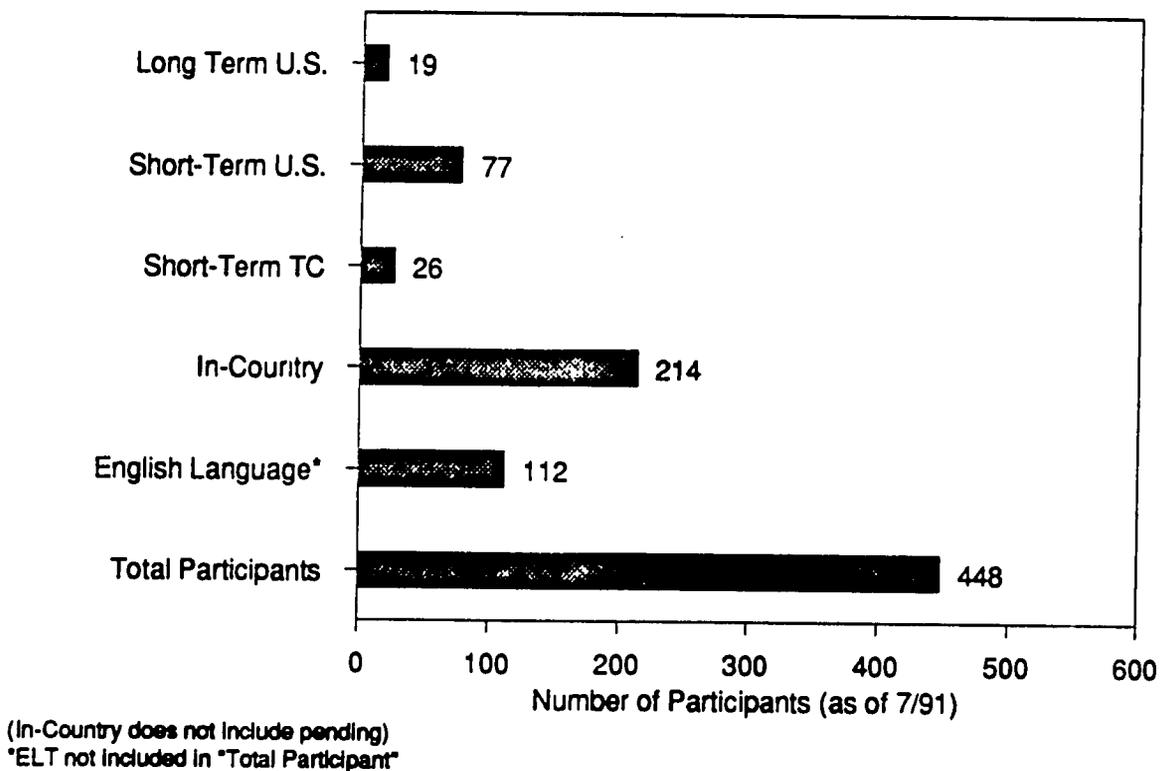
### D. FINANCIAL MANAGEMENT

The project has been administered following A.I.D. regulations and USAID/B procedures. What complications the project office encountered in the early years due to reliance on the Regional Financial Management Center (RFMC) and Paris to

process checks, PIO/Ps, and approve contract actions have been relieved with expansion of the Mission's on-site authority.

The bar graph on Page 57 illustrates the allocation of funds among the various training types and the amounts earmarked for training and project administration. The evaluation team finds the distribution of funds among U.S. long- and short-term, third-country and in-country training appropriate. In light of recommendations proposed for increased third-country training, the team would expect the third-country training allocation to increase over the last two years of the project.

**Figure 3: Allocation of Funds By Training Type**



Responding to the Project Paper's directive to "attempt, to the extent feasible, to procure 25 percent of technical assistance from Gray Amendment and 8(a) entities," the BUHRD project took the following actions:

- ◆ included in PIO/P documents for long-term participants statements urging U.S.-based contract placement agencies to seek admission at HBCUs where possible. As a result, Burundian participants undertook

training at Atlanta Management Institute, Clark-Atlanta University, and at Alabama A & M University;

- ◆ negotiated a PSC contract for project manager with a woman professional;
- ◆ used a woman-owned consulting firm to design and implement the Entrepreneur Development Workshops;
- ◆ sought and obtained the services of a Gray-Amendment and minority contractor for the mid-term evaluation using an "8(a)" contract negotiated by A.I.D./W and the Small Business Administration; and
- ◆ finalized a contract with a Gray-Amendment institution and HBCU to conduct in-country and U.S. training for public-sector government officials.

The combined value of BUHRD-funded activities at "8(a)" or Gray-Amendment firms is approximately \$650,000, representing 14 percent of the project's total U.S. dollar cost of \$4.5 million. Two of the most recent contract actions for the mid-term evaluation and in-country training alone account for roughly \$200,000 of the total attributable to "Gray Amendment" entities.

The evaluation team commends the Mission on continuing its efforts to fulfill project guidelines in minority contracting. It recognizes the difficulty in imposing placement decisions on program agencies in Washington with which the project has no direct relationship. The Mission should be on the lookout as the project continues for other possibilities which would help the BUHRD project meet its target of 25 percent "Gray Amendment" contracting.

The most recent financial report (MACS-PO6B dated 6/30/91), reproduced in TABLE 5, illustrates that the project has earmarked the following percentages of the planned budget:

◆ Training	70%
◆ Commodities	100%
◆ Project Management	100%
◆ Evaluation	58%
◆ Contingency	0%

The project overall is 60 percent earmarked as of the writing of this report. This indicates efficient programming of resources, with participants "front-funded" to their estimated completion dates.

The evaluation team recommends earmarking the remaining project funds as soon as possible to begin implementation of recommendations it selects from those proposed in this report. The large un-earmarked amount for contingencies and inflation should also be earmarked to fund priority activities and management support through the end of the project. If new in-country training levels warrant, and funds permit, the Mission should consider procuring a project vehicle to help manage increased in-country training.

**TABLE 5: SUMMARY PROJECT FINANCIAL REPORT - BUHRD**

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PROJECT ELEMENTS	OBLIGATIONS	EARMARKS	AVAILABLE*
Training	3,017,499	2,138,818	878,681
Commodities	25,000	26,004	(1,004)
Project Management	450,000	460,522	(10,522)
Evaluation	149,530	87,138	62,392
Contingency	<u>857,500</u>	<u>0</u>	<u>857,500</u>
TOTALS	<u>4,499,529</u>	<u>2,712,482</u>	<u>1,787,047</u>

\*Funds already "committed", if included above, would slightly increase the amount of available funds.

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## VI. IMPACT OF PROJECT

A mid-term evaluation is by nature ill-placed to discern tangible, long-term impact of project activities on beneficiaries. The task of evaluators is to assess *progress* toward achieving stated objectives based on an analysis of incomplete data and outputs often underway. With most long-term academic participants still in training representing 25 percent of total training outlay, BUHRD is no exception in presenting the evaluation team with incomplete material for measuring progress.

### A. PROGRESS TOWARD ACHIEVING PROJECT OBJECTIVES

The expected impact of BUHRD is to be measured, according to the Amended Annex I to the Project Agreement, by strengthened capacity of public and private institutions to perform the following:

- ◆ identify and remove constraints to expanded market opportunities and efficient market operations;
- ◆ collect, analyze, and disseminate commercial data useful to small- and medium-sized enterprises in planning and executing their activities;
- ◆ support the development of private entrepreneurial initiatives to market Burundian products and services, both domestically and internationally; and
- ◆ operate more efficiently and absorb greater numbers of Burundian workers through expansion of existing enterprises or creation of new enterprises.

Short of conducting assessments of institutions targeted for improvement under BUHRD, the evaluation team can only review participant evaluations of the impact of training on their workplace and confirm these findings with supervisors. If BUHRD were an "institutional development" project, base-line data would have been collected on targeted institutions prior to the project to be compared with parallel data gathered at mid-term. The degree to which the project improved the institutions could then be measured, although causal relationships between project outputs and institutional strengthening remain tenuous in most cases.

Based on a review of participant evaluations, interviews and data gathered midway through implementation, the evaluation team concludes that progress toward achieving the above-cited objectives is on course. The training organized under BUHRD directly addressed these aims, in particular the first three objectives to assist Burundian institutions to remove constraints to expanding markets, organize data collection to favor SME development, and promote entrepreneurial innovation in marketing local products and services. The Training Office kept the project on track

by identifying pertinent training programs and rejecting requests for training tangential to the project's purposes. The team noted that in the early stages of project implementation, some training was arranged in cooperative management, which had been an integral part of the initial BUHRD project design. The team is uncertain whether this training will result in any net gain to the reportedly failing cooperative movement in Burundi. Over time, however, the project manager effectively steered training away from agricultural research and cooperative management toward the business targets defined in the amended goal and purposes.

The project was also intended to influence Burundian institutions to "operate more efficiently and absorb greater numbers of Burundian workers" through human resource development inputs. Although there is evidence from project-funded participants returning from business internships that they have improved the efficiency of their operations, the team has not found indications that the project has contributed to employment creation or expansion. In any case, the causal relationship here between project activity and outcome would be difficult to prove, especially on a macro-economic level.

The more quantifiable project "outputs" are listed below, followed by the evaluation team's remarks:

- ◆ "80 percent of training recipients will be working in key private and public sector organizations at PACD and putting newly acquired skills to use."

Comment: Although PACD is three years away, the team noted that there is to date a 100 percent return rate for BUHRD-funded participants. It is therefore expected that by the PACD, close to 100 percent of trained people will return to Burundi, especially in light of the economy's recent growth record and prospects.

- ◆ "50 percent of long-term and U.S. or third country short-term training recipients will be working in key private and public sector organizations in positions that enable them to use improved analytical skills to identify regional and domestic marketing opportunities."

Comment: The project should easily exceed this target, in light of the high return rate for Burundian overseas participants and given the country's institutional strengths in comparison to neighboring countries (e.g., Zaire, Tanzania and Zambia). Burundian institutions are not dysfunctional; they are, in fact, relatively viable and pay salaries with relative regularity. In short, the well-trained Burundian technical and managerial personnel funded under BUHRD have been welcomed and invited to take positions of increasing responsibility. Barring profound changes in the social,

political or economic setting in Burundi, the evaluation team would expect the 50 percent target to be exceeded.

- ◆ "Ten Burundian private sector small and medium-sized enterprises will be using the skills of project trainees to identify and implement improved production processes and quality control procedures."

Comment: As the project arranges more business internships and short-term, technically-focussed training in third-countries and the U.S., more companies will be benefitting from BUHRD. At midway in the project, nearly ten small-business owners or managers have already had internships. Many others have had in-country training and short-term business training, from which skills have been introduced in various companies. However, it is too early in the project to determine what "production processes and quality control procedures" have resulted from BUHRD project activities.

- ◆ "Five Burundian private sector small or medium-sized enterprises will be using the skills of project trainees to carry out research and development efforts focussed on the creation of employment opportunities and the development of expanded markets."

Comment: The team was not able to identify a Burundian firm conducting research aimed at employment creation or market expansion which benefitted from BUHRD training. However, the team recommends that the project consider funding training for professionals in nascent Burundian-owned consulting firms to bolster indigenous capacity to conduct research and perform market studies.

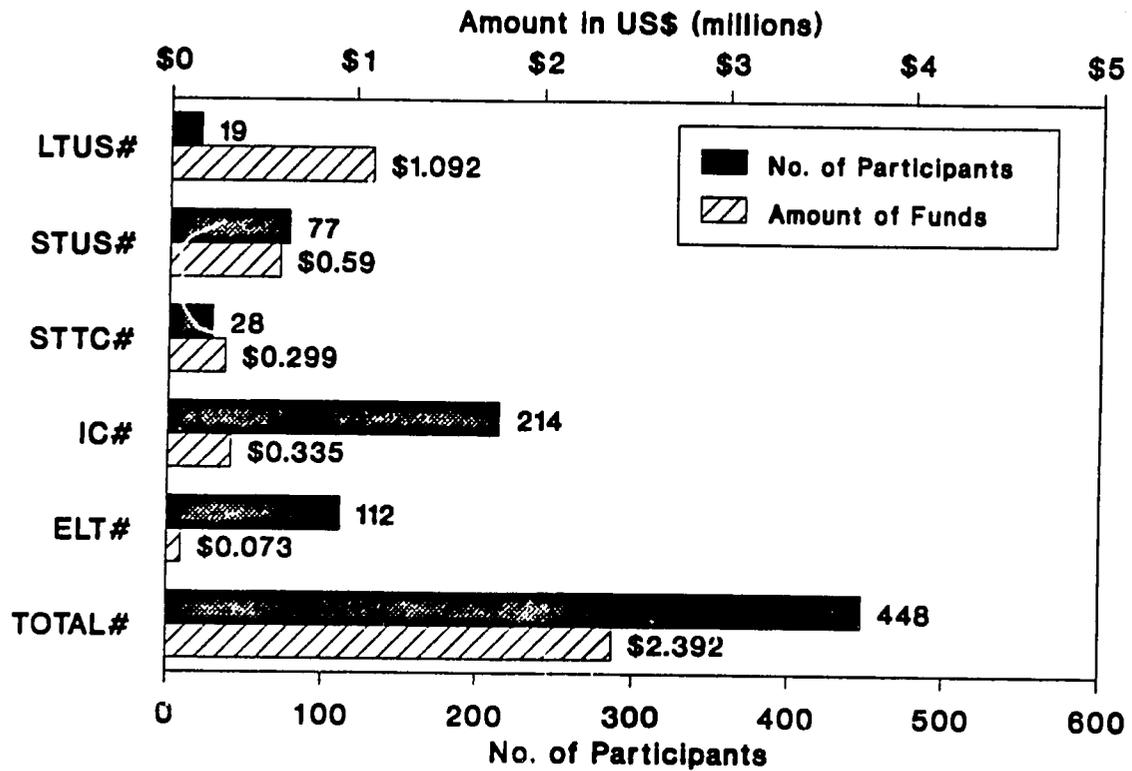
A different method to evaluate the project's effectiveness is to assess whether its use mix of training is appropriate. The graph on the following page juxtaposes the allocation of funds with the numbers of beneficiaries:

Although long-term, U.S. training appears the least cost-effective per participant, the graph also shows a broad range of training investment to compensate somewhat for devoting \$1 million for 19 participants. It must be remembered, however, that the person-months of training funded for the 19 participants is far greater than what was funded for the participants in other categories.

## **B. INVOLVEMENT OF WOMEN**

In recent years, development efforts around the world have put increasing emphasis on the importance of integrating women into mainstream development activities. In

Figure 4: Relationship Between Number of Participants and Funds Spent



keeping with this trend, the BUHRD Project stipulates that all training efforts funded through the Project should include a 15 percent level of participation of Burundian women.

In view of the project's success in recruiting and selecting qualified Burundian women in all training categories, the evaluation team believes that the 15 percent target was too low, particularly when compared to other projects such as HRDA, which stipulates a 35 percent target for women.

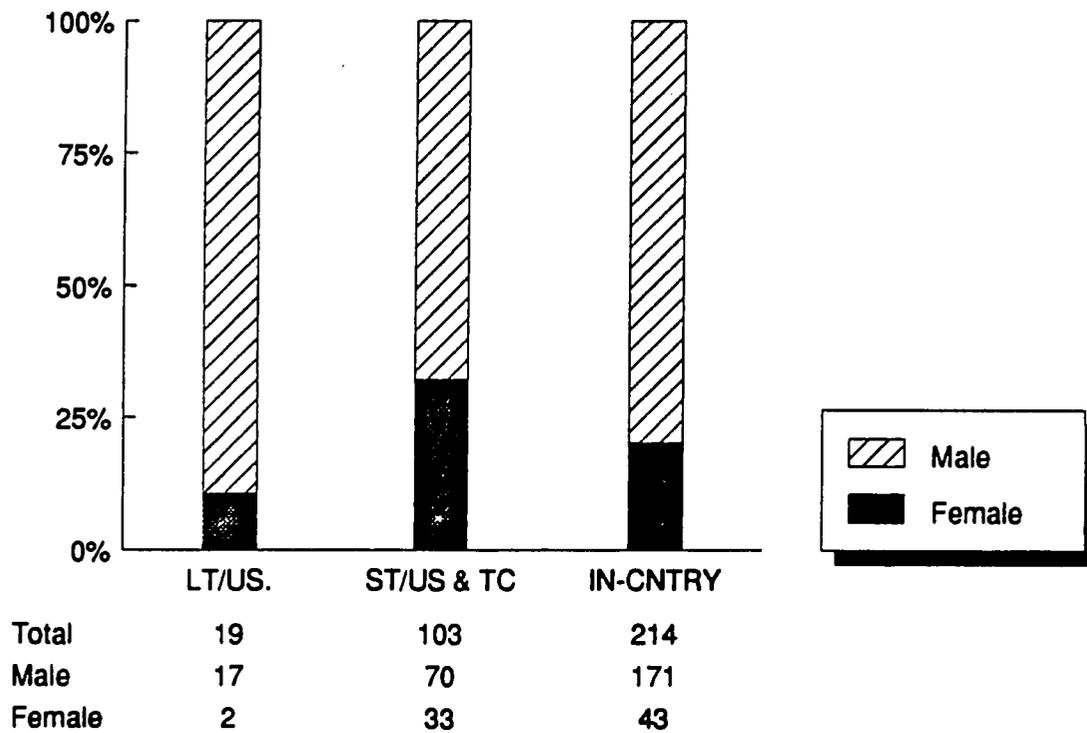
Though women, in general, are eager to take advantage of training opportunities, their participation in the overall BUHRD training strategy has been uneven. A quick review of project outputs in the three main categories of training reveals the following:

Since 1988:

- ◆ 2 women have received long-term training in the U.S.,
- ◆ 33 women have received short-term training in either the U.S. or third countries, and
- ◆ 47 women have received in-country training.

The chart below illustrates the place occupied by Burundian in BUHRD training activities:

**Figure 5: Training by Gender**



Long-term overseas training poses considerable constraints for most Burundian women, particularly those living in rural areas. Recent literature on the subject, in particular Mona Fikry's study on women in Burundi,<sup>12</sup> attests to the fact that the rural Burundian woman is the mainstay of her family's economic, social and physical well-being. With this reality in mind, long absences from the family may be impracticable. Though considerably more flexible in terms of their ability to travel, urban women remain hampered by prevailing traditional views that women are primarily homemakers. It should be noted that these attitudes are currently changing as a result of women's increased access to education and entry into previously male-dominated professions.

Short-term training is an ideal alternative for both rural and urban women, and there is ample evidence that women from all sectors of Burundian life are both eager and available for such opportunities. Interviews with returned participants from programs in both the U.S. and third countries confirm the effectiveness of such training programs. Several of the women had either started or expanded their businesses as a result of their exposure to similar, more successful businesses in other countries. Others, having attended seminars or experienced on-the-job training abroad were made painfully aware of the conspicuous absence of technical skills training in Burundi, particularly in the areas of customer service, salesmanship and maintenance.

For Burundian women, the most glaring obstacle to either long or short-term, out-of-country training is language. Ninety percent are illiterate. This fact alone underscores the necessity for immediate and intensive efforts to concentrate training activities in-country, where training interventions can reach the most needy of Burundi's female population. Furthermore, these training programs must be delivered in Kirundi, with appropriately-developed support materials designed for the illiterate.

The BUHRD Project recognizes this unmet challenge and the project manager has already begun an energetic outreach to women's organizations in the first efforts to galvanize resources and energy to address this issue. APEF, with minimal assistance from BUHRD, has already demonstrated its ability to deliver Burundi-specific workshops to low-income women in Kirundi. In addition to the first workshop for women in micro-enterprises, evaluated earlier in this report, APEF has scheduled a series of future workshops to be held throughout the country on topics ranging from agricultural inputs and credit to micro-enterprise development and management.

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<sup>12</sup>"The Economic Integration of Women in the Development Process of Burundi," Mona Fikry and Mark Ward, (Draft Report) Management Systems International (Genesys Project), USAID, 1991.

To further the acceptance of women as contributors at all levels of Burundi's development, women must be in high-profile leadership positions in government, commerce, and law. Although their presence in these positions, as noted in Mona Fikry's report,<sup>13</sup> has increased dramatically, there is a large variance between percentages of women at the top and at lower echelons. While in-country training appears as the most logical and worthy area on which to focus BUHRD's resources for the remainder of the project, support for higher education for women in non-traditional professions merits strong project endorsement as well.

Currently BUHRD is sponsoring two long-term participants in U.S. graduate programs, one each from the public- and private-sectors for MBA degrees. Other short-term returned participants, including the top economic advisor to the president, are putting their skills to immediate use while serving as influential role models for younger Burundian women. As the only donor in Burundi incorporating targets for women in its training activities, USAID through the BUHRD project can continue to encourage and enable women to assume positions at the forefront of Burundi's development.

### C. PUBLIC SECTOR AGENCIES

The initial BUHRD Project Paper aimed at assisting the Ministry of Agriculture, principally the Directorate of Agricultural Planning and ISABU, the Ministry of Commerce and Industry, the Ministry of Rural Development and the Ministry of Plan. These public agencies share some of the objectives of BUHRD, especially with regard to developing efficient and expanded markets for products of Burundian farmers and SMEs through human resource development.

The project supported training in both technical specialties and more general fields geared toward market expansion and private enterprise development. Of the 19 long-term slots funded for academic training, four are pursuing fields related to business development. Eight are in agricultural research, although several are oriented toward agricultural economics or, in one case, a combined MBA/Agriculture degree. Since only two participants (whose programs had begun under AMDP) have returned to take up their positions at ISABU, the evaluation team could not assess the project's direct impact on public-sector agencies owing to long-term training.

Short-term training in fields linked to privatization, trade liberalization, SME promotion and export expansion was provided to many government director-level personnel in ministries dealing with private sector matters. Of 66 public-sector officials

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<sup>13</sup>*Ibid.*

processed for short-term training since the inception of the project, most were from these ministries and received training in these fields.

Since 1988 Burundi has embarked on a comprehensive reform program which has introduced broad changes in the economy. During this period, government's view of its proper function in promoting economic growth shifted from *dirigiste* toward modified *laissez faire*. Many key government officials charged with development of policy and its implementation travelled to short-term seminars under BUHRD. The evaluation team is unable to state unequivocally that these changes resulted from project inputs. There is no doubt, however, that BUHRD-funded training contributed substantially to reinforcing and extending fundamental changes already underway, thereby rekindling Burundi's chances for economic growth.

In support of BUHRD objectives, a number of seminars, workshops and conferences were organized on themes affecting business development. In addition to those destined for private entrepreneurs, BUHRD supported a major national conference on a macro-economic subject and has just concluded arrangements for a U.S. contractor to conduct in-country training for public-sector personnel in conjunction with an observation-study tour to the U.S. The purpose of this new training initiative is to expose technical-level government personnel to new ways of supporting private enterprise *from within government*.

While it is premature to pinpoint lasting changes brought about by BUHRD interventions in Burundi, the fact that Burundi's economic policies are now in line with the amended BUHRD goal and purpose is significant. There is probably less need for large-scale seminars treating broad themes such as privatization and structural adjustment. In an ambiance where government and private sector leaders are already cooperating closely, the BUHRD project can turn toward sponsoring training geared to the practical aspects of implementing reforms which remove specific constraints to business development.

#### **D. THE PRIVATE SECTOR AND CHAMBER OF COMMERCE**

The Chamber of Commerce is the principal institution serving the private sector in Burundi. Founded in 1930 as a "businessmen's club" for Belgians and other expatriates, it continued to serve an elite community until only recently. In 1987, new life was breathed into the organization when the GRB mandated the CCIB to expand its activities and play a more aggressive role in representing the business community at home and abroad. The government decreed that all licensed industrial and commercial firms must join the CCIB and pay a fee. A new secretary-general took over and began a series of activities previously unknown in Burundi. Today CCIB

membership reportedly includes 8,000 firms, approximately 3,000 of which pay fees. Membership fees are calculated on a sliding scale according to firm size.<sup>14</sup>

The Chamber's primary objectives are to:

- ◆ regroup tradespeople, industrialists, farmers and artisans to defend their common interests and encourage cooperative actions to develop commerce and industry in the country;
- ◆ represent the collective interests of its members before the government, international organizations and others;
- ◆ furnish commercial information to its members;
- ◆ provide training in business management for its membership;
- ◆ promote the growth of industries by organizing trade fairs and supporting the participation of Burundian firms in foreign expositions; and
- ◆ advise existing or potential investors and entrepreneurs.

**Staffing:** The Chamber has experienced rapid growth in the last four years, which can be evidenced in the number of full-time staff. The Director is responsible for overseeing domestic affairs, including liaisons with the three regional offices of the Chamber, as well as international affairs, including import-export relations.

In 1987 a Secretary-General, recruited from the University of Burundi, was appointed to coordinate all activities of the Chamber. In the ensuing years, 15 additional professional staff were hired, none of whom were recruited from the business community. However, a 30-member Board of Directors, drawn primarily from the business community, was created to provide practical guidance as well as communication links to business.

**Budget:** The Chamber operates on a FBu 70 million budget, of which FBu 44 million comes directly from the government "payment for Chamber services." Membership dues and donor contributions account for the rest.

The World Bank-funded APEX Project, working through the Chamber, provides an FBu 8 million line of credit to the Bank of Burundi, which in turn is channeled to commercial banks, thereby making funds available to SME's at normal interest rates. In addition, two Peace Corps volunteers with extensive business experience are

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<sup>14</sup>The evaluation team was unable to exact a firm number of current, paid members from the CCIB from discussions with its staff. However, the mandatory membership requirement was rescinded recently by the GRB.

assigned to APEX and lend technical assistance to members requesting help with business plans, bank loan applications and market studies.

Role of CCIB and the Private Sector Selection Committee: The BUHRD Project Paper authorizes the Executive Board of the CCIB to present candidates for private sector training to USAID for approval. A Memorandum of Understanding signed in March 1988 between the (then) Ministry of National Education (the GRB signatory for the BUHRD Project) and the CCIB, created an interministerial committee which, in effect, removed this authority from the CCIB Executive Board. This Private Sector Committee, of which CCIB is a member, is now responsible for overseeing private-sector matters of the BUHRD Project. All in-country training activities, policy reform conferences and selection of long-term and short-term scholarship recipients are processed through the CCIB and USAID. The Chamber also has a major implementation role in the World Bank-financed APEX Project.

In order to establish a data-base on SMEs in Burundi, the BUHRD Project furnished the CCIB with a computer. Prior to 1988, the CCIB had only antiquated record-keeping of its membership rolls. Membership information should serve as a background for annual internal reviews of training programs and training needs, and assist the Chamber in the elaboration of its annual training plan. The training plan is then submitted to the Ministry of Commerce and Industry which transmits it to the Office of Scholarship.

Among its accomplishments to date, the Chamber collaborated with MSI in a broad training needs assessment to determine training needs of its members. Each year it organizes a week-long national trade fair in Bujumbura which attracts thousands of people and lends support to many SMEs by providing a forum to advertise and display their products, many for the first time. In addition, the Secretary-General monitors and participates in all activities related to the development of the regional Preferential Trading Area.

That the Chamber of Commerce is experiencing growing pains should come as no surprise. In a very short period of time, it evolved from a sleepy "businessman's club" into a major national institution responsible for representing business interests to government and foreign investors. The Chamber is now beset with donor interest in funding myriad projects which it cannot supervise with its inexperienced, new staff. At the same time, it appears staffed with too many academics operating in a loosely defined internal structure. The Chamber may be over-funded as well, with a hefty government subsidy and numerous donor grants. Its current state of disorganization hinders effective outreach to the business community, which did not advance positive comments about the Chamber to the evaluation team.

Though not funded by the BUHRD Project and consequently not an appropriate subject for a lengthy evaluation, the Chamber does serve as a collaborating partner in implementing project activities. Thus far, it has demonstrated barely satisfactory performance in the following areas: training assistance (see section on Entrepreneurship Development Training), information-gathering on Burundian business activity (at best, spotty and often erroneous), and internal record-keeping (difficult to obtain accurate figures on staffing, memberships, and regional activities).

The Chamber in its present incarnation is still young. With more experience behind it, the Chamber should situate itself within Burundi's business community as a leader in providing the private sector with the services essential for a prospering and expanding Burundian economy. While avoiding burdening Chamber staff with additional management responsibilities, the BUHRD project should nonetheless continue to work to improve this important organization.

#### **E. SUPPORT OF USAID MISSION OBJECTIVES**

The BUHRD Project is an integral part of the Mission's evolving country development strategy for Burundi. The adjustments both in BUHRD as well as in the overall USAID portfolio of activities in Burundi stimulated by the AEPRP exercise have, if anything, accentuated the role human resources development can play in promoting private sector growth. The Mission has carefully dovetailed the training components of its new BEST and BEPP projects to avoid duplication and present coherent training objectives. The long-standing Small Farming Systems Research project was redefined at the same time as BUHRD, and subsequent training activities took on a new focus. The Mission has wisely insisted that training elements of other projects be submitted to the Training Office to ensure that overall training policy is coordinated.

Training is always central to promoting private-sector expansion. An expanded BUHRD project which stresses sector-specific, technical, hands-on training, perhaps administered in short-term programs in private firms in neighboring countries, would be a keystone to supporting both growth of existing enterprises and creation of new ones. Training Burundians to train others in-country also will be critical to providing more and better skills-upgrading to an expanding private sector. Improving private training institutions and consulting capacity also contribute importantly to fueling business growth. Finally, upgrading Burundian expertise in selected high technology fields can help bridge the difficulties inherent in transferring new manufacturing methods to a developing country. Without innovation and technological adaptation, Burundi cannot hope to compete in export-led growth.

## VII. SUMMARY OF ACTIVITIES REQUIRED TO PROJECT COMPLETION

From the viewpoint of numbers of participants to be trained under BUHRD, there are few new starts which remain to be planned. The last group of long-term U.S. candidates are either in language training or are ready to begin their academic programs. In-country training programs have been designed, contracted out recently, or require few actions to complete scheduling.

Although not included in the Project Paper, the evaluation team strongly recommends funding the Burundi participant meeting described in the list of recommendations within the existing budget. Approximately \$50,000 would be needed for a meeting in the summer of 1992, which would fall mid-way in many academic programs where the participant workshop can have a major effect.

From the viewpoint of BUHRD funds available, roughly \$1 million should be earmarked as soon as possible. Care should be taken to set aside enough funds to cover sufficient project management in the remaining years, as in-country and third-country training requiring more intensive management increases. Funds remaining after project management is accounted for can be divided among new training activities proposed in this report that the Mission wishes to implement. Were earmarkings for project management to require roughly \$300,000 of the \$1 million available, only \$700,000 would remain for new training programs. The Mission may want to consider developing expeditiously a way to extend the BUHRD Project in the event additional funds are available.

Some funds remaining would well be allocated for improved follow-up, participant tracking and impact evaluations. With a sizeable number of participants due to return from long-term training in the later years of the project, the Mission would be advised to lay the groundwork for impact evaluations to be conducted in 1993 and 1994.

## VIII. RECOMMENDATIONS

The recommendations listed below are grouped into several categories to facilitate further analysis and consideration. Since the evaluation team concluded that project objectives are being met, the recommendations which follow, while not indispensable, would enhance the project's effectiveness.

### **List of Principal Recommendations to Improve, Refine and Expand the Project within the Present Budget**

#### Outreach to Women:

- ◆ Raise the level of participation of women from 15% to 35%, the percentage incorporated into the Africa-wide HRDA project as well as most other A.I.D.-funded training.
- ◆ Organize a 6-to-8 week TOT in Burundi for qualified women rural and urban leaders who, in turn, will develop a country-wide training strategy in Kirundi.
- ◆ Strengthen rural women's associations by upgrading the training and outreach skills of its leadership.
- ◆ Increase support of APEF's activities, in particular its rural training efforts.
- ◆ Send a qualified woman (e.g., an artist) to U.S. or a third country to be trained in developing audio-visual training materials for adaption into Kirundi.
- ◆ Recruit women from ISA for undergraduate education in U.S. to become Agricultural extension workers.
- ◆ Fund the creation of appropriate Kirundi-language training materials for training illiterate women.
- ◆ Expand the CCIB Selection Committee to include permanent representation from a woman's organization, such as APEF.

#### New Training Initiatives Targeted for the Private Sector

- ◆ Raise the percentage of private-sector participants in short-term training.
- ◆ Offer two MBA scholarships annually to outstanding Burundian students to increase the number of MBA graduates ready to enter the job market. The

students would be selected according to academic excellence and their performance on a special test and interview.

- ◆ Offer several training scholarships on a trial basis for outstanding employees of companies with a need for highly technical expertise (textiles, production engineering) .
- ◆ Fund third-country exploratory visits by the BUHRD project manager accompanied by the private-sector assistant.
- ◆ Begin arranging "foreman-level" on-the-job technical training in neighboring countries for individuals or small groups in growing business sectors in collaboration with USAID's private sector office.
- ◆ Set up long-term third-country training in technical areas (e.g., horticulture, electrical repair and computer science) in francophone countries such as Tunisia, Morocco using already established USAID procedures.
- ◆ Develop a program of tuition support for Burundian business people (non-participants) to enroll in English language courses at USIS or elsewhere.
- ◆ Fund technical-level training to improve customer service, salesmanship and stock maintenance.
- ◆ Fund technical-level training in public relations, advertising and packaging.
- ◆ Fund technical-level training in personnel management, hiring, promotion, performance review, job descriptions, and benefits.
- ◆ Follow-up with former EDT participants with one-on-one consulting to help them refine their management systems (possibly using APEX volunteers).
- ◆ To induce changes in young people's view of business, and resourcefulness and entrepreneurship, fund a youth club to work through the Chamber to organize groups of youth to run refreshment booths, take tickets, sell newspapers, manage clean-up at next year's trade fair.
- ◆ Send several candidates to a third country or, if appropriate, to a local company to learn computer maintenance.

- ◆ Fund a workshop for trade fair exhibitors prior to the fair who are interested in learning product display and packaging.
- ◆ Send two proven youth leaders to attend the Outward Bound program in the U.S. to gather ideas to produce a Burundian version of a program which develops risk-taking, self-confidence and leadership.
- ◆ Fund "team building" workshops to create a better, more cooperative working environment to help counteract certain traditional impediments to proper business conduct.
- ◆ Redesign EI programs to emphasize internships in U.S. companies.
- ◆ Send a restaurant entrepreneur to U.S. for internship with McDonald's Management School to learn fast-food preparation and customer service, and to learn McDonald's unique approach for training disadvantaged youth.
- ◆ Design workshops and seminars with mixed participation by public and private-sector leaders to build trust and create a "win-win" environment.

#### Strengthening Training Institutions

- ◆ Develop a closer relationship with CPF to support increased training for the private sector, including TOT.
- ◆ Extend CPF expertise in public sector needs assessments to businesses by training selected CPF personnel in how to conduct a needs assessment. APEX volunteers might lead a two-day workshop.
- ◆ Send a former EDT participant and owner of a private school to observe the operation and curricula of U.S. technical business schools.
- ◆ Identify a likely private institution wherein a suitable English Language program might be developed and fund TOT and curriculum development for commercial English.
- ◆ Partially fund the inclusion of a business English course at USIS as a prototype for private Burundian-owned language schools.

### Improving Project Management

- ◆ Hire a full-time, professional-level, Burundian Training Officer.
- ◆ Introduce a line item in BUHRD budget for workshop follow-up activities such as newsletters, reunions, alumni association activities.
- ◆ Organize a 3-day participant conference in the United States for all Burundians in long-term programs. The meeting would be held at a campus convenient to the majority of students, preferably in August of 1992. BUHRD project staff, two GRB officials and two private sector leaders would be invited to meet with students, review current training objectives and recommend adjustments to ensure appropriateness of training to Burundi's development needs. Representatives of PIET, AAI and CID would be invited to attend. Prototypes of similar country-specific participant workshops (Botswana, Mauritania) would be used in designing the program.
- ◆ Establish base-line data on new participants to facilitate impact evaluations of Mission-funded training and for BUHRD end-of-project evaluation, such as salary levels, family size, etc.
- ◆ Identify and fund a computer expert to assist the Chamber of Commerce for a week to improve its use of project-funded computer.
- ◆ Reduce through attrition government influence on selection of private-sector candidates at the CCIB.
- ◆ Fund periodic meetings to be hosted by the Chamber for donors and PVOs supporting private sector activities to prevent overlap and duplication.

### **RECOMMENDATIONS FOR TRAINING WERE ADDITIONAL FUNDS AVAILABLE**

In addition to funding many of the specific recommendations listed above on a larger scale, the evaluation team proposes that USAID consider greater support overall for strengthening in-country training capacity targeted to the needs of the business community, women and rural-dwellers. The project can increase its support for Training of Trainers to develop greater local training capacity while, at the same time, experimenting with local training providers to build up their expertise.

The project has used extensively U.S. institutions for both short- and long-term academic and technical training. In an expanded BUHRD, the evaluation team recommends that long-term, third-country training be increased substantially, drawing on cost-effective and relevant training capacity in more economically advanced African countries, such as Zimbabwe, Kenya, Tunisia, Mauritius, Morocco and Egypt.

In an larger project, the Mission would require increased management capability both from within the BUHRD Training Office and from outside training providers contracted by the project. In developing a Project Paper Supplement, the Mission will need to analyze carefully its management burden in order to design an effective mechanism to handle increased local and third-country training.

# ANNEXES

## **ANNEX A: Evaluation Methodology**

A three-person team composed of two U.S.-based consultants and a Burundi-based, USAID employee were designated to conduct the mid-term evaluation of the Burundi Human Resources Development Project. The methodology used followed standard evaluation procedures established by A.I.D. and widely applied to assessing development projects. It is composed of the following elements:

### **Literature Search and Document Review**

Prior to arrival in the field, the team reviewed a broad range of documentation sent by the Mission to the United States. In addition to internal USAID reports preceding the Project Paper, such as the Project Identification Document, the team reviewed the Mission's Assessment of Impact statement and end-of-training assessments produced by Washington-based participant placement contractors. After arrival at post, the team amassed documents on other USAID projects and from donors and the Burundi government in order to accurately place BUHRD in the context of other development interventions in Burundi. Documents which were directly relevant to the project being evaluated have been listed in the Bibliography. The team conducted "spot-checks" of project participant files and reviewed in detail all files pertaining to both in-country training activities and U.S. internship programs.

### **Interviews and Surveys**

Prior to departure from Washington, the team leader contacted representatives from organizations responsible for placing, monitoring and evaluating U.S. training programs for Burundians under BUHRD. These interviews provided up-to-date impressions and data on current and former short and long-term participants sponsored by the project.

Over a period of approximately 3½ weeks in Burundi, the team conducted interviews with Burundian officials from the public and private sectors, USAID and USIS staff and returned and pending participants in compiling data upon which to base the team's findings and recommendations. Both individual and group interviews were arranged during which survey instruments were completed by the team to guide questioning and ensure consistency in data gathering. The questionnaires are included in the Annexes. For private-sector candidates, a team member usually visited returned participants at their businesses. The team interviewed a group of Burundian business people up-country in Gitega who had benefitted from BUHRD-sponsored training and conducted several site visits in surrounding area. Other interviews were concentrated in the Bujumbura area.

Tabulation of Survey Results, Formulation of Preliminary Findings and Recommendations

One week prior to the end of the field visit, the team presented its preliminary findings to the Mission's Project Committee. Over the course of the field work, the team met every Monday with the Project Committee to review progress and gather ideas. A draft of the entire document with the list of recommendations was completed three days prior to departure and presented to members of the Project Committee for comments. Preliminary comments from the Mission were then incorporated into the second draft before departure. A Final Draft which included the Summary of Findings and Recommendations and further comments and corrections from the field was produced on August 29, 1991 and forwarded to the Mission. The Final document was then produced and translated into French.

## ANNEX B: Statement of Work

### I. PURPOSE

The purpose of this contract is to procure the services of a consulting firm to provide two training evaluation specialists to conduct a mid-term evaluation of the Burundi Human Resources Development Project (BUHRD, 695-0121) and write an evaluation report based on their findings..

The mid-term evaluation will have the following objectives:

- A. To summarize project progress and accomplishments to date, including an analysis of:
  - financial inputs (planned vs. actual) ;
  - training outputs (planned vs. actual);
  - progress towards achievement of project goal and purposes;
  - progress towards providing training opportunities to women.
- B. To assess the impact of training on the capacity and performance of individuals working in the institutions/firm providing participants;
- C. To identify problems/shortcomings of the project and to recommend solutions of remedial actions;
- D. To recommend changes in project implementation, adjustments in inputs or outputs, implementation procedures, or schedules, or project monitoring, to improve project management and/or project impact;
- E. To evaluate the project's recently revised goal and purpose statements, and assist in the development of impact indicators to be used in USAID/Burundi's annual Assessment of Program Impact (API) exercise;
- F. To provide recommendations for mid-term adjustments in the project to improve the likelihood that project objectives will be met during the planned project life; and
- G. To suggest possible mechanisms for implementing in-country training.

### II. STATEMENT OF WORK

The contractor will be responsible for providing the services of two training specialists to conduct mid-term evaluation of the BUHRD Project, per the illustrative

workplan outlined in Section IV below. Substantive elements of the evaluation are addressed in Section V below. The sources of information to carry out this evaluation will be project documents/files, interviews with participants in the U.S. as well as returned participants, interviews with training institutions used under the BUHRD Project, interviews with appropriate USAID staff, Government of Burundi Officials, and private sector entities who have benefitted from BUHRD training.

The two specialists, a Team Leader/Training Specialist, and a Private Sector Training Specialist, will be joined by a third team member (Burundian), who will be a specialist in training activities and hired locally directly by USAID/Burundi. An illustrative statement of work for the Team Leader/Training Specialist and Private sector Training Specialist is provided below:

The Team Leader/Training Specialist (TL/TS) will be responsible for leading the overall evaluation effort and for preparing the final draft evaluation report. The TL/TS's responsibilities include, but are not limited to the following:

- Establishing the evaluation workplan and timetable for work to be conducted in the u.s. and in Burundi, and finalizing these plans with USAID/Burundi;
- Identifying and consulting resources (documents and individuals), in the U.S. and in Burundi, as required by the approved workplan: planning and supervising the activities of the other evaluation team members;
- consulting with USAID/Burundi staff on a regular (at least weekly) basis during the evaluation period to report on evaluation progress, findings, possible recommendations, etc.;
- drafting, with input from other team members, the final evaluation report (see Section for more details);
- debriefing the A.I.D. Representative and appropriate USAID staff on the evaluation findings recommendations prior to departing Burundi; and
- upon return to the U.S., overseeing the production of the final evaluation report. (The contractor will be responsible for having the evaluation report translated into French, and for having English and French versions of the report reproduced and sent to USAID/Burundi (see Section below).

The Private Sector Training Specialist (PSTS) will be responsible for:

- working with the TL/TS to establish the evaluation and timetable for work to be conducted in the U.S. and in Burundi;
- assisting in the identification of and consultation with resources (documents and individuals), in the U.S. and in Burundi, as required by the approved workplan;
- drafting appropriate sections of the final evaluation report, as directed by the TL/TS;
- debriefing, with the TL/TS, the A.I.D. Representative and appropriate USAID staff on the evaluation findings and recommendations prior to departing Burundi; and
- upon return to the U.S. and as required, assisting in the production of the final evaluation report.

### III. ILLUSTRATIVE WORKPLAN

The evaluation will be carried out in three distinct phases over a planned period of seven weeks.

Phase 1: The first phase of the evaluation will take place in the United States (Washington, D.C. and Atlanta, Georgia) and will consist of orientation to the project, contracting appropriate AID/W staff, review of project and gather relevant documents existing in AID/W, locating and interviewing (either personally or via telephone) participants presently receiving training under the BUHRD Project, and contacting training institutions used under the BUHRD (including, but not limited to: Partners in International Education and Training (PIET); Clark Atlanta University; Atlanta Management Institute; and Entrepreneurs International). Attachment IV of this PIO/T provides a list of contacts and participants the evaluation team should attempt to contact while in the U.S.

USAID estimates that one week should be spent on this first phase of the evaluation

Phase 2: Following The Initial orientation and establishment of contacts in the U.S., the evaluation team will travel to Bujumbura; Burundi to begin the second phase of the evaluation. The Burundian team member will join the contract team at this point. USAID estimates that five weeks will be spent in Burundi, as follows:

A. Week 1: Preparatory work reviewing project document/files, meeting with USAID staff, establishing and finalizing workplan;

- B. Week 2-3: Data collection/interviews, site visits, field trips, meeting with USAID staff to review project progress, discuss problems, etc. (it is estimated that approximately 95% of the evaluators' time will be spent in Bujumbura; one- or two-day field trips to Gitega and/or Ngozi will be scheduled to interview returned participants from the Ministry of Rural Development and private sector Participants);
- C. Week 4: Prepare first draft of evaluation report and present it to USAID staff; and
- D. Week 5: Prepare Final draft of evaluation report, final debriefing of USAID staff, departure.

Phase 3: The contract team will depart Burundi after five weeks in-country and complete the evaluation report, incorporating final USAID comments as appropriate. After the report is finalized, the contractor will be responsible for having the report translated into French.

#### IV. SUBSTANTIVE ELEMENT'S OF THE EVALUATION

The substantive content of the evaluation will cover the areas of project implementation/project management, evaluation of training impact, evaluation of training received, institutional factors, and external factors. Questions to be asked include, but are not limited to:

##### A. Project Implementation/Project Management

1. What is the status of the project, based on the project inputs and outputs to date? What objectives have been met? How successfully have they been met? What are the indicators of success? What objectives have not been met? What are the reasons for this? Are the objective unattainable, no longer possible, or, in the evaluators opinion, are the objectives attainable? What specific recommendations can be made to ensure that these objectives are met?
2. What is the financial situation of this project? Will the project funds available be adequate for projected outputs?
3. Has Project management been adequate? How can it be improved? What measures can be taken to improve the ongoing evaluation of training received?

B. Evaluation of Training Impact

1. How have individual training programs affected public/private sector (firm) operations? Have there been improvements in efficiencies? Employment generation? Are there other impact indicators which can lead us to conclude the training impact has been positive/negative?
2. How have individual training programs affected the individual?

C. Evaluation of Training Received

1. To what extent has training to date been successful? What impact has the training had on the participant's institution or enterprise? Have the specific training areas and institutions been properly selected? Which specific training courses, institutions, or areas have had the most positive impact? Which have had the least Positive impact?
2. How efficient and fair have candidate selection processes been? Does this differ for the private and public sectors? Are particular types of candidates (such as women) at a disadvantage because of the nature of the selection process? How can the candidate selection process be improved?

D. Institutional Factors

1. What has been the role of the various institutions involved in project implementation and/or targeted to receive training? Should other institutions be involved? Has the coordination been adequate? In what ways could this be improved?
2. Has the chamber of Commerce and Industry served as the most appropriate channel for private sector training? If not, what are alternative organizations which could be used? What recommendations can be made to improve the present candidate selection process?

E. External Factors

1. How well does the BUHRD: Project reflect USAID's strategic focus (as exemplified by USAID's Burundi Enterprise promotion Program)? How could/should the project be "fine-tuned" to be responsive to the private enterprises development mandate?

F. Minimum Qualifications

1. Team Leader/Training Specialist:

a. Education: Minimum MA in Education, International Relations, Sociology, Development Economics, or a related field.

b. Experience: Minimum 10 years of experience with participant training activities, in particular, A.I.D.-financed participant training (minimum) two years' direct A.I.D. experience required). Evaluation experiences with institutional training projects, particularly in Africa, required. The TL/TS should be familiar with traditional degree training as well as short-term (off-shore and in-country) training, for both public and private sector individuals.

c. Language: French, minimum FSI S-3, R-3 required; S-3+, R-3+ desired. The TL/TS will be expected to conduct interviews and read reports in French without the need of an interpreter or translator.

2. Private Sector Training Specialist:

a. Education: Minimum MA in Education, Business Administration, Development Economics, or a related field.

b. Experience: Minimum of 10 years of experience with participant training activities, in Particular, A.I.D. experienced desired). Evaluation experience with institutional training projects, particularly in Africa, desired. The PSTS should be familiar with both traditional degree training as well as short-term (off-shore and in-country) training for both public and private sector individuals, but should have particular strength in private sector-related training.

c. Language: French, minimum FSI S-3, R-3 required; S-3+, R-3+ desired. The PSTS will be expected to conduct interviews and read reports in French without the need of an interpreter or translator.

## ANNEX C: List of Persons Interviewed

LT = Long-Term Participant funded by BUHRD

ST = Short-Term Participant funded by BUHRD (non-EI)

EI = Short-Term Participant in the Entrepreneurs International Program

\* = Participant at in-country seminar or workshop

### BURUNDI APPOINTMENTS

#### Chambre de Commerce, d'Industrie, D'Agriculture et D'artisanat du Burundi

Mr. Prime NYAMOYA, Secrétaire Général\*

Mr. Joseph AKILIMALI, Directeur des Etudes\* (ST)

Mr. Pierre Claver NDUWUMWAMI, Délégué régional\* (Gitega)<sup>15</sup>

#### International Bank for Reconstruction and Development (World Bank)

Ms. Jackie DAMON, Country Officer for Burundi

#### Ministère de l'Agriculture et de l'Elevage

Mr. Désire NSHIMIRIMANA, Directeur de Cabinet\* (ST)

Ms. Ancilla NDAHIGEZE, Directeur de l'Enseignement et de la Formation Agricole (ST)

Mr. Mathias NIJIMBERE, Researcher, ISABU (LT)

Mr. Diomedes BUZINGO, Researcher, ISABU (LT)

Mr. David NKESHIMANA, Researcher, ISABU (ST)

#### Ministère du Commerce et de l'Industrie

Mr. Prosper NINDORERA, Directeur Général du Commerce

Mr. Jerome GAHUNGU, Directeur Commercial de la Société Régionale de Développement de l'Imbo (ST)

Mr. Emmanuel BAZIKAMWE, Directeur Adjoint du Département de l'Industrie (ST)

Mr. Emmanuel NKENGURUTSE, Directeur Adjoint du Commerce Extérieur (ST)

Mr. Leopold BIZINDAVYI, Conseiller a la Direction Générale du Commerce (ST)

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<sup>15</sup>Selected for placement for an MBA program in the U.S. funded by BUHRD.

Ministère de l'Éducation Nationale

Mr. Pierre Claver SINDAYIGAYA, Directeur du Bureau de Bourses et d'Étude et de Stages (BBES)

Ministère du Développement Rural

Mr. Bonaventure CITEGETSE, Directeur du Département des Coopératives (Gitega)

Mr. Johnson SINARINZI, Directeur-adjoint chargé de commerce, Département des Coopératives (Gitega) (ST)

Ms. Leonie NTIRISHIRA, Directrice-adjoint chargée de l'appui technique aux coopératives, Département des coopératives (Gitega)

Ministère du Plan

Mr. Prosper BANYANKIYE, Directeur Général, Chargé du Plan

Association pour la Promotion Economique de la Femme (APEF)

Ms. Seraphime RUVAHAFI, Conseillère a la Présidence et membre du comité exécutif de l'APEF (ST)

Ms. Imelda MAGORWA, Présidente, APEF et cadre du Ministère pour la Promotion de la Femme et la Protection Sociale

United States Information Service (USIS)

Ms. Amy HART, Director, English Teaching Program

United States Agency for International Development (USAID)

Mr. Glenn SLOCUM, A.I.D. Representative

Mr. David LEONG, Project Development Officer

Ms. Antoinette Ferrara, Program Officer

Ms. Lorraine DENAKPO, Training Officer (BUHRD Project Manager)

Ms. Therese NDIKUMANA, Training Assistant

Dr. Donald HART, Private Enterprise Officer

Mr. KADISHA Mateta, Development Project Assistant

Dr. Elizabeth ADELSKI, Private Enterprise Consultant

Mr. Tom WHITNEY, Chief of Party, Small Farming Research Systems Project, University of Arkansas

United States Peace Corps

- Mr. Stan Dunin, volunteer assigned to APEX Project
- Mr. Nigel Collie, volunteer assigned to APEX Project

Private Entrepreneurs

- Mr. Stanislas BANKIMBAGA, owner, Laboratoire LAMEBU (pharmacy and medical laboratory) (EI)
- Mr. Redempteur BASHIRAHISHIZE\*
- Mr. Jean-Marie BIZINDAVYI, Production Supervisor, FABRICA SPRL (paper and printing) (EI)
- Fr. Remy HATUNGIMANA, butcher\* (ST)
- Ms. Imelda KAMENDA, owner, Welcome Shop (men's, women's, and children's clothing)\*
- Ms. Vincent KARAYENZI, Directeur-Général, ABACOF-MULTIVISION (private commercial school; advertising and artistic services)\*
  
- Ms. Marie-Muque KIGOMA, Commercial Director, FRUITO (fruit juice processing) (ST)
- Ms. Goundel LASTNAME, owner, Beauty Salon and co-owner of the St. Joseph Restaurant\* (EI)
- Mr. Felix MUFURERA, owner, small garage (Gitega)\*
- Mr. Simon MWARO, Président, Chambre de Commerce (Gitega)
- Ms. Seraphine NGARUKO, owner, Pharmacie du Rond Point\* (EI)
- Mr. Alphonse NIVIBIZI, owner, brick-making company (Gitega)\*
- Mr. Leonidas RUNYUTO, co-owner, Dimac (roofing company)\*
- Ms. Aimee RUPARI, owner, small dairy farm (Gitega)
- Ms. Terese RURASHITSE, owner, travel agency\* (EI)
- Ms. Sylvana SIBOMANA, chief of women's sewing cooperative\* (Gitega)

**WASHINGTON, D.C. APPOINTMENTS**

Partners for International Education and Training (PIET)

- Ms. Debra Egan, Program Coordinator for long-term academic participants from Burundi
- Ms. Carol Fenn, Program Coordinator for short-term technical participants from Burundi

Entrepreneurs International (EI)

- Ms. Caroline Hollilster, Director
- Ms. Maidiane Tocatlian, Manager of Burundi participants

Consortium for International Development (CID)

- Mr. James Coleen, Director (Washington office) - telephone interview only

**BURUNDIAN PARTICIPANTS INTERVIEWED BY TELEPHONE**

- Mr. Laurent BAHAMINIYAKAMWE, Auburn University
- Mr. Boniface BIRIZANYE, Mississippi State University
- Mr. Prosper GAHUNGU, California Polytechnic State University
- Mr. Nephthali NTAHIMPERA, Texas A & M University
- Mr. Dominique MUYANGO, University of Georgia

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- Report of Returned Participants Meeting, USAID/Bujumbura Training Office, September 1990.
- Le Secteur Non-Structure Urbain au Burundi, Rapport de PNUD-BIT, Bujumbura, 1990.
- Small Farming Systems Research Project, USAID Project Paper Supplement, March 1990.
- Structural Adjustment Policy Report, Center for Research in Economic Development (C.R.E.D.), University of Michigan, (English and French versions), May 1990.

# **ANNEX E: Memorandum btw. the Ministry of Education & Chamber of Commerce**

## **MEMORANDUM OF UNDERSTANDING**

**BETWEEN**

**MINISTRY OF NATIONAL EDUCATION**

**AND**

**CHAMBER OF COMMERCE, INDUSTRY, AGRICULTURE AND CRAFTS**

In accordance with the project paper for project 695-0121 on Burundi Human Resources Development, the Ministry of Education and the Chamber of Commerce, Industry, Agriculture and Crafts (CCIB) agree to the following:

### **ARTICLE I: Division of Responsibilities**

The Ministry of Education (MIN EDUC) assigns the execution of the project to the CCIB and to the Bureau of Scholarships and Training (BBES).

The CCIB and the BBES agree to collaborate closely with USAID in the achievement of the objectives of the project. The staffs of the study and documentation department of the CCIB and of the BBES are responsible not only for insuring cooperation with USAID, but also for insuring cooperating with regional delegations.

### **ARTICLE II: In-Country Training**

The CCIB will provide the use of its meeting room (50 seats), a blackboard, and maintenance personnel for all in-country training. Competent personnel from the CCIB may also serve as trainers in such programs and will work in collaboration with any other trainers recruited by the contractor (USAID).

Although the CCIB currently has no audio-visual equipment, it agrees that if a need for such equipment arises, the CCIB would rent or borrow it. Ideally, USAID should insure that trainers come with their own audio-visual equipment. Transportation, lodging and all other logistic support for the trainees will be the responsibility of the CCIB.

### ARTICLE III: Needs Analysis and Training Plans

The Ministries of Plan, National Education, Labor and Professional Training, and the CCIB, in collaboration with USAID, will undertake a global study of the training needs of the Burundi Private Sector.

The Min Educ will submit an annual training plan to USAID. These plans will delineate the seminars to be held in Burundi as well as the short-term and long-term training to be held in the U.S. or in a Third Country. To inform its members of the training possibilities offered by this project, the CCIB will insure that announcements are published in *Le Renouveau* (in French) and in *Ubumwe* (in Kirundi).

### ARTICLE IV: The Selection Committee

The selection committee for private sector training will have the following members:

- a Representative of the Ministry of Commerce, Industry, and Crafts (President)
- a Representative from the Ministry of National Education
- a Representative of the Ministry of Work and Professional Training
- the members of the Executive Board of the CCIB, WHO will serve as the Secretariat of the Committee a 3 member commission chosen from the administrators of the CCIB.

The role of the selection committee will be as follows:

- to identify the training needs of the private sector
- to inform the members of the CCIB of training possibilities
- to select the candidates for short and long-term training in the U.S. or elsewhere
- to select, in collaboration with USAID, contractors (trainers) for training programs
- to participate in an annual review and evaluation of the project

### ARTICLE V: Data Bank

The CCIB will keep an up-to-date data bank on its members. CCIB's principal responsibility will be to maintain accurate up-to-date identification files on its members. The data bank can be used to identify potential participants in

private sector training. It will also contain information on the impact of the program on the performance of individuals or businesses who have benefitted from the different training offered by the project.

**ARTICLE VI: Principal Coordinator**

The General Secretary of the CCIB or his Representative and the Director of the BBES of his representative are in charge of coordinating the participation of the CCIB in the project and insuring that the objectives agreed upon with USAID are achieved within the time-frames given.

**ARTICLE VII: Approval of the Ministry of National Education**

The Ministry of National Education attests to having given its approval with the CCIB concerning the procedures and responsibilities described in this memorandum.

One copy of this memo has been transmitted to the Representative of USAID/ Burundi.

Date: Bujumbura, March 14, 1988

Signed: Patrice NSABABAGANWA  
The President of the Chamber of Commerce  
Industry, Agriculture and Crafts

Approved: Lieutenant-Colonel Jean Claude NDIYO  
Minister of National Education

## ANNEX F: Questionnaire for EI Returned Participants

Name of Participant? \_\_\_\_\_

Interviewed by \_\_\_\_\_ Date \_\_\_\_\_

1. Could you describe the training program which you undertook in the United States? When did you return? \_\_\_\_\_

2. Were you well-prepared for your trip to the U.S.  
 YES / / NO / /

Briefing at USAID adequate?

Welcome and orientation in U.S. sufficient?

3. Please rate your training program in U.S. according to the following questions:

	Poor	Fair	Good	Excel
Its design and execution?				
Length of training?				
Quality of technical knowledge?				
Accommodations during training?				
Other _____				

4. Were there specific skills or knowledge acquired during your training program or through visits to other cities?

If yes, what were they?

If not, why not? (e.g., level of technology too high, training firm too big, market demands different, etc.)

5. Has your training resulted in tangible improvements in your company?

	None	Some	Many
In quality?			
Employment Increase?			
Reductions in Costs?			
Increase in Production?			
Increase in Sales?			
Increase in Profits?			
In new markets?			
In new business ventures?			
In new products?			
Other _____			

6. Please rate your training experience overall.

- Poor            / /
- Fair            / /
- Quite Good / /
- Excellent     / /

7. Was your English level sufficient to take advantage of all aspects of the program?

- Not Sufficient / /            Sufficient / /            Not App. / /

8. Did you take English courses prior to your training program?

- Yes / /            In U.S.? / /            In Burundi? / /            No / /

INTERVIEWER: Was the interview conducted in English \_\_ French\_\_

9. Site one or two areas, if any, where your training could have been improved?

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## ANNEX G: List of Present and Returned Participants

### BUHRD PARTICIPANTS AS OF JULY 1991

<u>Participant Name</u>	<u>Sex</u>	<u>Workplace</u>	<u>Training Field</u>	<u>Remarks</u>	<u>Location</u>
***** PHD *****					
BAHAMINIYAKAMWE	M	FAGAGRO	AGRONOMY	PARTIAL AMDP	AUBURN UNIV
NIJEMBERE	M	ISABU	AGRONOMY	NOT ACCEPTED	UNIV OF NEBRASKA
NTAHIMPERA	M	ISABU	AGRONOMY		TEXAS A&M
NTAMATUNGIRO	M	ISABU	AGRONOMY		UNIV OF ARK
***** MS PUBLIC *****					
BUZINGO	M	ISABU	AGRONOMY	PARTIAL AMDP	UNIV OF MISSOUR
GAHUNGU	M	MINAGRI	AGRI-BUSINESS		CAL POLY
BIRIZANYE	M	MINAGRI	AG ECON		UNIV OF MISS
MUYANGO	M	MINAGRI	AG ECON		UNIV OF GEORGIA
HATUNGIMANA	M	LABOR	LABOR		US - INST UNKNOWN
SINIREMERA	F	MIN COMM	INTL COMMERCE		SUNY-BINGHAMPTO
YAMUREMYE	M	MIN FIN	ACCT		US - INST UNKNOWN
***** MS PRIVATE *****					
NZEYIMANA	M	CCIB	FINANCE		US - INST UNKNOWN
NDUWUMWAMI	M	CCIB	INTL COMMERCE		US - INST UNKNOWN
MABUSHI	F	PRIV	FINANCE		ALABAMA A&M
GISAGE	M	PRIV	INTL MGMT		UNIV OF ILLINOIS
TINYA	M	PRIV	INTL TRADE		US - INST UNKNOWN
MUKWANANZI	M	PRIV	ACCT		US - INST UNKNOWN
NGOMIRAKIZA	M	PRIV	MRKTG		US - INST UNKNOWN
***** ST PRIVATE *****					
HAVYARIMANA	M	PRIV	AGRI	GRAIN STORAGE	KANSAS
NDICUNGUYE	M	PRIV	INDUS	KNITTING MACHIN	ITALY
BIZINDAVYI	M	PRIV	INDUS	PRINTING INDUS	US - VARIOUS
RURASHITSE	F	PRIV	SERVICE	TOURISM	US - VARIOUS
BANYIYEZAKO	F	PRIV	SERVICE	BEAUTY SALON	US - VARIOUS
HATUNGIMANA	M	PRIV	SERVICE	BUTCHER SHOP	BELGIUM
WEGE	M	PRIV	AGRI	FRUIT/VEG PROD	US - VARIOUS
BANKIMBAGA	M	PRIV	SERVICE	PHARMACY	US - VARIOUS
NTUKAMAZINA	M	PRIV	AGRI	COOPERATIVES	NIGER
NGARUKO	F	PRIV	SERVICE	PHARMACY	COTE D'IVOIRE
KIGOMA	F	PRIV	INDUS	FRUIT PROCESSIN	COTE D'IVOIRE
SINDAYAGAYA	M	PRIV	AGRI	FRUIT/VEG STORA	CALIF
NDAHIBORE	M	PRIV	AGRI	FRUIT/VEG STORA	CALIF
MUKAMURANGWA	F	PRIV	SERVICE	BEAUTY SHOP	US - VARIOUS
NTERERO	F	PRIV	SERVICE	BEAUTY SHOP	US - VARIOUS

<u>Participant Name</u>	<u>Sex</u>	<u>Workplace</u>	<u>Training Field</u>	<u>Remarks</u>	<u>Location</u>
MASINZO	M	PRIV	INDUS	METAL WORKING	US - VARIOUS
BAGUMAKO	M	PRIV	INDUS	REFRIGERATION	US - VARIOUS
RUHEZAMIHIGO	M	PRIV	SERVICE	HOTEL/TURISM	US - VARIOUS
MUSARAGANYI	M	PRIV	INDUS	SHOE PRODUCTION	US - VARIOUS
MPAGAZE	M	PRIV	INDUS	SALES/MRKTG	CALIFORNIA
NIKONAMYE	M	PRIV	AGRI	RICE/GRAIN STOR	US - VARIOUS
NTAMANYOMA	F	PRIV	SERVICE	BEAUTY/APPAREL	US - VARIOUS
MANGAZA	F	PRIV	SERVICE	COMPUTER/ACCTG	TO BE SELECTED
YENGAYENGE	M	PRIV	SERVICE	PHARMACY	US
MUSARAGANYI	F	PRIV	AGRI	FLOWER EXPORT	TO BE SELECTED
NDIKUMANA	F	PRIV	AGRI	FLOWE%wEXPORT	TO BE SELECTED
BIGENDAKO	M	PRIV	SERVICE	STONE SCULPTURE	TO BE SELECTED
NKUNZIMANA.	M	PRIV	AGRI	PLANT NURSERY	TO BE SELECTED
NKUNZIMANA	M	PRIV	AGRI	DAIRY	TO BE SELECTED

**\* ST AG/RURAL SUPPORT \***

BIZINDAVYI	M	MIN COM	RURAL MARKETS	RHUDO/WCA WSHOP	ABIDJAN
NOBERA	M	MIN AGRI	RURAL MARKETS	RHUDO/WCA WSHOP	ABIDJAN
NZOTUNGWANMANA	F	MIN RURAL	MGMT/ENTRE	HRDA WSHOP	ABIDJAN
NDAHIGEZE	F	MIN AGRI	MGMT/ENTRE	WSHOP FOR WOMEN	ATLANTA
SINARINZI	M	MIN RURAL	COOPS	CLUSA/NIAMEY	NIAMEY
MUYEHE	M	MIN RURAL	MGMT/ENTRE		ATLANTA
BARATWANYO	M	MIN RURAL	RURAL CREDIT		ATLANTA
NOBERA	M	MIN AGRI	AG POLICY		KENYA
GAHUNGU	M	MIN RURAL	SME PROMOTION		ATLANTA
SINARINZI	M	MIN RURAL	COOP		MISSOURI
NKESHIMANA	M	ISABU	FOOD PROCESSING		CALIF
NTAREME	M	MIN AGRI	AG PROJ ANALYSI		COLORADO
CAMIRIRWA	M	MIN AGRI	AG PROJ ANALYSI		COLORADO
NIWONGEKO	M	MIN AGRI	AG POLICY		CALIF

**\* ST PRIV SECT SUPPORT \***

GAHUNGU	M	CCIB	FREE TRADE	MAURITIUS WSHOP	MAURITIUS
KADISHA	M	CCIB	FREE TRADE	MAURITIUS WSHOP	MAURITIUS
SINIREMERA	F	MIN COM	MGMT/ENTRE	HRDA WOMENS WSH	ABIDJAN
KINIGI	F	BRB	MGMT/ENTRE	WSHOP FOR WOMEN	ATLANTA
NDENZAKO	M	SBF	AG CREDIT		VIRGINIA
RURIHAFO	F	APEF	RURAL CREDIT		SWAZILAND
NGENDABANIKWA	F	APEF	RURAL CREDIT		SWAZILAND
NAGAHARAWA	M	MIN COM	REGIONAL TRADE	PTA.LEATHER ADD	ADDIS ABABA
RURIHAFI	F	APEF	WOMENS BANK		ATLANTA
NDIKUMANA	F	MIN COM	EXPORT PROM.		NEW YORK
NKEGURUTSE	M	MIN COM	INTL MRKTG		CALIF
NIYONZIMA	M	MIN COM	SME PROMOTION		VERMONT
BAZIKAMWE	M	MIN COM	SME PROMOTION		VERMONT

<u>Participant Name</u>	<u>Sex</u>	<u>Workplace</u>	<u>Training Field</u>	<u>Remarks</u>	<u>Location</u>
GIRUKWISHAKA	M	MIN LABOR	MGMT		PITTSBURGH
BASABAKWINSHI	M	MIN CIM	EXPORT PROM.		ATLANTA
NDUWAYO	M	MIN RURAL	HANDICRAFT EXP		LOS ANGELES
BITARIHO	M	MIN LABOR	LABOR STATISTIC		WASH DC
MBAZUMUTIMA	M	MIN LABOR	LABOR STATISTIC		WASH DC
NAHIMANA	M	MIN LABOR	MGMT		PITTSBURGH
NDIHOKUBWAYO	M	MIN LABOR	LABOR/HRD MGMT	ATLANTA	
KIGOMA	F	EAB	LABOR POLICIES	WOMENS ISSUES I	USA
KAZIRAKANYO	F	MIN LABOR	LABOR POLICIES	WOMENS ISSUES I	USA
NDAYIZEYE	F	UTB	LABOR POLICIES		USA
NZEYIMANA	M	MIN COM	INFORMAL TRADE		USA
NDIKUMANA	M	MIN COM	INFORMAL TRADE		USA
NIMENYA	M	MIN COM	INFORMAL TRADE		USA
GAHUNGU	M	MIN COM	EXPORT PROM		WASH DC
12 PARTICIPANTS		VARIOUS	SME PROMOTION	STUDY TOUR TO U	USA
<b>** ST POLICY REFORM **</b>					
KANYARUGANO	M	MIN EDUC	BRIDGES		USA
NTAMAGIRO	M	MIN PLAN	POLICY REFORM	CRED NAIROBI	NAIROBI
MATATA	M	MIN PLAN	POLICY REFORM	CRED NAIROBI	NAIROBI
NDAHIBESHE	M	MIN FIN	POLICY REFORM	CRED NAIROBI	NAIROBI
BIZINDAVYI	M	MIN COM	PRIVATE		WASH DC
NIKWIGIZE	M	MIN PLAN	PRIVATE		WASH DC
BARANSKA	M	MIN PLAN	PRIVATE		WASH DC
NDAHIBESHE	M	MIN FIN	PRIVATE		WASH DC
AKILIMALI	M	CCIB	PRIVATE		WASH DC
NZEYIMANA	M	MIN REL EXT	PRIVATE		WASH DC
BARANTINYIRIYE	M	MIN PLAN	LOCAL GOVT	RHUDO/ESA	NAIROBI
NSHIMIRIMANA	M	MIN AGRI	PRIVATE		WASH DC
<b>***** ST TOT *****</b>					
HAVYARIMANA	F	MIN SOCIAL	FIN MGMT		ATLANTA
NYAKABWA	F	MIN SOCIAL	TOT/MGMT		ATLANTA
MITURUMBWE	F	MIN WOMEN	TOT/MGMT		ATLANTA
KANKINDI	F	MIN SOCIAL	TOT/MGMT		ATLANTA
NGENDAHAYO	F	MIN WOMEN	TOT/MGMT		ATLANTA
CISHAHAYO	F	MIN SOCIAL	TOT/MGMT		ATLANTA
MANIRAKIZA	F	MIN SOCIAL	TOT/MGMT		ATLANTA
NIZIFYIMANA	F	AGRI	TOT		ATLANTA
WAGAFUSHI	M	AGRI	TOT		ATLANTA
YANDEMYE	M	AGRI	TOT		ATLANTA

## ANNEX H: List of Burundian Students Abroad by Country

### 1ST AND 2ND CYCLES, 1989/1990 ACADEMIC YEAR

COUNTRY OF STUDY	GOVERNMENT SCHOLARSHIPS			CORPORATE SCHOLARSHIPS			GRAND
	OLD	NEW	TOTAL	OLD	NEW	TOTAL	TOTAL
U.S.S.R.			0	258	61	319	319
BELGIUM	17		17	41	12	53	70
FRANCE	8		8	23	1	24	32
WEST GERMANY	2		2	20		20	22
CZECHOSLOVAKIA			0	8	3	11	11
EAST GERMANY			0	5	3	8	8
IRELAND			0	5		5	5
ROMANIA			0	3		3	3
AUSTRIA	1		1			0	1
SWITZERLAND	1		1			0	1
YUGOSLAVIA			0			0	0
BULGARIA			0	8	2	10	10
TURKEY			0	2		2	2
POLAND			0	2	2	4	4
ENGLAND			0			0	0
CANADA	8		8	3		3	11
U.S.A.	2		2		1	1	3
CUBA			0	27	12	39	39
CHINA			0	47	4	51	51
SENEGAL	1		1	1		1	2
ALGERIA			0	104	10	114	114
TUNISIA			0	1		1	1
CONGO			0	1		1	1
RWANDA	1	7	8			0	8
ZAIRE	11	20	31			0	31
COTE D'IVOIRE			0	7		7	7

**1ST AND 2ND CYCLES, 1989/1990 ACADEMIC YEAR**

COUNTRY OF STUDY	GOVERNMENT SCHOLARSHIPS			CORPORATE SCHOLARSHIPS			GRAND TOTAL
	OLD	NEW	TOTAL	OLD	NEW	TOTAL	
MALAWI			0	1		1	1
KENYA	2		2	6		6	8
MOROCCO			0		1	1	1
CAMEROON			0	5		5	5
BURUNDI	2870		2870			0	2870
<b>TOTAL</b>	<b>2924</b>	<b>27</b>	<b>2951</b>	<b>578</b>	<b>112</b>	<b>690</b>	<b>3641</b>

**3RD CYCLE, 1989/1990 ACADEMIC YEAR**

COUNTRY OF STUDY	GOVERNMENT SCHOLARSHIPS			CORPORATE SCHOLARSHIPS			GRAND TOTAL
	OLD	NEW	TOTAL	OLD	NEW	TOTAL	
U.S.S.R.	1		1		4	4	5
BELGIUM	20	6	26	22	9	32	57
FRANCE	9	2	11	17	6	23	34
WEST GERMANY	1		1			0	1
CZECHOSLOVAKIA			0			0	0
EAST GERMANY	1		1	1		1	2
IRELAND	1		1			0	1
ROMANIA			0			0	0
AUSTRIA			0			0	0
SWITZERLAND			0	4		4	4
YUGOSLAVIA	1		1			0	1
BULGARIA			0			0	0
TURKEY			0			0	0

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## 3RD CYCLE, 1989/1990 ACADEMIC YEAR

COUNTRY OF STUDY	GOVERNMENT SCHOLARSHIPS			CORPORATE SCHOLARSHIPS			GRAND TOTAL
	OLD	NEW	TOTAL	OLD	NEW	TOTAL	
POLAND			0			0	0
ENGLAND	1		1			0	1
CANADA	17	1	18	20	8	28	46
U.S.A.	2		2	23	6	29	31
CUBA			0			0	0
CHINA			0			0	0
SENEGAL			0	2		2	2
ALGERIA	4		4	3	1	4	8
TUNISIA			0			0	0
CONGO			0			0	0
RWANDA	1	7	8			0	8
ZAIRE			0			0	0
COTE D'IVOIRE			0	1		1	1
MALAWI			0			0	0
KENYA			0			0	0
MOROCCO			0			0	0
CAMEROON			0			0	0
BURUNDI		5	5			0	5
TOTAL	59	21	80	93	34	127	207