

SWAZILAND

MANPOWER DEVELOPMENT PROJECT PAPER

[645-0218]

PD AAP-954

AGENCY FOR INTERNATIONAL DEVELOPMENT PROJECT DATA SHEET				1. TRANSACTION CODE A A = Addl C = Change D = Delete				Amendment Number _____				DOCUMENT CODE 3				
2. COUNTRY/ENTITY Swaziland						3. PROJECT NUMBER 645-0218										
4. BUREAU/OFFICE AFR 06						5. PROJECT TITLE (maximum 40 characters) Swaziland Manpower Development										
6. PROJECT ASSISTANCE COMPLETION DATE (PACD) MM DD YY 06 30 91						7. ESTIMATED DATE OF OBLIGATION (Under 'B' below, enter 1, 2, 3, or 4) A. Initial FY 84 B. Quarter 3 C. Final FY 89										
8. COSTS (\$000 OR EQUIVALENT \$1 = _____)																
A. FUNDING SOURCE			FIRST FY 84			LIFE OF PROJECT										
			B. FX		C. L/C		D. Total		E. FX		F. L/C		G. Total			
AID Appropriated Total			1,946		54		2,000		18,335		1,295		19,630			
(Grant)			(1,946)		(54)		(2,000)		(18,335)		(1,295)		(19,630)			
(Loan)																
Other																
U.S.																
Host Country			90		320		410		940		5,860		6,800			
Other Donor(s)																
TOTALS			2,036		374		2,410		19,275		7,155		26,430			
9. SCHEDULE OF AID FUNDING (\$000)																
A. APPRO- PRIATION		B. PRIMARY PURPOSE CODE	C. PRIMARY TECH. CODE		D. OBLIGATIONS TO DATE				E. AMOUNT APPROVED THIS ACTION				F. LIFE OF PROJECT			
			1. Grant	2. Loan	1. Grant		2. Loan		1. Grant		2. Loan		1. Grant		2. Loan	
(1) EHR		600	700		0				19,630				19,630			
(2)																
(3)																
(4)																
TOTALS				0				19,630				19,630				
10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each)										11. SECONDARY PURPOSE CODE						
610			63													
12. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)																
A. Code		INTR		PART		TNG										
B. Amount																
13. PROJECT PURPOSE (maximum 480 characters)																
<p>To (a) expand the capacity of selected Swazis and Swazi institutions both public and private, independently to plan and direct development activities and (b) encourage and increased level of informed participation by the Swazi general population in a variety of such activities.</p>																
14. SCHEDULED EVALUATIONS						15. SOURCE/ORIGIN OF GOODS AND SERVICES										
Interim		MM YY		MM YY		Final		MM YY		<input checked="" type="checkbox"/> 000 <input type="checkbox"/> 941 <input type="checkbox"/> Local <input type="checkbox"/> Other (Specify) _____						
		11 08 7						06 9 0								
16. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a _____ page PP Amendment.)																
<p>A review of the financing methods selected for implementation of this project are included in this paper, and all the methods selected are in compliance with current Agency policy.</p>																
<p>Concurrence: <i>Samuel Byrnie</i> Controller, USAID/Swaziland</p>																
17. APPROVED BY		Signature <i>R. Huetmann</i>						18. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCU- MENTS, DATE OF DIS'TRIBUTION								
		Title Director USAID/Swaziland				Date Signed MM DD YY 06 28 84		MM DD YY								

ACTION MEMORANDUM FOR THE DIRECTOR, USAID SWAZILAND

FROM: ^{W. J. Amundson / 07} Carol Steele, Program Officer, USAID/Swaziland

SUBJECT: Swaziland Manpower Development Project, 645-0218

PROBLEM:

Your approval is requested to execute a grant of \$19,630,000 from the FAA Section 105 Education and Human Resources Development appropriation to the Government of Swaziland (GOS) for the Swaziland Manpower Development Project (645-0218). It is planned that \$2,085,000 will be obligated in FY 1984.

DISCUSSION:

The purposes of the project are (a) to expand the capacity of selected Swazis and Swazi institutions--both public and private--independently to plan and direct development activities and (b) to encourage an increased level of informed participation by the general Swazi population in a variety of such activities.

This project is based on the proposition that well-qualified, development-oriented management and leadership in key institutions will continue to be the major elements contributing to accelerated economic and social development in Swaziland. It can only be achieved by long-term efforts to develop key institutions, particularly by training individuals with the technical and managerial skills necessary to direct them and by encouraging full participation of an informed public to use the institutions effectively and demand that they function efficiently for the good of the nation.

The project has five interrelated elements:

i. Development of an Administrative/Leadership Cadre

An average of 25 Swazis will be offered scholarships each year for long-term academic training abroad. This level represents about the present level of scholarship support and is considered the minimum level to develop the critical mass of administrative and technical leadership needed to direct Swaziland's development efforts. Short-term non-degree/technical training in the U.S. and other African countries will be provided for at least 64 Swazis over the period of the project (averaging 10 per year). In-country training will also be provided as the most cost-effective means of training relatively large numbers of Swazis and providing focused training for specific development institutions and units within those institutions.

2. Development Orientation for Traditional Leaders and Rural Women's Associations

To date, USAID-sponsored training has been directed toward improving the qualifications and effectiveness of personnel in the "modern" government. Such training has not reached the Swazi traditional sector. In view of the importance of that sector in Swaziland, the project aims to adjust that imbalance by providing training through seminars and workshops to improve the management capabilities of traditional leaders, increase their awareness and knowledge of development issues and activities, and encourage them to use their positions of leadership to support such activities carried out through modern-sector GOS and non-governmental/NGO organizations. Also, the project will encourage the formation of more women's organizations, expand the quality and quantity of training of women in organizations, and attempt to improve communication between male extension workers and women's organizations.

3. Development Communications

There is a great potential in Swaziland for strengthening the access to, and delivery of, practical development information. Assistance will be provided to: (a) train Swazi communicators in the skills required to use mass communications to promote development more effectively; (b) reduce constraints on available capacity for disseminating development information by providing modest amounts of equipment and commodities; (c) encourage Swazis to set development priorities and to plan and organize activities in support of such priorities; and (d) create an institutional base for development communications in Swaziland.

4. Institutional Development/Linkages

A new approach to institutional development--linkage arrangements between Swazi training institutions and one or more U.S. institutions--will also be supported through the project. The purpose of an institutional linkage will be particularly to strengthen the academic and administrative leadership and the programs of the Swazi institution. To maximize its mutual benefits, interests and priorities, an institutional linkage should focus on faculty and administrative development and on the development and improvement of curricula. Project funding is provided to support about six institutional linkages over the period of the project. It is expected that the initiative for a linkage will be taken by the cooperating institutions themselves, with USAID's role primarily being facilitative.

5. Technology/Skills Transfer

The approach to institution-building emphasized in the project is the development, through participant training, of a critical mass of knowledgeable Swazis capable of successfully directing Swaziland's development process. This is complemented by the transfer of knowledge and skills at the workplace through the provision of long-term and short-term U.S. expertise to various Swazi institutions. Operational Experts (OPEX) will be provided for selected institutions within which they will have a potential impact in terms of technology transfer, policy analysis and institutional development. Long-term technical advisory assistance will also be provided, including the services of a Manpower Economist/Planner to work with the Department of Establishments and Training. The provision of short-term technical services will often be the most appropriate response to GOS requests for assistance in specific tasks. A total of 63 person-months of consultant services is budgeted.

Project management support is budgeted for the assignment of a contractor field representative and the employment of a PSC Assistant Project Manager. Also, funds have been budgeted for evaluations and analyses.

USAID/Swaziland's overall strategy as presented in the approved Country Development Strategy Statement (CDSS) is directed toward attacking four major interrelated problems: rising unemployment, low agricultural productivity, rapid population growth and high under-two mortality. As noted in the original Swaziland CDSS (January 1980) and in annual CDSS updates, human resources development is seen as a key factor in addressing the constraints found in each of these problem areas. The FY 1985 Congressional Presentation further states that the AID program in Swaziland "places major emphasis on human resources development as vital to the elimination of constraints in all areas and as the fundamental requirement for self-sustaining national development." A new CDSS to be prepared in FY 1984 will continue to emphasize human resource development as a principal element in USAID/Swaziland's program strategy for the next decade. All elements of this project are expected to have significant impact upon the problem areas noted above.

Direct beneficiaries are the nearly 200 Swazis who will receive overseas training and the 1600 or more who will receive some sort of in-country training. A far greater number will be indirect beneficiaries as a result of improved services provided by public and private institutions and increased useful information passed on by communications media and by newly trained individuals.

The total estimated cost of the project is \$26.4 million. The AID contribution to the project is estimated at \$19.63 million, or 74% of the total cost. The contribution of the GOS and private sector to the project is estimated at \$6.8 million, or 26% of the total cost.

Of the total AID contribution to the project, 93% represents foreign exchange costs, of which 61% will finance the costs of participant training in both U.S. and African universities. An estimated 7% represents local currency expenditures, of which 62% will finance the local costs of in-country training (at GOS training institutions and in the field) and follow-up activities for returned participants. In the case of the combined GOS and private sector contribution to the project, 15% represents foreign exchange costs, of which 80% will finance participants' round trip airfares. An estimated 85% represents local currency expenditures, of which 59% will finance participants' continued salary and dependents' allowances during the period in training. For further details, see the "Financial Plan" table on page 40 of the Project Paper.

While the data on which much of the economic analysis is based is subject to question, it tends to be as accurate as comparable data in other countries. The returns to overseas and in-country training are sufficiently high in Swaziland to make the projected USAID and GOS expenditures economically viable. An internal rate of return analysis was done on the available data. After completing the analysis, all the assumptions were subjected to sensitivity tests. The internal rates of return did not change appreciably when the values of the assumptions stayed within the likely range.

The project is technically sound because it provides the types and levels of assistance which provides most impact in each given area. The project will send the most appropriate Swazis for long-term and short-term training overseas. The selection process will include individuals from the private sector and from parastatals, so that the selection meets the needs of the entire country. Short-term in-country training will take place when there are sufficient people in country needing the same type of training and when the training is relevant to the specific needs of Swaziland, such as the traditional leader training. The proposed institutional approach to development communications is both timely and technically feasible.

The USAID/Swaziland Director approved a Negative Determination for the Initial Environmental Examination on the basis that the project is an education, technical assistance or training program and does not include activities directly affecting the environment and thus is not subject to the provisions of 22 CFR, Section 216.3. The Categorical Exclusion was attached to the PID and AID/W concurrence was provided in STATE 80793 dated March 20, 1984 from the Bureau Environmental Officer.

The Project Agreement will contain one Condition Precedent to Initial Disbursement, one Condition Precedent to Additional Disbursement for specific activities within the project, and six Special Covenants. These appear in the attached Project Authorization.

The major GOS implementing agencies of this project are the Department of Establishments and Training of the Ministry of Labour and Public Service, the Ministry of Agriculture and Cooperatives and the Swaziland Broadcasting Service.

The Swaziland Manpower Development Project will require the procurement of different types of commodities and materials. Waivers will be requested at a later time to permit procurement of commodities as required. A nationality waiver for third country participant training was approved by the Acting AA/AFR to permit up to \$1,000,000 in short- and long-term participant training services to be conducted in Code 941 African countries.

On April 11, 1984, USAID/Swaziland held a Project Review of the Swaziland Manpower Development Project chaired by the Mission Director. The Implementation Plan was carefully reviewed by the Committee which concluded that the Plan is realistic and establishes a reasonable time frame for carrying out the project. The Committee recommended approval of the project.

A final Project Review was held in Nairobi, Kenya, by a Project Committee from REDSO/ESA. The Committee, chaired by the REDSO/ESA Acting Director, concurred in the Project.

As noted in Chapter V of the PP, Monitoring Plan, the USAID/Swaziland Human Resources Development Officer will serve as the AID Project Officer for the Swaziland Manpower Development Project, and as such will have primary USAID/Swaziland responsibility for the monitoring and evaluation of the project.

The Acting AA/AFR delegated to the Mission Director, USAID/Swaziland, the authority to authorize this project in the amount of approximately \$19.6 million, with concurrence from the REDSO/ESA Director and subject to all the provisions of AID Delegation of Authority 140, revised, except for the \$10 million limitation contained therein (STATE 148480).

Since this is a new project, the Congress must be notified pursuant to the Congressional Notification Procedures. A Congressional Notification advising the Congress of USAID/Swaziland's intent to authorize the project and advising of proposed obligations was sent to the Congress on May 31, 1984. The fifteen day waiting period expired on June 14, 1984, and the project may now be authorized.

RECOMMENDATION:

That you sign the attached Project Authorization and thereby approve funding of \$19,630,000 of which it is planned that \$2,085,000 will be obligated in FY 1984.

APPROVED R. Huesmann

DISAPPROVED _____

DATE June 28, 1984

Clearances:

USAID/S/RLA:GBBisson: <u>GBB</u>	Date: <u>June 26, 84</u>
USAID/S/CONT:GByllesby <u>GB</u>	Date: <u>June 26, 84</u>
USAID/S/HRDO:SMacCarthy <u>SM</u>	Date: <u>June 29, 84</u>
USAID/S/RECON:NCohen	Date: _____
USAID/S/APO:WHamink (Draft)	Date: <u>5/17/84</u>

Concurrence:

REDSO/ESA/ADIR: (NAIROBI 019151 DATED JUNE 25, 1984)

23 JUN 1984

PROJECT AUTHORIZATION

Name of Country: Swaziland

Name of Project: Swaziland Manpower Development

Number of Project: 645-0218

1. Pursuant to Section 105 of the Foreign Assistance Act of 1961, as amended, I hereby authorize the Swaziland Manpower Development Project for Swaziland (the "Cooperating Country") involving planned obligations of not to exceed \$19,630,000 in grant funds over a six year period from the date of authorization subject to the availability of funds in accordance with the A.I.D. OYB/allotment process, to help in financing foreign exchange and local currency costs of the project. The planned life of project is seven years from the date of initial obligation.

2. The project consists of assistance to the Cooperating Country to realize the full development potential of its human resources both in the modern sector and in the rural homesteads. The project consists of five interrelated elements: (1) Development of a Administrative/Leadership Cadre, (2) Development Orientation for Traditional Leaders and Rural Women's Associations, (3) Strengthening an institutional base for Development Communications, (4) Establishing linkages between Swazi training institutions with U.S. institutions to strengthen academic and administrative leadership of the Swazi institutions, and (5) Technology/Skills Transfer. The project will fund participant training services, technical assistance and commodities in support of these elements.

3. The Project Agreement which may be negotiated and executed by the officer to whom such authority is delegated in accordance with AID regulations and Delegations of Authority shall be subject to the following essential terms and covenants and major conditions, together with such other terms and conditions as A.I.D. may deem appropriate.

4. a. Source and Origin of Commodities, Nationality of Services

Commodities financed by A.I.D. under the project shall have their source and origin in the Cooperating Country or in the United States except as A.I.D. may otherwise agree in writing. Except for ocean shipping and participant training services, the suppliers of

commodities or services shall have the Cooperating Country or the United States as their place of nationality, except as A.I.D. may otherwise agree in writing. Ocean shipping financed by A.I.D. under the project, except as A.I.D. may otherwise agree in writing, shall be financed only on flag vessels of the United States. To the extent authorized by A.I.D. Handbook 10, paragraph 7E, suppliers of participant training services under the project may have countries included in A.I.D. Geographic Code 941 as their place of nationality, except as A.I.D. may otherwise agree in writing.

b. Condition Precedent to First Disbursement

Prior to the first disbursement under the Grant, or to the issuance by A.I.D. of documentation pursuant to which disbursement will be made, the Grantee will, except as the Parties may otherwise agree in writing, furnish to A.I.D. in form and substance satisfactory to A.I.D.:

A statement of the name of the person holding or acting in the office of the Grantee and of any additional representatives, together with a specimen signature of each person specified in such statement.

c. Condition Precedent to Additional Disbursement

Prior to disbursement under the Development Communications portion of the Grant, or to the issuance by A.I.D. of documentation pursuant to which disbursement will be made, for other than short-term consulting services, the Cooperating Country and A.I.D. shall, except as A.I.D. may otherwise agree in writing, agree on a feasible staffing and organizational plan for the Development Communications portion of the project.

d. Special Covenants

(1) The Grantee will sign contracts with each OPEX technician provided under the project. The contract will provide for the pay, allowances, and benefits for such technicians on the same basis as the Grantee provides for its officials for a similar grade.

(2) (a) The Grantee will take such steps as may be required to assure that individuals receiving training outside Swaziland will return to established positions in the Government either to replace or to work with A.I.D.-financed technicians, or to occupy other positions commensurate with their training.

(b) The Grantee agrees to establish and enforce bonding requirements for public sector employees receiving training abroad.

(3) The Grantee will take such steps as may be practicable, including the establishment of dual incumbency positions where feasible, to maximize the extent of overlap of A.I.D. technical assistance personnel with Grantee personnel trained under the project.

(4) The Grantee agrees to use its best efforts to establish and fill the position of Community Leadership Specialist within the Ministry of Agriculture and Cooperatives/Community Development Section by February 1988.

(5) The Grantee agrees to explore the feasibility of establishing within its civil service a "training complement" to provide needed flexibility to train the best-qualified public servants currently within or entering the civil service.

(6) The Grantee agrees to explore the feasibility of establishing adequate incentives for participants undertaking long-term training to insure that the most highly qualified candidates, particularly those with families, will be motivated to undertake such training.

Signature R. Huesmann

Robert Huesmann
 Typed Name of Approving Officer

Director, USAID/Swaziland
 Title

Clearances:

HRDO:SMacCarthy [Signature] date 6/29/84
 APO:WHamink (draft)
 CONT:GLByllesby [Signature] date 6/28/84
 RLA:GBBisson (draft)
 PRM:CSteele [Signature] date 6/28/84
 DD:JOPhilpott [Signature] date 6/28/84

Concurrence:

ACTING DIR, REDSO/ESA:PBloom (by cable) date 6/25/84
 Reference: STATE 19159 dated 6/25/84

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Project Paper Annexes

PROJECT PAPER ANNEXES

- A. PID Approval Cable, State 45810 dated 2/15/84
- B. Logical Framework Matrix
- C. Statutory Checklists
- D. GOS Application for Assistance
- E. Development Communications: Illustrative Participant Training Schedule
- F.
 - 1. Detailed Cost Estimates: AID and GOS Contributions
 - 2. Estimated AID Expenditures (FY 1985-FY 1991)
- G. Traditional Leaders: History, Survey, Training Experience
- H. Social Soundness Analysis
- I. Financial and Recurrent Budget Analysis
- J. Economic Analysis
- K. Technical Analysis
- L. Administrative Analysis
- M. Illustrative Equipment List: Development Communications
- N.
 - 1. Annual Long-Term Participant Training Implementation Schedule
 - 2. Summary Training and Technical Services Implementation Schedule (Time-Phasing)
- O. Position Descriptions
 - 1. Development Communications Specialist
 - 2. Development Communications Short-Term Technical Services Consultants
 - 3. Manpower Economist/Planner
 - 4. Traditional Sector Training Specialist
 - 5. Contractor Field Representative

ABBREVIATIONS

AAI	African-American Institute
AFGRAD	African Graduate Fellowship Program
CFTC	Commonwealth Fund for Technical Cooperation
CD	Community Development Section, MOAC
DET	Department of Establishments and Training, Ministry of Labor and Public Service
DEMS	Division of Extra-Mural Services, UniSwa
ECPR	Executive Committee for Project Review
EEC	European Economic Community
FRLC	Federal Reserve Letter of Credit
GOS	Government of Swaziland
GMAT	Graduate Management Admission Test
GRE	Graduate Records Examination
GDP	Gross Domestic Product
HE	Home Economics Section, MOAC
HRD	Human Resources Development
HRDO	USAID Human Resources Development Officer
IG	Inspector General
IHS	Institute of Health Sciences, Ministry of Health
IRR	Internal Rate of Return
MOAC	Ministry of Agriculture and Cooperatives
NGO	Non-governmental organization
OYB	Operational Year Budget
PSC	Personal Services Contract
PVO	Private Voluntary Organization
PACD	Project Assistance Completion Date
PID	Project Identification Document
PP	Project Paper
REDSO/ESA	Regional Economic Development Services Office for East and Southern Africa (Nairobi)
SAAST	Southern Africa Academic and Skills Training Project
SADCC	Southern Africa Development Coordination Conference
SADPT	Southern Africa Development Personnel and Training Project
SAMDP	Southern Africa Manpower Development Project
SBS	Swaziland Broadcasting Service
SCOT	Swaziland College of Technology
SIMPA	Swaziland Institute of Management and Public Administration
SIPTM	Swaziland Institute of Personnel Training and Management
SIS	Swaziland Information Services
TOEFL	Test of English as a Foreign Language
UNDP	United Nations Development Program
UniSwa	University of Swaziland
USAID/S	U.S. AID Mission to Swaziland (Mbabane)

I. SUMMARY PROJECT DESCRIPTION

A. Grantee

The Grantee is the Government of Swaziland (GOS).

B. Implementing Agencies

The GOS implementing agencies are:

- the Department of Establishments and Training, Ministry of Labor and Public Service
- the Ministry of Agriculture and Cooperatives
- the Swaziland Broadcasting Service, Ministry of Interior

C. Financial Plan and Terms of the Project

The project is a Grant to the Government of Swaziland, to be obligated incrementally from FY 1984 through FY 1989. The project will be implemented over a period of seven years, from FY 1985 through FY 1991.

(\$000)

<u>Component</u>	<u>AID</u>	<u>Swaziland</u>	<u>Total</u>	<u>%</u>
Participant Training	\$11,610	\$4,790	\$16,400	62
Technical Services	7,340	1,700	9,040	34
Commodities	<u>680</u>	<u>310</u>	<u>990</u>	<u>4</u>
Total	\$19,630(74%)	\$6,800(26%)	\$26,430	100%

D. Purposes of the Project

The purposes of the project are (a) to expand the capacity of selected Swazis and Swazi institutions--both public and private--independently to plan and direct development activities and (b) to encourage an increased level of informed participation by the general Swazi population in a variety of such activities.

E. Background of the Project

Swaziland is gradually modernizing. It must modernize if it is to maintain a rate of progress comparable to its southern Africa neighbors, including SADC member nations, and if the Swazi people are to enjoy the maximum benefits of greater productivity and modern technology.

This project is based on the proposition that well-qualified, development-oriented management and leadership in key institutions will continue to be the major elements contributing to accelerated economic and social development in Swaziland. It can only be achieved by long-term efforts to develop key institutions, particularly by training individuals with the technical and managerial skills necessary to direct them and by encouraging full participation of an informed public to use the institutions effectively and demand that they function efficiently for the good of the nation.

Previous AID and other donor programs have assisted the GOS in addressing needs in both of these areas, but they have so far been able to meet only a fraction of the requirements. In terms of leadership in the public sector alone, nearly 500 nominations for post-secondary long-term training are submitted by ministries and government agencies to the Department of Establishments and Training every year. Many are in turn submitted to USAID for funding consideration. In the recent past, USAID has financed long-term training for about 25 Swazis per year.

The Technical Analysis (Annex K), describes the results of a series of manpower studies and needs assessments carried out in Swaziland over the past 10 years. As expected, studies show that the requirements far outstrip the numbers of qualified people currently moving through the system or having the opportunity for higher level training. Shortages in some fields of particular interest to national development (agriculture, engineering, etc.) are greater than shortages overall.

Shortages at the post-graduate level--the level of concentration for this project--are expected to be even more severe. At present the country is unable to provide the needed number of post-graduate people in almost any field and all post-graduate training must be accomplished outside Swaziland. USAID is the only donor currently offering or planning to offer more than a few scholarships at that level.

There is also a major requirement and strong demand for in-country training, which is the most cost-effective means of training relatively large numbers of people and of providing focused training for specific development institutions or units within those institutions. Recent assessments have identified the highest priority areas for in-country training and have clearly shown increasing interest and demand for such training within both the public and private sectors.

The Swaziland situation adds a distinctive element to the familiar problem of inadequate manpower: an unusually longstanding, widespread and tenacious adherence to traditional views and values. Traditional attitudes affect all aspects of

Swazi life. In the country's dual system of government, modern ministries coexist with a structured, influential traditional government. This strong traditional foundation also offers some interesting development opportunities. In an effort to accelerate the process of development in Swaziland, this project will work with the leadership elements of both the traditional and the modern elements of the society to bring their influence to bear together on development problems.

The project will address both the present and the future, capitalizing on opportunities available now, while at the same time financing the long-term programs of institutional and individual development so necessary to continuous, self-generating national progress. In Swaziland, near-universal primary education is gradually creating large numbers of people better able to take advantage of new technologies and opportunities for greater productivity and for improvement in the quality of their lives. A new generation of technical and administrative leadership is also being formed. Some basic systems (communication, transportation, leadership institutions, etc.) are already in place. Swazis could take advantage of these systems now and improve their incomes and quality of their life within a few months or years. This project proposes to animate these systems and provide them with the substantive technological content needed to make them effective tools for Swaziland's development. For the future, through long-term training and other means, the project seeks to develop a significant number of Swazis capable of introducing modern attitudes, administrative systems and technologies into a changing but still very traditional society. The cumulative impact of such efforts will be evident in the decade of the 1990's and beyond.

F. Description of the Project

About 60 percent of the project funding will support long- and short-term training for Swazis in the U.S. and other African countries and short-term training in Swaziland. Additional elements of the project focus on the development of efficient, effective Swazi institutions (reinforced, of course, by the participant training) and on methods of encouraging informed participation in the development process by Swazi organizations, groups and individuals active in the traditional setting. The project is designed to improve institutional capacity in both the public and private sectors, to emphasize capability and leadership potential in the selection of Swazis for training, to realize the development potential of traditional Swazi leaders and indigenous organizations and to utilize the communications media as an important tool for bringing the benefits of development to large numbers of Swazis.

The project has five interrelated elements:

1. Development of an Administrative/Leadership Cadre
(\$11,230,000)

An average of 25 Swazis will be offered scholarships each year for long-term academic training abroad. This level represents about the present level of scholarship support and is considered the minimum level to develop the critical mass of administrative and technical leadership needed to direct Swaziland's development efforts. In general, priority will continue to be given to diploma and degree training in specialized fields in agriculture, education, health, business, engineering and the sciences. Short-term non-degree/technical training in the U.S. and other African countries will be provided for at least 64 Swazis over the period of the project (averaging 10 per year). Intensive, specialized training in critical development areas will be offered for selected mid-level Swazis as well as observation/study tours for key decision-makers. In-country training will also be provided as the most cost-effective means of training relatively large numbers of Swazis and providing focused training for specific development institutions and units within those institutions. Priority will be given to (a) supervisory and management training for high-level decision- and policy-makers and potential leaders from the mid-level ranks and (b) technology and skills training. The provision of long-term academic and short-term technical participant training abroad and in-country training constitutes a coordinated approach to improving the efficiency and effectiveness of Swazi development institutions (agriculture, health, education, public works and engineering, natural resources, commerce and industry and human resources development/training).

2. Development Orientation for Traditional Leaders and Rural Women's Associations (\$1,060,000)

To date, USAID-sponsored training has been directed toward improving the qualifications and effectiveness of personnel in the "modern" government. Such training has not reached the Swazi traditional sector. In view of the importance of that sector in Swaziland, the project aims to adjust that imbalance by providing training through seminars and workshops to improve the management capabilities of traditional leaders, increase their awareness and knowledge of development issues and activities, and encourage them to use their positions of leadership to support such activities carried out through modern-sector GOS and non-governmental/NGO organizations. There is also a clear need to encourage the formation of more women's organizations, expand the quality and quantity of training of women in organizations, and improve communication between male extension workers and women's organizations. Assistance will be focused on (a) expanding the institutional capacity of the Community Development Section in the Ministry of Agriculture and Cooperatives to conduct workshops and

other more innovative types of training and development orientation for traditional leaders and (b) expanding the institutional capacity of the Home Economics Section of the same ministry to form, motivate and train Zenzile women's organizations; and to additionally use mass media to increase public awareness of women's organizations and of the need for community and government (including extension worker) support. In both cases, skills upgrading in adult education and non-formal education training techniques will be provided to the existing staffs of community development workers and home economists.

3. Development Communications (\$1,710,000)

There is a great potential in Swaziland for strengthening the access to, and delivery of, practical development information. Assistance will be provided to: (a) train Swazi communicators in the skills required to use mass communications to promote development more effectively; (b) reduce constraints on available capacity for disseminating development information by providing modest amounts of equipment and commodities; (c) encourage Swazis to set development priorities and to plan and organize activities in support of such priorities; and (d) create an institutional base for development communications in Swaziland. The institutional base will be a new Center for Rural Broadcasting and Information at the Swaziland Broadcasting Service. Although the more effective use of radio for development will be a primary objective in the Center's operations; technical services, training and coordination activities will also support the development use of siSwati newspapers.

4. Institutional Development/Linkages (\$500,000)

A new approach to institutional development--linkage arrangements between Swazi training institutions and one or more U.S. institutions--will also be supported through the project. The purpose of an institutional linkage will be particularly to strengthen the academic and administrative leadership and the programs of the Swazi institution. To maximize its mutual benefits, interests and priorities, an institutional linkage should focus on faculty and administrative development and on the development and improvement of curricula. Faculty exchanges, development-oriented, short-term research by faculty, colloquia and seminars and faculty refresher training are examples of possible joint activities. Project funding is provided to support about six institutional linkages over the period of the project. It is expected that the initiative for a linkage will be taken by the cooperating institutions themselves, with USAID's role primarily being facilitative. Upon USAID approval of a linkage, a cooperative agreement and/or grant will be negotiated and signed between USAID and the U.S. institution to implement the arrangement.

5. Technology/Skills Transfer (\$3,370,000)

The approach to institution-building emphasized in the project is the development, through participant training, of a critical mass of knowledgeable Swazis capable of successfully directing Swaziland's development process. This is complemented by the transfer of knowledge and skills at the workplace through the provision of long-term and short-term U.S. expertise to various Swazi institutions. Operational Experts (OPEX) will be provided for selected institutions within which they will have a potential impact in terms of technology transfer, policy analysis and institutional development. Funding is budgeted for an average of three on-board OPEX personnel per year. Long-term technical advisory assistance will also be provided, including the services of a Manpower Economist/Planner to work with the Department of Establishments and Training.

The provision of short-term technical services will often be the most appropriate response to GOS requests for assistance in specific tasks. Criteria for evaluating requests will include: the degree of impact on the transfer of technology and specialized skills, the potential for introducing technological and policy-related innovations and sustainability and/or replicability (e.g., training of trainers and potential for a multiplier effect). Short-term technical services may also be provided to conduct, or assist Swazi staff in conducting, a variety of in-country, in-service training programs (see 1. above). A total of 63 person-months of consultant services is budgeted.

Project management support is budgeted for the assignment of a contractor field representative (\$1,050,000) and the employment of a PSC Assistant Project Manager (\$520,000). Also, funds have been budgeted for evaluations and analyses (\$190,000).

G. Summary Findings

It has been concluded from the analyses in the Project Paper that: (1) the project approach is technically and economically sound, socially acceptable and administratively feasible; (2) the design and cost estimates are reasonable and adequately planned; (3) the timing and funding of project activities are appropriately scheduled; (4) sufficient planning has been made for monitoring and evaluation of the project; and (5) all statutory criteria have been satisfied.

H. Project Issues

No issues in addition to those raised in the PID ECPR (see PID approval cable, Annex A.) have arisen during the PP design. The issues raised during the ECPR have been fully addressed in the Project Paper to the satisfaction of USAID.

I. Consideration of the Provision under the Gray Amendment

Implementation of the program for general long-term academic training and short-term non-degree/technical training abroad is considered appropriate for a Gray Amendment entity.

J. Required Waivers

Waivers for equipment and commodity procurement will be requested on a case-by-case basis pending selection of the implementation contractors and finalization of requirements and specifications.

K. Conditions Precedent and Covenants

The Project Agreement will contain the following major Condition Precedent and Covenants:

1. Condition Precedent to First Disbursement

Prior to first disbursement under the Grant, or to issuance by A.I.D. of documentation pursuant to which disbursement will be made, the Cooperating Country will, except as the parties may otherwise agree in writing, furnish to A.I.D., in form and substance satisfactory to A.I.D., a statement of the name of the person or persons acting as representatives of the Cooperating Country for purposes of the Grant, together with a specimen signature of each person specified in such statement.

2. Condition Precedent to Additional Disbursement

Prior to disbursement under the Development Communications portion of the Grant, or to the issuance by A.I.D. of documentation pursuant to which disbursement will be made, for other than short-term consulting services, the Cooperating Country and A.I.D. shall, except as A.I.D. may otherwise agree in writing, agree on a feasible staffing and organizational plan for the Development Communications portion of the project.

3. Special Covenants

(a) The Grantee will sign contracts with each OPEX technician provided under the project. The contract will provide for the pay, allowances, and benefits for such technicians on the same basis as the Grantee provides for its officials for a similar grade.

(b) (1) The Grantee will take such steps as may be required to assure that individuals receiving training outside Swaziland will return to established positions in the Government either to replace or to work with A.I.D.-financed technicians, or to occupy other positions commensurate with their training.

(2) The Grantee agrees to establish and enforce bonding requirements for public sector employees receiving training abroad.

(c) The Grantee will take such steps as may be practicable, including the establishment of dual incumbency positions where feasible, to maximize the extent of overlap of A.I.D. technical assistance personnel with Grantee personnel trained under the project.

(d) The Grantee agrees to use its best efforts to establish and fill the position of Community Leadership Specialist within the Ministry of Agriculture and Cooperatives/Community Development Section by February 1988.

(e) The Grantee agrees to explore the feasibility of establishing within its civil service a "training complement" to provide needed flexibility to train the best-qualified public servants currently within or entering the civil service.

(f) The Grantee agrees to explore the feasibility of establishing adequate incentives for participants undertaking long-term training to insure that the most highly qualified candidates, particularly those with families, will be motivated to undertake such training.

L. Project Design Team Members

Project design team members included:

Dianne Blane, Project Development Officer, REDSO/ESA
(Team Leader)

Shane MacCarthy, Human Resources Development Officer,
USAID/Swaziland

Neal Cohen, Regional Economist for Southern Africa,
USAID/S

Edward Green, Anthropologist, USAID/S

Robert Johnson, Education Specialist (IQC)

Gary Bisson, Regional Legal Advisor for Southern Africa,
USAID/S

Ray Potocki, Contracting Officer, REDSO/ESA

Anita Maher, Training Officer, USAID/S

II. PROJECT RATIONALE AND DETAILED DESCRIPTION

A. Project Rationale

1. Overview

Swaziland is gradually modernizing. It must modernize if it is to maintain a rate of progress comparable to its southern Africa neighbors, including SADCC member nations, and if the Swazi people are to enjoy the maximum benefits of greater productivity and modern technology.

This project is based on the proposition that well-qualified, development-oriented management and leadership in key institutions will continue to be the major elements contributing to accelerated economic and social development in Swaziland. It can only be achieved by long-term efforts to develop key institutions, particularly by training individuals with the technical and managerial skills necessary to direct them and by encouraging full participation of an informed public to use the institutions effectively and demand that they function efficiently for the good of the nation.

Previous AID and other donor programs have assisted the GOS in addressing needs in both of these areas, but they have so far been able to meet only a fraction of the requirements. In terms of leadership in the public sector alone, nearly 500 nominations for post-secondary long-term training are submitted by ministries and government agencies to the Department of Establishments and Training every year. Many are in turn submitted to USAID for funding consideration. Even more may be expected with public advertising. In the recent past, USAID has financed long-term training for about 25 Swazis per year.

The Technical Analysis (Annex K), describes the results of a series of manpower studies and needs assessments carried out in Swaziland over the past 10 years. As expected, studies show that the requirements far outstrip the numbers of qualified people currently moving through the system or having the opportunity for higher level training. Shortages in some fields of particular interest to national development (agriculture, engineering, etc.) are greater than shortages overall. For example, at the B.Sc. level, the annual shortfall of agriculture graduates is expected to be five per year and of science graduates, nine per year. There is no in-country degree program for engineering, so the total estimated requirement of ten per year must be met through outside training. Some important areas of agricultural (animal husbandry, for example) and other types of training are also unavailable in Swaziland.

Shortages at the post-graduate level--the level of concentration for this project--are expected to be even more severe. At present the country is unable to provide the needed number of post-graduate people in almost any field. For example, Swaziland's major manpower study, "Skills for the Future: Education and Manpower Perspectives in Swaziland", projected that during the period 1982 to 1989, 54 post-graduate trained scientists will be needed, while only six will be provided. The study predicted that agriculture will need 16 people, but only two will be trained. In the social sciences, of the projected need for 44 people, only 11 will be trained. These and other shortages will seriously constrain the country's ability to localize high level technical positions in the private sector, parastatals, education and government. At present all post-graduate training must be accomplished outside Swaziland.

There is also a major requirement and strong demand for in-country training, which is the most cost-effective means of training relatively large numbers of people and of providing focused training for specific development institutions or units within those institutions. Recent assessments have identified the highest priority areas for in-country training and have clearly shown increasing interest and demand for such training within both the public and private sectors.

The Swaziland situation adds a distinctive element to the familiar problem of inadequate manpower: an unusually longstanding, widespread and firm adherence to traditional views and values. Traditional attitudes affect all aspects of Swazi life. In the country's dual system of government, modern ministries coexist with a structured, influential traditional government. This strong traditional foundation also offers some interesting development opportunities. For example, traditional leaders in rural areas, where 80 percent of Swazis live, sometimes delay or block development efforts because they have not been enlisted as part of the process and do not understand the ramifications. If they can be brought into the development process and motivated to use their considerable influence to foster development, activities could be undertaken far more quickly and have much greater effect. In an effort to accelerate the process of development in Swaziland and, at the same time, assure that such development conforms to Swazi cultural parameters, this project will work with the leadership elements of both the traditional and the modern elements of the society to bring their influence to bear together on development problems.

The project will address both the present and the future, capitalizing on opportunities available now, while at the same time financing the long-term programs of institutional and individual development so necessary to continuous, self-generating national progress. In Swaziland, near-universal primary education is gradually creating large numbers of people better able to take advantage of new technologies and opportunities for greater productivity and for improvement in the quality of their lives. A new generation of technical and administrative leadership is also being formed. Some basic systems (communication, transportation, leadership institutions, etc.) are already in place. Swazis could take advantage of these systems now and improve their incomes and the quality of their lives within a few months or years. This project proposes to animate these systems and provide them with the substantive technological content needed to make them effective tools for Swaziland's development. For the future, through long-term training and other means, the project seeks to develop a significant number of Swazis capable of adapting modern attitudes, administrative systems and technologies to meet the needs of a changing but still very traditional society. The cumulative impact of such efforts will be evident in the decade of the 1990's and beyond.

2. Conformity With GOS and AID Policies and Plans

(a) Government of Swaziland

The GOS recognizes human resources development as a vital factor in meeting the four major objectives stated in Swaziland's Third National Development Plan (1978/79-1982/83): economic growth, self-reliance, social justice and stability. A draft of the soon-to-be-published Fourth National Development Plan continues to emphasize these areas and states that: "Training should be given a very high priority in almost every area....maximum utilization should be made of scarce educated and skilled manpower." This proposed project will provide direct, tangible support for these objectives.

Localization of management and technical positions is also a GOS policy which would be furthered by this project. The draft Fourth Plan notes that, "Many posts in Government and the private sector are still held by expatriates. Swazis should be trained to fill such positions wherever possible without reducing efficiency." As is true in most of the other majority-ruled southern African countries, a large number of expatriates are still working in Swaziland. During the past 15 years, the GOS has replaced many of the expatriates in the

public sector, but there has been very little localization at the management and skilled levels in the private sector. Even where localization has taken place, especially in government, the process has sometimes placed in key positions personnel not yet having a full measure of required training and experience. As a result, Swaziland's economic and social development efforts have sometimes been severely hampered by unavailability of effective planning and lack of the technical, administrative and managerial skills needed to effectively implement policy and programs.

In addition, Swaziland's development plans stress the need to involve the Swazis who live in rural areas in decision-making on matters which affect their well-being and the need to adapt traditional institutions to increase awareness of the possible benefits of various services and productive technologies. Training of traditional leaders and members of rural women's associations and provision of information through development communications channels, important elements of the project, are expected to be crucial in efforts to involve and educate the rural population in the process of development.

(b) USAID/Swaziland

USAID/Swaziland's overall strategy as presented in the approved Country Development Strategy Statement (CDSS) is directed toward attacking four major interrelated problems: rising unemployment, low agricultural productivity, rapid population growth and high under-two mortality. As noted in the original Swaziland CDSS (January 1980) and in annual CDSS updates, human resources development is seen as a key factor in addressing the constraints found in each of these problem areas. The FY 1985 Congressional Presentation further states that the AID program in Swaziland "places major emphasis on human resources development as vital to the elimination of constraints in all areas and as the fundamental requirement for self-sustaining national development." A new CDSS to be prepared in FY 1984 will continue to emphasize human resource development as a principal element in USAID/Swaziland's program strategy for the next decade.

All elements of this project are expected to have significant impact upon the problem areas noted above. For example, media messages will include vital information on health and agricultural activities. These will be reinforced through work with traditional leaders and through in-country training programs. The combined impact of these elements of the project can be important and positive results could materialize in a relatively short time. In the longer term, the Swazis must develop their own approaches to these and other problems; long-term training and other institution-building elements of the project contribute significantly to this effort.

3. AID Policy Framework and Core Concepts

This project is consistent with AID's worldwide policy framework and is directly supportive of major core concepts. The following paragraphs briefly describe a few of the most important relationships; others are evident throughout this Project Paper.

(a) Policy Development

Because the project emphasizes leadership and quality in all of its training aspects, particularly long-term training, many of the Swazi participants are expected to become important policy formulators in the future. Their training should give them familiarity with modern policy analysis, formulation and concepts, and they should be able to engage in GOS policy discussions on a variety of topics. Proposed training for traditional leaders will increase their ability to understand the effects of different policies on the development process. As a result, they will be better able to influence choices of policy alternatives. Operational experts and advisors working at policy levels will have daily contact with Swazi policymakers and should be capable of contributing useful analysis and alternatives to them.

(b) Private Enterprise Development

Moderate beneficial impact is expected on the indigenous private sector and the process of localization in the private sector. Individuals from the private sector will receive long-term and short-term training in the United States and African countries and in-country training in Swaziland. Private sector resources and expertise will contribute to in-country training activities. The project is expected to make an important contribution in encouraging government leaders to recognize the importance of the private sector in the overall economy of Swaziland.

(c) Institutional Development

Continuing efforts to make Swazi institutions effective and efficient are a common theme throughout the project. Human resources development in general will create the foundation upon which worthwhile institution building efforts can be grounded. In this regard, the most important element in the project is long-term training for the leadership of such institutions. Training of traditional leaders will enhance the positive developmental impact of traditional institutions. Operational experts and advisors will assist institutions in making administrative, policy and technological improvements. Training institutions will benefit from linkages developed with similar U.S. institutions.

(d) Technology Transfer

Technology will be transferred in every aspect of the project. For example, through strengthening development communications, development information and techniques will reach many, particularly rural Swazis, who are rarely contacted in any other manner. Individuals trained under the project will acquire information on new technologies and can be expected to pass their knowledge on to their sponsoring institutions and to other Swazis. Linkages established between U.S. and Swazi institutions will encourage the transfer of technology appropriate for specific Swazi training institutions.

B. Project Objectives

1. Sector Goal

The sector goal to which this project is addressed is to assist Swaziland to realize the full development potential of its human resources, both in the modern sector and on the rural homesteads. The validity of this goal rests on the assumption that meaningful development will occur only when indigenous institutions have acquired the necessary levels--both qualitative and quantitative--of human resources to sustain the development process. As stated in the CDSS Up-Date, "by far the most important element in any truly indigenous, enduring and development-oriented institution is a critical mass of capable Swazi personnel, including its leadership." The impact of this project on the sector goal will be reinforced by the underlying emphasis on human resources development in the other projects in the USAID portfolio, which are focused on interventions in agriculture, health and education. There are two measures by which an impact on the sector goal can be evaluated by the end of the project: (a) Swazi institutions such as SIMPA, MOAC, UniSwa, SIHS, among others, should be staffed with better-qualified employees and operating at higher levels of efficiency and effectiveness and (b) more and better programs should be planned and managed by Swazis with a minimum of expatriate assistance.

2. Project Purpose

The purposes of the project are (a) to expand the capacity of selected Swazis and Swazi institutions--both public and private--independently to plan and direct development activities and (b) to encourage an increased level of informed participation by the general Swazi population in a variety of such activities. The project will be implemented over a period of seven years, with incremental funding provided from FY 1984 through FY 1989. By 1991 it is expected that the following conditions will have been achieved:

(a) Selected Swazi institutions will have an increased capacity and capability to carry out training functions using primarily Swazi personnel;

(b) Returned participants will be working in the fields for which they were trained, with increased potential for promotion, and in positions with increasing responsibility for institutional, technological and policy development;

(c) In-country trainees will be functioning at a higher level of skill and efficiency than before training;

(d) Institutional linkages will be contributing to the development, organizational efficiency and operations of selected Swazi training institutions;

(e) Traditional leaders and members of rural women's organizations will be more knowledgeable about development issues and will be playing an active role in the development of their areas;

(f) Swazi capability will have been developed and will be operating within various public and private institutions to plan, prepare, disseminate and evaluate development messages through various communications media, resulting in large numbers of Swazis receiving development benefits because of information received through the media; and

(g) A significant number of new technologies will have been transferred, and operational efficiencies will have been brought about by or with the assistance of U.S. technical personnel.

The project will have a positive impact on other projects in the USAID/Swaziland program, all of which integrate participant training and technology transfer to strengthen specific Swazi institutions. For example, in the Cropping Systems Research and Extension Training project (645-0212) and the Rural Water-Borne Disease Control project (645-0087), the extension of practical agricultural techniques and health/water education messages will be reinforced by the development communications activities in this project. Efforts to improve both the education system under the Teacher Training project (645-0214) and the health system under the proposed Rural Health Development project (645-0220) can be reinforced by in-country training, including development orientation programs for traditional leaders and women, provided under this project.

3. Project Outputs

There are six quantified project outputs which will result in the above conditions by the end of the project:

(a) An estimated 130 Swazis will have completed long-term academic training (325 person-years) in U.S. and African universities; and an estimated 64 (averaging 10 per year) will have completed short-term, non-degree training in either U.S. or African institutions;

(b) Approximately 500 Swazis will have been trained in a total of about 40 in-country programs/courses (5-6 courses per year);

(c) At least 150 traditional leaders (chiefs, indvunas, etc.) will have participated in more than one development-oriented seminar, workshop, or observation visit within or outside Swaziland;

(d) At least 150 members of rural women's organizations will have attended more than one development-oriented seminar or course;

(e) Effective development information messages will have been prepared and delivered through various communications media, as measured by (i) 3-4 in-service workshops per year to train Swazis in the preparation and delivery of messages for radio, newspapers and other communications media and (ii) 3-5 institutions (GOS and non-governmental) strengthened to make development information available and effective and to participate in its broad dissemination; and

(f) About six U.S. training institutions will have established linkages with the same or a larger number of Swazi training institutions to provide technical support, training and other services.

The Logical Framework Matrix, including assumptions and means of verification, is attached as Annex B.

C. Project Elements: AID and GOS Inputs

About 60 percent of the project funding will support long- and short-term training for Swazis in the U.S. and other African countries and short-term training in Swaziland. Such training will continue the efforts of earlier USAID manpower development

projects and is the major element in attempts to achieve the sector goal and project purpose discussed above. Additional elements of the project focus on the development of efficient, effective Swazi institutions (reinforced, of course, by the participant training) and on methods of encouraging informed participation in the development process by Swazi organizations, groups and individuals active in the traditional setting. The project is designed to improve institutional capabilities in both the public and private sectors, to emphasize capability and leadership potential in the selection of Swazis for training, to realize the development potential of traditional Swazi leaders and indigenous rural organizations and to utilize the communications media as an important tool for bringing the benefits of development to large numbers of Swazis.

The project is designed with five interrelated elements, described below. Summary and detailed cost estimates for the AID and GOS inputs are provided in the Financial Plan (Section III.). A strategy for AID and GOS implementation of the project (including procurement) and project management are discussed in the Implementation and Monitoring Plans (Sections IV. and V.). The technical, financial, economic, social and administrative feasibility of the project is presented both in the Summary of Analyses (Section VI.) and in greater detail in annexes.

1. Development of an Administrative/Leadership Cadre
(Total of \$11,230,000)
 - (a) Long-Term Academic Training Abroad
(\$10,230,000)

AID's interest in providing support for long-term academic training abroad, primarily in U.S. universities, has evolved and grown over the past eleven years. Predecessor projects include the Southern African Development Personnel and Training project (FY 1974-79), the Southern Africa Academic and Skills Training project (FY 1978-81) and the Southern Africa Manpower Development project (SAMDP, FY 1979-84). The final "wave" of Swazis whose scholarships are financed under SAMDP will leave Swaziland for long-term training in 1984, so the momentum will be maintained with the phase-out of SAMDP and the initiation of this project.

This project, Swaziland Manpower Development (645-0218), is not expected to meet all manpower requirements. Although the nature of requirements is expected to evolve toward higher levels of qualification and greater specialization, substantial completion of "development of an administrative/leadership cadre" will surely require a subsequent program similar in nature to the long- and short-term training undertaken through this one. Continuity in administration and contracting would therefore be highly desirable.

An average of 25 Swazis will be offered scholarships each year for long-term (more than 12 months) academic training abroad. This level represents about the present level of scholarship support and is considered the minimum level to develop the critical mass of administrative and technical leadership needed to direct Swaziland's development efforts. The project will focus on the training needs of specific institutions or units within those institutions - in both the public and private sectors - to enable them to provide greatly improved leadership and service. Efforts to identify and train key individuals at the middle and upper levels of the public sector will continue. Recognizing, however, the interdependency of the public and private sectors and the requirement for increased numbers of highly trained and skilled Swazis in both sectors, scholarships will also be offered to meet critical private sector needs. (The first USAID scholarships for private sector personnel were offered in FY 1983 under SAMDP. Three Swazis are now studying for degrees in Agronomy, Forest Entomology and Horticulture.) Equally important, greater attention will be directed to supporting faculty development (localization of faculty positions) at the University of Swaziland (UniSwa). A special effort will also be made both to encourage female candidates and to place Swazi women in university programs.

Emphasis will be placed on Master's degree-level training. Scholarships for Bachelor's degree- and diploma-level training will be offered only in specialized fields of study which are not offered at UniSwa. Candidates will be drawn primarily from personnel in the development ministries, but also from the mid-level management ranks of private sector firms and organizations. Consideration will also be given to offering scholarships to the best Swazi students graduating from secondary schools in Swaziland. A limited number of scholarships for Ph.D degree-level training will be offered to develop the full potential of a few highly qualified Swazis with demonstrated leadership potential and commitment to the development of their country. Air fare associated with Ph.D. thesis research and development will be funded by USAID. Ph.D. candidates will be expected to select a thesis subject that has a direct bearing to Swaziland's development. It is expected that Ph.D candidates will be drawn primarily from the Swazi faculty members at the University.

Under the USAID predecessor projects, most Swazis sent for long-term training were trained in U.S. universities. Accepting the conclusions of the AID study, Third Country Training in Africa (Jeffalyn Johnson & Associates, Inc., April 1983), however, more scholarships will be offered for training at other African universities. The study describes several advantages of

undergraduate and technical training (diploma, undergraduate and graduate) at African universities; there may be fewer problems with language and cultural adjustment; the study programs may be more relevant for the returned participant's working environment; the training (especially undergraduate) may be more cost-effective than similar training in the U.S.; and African regionalism and self-sufficiency can be supported.

In general, priority will continue to be given to diploma and degree training in technical fields in agriculture, education, health, business, engineering and the sciences. Requests for scholarships in the liberal arts, however, will also be considered, particularly within the context of UniSwa's Staff Development Program.

Further, consideration will be given to holding an annual workshop in the United States in order to support the MA and Ph.D. research interests of specially identified participants. The purpose of the workshop would be:

- discuss applicability of their training to Swaziland conditions
- provide an opportunity to discuss problems
- discuss and assist in identification of thesis and Ph.D dissertation topics
- build up a team spirit among participants

The workshop would be attended by one Swazi (coming from Swaziland) who would update the students on events in Swaziland. Since Ph.D students will be returning to Swaziland to do needed research on management and development topics, mechanisms will be established whereby the research addresses Swazi issues rather than solely ones the US university professors deem appropriate.

USAID and the GOS have a vested interest in assuring that returned participants work in the fields for which they were trained, have opportunities for mobility on the career ladder and, over time, have a positive impact on policy and the development and operation of their institutions. In this regard, contact between returned participants and USAID and among the participants themselves will be maintained, and mechanisms to encourage such contacts will be funded. The mechanisms will include continued membership in professional

societies and organizations, initiation of a periodic newsletter to which returned participants can submit creative and scientific articles, support for a "USAID alumni club" which would meet periodically, possible in-country refresher technical training and management training for participants who have been promoted from technical to supervisory positions, and participation in USAID orientation programs for Swazis who will depart for long-term training abroad. Returned participants will also be invited to support the instructors/trainers of in-country training programs which will be funded under the project (see (c) below).

AID inputs will include scholarships for new participants, the in-country costs of advertising scholarship opportunities in the local English-language newspapers, the processing of applications, follow-up support for returned participants and residual support for long-term training initiated under SAMDP. Specifically, funds will be provided for about 100 scholarships for long-term study in U.S. universities, averaging about 2.5 years each (20 per year x 5 years) and about 25 scholarships for long-term study in other African universities (5 per year x 5 years). All training will be completed prior to September 1991. The costs of testing (TOEFL, GRE and GMAT) and pre-departure medical clearances for Swazi candidates are also funded. Funds are budgeted for follow-up support for returned participants, including the possibilities discussed in the preceding paragraph as well as limited commodity support to enable them to perform at maximum effectiveness and to introduce new technologies learned during their studies. Commodity support might include such items as reference books and texts, calculators and micro-computers. Also, funds are provided in FY 1986 for the residual costs of long-term participant training initiated under the SAMDP project but not completed before June 30, 1986, the PACD of that project.

The GOS will continue the types of contributions provided under predecessor projects: the participant's airfare from Swaziland to the U.S. or to another African country and return to Swaziland (except as mentioned above, travel associated with Ph.D thesis research and development), as well as the participant's full salary during the first year of training and either a dependents' allowance or half-salary thereafter. This does not currently apply to the UniSwa Staff Development Fellows who are not eligible for salary while on study leave until they have obtained University tenure. For Swazis sponsored from the private sector, the participant's employing firm or organization will be expected also to contribute round-trip airfare, continuation of salary for at least the first year of training, dependents' and/or other allowances at least following the first year of training, and up to half of the scholarship costs. The components of the private firm's contribution must necessarily be negotiated on a case-by-case basis taking into account the firm's assets and general financial position.

(b) Short-Term Non-Degree/Technical Training
Abroad (\$730,000)

Short-term non-degree/technical training (less than 12 months) in the U.S. and other African countries will be provided for an estimated 64 Swazis over the period of the project (averaging 10 per year). Intensive, specialized training in critical technical areas will be offered for selected mid-level Swazis as well as observation/study tours for key decision-makers in critical development areas. Examples of courses include computer programming, statistics, methodologies of economic analysis, library management, industrial relations, laboratory management, contracting, audio-visual technologies, etc. Participants will be drawn from both the public and private sectors. AID will finance the costs of the training programs (tuition, per diem and training-related expenses). International airfare and continuation of salary while the participant is in training will be contributed by the GOS or private sector firm or organization. The costs of observation/study tours will be shared with the sponsoring institutions.

(c) In-Country Training (\$270,000)

In-country training will be extremely important as the most cost-effective means of training relatively large numbers of Swazis and providing focused training for specific development institutions or units within those institutions. Both the GOS and the private sector recognize the value of expanded in-country training opportunities for technical, managerial and support staff: by drawing 3-4 Swazis from each institution, a large pool of personnel can be trained both at one time and collectively over time; a pool of Swazi and expatriate trainers is available in both in-country training institutions and development ministries; training infrastructure (classrooms, lodging, basic instructional equipment, support staff, etc.) is available; and employees can be released from their jobs for 2-3 weeks. In addition, in-country training favors the participation of women who combine child-rearing and professional careers.

The methodology of the in-country training (ICT) will be an experimental, problem solving approach whereby the trainees take an active part in the training process. In addition, Swazi trainers will be identified to work with the short-term consultants who will be conducting the courses in an effort to institutionalize the ICT capability.

In the course of the PP design, suggestions and specific proposals for in-country training courses have been received from the training officers in the Ministries of Agriculture and Cooperatives, Labor and Public Service, Health and Education,

from the Training Committee of the Federation of Swaziland Employers representing the management interests of the private sector and from several local training institutions, including the Swaziland Institute of Management and Public Administration (SIMPA) and the Swaziland College of Technology (SCOT). Proposed topics include industrial relations, small-farmer credit policy, management and the role of women, modular approaches to curriculum development, financial management and budgeting and refresher training in nurse education.

During the course of PP review it was suggested that the target number of persons to be trained in-country be reduced. The present anticipated output of 500 persons trained in-country during the life of the project is the Mission's scaled down response to this recommendation. ICT will be concentrated to enable one person to attend 2-3 courses with the prior understanding with the trainee's employer that there would be on-the-job follow-up to identify constraints to using the skills taught and to identify further training needs.

Two recently-conducted assessments also confirm an increasing demand from the public and private sectors for in-country training and the timeliness of an AID response. SIMPA's study-survey, "Identification of Training Needs in the Civil Service of Swaziland" (February 1984) identifies developing supervisory skills, developing management skills and personnel management as the highest priorities. These general areas coincide with those identified by the private sector as a result of an assessment coordinated by SIMPA with the participation of the Federation of Swaziland Employers and the Swaziland Institute of Personnel and Training Managers (SIPTM). Private sector upper-level management is most keenly interested in training "first line" and mid-level supervisors in the basic principles of management (such as problem-solving and decision-making) as well as lower-level technical/skills training.

The public and private sector need for in-country training greatly exceeds the supply which could be offered under the project and further prioritization is obviously required. Priority will therefore be given to the following types of programs: (a) supervisory and management training for high-level decision- and policy-makers and potential leaders from the mid-level ranks, and (b) technology and skills transfer. In the latter case, USAID technical officers in agriculture, health and education, in collaboration with their counterparts, will be able to identify key technical constraints (laboratory skills, computer programming, etc.) which should be addressed through specialized training. Over the long term, as this core trained group grows in both number and influence, the additional benefit of a spread or multiplier effect throughout

the institution should be realized. In conjunction with the long-term academic and short-term technical participant training abroad (discussed in (a) and (b) above), the in-country training constitutes a coordinated approach to improving the efficiency and effectiveness of Swazi development institutions (agriculture, health, education, public works and engineering, natural resources, commerce and industry and human resources development/training institutions).

Training sites, hours, specific types of courses, length of courses and required teaching skills will be geared to the needs of the trainees and their employers and to the available in-country resources. For example, sites could include workplaces, urban training centers (SIMPA, SCOT, etc.), the University and rural training facilities. To the extent possible, the teaching staffs of the various Swazi training institutions will teach the courses, supplemented as necessary by short-term, specialized trainers from the U.S. or other African countries. Special efforts will be made to enlist returned participants, in-country Peace Corps Volunteers and private sector individuals to assist with the training program.

AID will fund an estimated 5-6 new or expanded in-country training programs per year, or about 40 courses over the life of the project. Costs will illustratively include (a) to the extent required, honoraria for Swazi trainers drawn from GOS development ministries and institutions (excluding training institutions) and from the private sector, (b) logistics, (c) teaching supplies and aids, (d) printing of course materials and (e) rental of local facilities, if necessary. Funding is also provided for the procurement of limited video equipment and library resource materials (films, books, subscriptions) for the Swazi training institutions which will primarily participate with AID in the training programs. As discussed above, short-term services will be provided as necessary to teach highly specialized and technical courses when in-country expertise is either not available or should be strengthened. The costs of these services have been included under the fifth project element, Technology/Skills Transfer (Section II.C.5. below).

During the course of this project, the Mission will be experimenting in various ways in order to institutionalize this project element. Unlike long- and short-term overseas training, USAID/Swaziland has a limited track record insofar as ICT is concerned. From this experience it appears that what is needed is the institutionalization of specific, sector-level programs allowing for follow-up activity and shared experiences. Potential programs for ICT therefore will be judged against criteria as stated above as well as the GOS' ability to continue the activity.

GOS and private sector inputs will include the provision of training facilities and accommodations, local instructors to the maximum extent possible, per diem and release-time for employees to attend the training programs.

2. Development Orientation for Traditional Leaders and Rural Women's Associations (\$1,060,000)

To date, USAID-sponsored training has been directed toward improving the qualifications and effectiveness of personnel in the modern governmental sector and therefore has not reached the traditional sector. In view of the importance of that sector in Swaziland, the project aims to adjust that imbalance by improving the management capabilities of traditional leaders, increasing their awareness and knowledge of development issues and activities, and encouraging them to use their positions of leadership to support such activities carried out through modern-sector GOS and non-governmental/PVO organizations.

Swazi Nation Land, that is, the non-urban and non privately-owned areas of Swaziland, consists of some 219 chiefdoms. Each chiefdom is ruled by a chief with the guidance and assistance of his deputies and his council(s). Annex G describes rural administration and the structure of traditional leadership in some detail. It can be noted here that traditional leaders not only have considerable executive powers, but are powerful opinion leaders as well. A recent (August 1983) USAID-funded study of community mobilization potential in Swaziland showed that a chief's attitude toward, and participation in, a local development project is the single most important factor determining project success.

The same study showed that local women's organizations, especially Zenzele* groups, are widespread and reasonably effective. They combine a number of development-related activities such as handicrafts, sewing, and other income-generating skills, as well as gardening, marketing, nutrition, sanitation, family planning, maternal and child health, organizing pre-schools and in some cases developing credit and loan associations. The study also indicated, however, that male extension workers, such as health assistants, had little contact with Zenzele groups, and that such groups were generally under-recognized by people outside the local community.

*Zenzele, meaning "do it yourself", is a voluntary association of mainly rural women. Its main objective is to raise the standard of living through women's joint educational activities and cooperative work in family and community-based self-help projects.

In light of this study there seemed to be a clear need to encourage the formation of more women's organizations, expand the quality and quantity of training of women in organizations, and improve communication between male extension workers and women's organizations. It was less clear how development orientation for traditional leaders might be encouraged or improved. It was known that the GOS had conducted workshops for traditional leaders on agriculture and health topics for a number of years, but no formal evaluations of these efforts were available. Therefore, the GOS and USAID conducted three investigations:

(a) a sample survey of Swazi chiefs to determine the feasibility of improving and expanding training or development orientation efforts directed toward traditional leaders;

(b) a review of past efforts of such leadership training from ministry and archival records; and

(c) a review of the experience and suggestions of people who are, or have been, involved in such training efforts (See Annex G for summaries of these efforts).

On the basis of data-gathering and discussions with GOS officials, two sections within the Ministry of Agriculture and Cooperatives (MOAC) will be strengthened by several forms of AID assistance. One unit, Community Development (CD), has had responsibility for traditional leader workshops since 1967-8. The other, Home Economics (HE), has helped organize Zenzele women's organizations throughout Swaziland and has provided training for such organizations through both small group teaching and, more recently, through specially-designed radio broadcasts.

Assistance will be focused on:

(a) expanding the institutional capacity of CD to conduct workshops and other more innovative forms of training and development orientation for traditional leaders. The expanded program will consist basically of workshops at central training sites, training sessions at local Tinkhundla centers, and educational tours to project demonstration sites (see Annex G for designation of trainees as well as details of training program). Skills upgrading in training techniques, adult education and non-formal education will be provided to the existing CD staff of community development CD officers and assistants; and

(b) expanding the institutional capacity of HE to form, motivate, and train Zenzele women's organizations; using mass media to increase public awareness of women's organizations and their need for community and government (including extension worker) support. The expanded program will go beyond community-based Zenzele training to include short seminars at Tinkhundla centers, educational tours to Women in Development project sites as well as to other demonstration sites, and the participation of Zenzele leaders in workshops for local leaders at Farmers Training Centers. Skills upgrading in training techniques and development communications, as well as exposure to the experiences of rural women's organizations in other countries, will be provided to the existing HE staff of home economists and domestic science demonstrators.

AID inputs will include:

(1) a U.S. technical advisor to assist both CD and HE in the planning, administration, monitoring, financial management, and on-going evaluation of their expanded programs for the first two years of the project. The advisor will have training and experience in anthropology/sociology, non-formal education, and, preferably, working in an African governmental organization. A position description for the advisor is found in Annex O;

(2) the employment under contract of a Swazi experienced in training traditional leaders who will be developed as a Community Leadership Specialist for the design, administration and evaluation of the expanded traditional leadership program. The Specialist will receive training both on-the-job from the U.S. advisor and from participation in project-sponsored in-country training (see (3) below). The individual selected will have overall responsibility for the leadership training program and will concurrently train a junior community development officer as a Community Leadership Specialist. By the end of the third year of the project, the GOS will establish a permanent position within MOAC/CD for a Community Leadership Specialist. It is expected that the services of the U.S. advisor will be completed after two years, the Community Leadership Specialist will continue to train his junior replacement through the third year, and the permanent position of Community Leadership Specialist will be filled by the experienced trainee starting in the fourth year;

(3) the short-term services of an adult educator, carefully selected for relevant training and experience, who will spend a total of 15 months during the life of the project providing in-country training for the Community Leadership Specialist and other CD officers and assistants

involved in leadership training. Training will focus on innovative, creative approaches to rural, traditional leadership training reflecting the current state-of-the-art in the fields of non-formal and adult education;

(4) the short-term services of a non-formal educator with considerable experience with African rural women's associations, who will spend 15 months during the life of the project training trainers of women's organizations within HE;

(5) the cost of transporting chiefs, Zenzele leaders and other local leaders to workshops and to project demonstration sites in Swaziland and in other countries in the region;

(6) the cost of developing and distributing audio-visual materials to support both traditional leader and women's organization training programs. Commodity support will include a film projector, a slide projector, and 10 portable cassette players for both CD and HE; and

(7) assistance in recurrent budget expenses for leadership and women's organization training, including public transportation fees not covered in (5), food and accommodations for trainees when necessary, and subsistence allowances for CD and HE officers to support a level of training activities higher than that conducted in GOS FY 84-5.

The counterpart relationship is necessary because (1) no American could have the requisite experience to assume full responsibility for administering and guiding the leadership training program, and (2) U.S. involvement must be consonant with Swazi traditions in training chiefs and other traditional leaders. Thus it seems wiser to have an American and an experienced Swazi administer the training program jointly, and train a junior CD officer together.

The expanded training programs of the two MOAC units are described in Annex G. Given the keen interest of several key GOS ministries and PVO's in traditional leadership training, as well as the potential sensitivity of foreign involvement in this endeavor, consideration will be given to establishing a Steering Committee to guide the implementation of this element of the project.

Illustrative Timeframe for Technical Services

<u>Advisory Personnel</u>	<u>Timeframe</u>	<u>Staff years</u>
U.S. Technical Advisor	Mar 1985 - Feb 1987	2.0
Short-term consultants (30 pm):		
Adult educator-tradit. leaders	Mar 1985 - Feb 1991	1.25
Nonformal educator-women's org.	Mar 1985 - Feb 1991	1.25
(Local) Community Leadership Spec.	Mar 1985 - Feb 1988	3.0

GOS inputs will include:

(1) establishment of the position within MOAC/CD of a Community Leadership Specialist by February 1988;

(2) on-board CD and HE staffing, radio time and facilities. Facilities will include overnight accommodations at Farmers Training Centers for chiefs and other local leaders;

(3) those portions of the CD and HE annual recurrent budgets which are allocated to traditional leader and women's organization training. AID's recurrent budget support will be incremental to the GOS's. It is expected that the GOS will gradually increase its portion of the costs of the increased training and USAID's incremental support will be gradually phased out.

3. Development Communications (\$1,710,000)

Various Swazi ministries, agencies and local institutions, including non-governmental organizations, carry on extension efforts. There is, however, great potential for strengthening the access to, and delivery of, practical development information. If useful information can flow to and among the people more rapidly, effectively and systematically, it can be put to practical use in vital areas: safeguarding health, optimizing the use of agricultural inputs, using market information to guide the sale of crops, educating, helping local groups to organize and carry out development efforts, etc. Successful adoption of new practices and technologies is cumulatively self-reinforcing. For example, mothers who learn that they can themselves safeguard their infants' lives through mixing and administering oral rehydration fluids might be encouraged to seek out information on other improvements which they can make in their lives, and a fundamental development process is begun.

To increase the flow of effective development information to the Swazi general public, an indigenous capacity will be developed to better use the great potential of radio and other media. The present constraints to more effective development communications include: insufficiently trained communicators, inadequate production facilities for development broadcasters and the lack of sufficient planning in the use of communication media by the various development ministries. Assistance will be provided to:

(a) train Swazi communicators in the skills required to use mass communications to promote development more effectively;

(b) reduce constraints on available capacity for disseminating development information by providing modest amounts of equipment and commodities;

(c) create an institutional base for development communications in Swaziland.

Radio is the most pervasive rural communications medium. Although one siSwati-language newspaper is published and another may begin publication within the next several months, rural distribution of those publications is poor, and functional illiteracy of the rural population is relatively high. By establishing a development communications planning and training facility; radio, print and other media will be linked for more cohesive extension efforts. Media messages will be integrated with other development information provided through extension agents and rural training programs. Mechanisms will be developed for matching target audiences and informational needs or to gearing messages to different socio-economic groups. In addition, development broadcasters and information specialists will be trained to improve the content and impact of their messages; a local capacity will be established to continue the training; and some of the production constraints to sound programming will be relieved. Development communications will also be linked with other project elements, e.g., through special information programs for women's associations and rural development committees and through the use of information gathered from traditional leaders in guiding informational content for radio programming.

It is planned that the Swaziland Broadcasting Service will establish a new "Center for Rural Broadcasting and Information." It is envisioned that five positions - three professional and two support - will be required to staff the Center. Although the better use of radio for development will be a primary objective; technical services, training and coordination activities will also support the development use of the siSwati language newspapers. In addition to the SBS staff and rural journalists, there are about 25 part-time development broadcasters in the ministries and with non-government organizations (collectively known as the National Development Program Producers), all of whom require various levels of training. Short-term courses for this core group will be provided in the many skills required for effective communication of development information:

- design of communication strategies and campaigns;
- field study of audience characteristics, knowledge, beliefs and listening habits;
- script and journalistic writing which is both informative and interesting;
- educational techniques involving distributed learning, feedback and active responding;
- pretesting for program effect and revision procedures;
- the use of new formats such as drama, song, spot announcements, lotteries, quizzes, etc.;
- team production with technical experts;
- integration of consistent messages across media; and
- evaluation.

In addition, repeated in-service courses in the fundamentals of radio broadcasting will be offered to both SBS and the National Development Program Producers. An audio-cassette library of development information will be established, and other communications means, such as video-cassettes, will be used as components of integrated information and training packages.

AID inputs will include long- and short-term technical services, participant training and equipment and commodities. A short-term communications expert will initially spend two months in Swaziland to determine the exact nature of this element of the project in consultations with SBS, the Ministry of the Interior, the Ministry of Labour and Public Service and other GOS officials. Specifically, the expert will determine the feasibility of the proposed Center in terms of what is needed and what is possible. The GOS and USAID will agree on a staffing and organizational plan for the development communications component in SBS based on the recommendations of the expert. Following agreement of a specific plan, an advisor in development communications will assist, for the first year on a full-time basis, in organizing the Center at SBS. The advisor will subsequently return on an intermittent basis. A series of in-country workshops and seminars will be offered with the support of short-term consultants in the fields of audio production techniques, formative evaluation, script-writing, rural journalism, field research, instructional systems design and administration. A position description for the Development Communications Specialist and professional qualifications and experience required for the short-term consultants are attached in Annex O.

Illustrative Timeframe for the Technical Services

<u>Advisory Personnel</u>	<u>Timeframe</u>	<u>Staff years</u>
Development Communications Spec.	Mar 1985 - Feb 1986 (full-time)	1.0
	Mar 1986 - Feb 1989 (half-time)	1.5
	Mar 1989 - June 1991 (1/4 time)	.75
Short-term consultants (39 pm) (periodically)	Jan 1985 - Feb 1985 Mar 1985 - June 1991	<u>3.25</u>
	Total	6.5

It is expected that five Swazis will be sent to the U.S. for long-term academic training. The Director of the Center will be sent to a U.S. university for B.Sc./M.A. training in development communications or rural broadcasting. The two other professional staff members of the Center will receive B.A./B.Sc. training in mass communications and rural broadcasting/journalism. In addition, either two members of the SBS educational broadcasting staff or their counterparts in the Ministry of Education and other institutions will receive B.Sc./M.A. training in educational broadcasting and educational technology. Short-term training in the U.S. and Africa, typically 1-2 month workshops, will be available for the broad development communications community. Workshop subjects may include rural communications (listening groups, group dynamics, etc.), instructional design, agricultural broadcasting and audio-visual methods. An illustrative participant training schedule is attached as Annex E. Funds will also be provided for several site visits to successful development communications projects elsewhere and to meet with counterparts in rural development broadcasting.

In an effort to increase studio time and reduce scheduling difficulties for development broadcasting, funding will be provided to renovate and equip two additional SBS radio studios. Equipment will include audio-cassette recorders, reel-to-reel recorders and related editing equipment for both SBS and the development ministries to encourage more programming in the rural areas. A high-speed audio-cassette duplicator will

be procured to enable ministries to duplicate audio-cassette tapes in adequate number for information and training uses in field extension offices. General equipment for a production training classroom either at SBS or at the MOAC will also be essential for the in-service, hands-on training and demonstrations.

Commodity procurement will include books and reference materials, training materials (including materials for students to retain as job aids), audio tapes for both program production and reproduction of training tapes for use in field extension offices, audio production supplies (reel-to-reel tapes, paper, editing materials, etc.), and print materials for use in special information campaigns. An illustrative equipment and commodity list is attached as Annex M.

GOS inputs will include staffing, facilities and radio time. As discussed above, it is proposed that the SBS Center for Rural Broadcasting and Information will initially be staffed with five Swazis, including a Director who will serve as the counterpart to the U.S. advisor in development communications. SBS will also assign two operators (studio engineers) to support the Center's broadcasting activities. At SBS, exclusive access to one studio and priority access to another studio will be provided for the development broadcasters from the ministries and non-governmental organizations. The Center's studio will have the capability of being either self-operating by a broadcaster or operated by a studio engineer. A large office/library, including space for a cassette tape library, will be provided to facilitate the work of the development broadcasters. Additional studios and editing and office space will also be available as required. Space for a broadcast/production training classroom will be provided either at SBS or preferably at MOAC. The classroom space must be adequate to accommodate 35-40 trainees as well as basic studio, editing and training equipment. Lastly, and perhaps most importantly, SBS will provide an increase in the time available for development broadcasting. Much of this increased listening time in development communications will be made available by the anticipated arrival of a medium wave capacity at SBS. This new medium wave facility will be the English-speaking station. Considerable air time will then be released for development communications directed at the rural community which will be broadcast in the siSwati language over the currently existing facilities.

4. Institutional Development/Linkages (\$500,000)

Major emphasis in the project is placed on proven approaches to institutional development, e.g., participant training of various types and specialized advisory support of various types (see 5. below). However, a more innovative approach, complementary to the other two, has also been designed for the project. An opportunity for a Swazi training institution to establish a linkage with a U.S. institution will be offered and funded through the project. The purpose of an institutional linkage will be particularly to strengthen the academic and administrative leadership and the programs of the Swazi institution. Through a linkage arrangement, the two institutions (or even a grouping of institutions) can develop specific professional contacts and activities in areas of common interest to administrators, faculty members and support staff. For the Swazi institution, personnel will have an opportunity to collaborate with senior, experienced counterparts in the U.S. institution. For the U.S. institution, personnel will gain professional enrichment from sustained contact with the Swazi institution within its unique political, economic, cultural and geographic environment.

To maximize its mutual benefits, interests and priorities, an institutional linkage should focus on faculty and administrative development and development and improvement of curricula. Faculty exchanges, development-oriented, short-term research by faculty, colloquia and seminars and faculty refresher training are examples of possible joint activities.

Several Swazi training institutions have expressed keen interest in developing a linkage with one or more U.S. institutions. For example, UniSwa has had two linkage arrangements with U.S. universities in recent years. Both linkages have worked to each institution's benefit, although the developmental impact on UniSwa has been particularly significant and is great in proportion to the modest amount of funds which have financed specific activities. UniSwa could, however, participate more actively with some financial support. The Ministry of Health's Institute of Health Sciences (IHS) would profit from a linkage with a U.S. university school of nursing to compare and discuss curricula, to analyze the ramifications of IHS's association with UniSwa for a B.Sc. program in nursing and explore possible approaches to a continuing education program for nursing. SIMPA would profit from a linkage with a similar institution in management and public administration and will be contacting the National Association of Schools of Public Affairs and Administration for suggestions. SCOT has also expressed an interest in a linkage with a similar U.S. vocational training institution.

Project funding is provided to support about 6 institutional linkages over the period of the project. It is expected that the initiative for a linkage will be taken by the two (or more) institutions themselves, with USAID's role primarily being facilitative. The institutions would prepare a proposal for AID funding, presenting a justification for the linkage, both its long-term development objectives and its more immediate objectives (illustratively over a three-year period), the operational inputs to be provided by each institution, the budget required to provide the inputs and a proposed plan to evaluate the effectiveness of the linkage. Criteria for USAID approval of a proposed linkage would include its potential impact on strengthening the Swazi training institution, the extent to which the linkage can or will be self-reinforcing after the AID funds have been expended and the recurrent cost implications of the proposed joint activities on the Swazi institution. Upon USAID approval of a linkage proposal, a project-funded cooperative agreement and/or grant would be negotiated and signed between USAID and the U.S. institution to implement the arrangement. The Swazi institution would be invited to participate in the negotiations and also sign the agreement or grant.

Relative to its comparatively modest cost, this element of the project has the potential to make a substantial contribution to the continued progress and development of several key Swazi training institutions.

5. Technology/Skills Transfer
(Total of \$3,370,000)

The approach to institution-building emphasized in this project is the development, through participant training, of a critical mass of knowledgeable Swazis capable of successfully directing Swaziland's development process. This is complemented by the transfer of knowledge and skills at the workplace. The fifth element of the project, interrelated to and supportive of the others, is therefore the provision of long-term and short-term U.S. expertise to various Swazi institutions.

(a) Long-Term Technical Services (\$2,590,000)

Two types of long-term technical services will be provided: the services of Operational Experts (OPEX) and the services of technical advisors. The concept of providing OPEX personnel to fill established, line positions within GOS ministries has

evolved over the past ten years. Under the SADPT project (FY 1973-77), OPEXers filled gaps in government ministries following the departure of many expatriates during the post-independence transition. OPEXers provided under SAMDP (FY 1977-84) have filled established positions temporarily vacated by Swazis in long-term training abroad. Under this project, OPEX personnel will be provided for selected institutions within which they will have a potential impact in terms of technology transfer, policy analysis and institutional development. And unlike the SAMDP project, Swazis in a number of important positions within the unit may be sent for long-term training abroad, not simply the OPEXer's counterpart.

The December 1983 evaluation of the SAMDP project confirmed the appropriateness of the OPEX arrangement. Of the OPEXers who were interviewed, all believe that they are filling not only an operational position within the GOS ministry or institution but also a developmental role. They believe that through their work they are contributing to policy and planning functions and that, in several cases, they are breaking new technological ground for the ministry.

Priority will be placed on recruiting OPEXers for positions within high-, policy-level units and positions which provide an opportunity for substantive technical and/or policy input. For example, requests for OPEXers in the Office of the Prime Minister's Department of Economic Planning and Statistics and other planning departments within various ministries would be especially favorably considered. OPEX assistance may also be provided for key faculties (Agriculture, Commerce, etc.) of UniSwa, an association of small-scale enterprises (the Small Enterprise Development Company, the Chamber of Commerce, etc.), training institutions and technical units which serve a critical function in the development process (the Rural Water Supply Board in the Ministry of Works, the Institute of Health Sciences, etc.).

Technical advisory assistance will also be offered. The rationale and criteria for responding to requests for technical advisors are the same as that for OPEXers: an expressed need for new technology, policy analysis and institutional development. In this case, however, the technical advisor will not fill an established, line position, but instead will function as an advisor with responsibilities potentially spread among several units. He/she may also have several Swazi counterparts. In the course of the PP design, the Department of Establishments and Training (DET) has requested the services of a Manpower Economist/Planner to (a) assist in undertaking an extensive review of present policies, programs and procedures used by the GOS in manpower planning for the public sector; (b) prepare and assist the GOS in implementing a work program to

assess current civil service manpower requirements and forecast future requirements; and (c) assist the DET in liaising with the Department of Economic Planning and Statistics to assure comparability of public sector and private sector manpower demand projections. A draft position description for a Manpower Economist/Planner is attached in Annex O.

The AID contribution will be the provision of long-term technical services, both OPEX and advisory, and job-related commodity support. Funding has been budgeted for an average of three on-board OPEX personnel per year. It is expected that each OPEXer will be assigned for two years, with the possibility of extensions for some positions. The OPEXer would receive the GOS salary established for the position which would then be "topped off" with project funding. Funding has also been budgeted for two technical advisors over the life of the project, including the Manpower Economist/Planner discussed above and potentially one other. To enable the OPEXers and the technical advisors to perform at maximum effectiveness and efficiency, the procurement of a limited amount of equipment and commodities (such as reference texts, instructional manuals and films, audio-visual equipment and micro-computers) for each has been budgeted. In the case of the Manpower Economist/Planner, a micro-computer will be procured for the DET to establish a civil service personnel information retrieval system which will greatly improve the efficiency of preparing manpower projections and prioritizing and evaluating public sector manpower training requirements.

The GOS contribution will include support staff, including counterparts, for each OPEXer and technical advisor, supplemental commodity support (office equipment, access to computers, office supplies, etc.), the costs of operating and maintaining vehicles used in an official capacity, office space, housing and furnishings. The GOS will also provide the basic GOS salary for the position to be filled by the OPEXer, plus the additional benefits and services accorded to GOS employees of comparable rank.

(b) Short-Term Specialist Services (\$780,000)

The provision of short-term technical services will often be the most appropriate response to GOS requests for assistance in specific tasks. Priority will be given to requests which involve analysis of specific policies potentially leading to positive reforms. An example, currently underway, is an examination of the Ministry of Health's personnel system,

including a review of positions and salary levels, which will probably result in recommendations with a long-term impact on the effectiveness and efficiency with which the Ministry's personnel deliver health services to the Swazi public. Criteria for evaluating public sector requests will include: the degree of impact on the transfer of technology and specialized skills, the potential for introducing technological and policy-related innovations and sustainability and/or replicability (e.g., training of trainers and potential for a multiplier effect). Short-term technical services may also be requested to conduct, or assist Swazi staff in conducting, a variety of in-country, in-service training courses and programs (see Section 1.(c) above).

A total of 63 person-months of consultant services has been budgeted over the life of the project, about 10 person-months per year over six years. This level is considered adequate to respond to requests which will have an impact on technology/skills transfer, policy and organizational improvements, to support in-country training and to support formative and summative project evaluations. The GOS and/or private sector inputs will include counterparts, support staff and office space and equipment.

Project management support is budgeted for the assignment of a contractor field representative (\$1,050,000) and the employment of a PSC Assistant Project Manager (\$520,000). Also, funds have been budgeted for evaluations and analyses (\$190,000).

D. Linkages Between Project Elements and Project Objectives and Expected Impact

The five elements of this project represent a coordinated approach to the project's two-fold human resources development purposes. Well-planned and focused long-term and short-term training, institutional linkages and OPEX/advisory assistance all support development and modernization of key institutions and a leadership cadre. The development communications element is designed ultimately to benefit the general, mainly rural and traditional, public, although of necessity it does so by strengthening the management and the development orientation of a key media institution. The project element dealing with traditional leaders and rural women contributes both to leadership development and to the effectiveness of the development communications activity. All elements of the project interrelate conceptually and on the implementation level. In addition, there are close relationships with other USAID/GOS programs. For example, the agricultural information element of Cropping Systems Research and Extension Training (645-0212) and the health education element of Rural Water-borne Disease Control (645-0087) projects must both collaborate with the development communications and traditional leadership elements of this project. Training, especially in-country training, under this project will be planned to reinforce institution-building efforts in other projects.

E. Beneficiaries' Involvement in the Project Design

The project has been designed to respond to, and incorporate to the extent feasible and within funding limitations, the recommendations of the specific individuals, groups and institutions who will be participating in the project and represent the interests of the project's direct and indirect beneficiaries. The design team discussed elements of the project with the training officers of all of the development ministries, with private sector training representatives, and with officials from many of the training institutions in Swaziland (UniSwa, SIMPA, SCOT, SIPTM).

In December 1983 an evaluation of the SAMDP project focused on a measurement of effectiveness of the participant training and OPEX components of the project. Thirty-five returned participants, representing 44% of the total number, were interviewed. Each returned participant felt that his/her professional and personal goals had been met and his/her training had had direct application to improved job performance (and 60% have been promoted). Responses to the two principal recommendations, relating to (1) possible ways and means of maximizing the returned participant's new skills and (2) provision of training opportunities to upper-level management and/or top leadership so that they can become more sensitized to the importance of using scarce trained human resources more effectively, have been incorporated in the project design. In the case of the first recommendation, contact will be maintained with returned participants and special support can be provided, such as job-related commodities and in-service refresher technical training and/or short-term advisory support. In the case of the second recommendation, upper-level decision- and policy-makers will be a prime target group for in-country training in management and supervisory skills. As discussed in Section C.5. above, the evaluation also confirmed the effectiveness of Operational Experts.

Recognition of the value of strengthening development communications, particularly in the health field, has evolved over the past four years. An AID-sponsored international workshop on the "radio learning group approach to mass education" in October 1982 brought together, for the first time, participants from the Ministries of Health, Education and Agriculture and Cooperatives, SBS, the Red Cross, the Family Life Association and private hospitals to develop a collaborative communications strategy for health education. A follow-up AID-sponsored workshop in February 1983 maintained the momentum for planning a health campaign focused on the use of

radio for development messages (dramas and spot announcements) on sanitation, the use of water, personal hygiene, oral rehydration therapy and breastfeeding. A preliminary evaluation indicates the effectiveness and impact of these messages on the understanding and practices of rural people. These earlier and on-going activities have created a level of interest, incentive and an environment which fully justifies the support for development communications which is included in the project and was initially proposed by SBS in 1983. The National Development Program Producers have collaborated with the PP design team in establishing and refining the priorities and specific objectives which will be supported.

The direct beneficiaries have been involved in the design of the expanded training program for Swazi traditional leaders. A survey of 53 chiefs was conducted in February 1984, and their suggestions with regard to who should attend, venue and content will be incorporated into the program. Annex G. presents the results of archival research, the chiefs' survey and interviews with current and former officials who have been involved with the training of traditional leaders.

III. COST ESTIMATES AND FINANCIAL PLAN

A. Summary Cost Estimates

As indicated in Table 1 below, the total estimated cost of the project is \$26.4 million. The AID contribution to the project is estimated at \$19.63 million, or 74% of the total cost. The contribution of the GOS and private sector to the project is estimated at \$6.8 million, or 26% of the total cost.

TABLE 1

SUMMARY COST ESTIMATE
((\$000))

	<u>FX</u>	<u>LC</u>	<u>Total</u>	<u>%</u>
AID	18,335	1,295	19,630	74
GOS/Private Sector	<u>940</u>	<u>5,860</u>	<u>6,800</u>	<u>26</u>
Total	19,275	7,155	26,430	100

B. Financial Plan

Table 2 indicates estimated expenditures in foreign exchange and local currency by project component. Of the total AID contribution to the project, 93% represents foreign exchange costs, of which 61% will finance the costs of participant training in both U. S. and African universities. An estimated 7% represents local currency expenditures, of which 62% will finance the local costs of in-country training (at GOS training institutions and in the field) and follow-up activities for returned participants. In the case of the combined GOS and private sector contribution to the project, 14% represents foreign exchange costs, of which 80% will finance participants' round-trip airfares. An estimated 85% represents local currency expenditures, of which 59% will finance participants' continued salary and dependents' allowances during the period in training. A detailed cost estimate of the GOS contribution to the project is included in Annex F.1.

TABLE 2

FINANCIAL PLAN
((\$000))

<u>COMPONENT</u>	<u>AID</u>			<u>GOS/PRIVATE SECTOR</u>			<u>TOTAL</u>		
	<u>FX</u>	<u>LC</u>	<u>Total</u>	<u>FX</u>	<u>LC</u>	<u>Total</u>	<u>FX</u>	<u>LC</u>	<u>Total</u>
Participant Training	11,110	500	11,610	750	4,040	4,790	11,860	4,540	16,400
Technical Services	7,045	295	7,340	30	1,670	1,700	7,075	1,965	9,040
Commodities	<u>180</u>	<u>500</u>	<u>680</u>	<u>160</u>	<u>150</u>	<u>310</u>	<u>340</u>	<u>650</u>	<u>990</u>
Total	18,335	1,295	19,630	940	5,860	6,800	19,275	7,155	26,430

C. Budget Summary of Inputs by AID Component

The project has been designed with five elements, or categories of AID inputs: (1) development of an administrative leadership cadre, (2) development orientation for traditional leaders and rural women's associations, (3) development communications, (4) institutional development/linkages and (5) technology/skills transfer. Table 3 indicates the flow of resources into each project element by component, i.e., participant training, technical services and commodities. Two additional inputs--(6) evaluation and analysis and (7) project management support--reflect the level of effort considered appropriate to assure adequate monitoring and timely implementation. Project management support represents the assignment of a contractor field representative (see Section IV.D., Procurement Plan) and, if necessary, the employment of an assistant project manager (see Section V.B., AID Project Management).

As indicated in the table, 59% of the AID budget will support long-term academic training abroad, short-term/non-degree technical training abroad and in-country training.

TABLE 3

BUDGET SUMMARY OF AID INPUTS BY COMPONENT
(\$000)

Key to Project Inputs: 1-Development of an Administrative/Leadership Cadre
2-Development Orientation for Traditional Leaders and Rural Women's Associations
3-Development Communications
4-Institutional Development/Linkages
5-Technology/Skills Transfer
6-Evaluation and Analysis
7-Project Management Support

COMPONENT	I N P U T S							TOTAL
	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>	
Participant Training	10,890	180	540	-	-	-	-	11,610
Technical Services	-	870	1,000	500	3,280	190	1,500	7,340
Commodities	<u>340</u>	<u>10</u>	<u>170</u>	<u>-</u>	<u>90</u>	<u>-</u>	<u>70</u>	<u>680</u>
Total	11,230	1,060	1,710	500	3,370	190	1,570	19,630

D. AID Obligation Schedule

The AID contribution to the project will be obligated periodically from FY 1984 through FY 1989 as indicated in Table 4 below. The initial obligation of \$2.0 million in FY 1984 represents

the level included in the Operational Year Budget (OYB). A detailed AID obligation schedule, including explanatory notes on cost estimates, is included in Annex F.1. The project will be implemented over seven years; estimated AID expenditures over that period are included in Annex F.2.

It is important to note that an allowance for contingency has not been included in the project budget. Following the guidelines for budgeting participant training (State 22966 of 1/25/84), an inflation rate of 11% has been factored into the cost of all academic and technical training abroad which exceeds 12 months. In USAID's judgment, however, an inflation rate of 6% is more realistic. If the inflation rate on U. S. education costs approximates the U. S. inflation rate (6%) during the period of the project, a savings of more than \$2.0 million would be realized. In effect, therefore, this "cushion" represents a contingency factor for participant training. In the case of technical services, estimates are based on maintaining the present level of OPEX support, responding to two requests for long-term advisory support and responding to requests for short-term specialized services within institutional units and for in-country training programs. In this case, and consistent with the project's flexibility, budgeted funds will be drawn down until expended and contingency is not a factor. The same reasoning has been used for commodity needs.

TABLE 4

AID OBLIGATION SCHEDULE BY FISCAL YEAR
((\$000))

<u>COMPONENT</u>	<u>FY 84</u>	<u>FY 85</u>	<u>FY 86</u>	<u>FY 87</u>	<u>FY 88</u>	<u>FY 89</u>	<u>TOTAL</u>
Participant Training	1,280	1,215	2,265	2,950	2,310	1,590	11,610
Technical Services	720	1,740	1,625	1,325	1,590	340	7,340
Commodities	-	165	130	145	120	120	680
Total	2,000	3,120	4,020	4,420	4,020	2,050	19,630

E. Methods of Implementation and Financing

A review of alternative methods of implementation and financing from the standpoint of funds accountability has been conducted in the course of the PP design. It has been determined that the two preferred methods of implementation are direct AID contracting, using direct payment/reimbursement procedures, and the use of cooperative agreements and/or grants, using the Federal Reserve Letter of Credit (FRLC). This decision takes into account the methods of implementation and financing used in the USAID program in Swaziland (also primarily direct AID contracts) as well as other administrative

considerations. Use of host country contracts is not recommended. Additional information pertaining to the USAID's general assessment of methods of implementation and financing is included in the submission to the Office of Financial Management, Mission Financing Policy and Procedures (as of 12/31/83).

The following table outlines the two preferred methods of implementation and financing for the project and should be reviewed in conjunction with the Procurement Plan (Section IV.D.). Up to three direct AID contracts may be let: (1) one for general long-term and short-term participant training abroad, (2) a second for general technical services and in-country training, including limited commodity procurement and local costs, and (3) a third for implementation of the development communications element of the project, including technical services, participant training, commodities and related local costs. If necessary, a direct AID contract (Personal Services Contract) will also be let to procure the services of an assistant project manager in USAID. The preferred method of implementing institutional linkages is the cooperative agreement and/or grant.

TABLE 5

METHODS OF IMPLEMENTATION AND FINANCING

<u>Contract for</u>	<u>Method of Implementation</u>	<u>Method of Financing</u>	<u>Approx. Amount (\$000)</u>
(1) General Participant Training Abroad	Direct AID Contract	Direct Pay	10,530
(2) General Technical Services and In-Country Training:	Direct AID Contract	Direct Pay	6,060
(a) In-Country Training			(420)
(b) Technical Services			(5,130)
(c) Commodities			(510)
(3) Development Communications Element of Project:	Direct AID Contract	Direct Pay	1,710
(a) Participant Training			(540)
(b) Technical Services			(1,000)
(c) Commodities			(170)
(4) Asst. Project Manager	Personal Services Contract	Direct Pay	520
(5) Institutional Linkages	Grant or Cooperative Agreement	Direct Pay (or FRLC if qualified)	500

Because the preferred methods of implementation are the direct AID contract and the cooperative agreement and/or grant, no project funds have been budgeted for independent audits. It is recommended,

however, that an IG audit of the project be scheduled about six months prior to the mid-term, formative evaluation, or in early FY 1987.

Financial management of the project will be the responsibility of the USAID Controller. The USAID Human Resources Development Officer will review and administratively approve or disapprove all contractor requests for reimbursement (vouchers) which will then be processed for payment by the Controller. The HRDO's administrative approval will include a statement advising of the basis on which the approval is given.

IV. IMPLEMENTATION PLAN

A. GOS Responsibilities

Based upon the Grantee's application for assistance for this project (Annex D), USAID will negotiate and sign a Project Grant Agreement with the Department of Economic Planning and Statistics. The Project Grant Agreement will be amended periodically to provide incremental funding. The project will primarily be implemented by three GOS agencies:

(1) the Department of Establishments and Training for the long-term academic training abroad, the short-term non-degree/technical training abroad, the in-country training, and the assignment of Operational Experts and technical advisors;

(2) the Ministry of Agriculture and Cooperatives in collaboration with the Office of the Indvuna yeTinkhundla for the expanded traditional leadership program and support to rural women's associations; and

(3) the Ministry of the Interior through the Swaziland Broadcasting Service for strengthening development communications.

Implementation of institutional linkages will necessarily be the responsibility of each specific Swazi training institution which undertakes such a relationship with a U.S. institution. The administrative capability of each of the principal GOS agencies and possible linkage institutions to implement its respective element of the project is adequate, as discussed in the Administrative Analysis (Annex L.) and its summary (Section VI.E.).

To reinforce timely and efficient implementation of the project, the principal GOS officers working in the areas of each project element and the USAID Director or his designate will consult regularly and communicate in writing as needed.

A Training Committee will be established to coordinate all aspects of U.S. sponsored training. Members will include designated officials of the various development ministries (Agriculture and Cooperatives, Health, Education, Labor and Public Service, etc.) The Committee might also invite as member the Principals, or their designees, of the GOS training institutions (UniSwa, UniSwa/DEMS, SIMPA, SCOT, etc.). USAID will be represented by the HRDO and, when appropriate, the other technical officers. The Committee should also consider inviting a representative of the private sector, perhaps the chairman of the Federation of Swaziland Employers' Training Committee, to participate when appropriate. The Training Committee functions

will include (a) coordinate training requests which will be submitted to DET for evaluation, incorporation in the annual GOS Country Training Plan, and submission to USAID for support and (b) discuss the status of implementation of the comprehensive participant training effort. It is recommended that the Committee meet at least semi-annually.

In general the GOS will be responsible for identifying suitably qualified candidates for long-term academic training abroad, short-term non-degree/technical training abroad and for participation in project-supported in-country, in-service training programs. The GOS will also be expected to accord special consideration to skills upgrading at all levels for Swazi women. Procedures are discussed in greater detail in Section V.A., GOS Project Management, of the Monitoring Plan.

The GOS will be responsible for establishing the following new positions at a sufficiently high grade/salary level to attract fully qualified Swazis:

--within the Community Development Section of the Ministry of Agriculture and Cooperatives, the position of Community Leadership Specialist by February 1988; and

--to staff the Center for Rural Broadcasting and Information at the Swaziland Broadcasting Service, as agreed between USAID and the GOS.

GOS responsibilities by project element are summarized below and represent its contribution to the project. The Ministry of Finance will be responsible for the timely budgeting and allocation of funds to finance the GOS contribution to the project.

(1) Development of an Administrative/Leadership Cadre
(a) for long-term academic training abroad, the participant's airfare from Swaziland to the U.S. (Port of Entry) or to another African country and return to Swaziland, as well as the participant's full salary during the first year of training and either a dependents' allowance or half-salary thereafter (except for the UniSwa Staff Development Fellows); (b) for short-term non-degree/technical training abroad, international airfare and continuation of salary; and (c) for in-country training programs, facilities, subsistence and local instructors to the extent possible, as well as release-time for employees.

(2) Development Orientation for Traditional Leaders and Rural Women's Associations: in addition to establishment of the Community Leadership Specialist position, those portions of MOAC's CD and HE annual recurrent budgets which are allocated to traditional leader and women's association training, on-board CD and HE staff time, training facilities and accommodations and radio time.

(3) Development Communications: in addition to establishment of positions to staff the Center for Rural Broadcasting and Information as agreed by USAID and the GOS, exclusive access to one studio and priority access to another studio, the assignment of two operators (studio engineers) to support the Center's broadcasting activities, space for a broadcast/production training classroom and an office/library, additional studios and editing and office space as required and an increase in the radio time available for development broadcasting.

(4) Institutional Development/Linkages: the participation of professional and support staff from the cooperating Swazi institutions for implementation of the linkage programs and facilities.

(5) Technology/Skills Transfer: (a) for OPEXers; the basic GOS salary for the position to be filled, plus the additional benefits and services accorded to GOS employees of comparable rank, support staff including counterparts, office space, furnishings, supplies and equipment, the costs of operating and maintaining vehicles used in an official capacity, and residential housing and furnishings; (b) for long-term technical advisors, professional and support staff, supplemental commodity support (office equipment, access to computers, office supplies, etc.), the costs of operating and maintaining official vehicles, office space and furnishings, plus residential housing and furnishings; and (c) for short-term specialists, counterparts, support staff, office space and equipment, and official transport.

B. AID Responsibilities

USAID/Swaziland will be responsible for the timely provision of the AID inputs to the project, including participant training, technical services, commodities and other support costs. The USAID Mission is staffed with a Director, Deputy Director, Project Development Officer, Assistant Program Officer, Controller and half-time Anthropologist to support the project management and implementation responsibilities of the Human Resources Development Officer, the Education Officer/Assistant Project Manager and the Training Officer. The Regional Legal Advisor for Southern Africa, based in Mbabane, will provide legal services, including preparation and negotiation of the Project Grant Agreements and amendments, preparation and negotiation of cooperative agreements and/or grants for institutional linkages and review of contracts. The REDSO/ESA Regional Contracts Office will be responsible for all contracting matters, including competition for awards, selection of contractors, negotiation and signature of contracts and contract backstopping. Assistance in commodity procurement and general implementation will also be provided by REDSO/ESA. More specific implementation responsibilities are discussed in Section V.B., AID Project Management, of the Monitoring Plan.

C. Other Donor Coordination

Several other donors annually provide scholarships for long-term academic and short-term technical training abroad. The British Council manages a scholarship program which focuses on short-term technical training in education, agriculture and health for about 80-100 Swazis at any given time. Of this number, an average of ten may be studying for diplomas or degrees in technical areas such as engineering and architecture. Although interested in offering possible future support, the British Council has not yet sponsored any in-country training programs. A modest scholarship program for Swazis from the private sector has recently been initiated. As is the case with AID, the British Council receives requests for training from the Department of Establishments and Training. Selections are then based on the priority fields of study, academic qualifications and whether or not the candidate is a counterpart to an OSAS (Overseas Aid Service) officer within a ministry or parastatal. The European Economic Community (EEC) through the Second Lome Convention (Lome II, 1980-85) earmarked only \$400,000, which has already been fully committed, for Swaziland for overseas training in member countries. Under the European Development Fund's regional program, scholarships are offered for training programs in the operation of the regional customs union, at the Mananga Agricultural Management Center in Swaziland and for Swazi students at the Waterford-Kamhlaba secondary school. Scholarships are also offered by the Germans, Dutch, Canadians, Israelis and United Nations, again primarily for short-term technical training and within the context of development projects.

This project therefore constitutes both the public and private sector's major resource for long-term and specialized in-country training. Given the pool of public sector candidates for long-term training and the demand for in-country training, there is virtually no potential for competition among donors for highly qualified Swazis and for the supply of in-country training.

USAID maintains close contact with donor representatives, especially those who are resident in Swaziland or nearby (U.K., EC, UN, Canada and Germany). The donor group meets monthly, and USAID has frequent one-on-one briefings to exchange information and avoid potential duplication of effort. As discussed in the CDSS Up-Date, however, USAID plans to stimulate more, and more regular, sector- and technical-level coordination. While other donors generally support the same development objectives, there is no particular unanimity on how to achieve them. Differences in approach must eventually be reconciled by Swazis. In this case, supporting a strong participant training program strengthens coordination by providing a broader base of Swazis, both individually and within institutions, capable of making such decisions.

D. Procurement Plan

Project implementation will require the procurement of participant training, technical services, commodities and related support. To promote effective and efficient implementation, procurement should be undertaken in four discrete packages, each of which is discussed below. If required, source and origin waivers for commodity procurement will be requested when equipment and commodity lists, including specifications and up-to-date prices, are finalized by the contractors.

Given the workload involved in other bilateral and regional human resources development projects, effective and efficient AID project management will require supplemental technical and administrative support for this project. Funds have therefore been budgeted to procure the services of an assistant project manager for six years under a Personal Services Contract.

Three separate Requests for Proposals (RFPs) will be issued simultaneously for the three major contracts under this project; for participant training abroad, technical services and in-country training and development communications. USAID will negotiate with one or more bidders for either one contract or separate contracts; whichever combination is in the best interests of the project.

(1) Participant Training Abroad (Estimated \$10,530,000)

With the exception of the procurement "package" for development communications (see (3) below), a contract will be negotiated and let for the provision of all project-funded long-term academic training and short-term non-degree/technical training abroad. Procurement will be undertaken on the basis of competition following AID procurement regulations. The contractor will be responsible for placing participants in U.S. and African universities in conformance with AID Handbook 10 and backstopping and counselling participants while they are in training.

It should be noted that this procurement package may be suitable for a Gray Amendment entity.

(2) Technical Services and In-Country Training
(estimated \$6,060,000)

A contract will be negotiated and let for the provision of long-term and short-term technical services and for the costs of in-country training programs. Procurement will be undertaken on the basis of competition following AID procurement regulations. With the exception of the procurement package for development communications (see (3) below), the contractor will be responsible

for (a) recruiting and backstopping Operational Experts and long-term technical advisors; (b) recruiting and backstopping short-term specialists; and (c) coordinating and implementing in-country training programs. Backstopping OPEXers and long-term technical advisors will include procurement of job-related commodities. Implementation of in-country training programs will include (a) the provision of short-term technical services as required; (b) the local currency costs of providing honoraria, logistics and teaching supplies and aids, printing course materials, and renting training facilities as required; and (c) the procurement of supplies and equipment for the Swazi institutions which will participate in the in-country training programs.

It is estimated that 8-9 OPEXers and 4-5 technical advisors will be recruited and will require backstopping for various time periods over the life of the project. The GOS has initially requested three long-term advisors: a Manpower Economist/Planner for DET, and a U.S. advisor and a Swazi Community Leadership Specialist to MOAC/CD for the expanded traditional leadership program. As discussed above in Section II.C., Project Elements: AID and GOS Inputs, it is estimated that 63 person-months of consultant services will be programmed for specialized assignments within GOS and private sector institutions and teaching and advisory support for in-country training programs. In addition, an estimated 30 person-months of short-term services will be programmed for support to the traditional leader program and rural women's associations. The contractor will be responsible for nominating at least two but preferably three candidates for each long-term and short-term assignment.

The contractor's responsibility for backstopping all contractor-supplied OPEXers, long-term advisors and short-term specialists will necessarily include both home-office backstopping and in-country backstopping. With the additional responsibility for coordinating and implementing all in-country training programs, the assignment of a contractor field representative over six years is considered necessary. The representative will be provided office space at SIMPA. A position description for the contractor field representative is attached in Annex O. In addition, a vehicle will be procured under the contract for the use of the contractor field representative for official duties. Operating costs of the vehicle will also be in the contract.

(3) Development Communications (Estimated \$1,710,000)

Procurement for this activity will be undertaken on the basis of competition following AID procurement regulations. The contractor will be responsible for (a) recruiting and backstopping

the long-term (one year) Development Communications Specialist; (b) arranging for and backstopping the services of the Development Communications Specialist on an intermittent basis (27 person-months) through June 1991 and the services of other short-term specialists, including the initial communications expert (39 person-months); (c) placement, backstopping and counselling an estimated five Swazi participants in B.A. and M.A. programs in U.S. universities; (d) arranging for and backstopping all short-term non-degree/technical training abroad; (e) procurement of all studio equipment, editing and reproduction equipment and related commodities; (f) programming site visits to other development communications projects; and (g) monitoring the renovation and furnishing of two SBS studios. It is expected that the resident Development Communications Specialist will be specifically responsible for (f) and (g) above.

(4) Institutional Linkages (Estimated \$500,000)

The most suitable mechanisms for implementing an institutional linkage are the cooperative agreement and/or grant. Under either arrangement, the Swazi institution is offered the necessary flexibility and discretion to identify the most appropriate U.S. institution(s) for its particular needs. The Swazi and U.S. institutions will submit a detailed proposal to USAID, discussing the purpose of the linkage, mutual benefits to be gained from such a linkage by each institution(s), the contribution of each institution to the linkage and the estimated cost of the linkage arrangement. (It is assumed that the AID support of the institutional linkage will provide the means to initiate a relationship which will continue beyond the life of the project.) Upon approval of a proposal for an institutional linkage, AID will negotiate and sign a cooperative agreement or grant with the U.S. institution. The Swazi institution will be invited to participate in the negotiations and sign the agreement or grant.

V. MONITORING PLAN

A. GOS Project Management

GOS project management responsibilities will be assumed by the three principal implementing agencies: the Department of Establishments and Training, the Ministry of Agriculture and Cooperatives and the Swaziland Broadcasting Service. The GOS project manager in each agency will be:

DET; designated Deputy Principal Secretary

MOAC; the Chief of the Community Development Section
the Chief of the Home Economics Section

SBS; the Director

Project managers from GOS training institutions will also be designated for each of the institutional linkages.

The DET, MOAC and SBS project managers will:

-Assure the timely provision of their respective contributions to the project;

-Coordinate the preparation and submission of requests to USAID for participant training, technical services, commodities and local support costs;

-In regard to the above, assist USAID in preparing participant study programs (in the case of DET, in collaboration with the training officers in the development ministries), terms of reference for OPEXers, long-term advisors and short-term specialists and final equipment and commodity lists;

-Review USAID nominations for OPEXers, long-term advisors and short-term specialists, selecting the most appropriate (in the case of DET, in collaboration with the requesting development ministry or training institution); and

-Collaborate with USAID in undertaking on-going, formative and summative evaluations.

In general, successful management of the project will require the GOS managers and USAID to maintain a close working relationship, including identification and resolution of implementation problems as soon as they arise.

B. AID Project Management

The USAID Human Resources Development Officer (HRDO) will be responsible for overall AID project management. During the period of project implementation, the HRDO will concurrently be responsible for managing the Teacher Training project, the manpower development component of the Southern Africa Regional project, SADCC Technical Support, and coordinating with the GOS and AAI on the AFGRAD scholarship program. Given this portfolio, the HRDO's responsibility for the implementation of this project will be shared with an Education Officer/Assistant Project Manager and the USAID Training Officer, a Swazi professional who has backstopped USAID's predecessor manpower training projects for the past seven years. The Education Officer/Assistant Project Manager will be employed for six years under a Personal Services Contract.

Project management responsibilities would illustratively be shared along the following lines:

1. Human Resources Development Officer
As the USAID Project Manager, will:

-Monitor general implementation of the project with specific reference to the Project Paper, Project Grant Agreements, contracts and cooperative agreements and/or grants (working with other USAID staff members);

-Serve as the primary contact with the Principals of the GOS training institutions concerning all operational and financial matters relating to in-country training programs supported under the project;

-Liaise with the Federation of Swaziland Employers and the Swaziland Institute of Personnel Training and Management concerning the participation of the private sector in the implementation of the project;

-Be primarily responsible for managing the implementation contracts, including administrative review of all contractor requests for reimbursement, and assisting the Assistant Project Manager and Training Officer as necessary in preparing PIO/Ts and other related AID documentation (requesting support from the REDSO/ESA Regional Contracts Officer and Regional Legal Advisor for Southern Africa as required);

-Be primarily responsible for implementation of the long-term and short-term participant training program, following the implementation schedule attached as Annex N.;

-Evaluate and prioritize GOS and private sector requests for long-term (OPEX and advisory) and short-term technical advisory services (including those for in-country training programs), channelling approved requests to the contractor field representative for action;

-Evaluate proposals from GOS training institutions for linkages with one or more U.S. institutions and, upon approval, assist in the negotiation and management of cooperative agreements and/or grants for implementation; and

-In collaboration with the GOS project managers, plan and arrange the mid-term audit, formative evaluation and summative evaluation.

2. Education Officer/Assistant Project Manager
Under the supervision of the USAID HRDO, will:

-Draft required AID documentation, including Project Implementation Letters, PIOs, waivers, etc.;

-Assist the HRDO in managing the implementation contracts, including preparation of PIO/Ts, and related AID documentation;

-Liaise with the GOS training institutions to assure the smooth implementation of in-country training programs;

-Work closely with the contractor field representative in coordinating and implementing the in-country training programs, providing short-term specialist services and recruiting and backstopping the resident long-term OPEXers and technical advisors;

-Be primarily responsible for managing the (1) development orientation for traditional leaders and rural women's associations and (2) development communications elements of the project (including contract management for the provision of technical services, participant training, commodities and equipment and related other costs);

-Assist the HRDO in managing the long-term participant training program (with special reference to the implementation schedule, Annex N.) and the short-term participant training program, including evaluating GOS and private sector requests and interviewing Swazi candidates in collaboration with USAID technical officers, preparing PIO/Ps, etc.;

-Be primarily responsible for follow-up activities for returned participants (newsletter, meetings, requests for commodity support (monitoring procurement) and refresher training, etc.);

-Be primarily responsible for the USAID's pre-departure orientation program (see Annex N.);

-Prepare AID semi-annual implementation reports for this project; and

-Otherwise assist the HRDO as requested.

3. Training Officer

Under the supervision of the USAID HRDO, will:

-Assist the HRDO in managing the long-term participant training program (with specific reference to the implementation schedule, Annex N.) and the short-term participant training program;

-Be primarily responsible for administratively backstopping the contractor for participant training, especially the processing of PIO/Ps;

-Liaise with the training officers in the development ministries and with the participants themselves on the details of the training to be provided;

-Maintain participant records and training files, including the general monitoring of each participant's program of study;

-Assist in both the pre-departure orientation program and the follow-up activities for returned participants;

-Establish a library of university catalogs and other information on long- and short-term training programs in the U.S. and Africa;

-Assist in the preparation of AID semi-annual implementation reports and other reports as required; and

-Otherwise assist the HRDO as requested.

C. Reporting Requirements

Each contractor will be required to submit the following reports to USAID/Swaziland beginning with the effective date of the contract:

1. Participant Training Abroad

(a) monthly progress reports summarizing the actions which have taken place during the month on each pending long- and short-term participant placement and any changes in the status of each long- and short-term participant already in training (name, university or study program, field of study, entrance and graduation dates, performance and other remarks in conformance with reporting requirements and procedures in AID Handbook 10);

(b) quarter and/or semester academic term reports for all participants in long-term training;

(c) semi-annual financial reports summarizing information on each long- and short-term participant since the effective date of the contract and the contractor's administrative and financial position (actual expenditures since the effective date of the contract, over the past six-month period and estimated for the next six-month period); and

(d) a final report, to be submitted within 60 days following the completion date of the contract, summarizing accomplishments and implementation problems.

2. Technical Services and In-Country Training (including Traditional Leader Training)

(a) semi-annual progress reports summarizing the specific requests for long- and short-term technical services and in-country training programs which have been received during the six-month period, the actions taken to respond to the requests, the status of requests outstanding from previous reports;

(b) copies of contracts and agreements for all Operational Experts within 30 days of their arrival in Swaziland (i.e., contract between OPEXer and the contractor and the employment agreement between the OPEXer and the GOS);

(c) semi-annual progress and financial reports summarizing information on each long-term OPEXer and technical advisor (name, position, period of service, accomplishments and other remarks) and each short-term technical advisor (name, position, period of service, purpose of assignment, accomplishments and other remarks) since the effective date of the contract; the status of all commodity procurement for long-term personnel, GOS training institutions and returned participants; and the contractor's administrative and financial position (actual expenditures since the effective date of the contract, over the past six-month period and estimated for the next six-month period) (may be combined with (a) above);

(d) a final report, to be submitted within 60 days of the completion date of the contract, summarizing accomplishments and implementation problems; and

(e) technical advisors and OPEXers will be required to make periodic reports to USAID and the GOS as required in their job descriptions.

3. Development Communications

During the first year of the contract:

(a) within 60 days of the arrival of the long-term advisor and based on the agreed upon report of the short-term expert, a detailed work plan presenting the proposed activities to be undertaken by the Swaziland Broadcasting Service's Center for Rural Broadcasting and Information in collaboration with the contractor, including training programs (in-country and abroad), required short-term technical services and scheduling, equipment and commodity procurement, and other activities related to strengthening development communications;

(b) a year-end summary report including a detailed work plan for the second year of the contract presenting, but not limited to, the information required in (a) above; and

(c) quarterly status reports summarizing the reports of the long-term advisor and the short-term specialists; the status of activities, progress during the quarter, plans for the future quarter (with specific reference to the annual work plan) and identification of implementation problems with recommendations for their resolution.

From the second year of the contract until its completion:

(d) detailed annual work plans;

(e) semi-annual progress reports including, but not limited to, a substantive discussion of the status of activities, progress during the time period, plans for the coming six months (with specific reference to the annual work plan and the contractor's provision of technical services, participant training, commodities and equipment and related other costs) and the contractor's administrative and financial position (actual expenditures since the effective date of the contract, over the preceding six-month period and estimated for the next six-month period); and

(f) a final report, to be submitted within 60 days of the completion date of the contract, summarizing accomplishments and implementation problems and recommending a course of action for the GOS to follow in further strengthening development communications in Swaziland.

4. Institutional Linkages

Under the terms of the cooperative agreement and/or grant between the Swazi training institution and the U.S. institution(s), both parties will submit, either jointly or individually, an annual progress report including a substantive discussion of the activities undertaken to date under the agreement, the impact of the activities on the long-term development objectives of the linkage partners and a proposed work plan for the next effective year of the linkage. A final report, to be prepared jointly, will essentially be an evaluation of the effectiveness of the linkage and should also discuss the extent to which the linkage can or will continue.

VI. SUMMARY OF ANALYSES

A. Summary Technical Analysis

As mentioned in other sections of the PP, the project includes five interrelated elements. The technical validity of and justification for these elements are more fully explained in Section II, Project Rationale and Detailed Description and in the Economic and Social Soundness Analyses. Annex K, Technical Analysis, includes a detailed analysis of the results of a series of manpower studies and needs assessments carried out in Swaziland over the past 10 years as well as an analysis of the communications sector in Swaziland.

The major component of the project is long- and short-term training outside Swaziland. In order to select the most appropriate candidates, and also develop the GOS capacity, the project will fund an advisor to work with the DET to establish a manpower and training plan which will prioritize GOS needs and identify the key constraints. The advisor will work closely with officials in DET and in development ministries to ensure that the manpower and training plans reflect total government needs. The project will send appropriate people for long term training overseas. The selection process will include individuals from the private sector and from parastatals, so that the selection meets the needs of the entire country.

The long-term training will emphasize the post-graduate level where there is currently a large shortage of people. UniSwa is not currently offering any post-graduate training. Long-term overseas training is also necessary when the area of study is in a new technology or where new approaches to the field are being tried and these approaches are felt to be valid for Swaziland.

Also, when UniSwa has an adequate upper division program in a particular area of study, then the project will not send any bachelor degree candidates to the U.S. in that field. The project does not compete with UniSwa. Conversely, the project will assist UniSwa and other training institutions to improve their administrative and educational capabilities.

In addition to the long-term training overseas, there are about 10 Swazis who will go each year to short-term courses. Focused short-term courses have been found to yield the highest return to the country. Short-term training courses are used when USAID and the GOS are able to isolate a single factor which has led to a development bottleneck. Short-term courses

overseas are more valid when there are only a very limited number of people in country who could benefit from the program. Specific criteria have been developed to prioritize this type of training and ensure that it is only used for those programs where it would not be more effective to have the training take place in country.

In-country training is taking place in a number of different components of the project. This type of training makes the most sense in that USAID can bring in a limited number of people to teach the more theoretical side of the session, and they can work with local teachers who can take the methodology and help the students apply it to the situation in Swaziland. This approach is valid when there are sufficient people in country needing the same type of training. The project will attempt to evaluate training proposals in terms of which type of training makes the most sense, both technically and economically.

As noted in Annex K, the proposed approach to development communications, focused on institutional support to SBS's Center for Rural Broadcasting and Information, is both timely and technically feasible. With a siSwati radio channel, strengthened siSwati newspaper coverage and a high level of interest in development programming by broadcasters, an opportunity exists to vitalize rural information services for the people of Swaziland.

B. Summary Financial and Recurrent Budget Analysis

Swaziland is going through a difficult economic period. The effects of the world recession are still being felt; the major exporting industries are having problems selling their production because of reduced demand both worldwide and in South Africa. A cyclone which struck in late January 1984 severely damaged basic infrastructure in the country, and consequently there will be large demands on the GOS capital budget to finance reconstruction. It is possible that the GOS will be unable to meet projected expenditure requirements without large increases in debt. While the debt situation is better than in most other countries, a potentially difficult situation could develop unless there is either improved control over spending or additional/higher taxes. Donor-assisted development projects which make substantial recurrent or capital budgetary demands on the GOS will exacerbate the situation. GOS support for such new projects may be at the expense of on-going programs.

The proportion of the recurrent budget allocated to each functional grouping (education, health, agriculture, etc.) has been reasonably constant since 1978-79. For example, up to 25% has consistently been allocated to education and training. Only

spending on servicing the public debt has increased substantially. A recent World Bank study indicates that in 1978 Swaziland spent a higher proportion of its recurrent budget on education than all but three sub-Saharan African countries. Improvements in the adult literacy rate and the near-achievement of universal primary education reflect the GOS's accomplishments. The declining pass rate on the Cambridge "O"-level examination, however, reflects the growing problem of the quality of education.

There is a decreasing emphasis in the capital budget on spending for industry and mining (such as financial support for foreign firms interested in locating in Swaziland). Transport and communications receives the largest proportion of the capital budget. That sector has also had the fastest growth and is the only one whose growth has been greater than inflation. Capital spending on education and training has varied from year to year although it was particularly high in 1980-81 and 1981-82. For nearly all functional groupings, implementation difficulties have resulted in actual expenditures being both less than amounts proposed in the Third Plan and less than the amounts in the annual budgets. On average, less than two-thirds of the capital budget is actually spent.

Capital spending on education infrastructure has resulted in a strong base for education and training in the country. Consistently high recurrent budget allocations likewise indicate that both the GOS and the people of Swaziland value education very highly. On the basis of past USAID experience with a series of manpower training projects, the GOS has demonstrated that it is willing and able to meet its obligations with regard to financing round-trip airfares, salaries and dependents' allowances through the participants' period of overseas training. Meeting estimated requirements for per diem and transportation for in-country training programs may be more problematical, however, and reflects a need for improving advance planning and budgeting processes. Project-financed long-term, short-term and in-country training in management and program planning and budgeting should relieve the constraint over the medium and long term. In the short term, the USAID will continue a dialogue with the GOS planners to assure that the GOS's financial commitments to the project are indeed planned, budgeted and spent. Reinforcement of the GOS commitment will be provided in Project Grant Agreement covenants, and an effort to stabilize or equalize the GOS's financial contribution will be made by time-phasing in-country activities and expenditures over the seven-year period of the project.

C. Summary Economic Analysis

A detailed analysis appears in Annex J. While the data on which much of the economic analysis is based is subject to question, it tends to be as accurate as comparable data in other countries. The best and most consistent data available on Swaziland was used. The returns to overseas and in-country training are sufficiently high in Swaziland to make the projected USAID and GOS expenditures economically viable.

An internal rate of return analysis was done on the available data. The results are roughly comparable to those found in other countries. All the analysis was done in real terms, and the contributions of the Government of Swaziland was multiplied by 1.25 in order to reflect the budgetary shortages currently existing in the country. Because the Swazi currency is linked to the South African rand there was no need to adjust the cost of imported items. After completing the analysis, all the assumptions were subjected to sensitivity tests. The internal rates of return did not change appreciably when the values of the assumptions stayed within the likely range.

Post-graduate degree training has a real return of just over 8% while the returns to overseas short-term training at the post-graduate level is 23% for people in government, 7.6% for people in the private sector and 4.6% for people in the educational areas. From the limited data available, it appears that the people whom this project will send for post-graduate training will have returns closer to the 23% government figure. Long-term bachelor's degree training for people working in the private sector yields an internal rate of return of 11.2%. At the bachelor's degree level, overseas short-term training has a return of 87%. In-country short-term training has returns in excess of 47%. Varying the assumptions did not change these returns to any appreciable extent.

Expenditures on education will not only improve the income levels of the people so trained but will also increase the options available to the individual and Swaziland. Based on USAID experiences with previously trained individuals, improvements in the quality and practical orientation of education at all levels will aid Swaziland in ways other than simply the increase in incomes the trainees are likely to receive. These people are more likely to successfully manage their own businesses and thus employ people or help Swaziland attract foreign industries that use more than unskilled or semi-skilled labor. As long as management courses are included in the bachelor's degree and post-graduate courses, the trainees should also become better managers, and be more efficient users of scarce GOS funds.

From a cost-effective standpoint the approach used in this project is less expensive than the alternatives in that the project has a large component of in-country training and training in other African countries. The long term training which will take place outside Swaziland will be available only in disciplines where the University of Swaziland is not currently able to offer the necessary courses, and which, because of the limited number of people needing those skills, are not likely to be taught in country.

The institutional linkages will enable the project to provide some continuity in the provision of personnel to Swazi institutions, and hopefully will enable better people to be provided quicker. The linkage will also provide a means of assisting specific Swazi institutions after the end of the project. The long-term relationship which is established can be called upon after USAID/S' funding has ended.

The OPEX technicians will occupy line positions, where USAID tops up the GOS salary. Providing advisors would have increased the USAID cost. When necessary, USAID will send the person whose position the OPEX technician is filling for long term training abroad. The OPEX positions will be in critical development areas and will provide some ancillary support for USAID's other projects.

By providing the training for traditional leaders in-country, we shall be able to provide more training. Some funds will be set aside to send selected leaders to other countries in order to see alternative ways of attacking problems. This is necessary to reinforce the learning and show how other countries handle problems comparable to Swaziland's. The training will broaden the horizons of these leaders, thus facilitating general development activities in Swaziland.

The entire idea behind development communications is that an inexpensive way to reach large groups of rural people is through the radio and print media. This activity is designed to support the training being given to traditional leaders and leaders of women's groups. It also supports some of the project's in-country training. The mass media can convey the tools of development to a large number of people and thus provide some additional security of development project success. Given the low costs of this activity, if it is able to improve the chances of success of only one average development project per year, then this component too is economically

justifiable. It is also justifiable from a cost-effectiveness standpoint in that this method is cheaper than regular training programs where the participants are physically present in one location. Finally, under the Primary Curriculum Development project, USAID has assisted the GOS in making the curriculum more developmentally relevant. The Development Communications component to the project will build on that base for those people who have completed their formal education.

D. Summary Social Soundness Analysis

A manpower development project does not generally entail the "sociocultural risks" of other types of development assistance projects. This is because there is little that is culturally obtrusive about sending host country students abroad for advanced education, other than the introduction and diffusion of new attitudes and values by returned trainees.

To the extent that the present project is a conventional manpower development project, several quick observations relating to social soundness can be made. There is a perceived need on the part of the GOS and Swazis in general that properly trained manpower is necessary if national development goals in various sectors are to be realized. Buttressing this is the exceptionally high value Swazis place on formal education of any sort, but especially on university education. The direct beneficiaries of the project will be the approximately 195 Swazis who will receive overseas training and the 1,600 or more who will receive some sort of in-country training during the life of the project. Of course a far greater number of Swazis will be indirect beneficiaries as a result of improved government services and institutional functioning.

To the extent that the project supports advanced education for key individuals in the private sector, as well as U.S.-Swaziland linkages between training institutions, in-country training, and improved development communications, the number of direct and indirect beneficiaries will be considerably greater and the project's "spread effect" will be far more extensive.

Education is associated positively with attitudes and values considered essential for social and economic change. Individuals trained under this project will transfer attitudes, information, new technologies, and modern practices to homesteads, rural and urban communities, and other Swazis.

Also, educated Swazis working in the modern sector retain very close ties to their families in the rural areas and act as social change agents in those areas. Traditional leaders and indigenous organizations in the rural areas play a significant role in opinion formation and social change.

An improved sense of national self-worth, competence and Swazi control over the nation is expected to result from increasing the numbers of people receiving college and post-graduate training and moving into management positions. Women will be sought and encouraged to participate in the various types of opportunities provided under the project. The project will demonstrate that Swazis are ready and able to take over middle- and upper-management positions. It will also promote widespread, informed participation in a broad range of development activities.

Improvements in quality of educational attainment and training are expected to improve the likelihood of other development activities being successful. Those people in government with advanced training can better understand the implications of alternative policies and development activities, are better able to evaluate them, and are less likely to be deceived by poorly designed proposals. Those people who go into the private sector will have the training needed to take advantage of opportunities they might not have noticed previously, thus improving chances of being successful, increasing earnings, and employing more Swazis. Institutional improvements brought about by the increased knowledge and ability of trained manpower and by the introduction of improved efficiency and new technologies through linkages with U.S. institutions and through the work of OPEX, advisory and technically specialized personnel are expected to improve productivity and promote equity in both the public and private sectors.

Research in Swaziland has also shown that, even if education--formal or informal--does not lead directly to job advancement or even employment, it has a significant impact on farming practices, health practices and other areas affecting individual and national development.

The most innovative and perhaps challenging component of the project will be the development orientation and training for traditional leaders and for members of (mostly rural) women's development-related organizations. Swaziland is nearly unique among nations in the survival of its traditional, monarchical sociopolitical system during the post-independence era. Indeed, during the 16 years since Swaziland's independence, the monarchy, including the princes and chiefs that comprise and

support it, has clearly held its own alongside the institutions of "modern" government such as the parliament and the cabinet. The current reorganization and expansion of the unique Inkhundla institution created by King Sobhuza II before independence will place more power--including responsibility for development matters--in the hands of the direct extensions of monarchical authority in traditional society, the chiefs. It is essential, therefore, that the chiefs play an informed and active role in national development. Without their support, development efforts may be frustrated at every point; with their support, development efforts tend to enjoy broad popular enthusiasm and the active participation of large numbers of Swazis.

It may also be pointed out that whatever shortcomings may be attributed to the Swazi traditional system of monarchy by those measuring it against a scale based on Western values, it has broad, popular support and it has ensured peace, stability, and relative prosperity since at least the beginning of this century.

Direct U.S. involvement in the part of the traditional sector that involves traditional roles of authority has never been attempted, thus it may be expected that questions of cultural feasibility, and perhaps of U.S. aims and goals, will arise. The results of the AID-sponsored chiefs survey and related investigations presented in Annex G show the need for, and sociocultural feasibility of, development training and orientation for traditional leaders. In Annex H, relevant background information is presented on community structure, leadership roles, development activities at the local level, and the Inkhundla institution. Social soundness considerations related to traditional leader and women's organization training are summarized below.

Social Soundness Considerations Related to Development Training for Traditional Leaders and Women

As documented at length in Annex G, there is a clear need for, and at least a 16 year history of, development training for traditional leaders in Swaziland. Furthermore, chiefs (and by implication, other local leaders) have expressed a clear interest in development training--in fact they have provided a mandate as well as guidelines for expanding the current training program of the MOAC. Thus there should be little question of the sociocultural feasibility of conducting such training in Swaziland. Of course, cultural constraints could arise in connection with particular innovations espoused during the course of training.

A few of the most traditional chiefs and other leaders may choose not to participate in training activities because of suspicious or negative attitudes toward what we have referred to as development. Such attitudes may result from unfavorable past experiences with development projects or from perceived threats to the chiefs' authority from new programs or projects--including the presence of government officials or new committees in their chiefdoms.

However, it may be expected that attitudes of suspicious or recalcitrant chiefs will begin to change as schools, clinics, protected water systems, and irrigated gardens appear in neighboring chiefdoms. Demand for development training/orientation, already relatively high among chiefs, should increase as the program expands and becomes more effective in stimulating rural development.

Sensitivities might arise over the involvement of U.S. funding and an American technical advisor in attempts to influence the attitudes, behavior, and leadership role of traditional leaders. However, plans to expand the existing training program have been coordinated with GOS officials and with traditional leaders themselves. The Community Development Section of MOAC will continue to have responsibility for the generally successful (if under-financed) training program it has been conducting for 16 years. A GOS interministerial steering committee, which will include NGO representation, will guide, monitor, and generally oversee training for traditional leaders during the life of the project and hopefully beyond. It can also be noted that the former British Ministry of Overseas Development briefly supported development training for Swazi chiefs in the late 1970's, apparently without raising nationalist sensitivities.

Regarding the sustainability of project benefits, it is expected that project-supported periodic evaluations of the expanded training program will demonstrate the value, including the cost-effectiveness, of training and orientation investments for traditional leaders. The establishment of a new civil service position for a Community Leadership Specialist by the end of the project's third year will be concrete evidence of GOS commitment to continuation of the expanded program. It is also expected that the GOS will assume the increased recurrent expenses of the expanded program after project support is ended.

Comments made toward the beginning of this summary about the diffusion or spread effect of benefits from education hold particularly true in the case of development training for

traditional leaders (and for women, see below). Training inputs in the traditional sector, especially when directed toward those with traditionally-recognized authority, will increase the likelihood that a wide variety of health, agricultural, family planning, and other development projects will succeed. Success of such projects will directly improve the quality of life of the rural poor.

Women, since they outnumber men in rural areas, will be among the primary indirect beneficiaries of an expanded training program for traditional leaders. However, women are more than passive beneficiaries. By all accounts, including those of many chiefs, women tend to be especially active and interested in programs or innovations that will improve their life and that of their family. Moreover, Zenzele ("Do It Yourself") women's associations tend to be the most sustainable of rural organizations, even though they tend to have relatively little contact with extension workers. Zenzele associations are multi-purpose, often covering a broad range of development activities such as sanitation, nutrition, gardening, family planning, income-generating activities, marketing, and the like. They are among the most widespread, yet under-recognized, local development groups in Swaziland.

The experience of home economists, as well as recent community-based research, has shown that women are generally eager to join Zenzele or other development groups. However, lack of female extension workers, combined with a certain amount of disinterest in "women's affairs" on the part of the more numerous male extension workers, has meant that women's organizations have had to struggle to achieve their goals largely on their own.

The expanded training and motivation program for women's organization members supported by the project should result in greater participation of rural women in Zenzele organizations, based on their past record of participation, and in the greater effectiveness of the organizations.

Rural women and their children will directly benefit from the training and motivational inputs. Since they have major responsibility for most homestead activities, including agriculture in many cases, women better trained in development matters should have a far-reaching, beneficial effect on the overall quality of life in Swaziland. The combined training programs for traditional leaders and women should foster improved cooperation between women's and other development-related organizations at the local level, thereby increasing the effectiveness of all such groups.

Finally, more enlightened mothers will pass their knowledge, practices and attitudes on to their children, thereby contributing to the education of a new generation of Swazis.

Evaluations during the life of the project of the effectiveness of the expanded program for women should convince the GOS of the value of assuming the relatively minor costs of sustaining the program after the end of the project.

E. Summary Administrative Analysis

The capabilities of the three GOS implementing agencies--the Department of Establishments and Training, the Ministry of Agriculture and Cooperatives' Community Development and Home Economics Sections, and the Swaziland Broadcasting Service--and two of the principal Swazi training institutions (UniSwa and SIMPA) have been assessed in terms of organization, management and staffing and are described in detail in Annex L, Administrative Analysis. On the basis of the assessment, it has been determined that:

- the policy environment is not a constraint to a multi-faceted participant training effort;
- the institutional and administrative infrastructure is adequate; and
- the project implementation plan is realistic and workable.

The Department of Establishments and Training, within the Ministry of Labor and Public Service, formulates and administers policy for, and directs the operation of, the GOS civil service. DET's principal functions include (1) the establishment and salary-grading of civil service positions with reference to job-function responsibilities; (2) the formulation of schemes of service for various cadres of government personnel; (3) the issuance, review and administration of General Orders governing the civil service; and 4) the overall direction of the GOS's in-service training program. The fourth function is, of course, the one of greatest importance to this project, and is being carried out adequately under present policies. A few significant modifications of training policies could provide increased opportunities and benefits and will be the subject of continued discussions and assistance toward change within the framework of this project. For example:

- establishment of a "training complement" for the civil service. Since it presently is not possible to "double-encumber" a position, some employees may be prevented from accepting training opportunities if their responsibilities do not permit their positions to remain vacant during the training period. Also, since an employee must fill an established position in order to be eligible for in-service training, the GOS is presently unable to recruit and immediately train the best university graduates as an investment in the future of the civil service. In both cases, establishment of a "training complement" would give the GOS the needed flexibility to train the best-qualified candidates within the civil service and as they enter the civil service;

- establishment of a standard system of bonding to ensure that the employee works in the field in which he/she has been trained for a specified period of time (usually 2-3 years for each year of overseas training); and

- provision of more generous benefits for employees while they are in training status. Under the present training policy, a long-term participant receives his full salary for only the first year of his/her training period. Beginning with the second year, the salary payment is terminated, and the participant receives only a marginally adequate dependents' allowance. Financial hardships, albeit on an exceptional basis, may result in some participants being unable to complete their studies and in some candidates being unable to afford to accept scholarship opportunities.

As described in Annex L, the MOAC's Community Development and Home Economics Sections have relatively well-trained, motivated and effective staffs. Programs for training/motivating traditional leaders and Zenzele women's associations have been effective. With increased operating funds for workshops, seminars and courses and with better-trained staff, the annual work programs of both sections should improve markedly.

Under the Ministry of Interior, Swaziland Broadcasting and Information Services includes the Swaziland Broadcasting Service and the Swaziland Information Service. SBS is responsible for national radio transmission and radio programming; SIS publishes the government-owned newspaper and other public information documents. Since radio is the most pervasive rural communications medium, SBS is considered the most appropriate administrative entity and institutional base for development communications in Swaziland.

Some of the implementing agencies' institutional and administrative constraints, including inadequate training opportunities (abroad and in-country), a shortage of training personnel and decreasing GOS operating budgets, will be eased within the framework of the project. USAID experience in working with the implementing agencies and training institutions further confirms the administrative feasibility of the project.

F. Environmental Analysis

The USAID Director approved a Negative Determination on the basis that the project meets the criteria as specified in 22 CFR, Section 216.2(c)(2)(i), for a categorical exclusion. Under this section, education, technical assistance or training programs to the extent that such programs do not include activities directly affecting the environment (such as construction of facilities, etc.) are not subject to the provisions of Section 216.3. The Categorical Exclusion was attached to the PID. AID/W concurrence was provided in State 80793 of March 20, 1984, which states: "BEO [Bureau Environmental Officer] concurs in Categorical Exclusion for subject project."

VII. EVALUATION ARRANGEMENTS

Two major, external evaluations are planned and will be undertaken in collaboration with the GOS. In addition, on-going or annual internal evaluations are planned for certain elements of the project.

A. Major External Evaluations

A major, external formative evaluation is scheduled for late FY 1987 or early FY 1988, approximately three years after project implementation begins. AID's Inspector General will be requested to schedule an audit of the project about six months before the formative evaluation. The evaluation will be conducted by a REDSO/EA evaluation officer and four other experts, either outside consultants or AID employees, over a four-week period. The four experts will include an education specialist, a development communications specialist, an anthropologist/non-formal education specialist and a training specialist. Using the Logical Framework from the Project Paper, the evaluation team will evaluate the appropriateness and timeliness of the provision of project inputs and will assess output achievement. Progress toward reaching project objectives and the end-of-project status will also be analyzed. If necessary, the evaluation team will recommend modifications to project inputs or to the mix of funding for project elements that may be required to accomplish the project purpose. The team will also evaluate the linkages between project elements and the conceptual base of the linkages, making recommendations, if necessary, to strengthen or revise the relationships.

In addition, an external summative evaluation will be undertaken one year prior to the PACD. Since a follow-on project is anticipated, the evaluation will serve as the basis for determining the need for such a follow-on effort and the appropriate types and levels of assistance. The evaluation team will be composed of an AID/EHR officer and four other experts, either AID or outside consultants, in the same disciplines mentioned above. It is estimated that the summative evaluation will require four weeks to complete.

B. Other Evaluations

Certain project elements will have on-going or separate evaluation schedules. For example, after participants return from long-term training the GOS and USAID will assess (1) the utility and value of the training, (2) contractor responsiveness in providing support for trainees, and (3) interest in participating in in-country training programs and in orientation of new participants.

The evaluation schedule for the development communications element will include a formative evaluation immediately following the departure of the long-term technical advisor. The evaluation will be conducted by a development communications expert from, or nominated by, the Development Communications Section of AID's Bureau of Science and Technology, and will involve participating Swazi governmental and non-governmental organizations. This evaluation will (a) assess the institutional relationships and support for the proposed SBS Center for Rural Broadcasting and Information, (b) assess progress toward institutionalizing the indigenous capacity to prepare and deliver relevant development information to the Swazi population and (c) develop recommendations regarding the subsequent use of short-term communications consultants during the remainder of the project. Under this project element, an on-going, systematic feedback system will also assess listener response and program effectiveness. A two-way flow of information will allow regular evaluation of the coverage and effectiveness of the communications media.

Because of the special nature of the traditional leaders and rural women's associations element of the project, a modified formative evaluation is scheduled annually prior to the first major external evaluation. The recently-completed survey of traditional Swazi leaders provides the base-line data against which annual progress can be measured and evaluated. A work plan indicating numbers and types of courses to be held annually is included in Annex G. The annual evaluations will assess progress toward meeting the work plan objectives and the effectiveness of the training. The annual evaluations will be conducted by either the USAID/PSC Anthropologist or a qualified consultant in collaboration with the USAID HRDO and participating Swazi government entities.

Prior to the external formative evaluation, the U.S. advisor for that element of the project will direct another survey of traditional Swazi leaders, using the basic format of the initial survey. Results of this survey will be used by the evaluation team to evaluate the effectiveness of the program in reorienting the attitudes of Swazi traditional leaders toward development and recommend future training opportunities. Also, the scope of work for the long-term U.S. Advisor will include responsibility for continual monitoring and evaluation of the training program in collaboration with the inter-ministerial Steering Committee.

Funds have been budgeted for the two external evaluations and for the internal evaluations and analyses.

1-2

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ACTION AID 5 INFO AMB DCM CHRON RF

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Sign. :	

(CORRECTED COPY - TEXT MISSING)

AIDAC
 FOR D. DIANE

FOLLOWING SENT ACTION MBABANE INFO NAIROBI 2/15/84,
 REPEATED FOR YOUR ACTION/INFO:

QTE:
 UNCLAS STATE 045810

AIDAC, NAIROBI FOR REDSO

E.O. 12356: N/A
 SUBJECT: SWAZILAND, MANPOWER DEVELOPMENT PROJECT,
645-2219, PID ECPR MEETING

REF: HUISMANN/WRIN TELCON OF 2/8/84 .
 EXECUTIVE COMMITTEE FOR PROJECT REVIEW (ECPR), CHAIRED
 BY DAA/AFR PATTERSON, WAS HELD ON FEBRUARY 7, 1984,
 RESULTING IN APPROVAL OF THE PID. THE ECPR REVIEW
 PROCESS WAS GREATLY FACILITATED BY THE PARTICIPATION OF
 USAID/SWAZILAND DEPUTY DIRECTOR PHILPOTT, AND SHANE
 MCCARTHY, PROJECT MANAGER. THE FOLLOWING GUIDANCE IS
 PROVIDED FOR USE IN DEVELOPING THE PROJECT PAPER.

A. LINKAGES BETWEEN THE PROJECT COMPONENTS. THE
 PROJECT INCLUDES ASSISTANCE FOR: (1) LONG AND SHORT TERM
 PARTICIPANT TRAINING; (2) TRAINING OF TRADITIONAL
 LEADERS AND OTHER IN-COUNTRY TRAINING; (3) PROVISION OF
 OPERATIONAL EXPERTS; (4) THE SWAZILAND BROADCASTING
 SERVICE; AND (5) DEVELOPMENT OF INSTITUTIONAL LINKAGES
 BETWEEN U.S. AND SWAZI DEVELOPMENT INSTITUTIONS. WHILE
 THE INTER-RELATIONSHIP BETWEEN COMPONENTS WAS
 ESTABLISHED IN THE PID AND BY PHILPOTT'S PRESENTATION,
 THE PROJECT PAPER SHOULD PROVIDE MORE DETAIL ON SUCH
 INTER-RELATIONSHIPS AND THE RELATIONSHIP BETWEEN PLANNED
 INPUTS AND EXPECTED OUTPUTS. THE PP SHOULD ALSO PROVIDE
 EXAMPLES OF THE KINDS OF INSTITUTIONS TO BE TARGETED FOR
 ASSISTANCE AND THE IMPACT WHICH USAID/SWAZILAND EXPECTS
 TO ACHIEVE THROUGH PROJECT INPUTS.

B. LINK. BETWEEN AID/GOS DEVELOPMENT PRIORITIES AND
 PROJECT INPUTS. THE PROJECT PAPER SHOULD DEMONSTRATE
 THAT PROJECT ACTIVITIES ARE FOCUSED ON ALLEVIATION OF

THE KEY DEVELOPMENT CONSTRAINTS OUTLINED IN THE USAID'S CDSS. FOR EXAMPLE, LONG-TERM PARTICIPANT TRAINING SHOULD BE DIRECTED AT DEVELOPMENT SECTORS (E.G. AGRICULTURE, HEALTH, ETC.) AT WHICH OTHER USAID PROGRAMS ARE TARGETED.

C. EQUAL EDUCATIONAL OPPORTUNITY FOR WOMEN. WHILE AID/W RECOGNIZES THE MALE ORIENTED AND TRADITIONAL NATURE OF THE SWAZI SOCIETY, WE BELIEVE IT IS IMPORTANT THAT THE PROJECT PAPER SHOW A FIRM COMMITMENT TO THE IDENTIFICATION AND TRAINING OF FEMALE SWAZIS AND THEIR SUBSEQUENT INVOLVEMENT IN THE DEVELOPMENT PROCESS.

D. INSTITUTIONALIZATION OF THE TRAINING PROCESS IN SWAZILAND. WHILE PHILPOTT DEFENDED THE LEVEL OF OVERSEAS TRAINING PROPOSED IN THE PID, SEVERAL ECPR MEMBERS QUESTIONED WHETHER ENOUGH QUALIFIED CANDIDATES CAN BE IDENTIFIED AND MADE AVAILABLE FOR SOME 300 PERSON YEARS OF LONG TERM TRAINING IN U.S. BASED ON USAID/SWAZILAND AND PP TEAM ASSESSMENT OF WHETHER THIS LEVEL CAN BE REACHED AND IS NECESSARY (APPROPRIATELY DESCRIBED IN PP), THE FINAL PROJECT DESIGN SHOULD CONSIDER A TRAINING MIX TO EMPHASIZE MORE TRAINING IN SWAZILAND FOR LOWER LEVEL PERSONNEL. IF FEASIBLE, PEACE CORPS INVOLVEMENT IN THIS INSTITUTIONAL DEVELOPMENT PROCESS MIGHT BE APPROPRIATE IF PEACE CORPS COULD RECRUIT VOLUNTEERS WITH APPROPRIATE FORMAL/FCM-FORMAL TRAINING SKILLS.

E. TECHNICAL ASSISTANCE. AID/W SUGGESTS THAT PROJECT PAPER DESIGN TEAM CONSIDER MODIFYING PROJECT'S FOCUS ON THE USE OF OPEXERS. ANOTHER APPROACH WOULD BE TO FUND GENERAL TECHNICAL ASSISTANCE INVOLVING A MIX OF OPEX AND SHORTER TERM TECHNICAL ASSISTANCE CONSULTANTS IN HIGH PRIORITY AREAS. THIS WOULD GIVE USAID/SWAZILAND MORE FLEXIBILITY AS PROJECT IMPLEMENTATION ADVANCES AND GO'S NEEDS ARE MORE FIRMLY ESTABLISHED. THIS APPROACH MIGHT ALSO MAKE IT EASIER TO PROVIDE TECHNICAL ADVICE AND ASSISTANCE FOR SPECIFIC POLICY REFORMS AND INSTITUTION BUILDING EFFORTS.

F. POSSIBLE CHANGE IN PROJECT MIX. USAID/SWAZILAND SHOULD CONSIDER PROVIDING IN THE PP FOR SHORT-TERM CONSULTING ASSISTANCE AND PERHAPS MICROCOMPUTERS IN SUPPORT OF LONG-TERM PARTICIPANTS AFTER THEIR RETURN TO SWAZILAND. SUCH ASSISTANCE WOULD BE GEARED TO DEMONSTRATE TO THE PARTICIPANTS' SUPERVISORS THE EFFECTIVENESS OF THEIR EMPLOYEES' NEWLY ACQUIRED SKILLS IN IMPROVING MINISTRY PLANNING, OPERATIONS AND PROGRAMS.

G. SUPPORT TO SPS. INPUTS TO THE SWAZI BROADCASTING SERVICE SHOULD BE TIED TO OTHER SECTORAL ACTIVITIES WHICH AID IS SUPPORTING AND NOT BE INTERPRETED OR USED AS A DIRECT SUBSIDY TO SBS ITSELF.

H. EVALUATIONS. SINCE METHODS OF WORKING EFFECTIVELY WITH TRADITIONAL LEADERS WILL TAKE TIME TO WORK OUT, USAID/SWAZILAND SHOULD BE PREPARED TO EVALUATE THE INITIAL TRAINING PROGRAMS AT THE END OF THE FIRST YEAR AND REVISE THEM AS APPROPRIATE.

I. NEEDS ANALYSIS. AS DISCUSSED IN THE PID AND AT

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LENGTH AT THE ECPR MEETING, PERCEIVED NEED FOR THIS PROJECT SHOULD BE ANALYZED THOROUGHLY BOTH FROM THE POINT OF VIEW OF THE SWAZI GOVERNMENT AND AS A MEANS OF ACCOMPLISHING CISS OBJECTIVES.

J. PP DESIGN SCHEDULE. GIVEN THE NEED FOR EXTENSIVE COORDINATION WITH SWAZI TRADITIONAL AND MODERN LEADERS PLUS ESSENTIAL ANALYSIS FOR INCLUSION IN THE PP, USAID/SWAZILAND MAY WANT TO REVIEW PP DESIGN SCHEDULE. THE PP DESIGN TEAM MAY NEED ADDITIONAL TIME TO COMPLETE THE PP.

I. PER REFERENCED TELECON, IF NO ADDITIONAL ISSUES ARISE DURING DEVELOPMENT OF THE PP, AID/W WOULD CONSIDER A USAID/SWAZILAND REQUEST FOR DELEGATION OF AUTHORITY FOR FIELD AUTHORIZATION OF THE PROJECT PAPER, IN COLLABORATION WITH WEDSO/EA. SHULTZ UNQTE THOMAS ET

#0070

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PROJECT DESIGN SUMMARY
 LOGICAL FRAMEWORK
 USAID/SWAZILAND

Life of Project
 From FY 1984 to FY 1991
 Total U. S. Funding \$19.63 million
 Date Prepared April 1984

GOAL	MEASURES OF GOAL ACHIEVEMENT	MEANS OF VERIFICATION	ASSUMPTIONS
To assist Swaziland to realize the full development potential of its human resources, both in the modern sector and on the rural homesteads.	<ol style="list-style-type: none"> 1. Swazi institutions such as SIMPA, MOAC, UniSwa, SIHS, among others, should be staffed with better qualified employees and operating at high levels of efficiency and effectiveness. 2. More and better programs planned and managed by Swazis with a minimum of expatriate assistance. 	<ol style="list-style-type: none"> 1. Institutional assessments with particular attention to qualifications of employees and to means of program development and implementation. 2. Evaluation of quality of programs being carried out by the various institutions. 3. Observation of level of expatriate assistance being used to plan and manage given activities. 	Development, in its fullest sense, will occur only when institutions, in the broadest sense, have acquired the necessary levels of human resources to promote the development process.

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PURPOSES	END OF PROJECT STATUS	MEANS OF VERIFICATION	ASSUMPTIONS
<p>To (a) expand the capacity of selected Swazis and Swazi institutions, both public and private, independently to plan and direct development activities and (b) encourage an increased level of informed participation by the Swazi general population in a variety of such activities.</p>	<ol style="list-style-type: none"> 1. Selected Swazi institutions will have an increased capacity and capability to carry out training functions using primarily Swazi personnel. 2. Returned participants will be working in the fields for which they were trained, with increased potential for promotion, and in positions with increasing responsibility for institutional, technological and policy development. 3. In-country trainees will be functioning at a higher level of skill and efficiency than before training. 4. Institutional linkages will be contributing to the development, organizational efficiency and operations of selected Swazi training institutions. 	<ol style="list-style-type: none"> 1. Number of trainees, number of courses and degree of localization. 2. USAID participant follow-up activities; reports; observations. 3. Surveys of trainees and supervisors. 4. Evaluations. 	<p>The GOS and private sector remain committed to human resources development and to continued improvement of institutions.</p> <p>The GOS continues to desire the informed participation of traditional leaders and the Swazi public in development activities.</p> <p>Posts commensurate with their training are available for returning participant trainees.</p> <p>The GOS remains committed to developing its media institutions to serve development goals.</p>

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PURPOSES	END OF PROJECT STATUS	MEANS OF EVALUATION	ASSUMPTIONS
	<p>5. Traditional leaders and members of rural women's associations will be more knowledgeable about development issues and will be playing a positive role in the development of their areas.</p>	<p>5. Qualitative and/or quantitative studies; evaluations; observations.</p>	
	<p>6. Swazi capability will have been developed and will be operating within various public and private institutions to plan, prepare, disseminate and evaluate development messages through various communications media, resulting in large numbers of Swazis receiving development benefits because of information received through the media.</p>	<p>6. Evaluations (especially formative); sample surveys.</p>	
	<p>7. A significant number of new technologies will have been transferred, and operational efficiencies will have been brought about, by or with the assistance of U.S. technical personnel.</p>	<p>7. Evaluations.</p>	

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OUTPUTS	MAGNITUDE OF OUTPUTS	MEANS OF VERIFICATION	ASSUMPTIONS
1. Swazis trained in the U.S. and in African countries.	1. An estimated 130 Swazis complete long-term academic training (325 person-years); an estimated 64 (averaging 10 per year) complete short-term, non-degree training.	1. USAID and GOS participant training records	Swazis successfully complete training and return to Swaziland as scheduled.
2. Swazis trained in in-country training programs.	2. Approximately 500 Swazis trained in a total of about 40 in-country programs/courses (5-6 courses per year).	2. Training records	Traditional leaders and rural women's associations will participate in activities designed for them.
3. Traditional leaders provided management training and development orientation.	3. At least 150 traditional leaders attend more than one development-oriented seminar, workshop or observation visit within or outside Swaziland.	3. Training records	Useful development information is available for special courses and for extension through communications media.
4. Members of rural women's associations provided development-oriented training.	4. At least 150 members of rural women's associations attend more than one development-oriented seminar or course.	4. Training records	Swazi institutions are receptive to linkage arrangements and to other means of strengthening the institutions.
5. Development information messages prepared and delivered through communications media.	5. (a) 3-4 in-service workshops held per year to train Swazis in the preparation and delivery of messages for radio,	5. Radio schedules; newspaper clippings; evaluation reports; training records	

OUTPUTS

MAGNITUDE OF OUTPUTS

MEANS OF VERIFICATIONS

ASSUMPTIONS

6. Linkages established between U.S. and Swazi training institutions.

newspapers and other communications media; and (b) 3-5 institutions (GOS and non-governmental) strengthened to make development information available and effective and to participate in its broad dissemination.

6. About six U.S. training institutions establish linkages with the same or a larger number of Swazi training institutions to provide technical support, training and other services.

6. Signed agreements; requests for services; reports; controller records.

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INPUTS	IMPLEMENTATION TARGET (Type and Quantity)	ASSUMPTIONS
<u>AID:</u>		AID funding and the GOS and private sector contributions are provided in a timely manner.
1. <u>Development of an Administrative/Leadership Cadre</u> (\$11,230,000)	(a) Long-term academic training abroad (\$10,230,000) (b) Short-term non-degree/technical training abroad (\$730,000) (c) In-country training (\$270,000)	Qualified Swazis will be available for training.
2. <u>Development Orientation for Traditional Leaders and Rural Women's Associations</u> (\$1,060,000)	(a) Short-term participant training (in-country) (\$180,000) (b) Long-term advisory services (\$520,000) (c) Short-term specialist services (\$350,000) (d) Commodities (\$10,000)	
3. <u>Development Communications</u> (\$1,710,000)	(a) Long-term participant training (\$380,000) (b) Short-term participant training (\$160,000) (c) Long-term advisory services (\$160,000) (d) Short-term specialist services (\$840,000) (e) Commodities & renovations (\$170,000)	

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INPUTS	IMPLEMENTATION TARGET (Type and Quantity)	ASSUMPTIONS
4. <u>Institutional Development/Linkages</u> (\$500,000)	To be determined.	
5. <u>Technology/Skills Transfer</u> (\$3,370,000)	(a) Long-term technical services (\$2,590,000) (b) Short-term specialist services (\$780,000)	
		<u>GRAND TOTAL: \$19,630,000</u>
6. <u>Evaluation/Analysis</u> (\$190,000)	To be determined.	
7. <u>Project Management Support</u> (\$1,570,000)	(a) Contractor field representative (\$1,050,000) (b) Assistant Project Manager (\$520,000)	
<u>GOS:</u>		
<u>Foreign Exchange</u> (\$940,000)	(a) Participant trainees' transportation (\$750,000) (b) Commodities (\$160,000) (c) Facilities and furnishings (\$30,000)	
<u>Local Currency</u> (\$5,860,000)	(a) Participant trainees' salaries (\$3,470,000) (b) Local staff (\$490,000) (c) Vehicle operation & maintenance (\$280,000)	

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INPUTS

IMPLEMENTATION TARGET (Type and Quantity)

ASSUMPTIONS

- (d) Rent, facilities and furnishings
(S680,000)
- (e) In-country training support
(S570,000)
- (f) Imputed value of offices and
related support
(S220,000)
- (g) Commodities
(S150,000)

GRAND TOTAL: \$6,800,000

PC

5C(1) - COUNTRY CHECKLIST

Listed below are statutory criteria applicable generally to FAA funds, and criteria applicable to individual fund sources: Development Assistance and Economic Support Fund.

A. GENERAL CRITERIA FOR COUNTRY ELIGIBILITY

1. FAA Sec. 481; FY 1984 Continuing Resolution.

Has it been determined or certified to the Congress by the President that the government of the recipient country has failed to take adequate measures or steps to prevent narcotic and psychotropic drugs or other controlled substances (as listed in the schedules in section 202 of the Comprehensive Drug Abuse and Prevention Control Act of 1971) which are cultivated, produced or processed illicitly, in whole or in part, in such country or transported through such country, from being sold illegally within the jurisdiction of such country to United State Government personnel or their dependents or from entering the United States unlawfully?

No such determination has been made.

2. FAA Sec. 620(c). If assistance is to a government, is the government liable as debtor or unconditional guarantor on any debt to a U.S. citizen for goods or services furnished or ordered where (a) such citizen has exhausted available legal remedies and (b) the debt is not denied or contested by such government?

(a) No.
(b) No.

3. FAA Sec. 620(e)(1). If assistance is to a government, has it (including government agencies or subdivisions) taken any action which has the effect of nationalizing, expropriating, or otherwise seizing ownership or control of property of U.S. citizens or entities beneficially owned by them without taking steps to discharge its obligations toward such citizens or entities? No.
4. FAA Sec. 532(c), 620(a), 620(f), 620D; FY 1982 Appropriation Act Secs. 512 and 513. Is recipient country a Communist country? Will assistance be provided to Angola, Cambodia, Cuba, Laos, Vietnam, Syria, Libya, Iraq, or South Yemen? Will assistance be provided to Afghanistan or Mozambique without a waiver? No in all instances.
5. ISDCA of 1981 Secs. 724, 727 and 730. For specific restrictions on assistance to Nicaragua, see Sec. 724 of the ISDCA of 1981. For specific restrictions on assistance to El Salvador, see Secs. 727 and 730 of the ISDCA of 1981. Not applicable.
6. FAA Sec. 620(j). Has the country permitted, or failed to take adequate measures to prevent, the damage or destruction by mob action of U.S. property? No.

7. FAA Sec. 620(l). Has the country failed to enter into an agreement with OPIC? Yes, but assistance has not been denied to Swaziland for this reason.
8. FAA Sec. 620(o); Fishermen's Protective Act of 1967, as amended, Sec. 5. (a) Has the country seized, or imposed any penalty or sanction against, any U.S. fishing activities in international waters? No such actions have taken place.
- (b) If so, has any deduction required by the Fishermen's Protective Act been made?
9. FAA Sec. 620(q); FY 1982 Appropriation Act Sec. 517. (a) Has the government of the recipient country been in default for more than six months on interest or principal of any AID loan to the country? (b) Has the country been in default for more than one year on interest or principal on any U.S. loan under a program for which the appropriation bill appropriates funds? (a) No.
(b) No.
10. FAA Sec. 620(s). If contemplated assistance is development loan or from Economic Support Fund, has the Administrator taken into account the amount of foreign exchange or other resources which the country has spent on military equipment? (Reference may be made to the annual "Taking into Assistance is neither a development loan nor from the Economic Support Fund.

Consideration" memo:
"Yes, taken into account
by the Administrator at
time of approval of
Agency OYB." This
approval by the
Administrator of the
Operational Year Budget
can be the basis for an
affirmative answer during
the fiscal year unless
significant changes in
circumstances occur.)

11. FAA Sec. 620(t). Has the
country severed
diplomatic relations with
the United States? If
so, have they been
resumed and have new
bilateral assistance
agreements been
negotiated and entered
into since such
resumption?

No.

12. FAA Sec. 620(u). What is
the payment status of the
country's U.N.
obligations? If the
country is in arrears,
were such arrearages
taken into account by the
AID Administrator in
determining the current
AID Operational Year
Budget? (Reference may
be made to the Taking
into Consideration memo.)

Current as of September 30, 1983.

13. FAA Sec. 620A; FY 1982
Appropriation Act Sec.
520. Has the country
aided or abetted, by
granting sanctuary from
prosecution to, any
individual or group which
has committed an act of
international terrorism?
Has the country aided or

None known.

abetted, by granting sanctuary from prosecution to, any individual or group which has committed a war crime?

None known.

14. FAA Sec. 666. Does the country object, on the basis of race, religion, national origin or sex, to the presence of any officer or employee of the U.S. who is present in such country to carry out economic development programs under the FAA?
15. FAA Sec. 669, 670. Has the country, after August 3, 1977, delivered or received nuclear enrichment or reprocessing equipment, materials, or technology, without specified arrangements or safeguards? Has it transferred a nuclear explosive device to a non-nuclear weapon state, or if such a state, either received or detonated a nuclear explosive device, after August 3, 1977? (FAA Sec. 620E permits a special waiver of Sec. 669 for Pakistan.)
16. ISDCA of 1981 Sec. 720. Was the country represented at the Meeting of Ministers of Foreign Affairs and Heads of Delegations of the Non-Aligned Countries to the 36th General Session of the General Assembly of the U.N. of Sept. 25 and 28, 1981, and failed

No.

No.

No.

Yes, Swaziland was represented at the subject meeting. It subsequently entered written reservations on the communique.

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to disassociate itself from the communique issued? If so, has the President taken it into account? (Reference may be made to the Taking into Consideration memo.)

17. ISDCA of 1981 Sec. 721.
See special requirements for assistance to Haiti. Not applicable.

18. FY 1984 Continuing Resolution.
Has the recipient country been determined by the President to have engaged in a consistent pattern of opposition to the foreign policy of the United States? No.

B. FUNDING SOURCE CRITERIA FOR COUNTRY ELIGIBILITY

1. Development Assistance Country Criteria.

a. FAA Sec. 116. Has the Department of State determined that this government has engaged in a consistent pattern of gross violations of internationally recognized human rights? If so, can it be demonstrated that contemplated assistance will directly benefit the needy?

No such determination has been made.

2. Economic Support Fund Country Criteria

Swaziland is not an ESF-designated country.

a. FAA Sec. 502B. Has it been determined that the country has engaged in a consistent pattern of gross violations of internationally recognized human rights? If so, has the country made such significant improvements in its human rights record that furnishing such

Not applicable.

b. ISDCA of 1981, Sec. 725(b). If ESF is to be furnished to Argentina, has the President certified that (1) the Govt. of Argentina has made significant progress in human rights; and (2) that the provision of such assistance is in the national interests of the U.S.?

Not applicable.

c. ISDCA of 1981, Sec. 726(b). If ESF assistance is to be furnished to Chile, has the President certified that (1) the Govt. of Chile has made significant progress in human rights; (2) it is in the national interest of the U.S.; and (3) the Govt. of Chile is not aiding international terrorism and has taken steps to bring to justice those indicted in connection with the murder of Orlando Letelier?

Not applicable.

5C(2) PROJECT CHECKLIST

Listed below are statutory criteria applicable to projects. This section is divided into two parts. Part A. includes criteria applicable to all projects. Part B. applies to projects funded from specific sources only: B.1. applies to all projects funded with Development Assistance Funds, B.2. applies to projects funded with Development Assistance loans, and B.3. applies to projects funded from ESF.

CROSS REFERENCES: IS COUNTRY CHECKLIST UP TO DATE? HAS STANDARD ITEM CHECKLIST BEEN REVIEWED FOR THIS PROJECT?

Yes, attached.

Yes, attached.

A. GENERAL CRITERIA FOR PROJECT

1. FY 1982 Appropriation Act Sec. 523; FAA Sec. 634A; Sec. 653(b).

(a) Describe how authorizing and appropriations committees of Senate and House have been or will be notified concerning the project;
(b) is assistance within (Operational Year Budget) country or international organization allocation reported to Congress (or not more than \$1 million over that amount)?

(a) The project was included in a Planned Program Summary Sheet in the FY 1984 Congressional Presentation. An Advice of Program Change will be sent to the Congress prior to the obligation of FY 1984 funds.

(b) Yes.

2. FAA Sec. 611(a)(1). Prior to obligation in excess of \$100,00, will there be

- (a) engineering, financial or other plans necessary to carry out the assistance and (b) a reasonably firm estimate of the cost to the U.S. of the assistance?
3. FAA Sec. 611(a)(2). If further legislative action is required within recipient country, what is basis for reasonable expectation that such action will be completed in time to permit orderly accomplishment of purpose of the assistance?
4. FAA Sec. 611(b); FY 1982 Appropriation Act Sec. 501. If for water or water-related land resource construction, has project met the standards and criteria as set forth in the Principles and Standards for Planning Water and Related Land Resources, dated October 25, 1973? (See AID Handbook 3 for new guidelines.)
5. FAA Sec. 611(e). If project is capital assistance (e.g., construction), and all U.S. assistance for it will exceed \$1 million, has Mission Director certified and Regional Assistant Administrator taken into consideration the country's capability effectively to maintain and utilize the project?
- (a) Yes.
- (b) Yes.
- No specific legislative action is required.
- Not applicable.
- The project is not for capital assistance.

6. FAA Sec. 209. Is project susceptible to execution as part of regional or multilateral project? If so, why is project not so executed? Information and conclusion whether assistance will encourage regional development programs.

No.

7. FAA Sec. 601(a). Information and conclusions whether project will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; and (c) encourage development and use of cooperatives, and credit unions, and savings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture and commerce; and (f) strengthen free labor unions.

The purposes of the project are (a) to expand the capacity of selected Swazis and Swazi institutions - both public and private - independently to plan and direct development activities and (b) to encourage an increased level of informed participation by the general Swazi population in a variety of such activities. It can be expected, therefore, that the project may encourage Swazis and Swazi institutions in all of the listed efforts.

8. FAA Sec. 601(b). Information and conclusions on how project will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise).

The project will finance participant training in U.S. universities, U.S. long- and short-term technical services and some U.S.-manufactured commodities.

9. FAA Sec. 612(b), 636(h);
FY 1982 Appropriation
Act Sec. 507. Describe
steps taken to assure
that, to the maximum
extent possible, the
country is contributing
local currencies to meet
the cost of contractual
and other services, and
foreign currencies owned
by the U.S. are utilized
in lieu of dollars.
- Swaziland will contribute an
estimated 26% of the total
cost of the project, of which
an estimated 86% will represent
local costs and in-kind support.
The U.S. does not own excess
Swazi currency.
10. FAA Sec. 612(d). Does
the U.S. own excess
foreign currency of the
country and, if so, what
arrangements have been
made for its release?
- No excess Swazi currency is
owned by the U.S.
11. FAA Sec. 601(e). Will
the project utilize
competitive selection
procedures for the
awarding of contracts,
except where applicable
procurement rules allow
otherwise?
- Yes.
12. FY 1982 Appropriation Act
Sec. 521. If assistance
is for the production of
any commodity for export,
is the commodity likely
to be in surplus on world
markets at the time the
resulting productive
capacity becomes
operative, and is such
assistance likely to
cause substantial injury
to U.S. producers of the
same, similar or
competing commodity?
- Not applicable.
13. FAA 118(c) and (d).
Does the project comply
with the environmental
procedures set forth in
AID Regulation 16? Does
- Yes.

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the project or program take into consideration the problem of the destruction of tropical forests?

Not applicable.

14. FAA 121(d). If a Sahel project, has a determination been made that the host government has an adequate system for accounting for and controlling receipt and expenditure of project funds (dollars or local currency generated therefrom)?

Not applicable.

B. FUNDING CRITERIA FOR PROJECT

1. Development Assistance Project Criteria

a. FAA Sec. 102(b), 111, 113, 281(a). Extent to which activity will (a) effectively involve the poor in development, by extending access to economy at local level, increasing labor-intensive production and the use of appropriate technology, spreading investment out from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using the appropriate U.S. institutions; (b) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward better life, and

(a), (b), (c) and (d):
The ultimate beneficiaries of this project are the Swazis of all income levels in the rural areas. Special efforts will be directed to strengthening development communications through the mass media. The training of Swazi traditional leaders and members of rural women's associations will enable them to participate more effectively in the benefits of development on a sustained basis. Rural Swazis will also benefit from enlightened leadership and sound policy development emanating from the Swazis and Swazi institutions strengthened through the project.

otherwise encourage democratic private and local governmental institutions; (c) support the self-help efforts of developing countries; (d) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (e) utilize and encourage regional cooperation by developing countries?

(e) Not applicable.

b. FAA Sec. 103, 103A, 104, 105, 106. Does the project fit the criteria for the type of funds (functional account) being used?

The project meets the criteria of FAA Section 105.

c. FAA Sec. 107. Is emphasis on use of appropriate technology (relatively smaller, cost-saving, labor-using technologies that are generally most appropriate for the small farms, small businesses, and small incomes of the poor)?

The development communications element of the project will focus on the use of radio, a cost-saving, appropriate technology for small farms, small businesses and small incomes of the poor.

d. FAA Sec. 110(a). Will the recipient country provide at least 25% of the costs of the program, project, or activity with respect to which the assistance is to be furnished (or is the latter cost-sharing requirement being waived for a "relatively least developed" country)?

Yes, the contribution of Swaziland is estimated at 26% of the total cost of the project.

e. FAA Sec. 110(b). Will grant capital assistance be disbursed for project over more than 3 years? If so, has justification satisfactory to Congress been made, and efforts for other financing, or is the recipient country "relatively least developed"? (M.O. 1232.1 defined a capital project as "the construction, expansion, equipping or alteration of a physical facility or facilities financed by AID dollar assistance of not less than \$100,000, including related advisory, managerial and training services, and not undertaken as part of a project of a predominantly technical assistance character.

No. This is not a capital assistance project.

Not applicable.

f. FAA Sec. 122(b). Does the activity give reasonable promise of contributing to the development of economic resources, or to the increase of productive capacities and self-sustaining economic growth?

Yes. The project will assist Swaziland in realizing the full development potential of its human resources and institutions which, in turn, promises to strengthen Swaziland's economic and productive base.

g. FAA Sec. 281(b). Describe extent to which program recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage

Swaziland's primary constraint to development is the lack of skilled manpower which this project will directly address through the provision of participant training and technical services. The project will support informed participation by Swazis and Swazi institutions in the development process.

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institutional development;
and supports civil
education and training in
skills required for
effective participation in
governmental processes
essential to self-government.

2. Development Assistance Project
Criteria (Loans Only)

Not applicable. This is not
a loan-financed project.

a. FAA Sec. 122(b).
Information and conclusion
on capacity of the country
to repay the loan, at a
reasonable rate of interest.

Not applicable.

b. FAA Sec. 620(d). If
assistance is for any
productive enterprise which
will compete with U.S.
enterprises, is there an
agreement by the recipient
country to prevent export
to the U.S. of more than
20% of the enterprise's
annual production during
the life of the loan?

c. ISDCA of 1981, Sec. 724
(c) and (d). If for
Nicaragua, does the loan
agreement require that the
funds be used to the
maximum extent possible for
the private sector? Does
the project provide for
monitoring under FAA Sec.
624(g)?

Not applicable.

3. Economic Support Fund
Project Criteria

The project is not financed under
the Economic Support Fund.

a. FAA Sec. 531(a). Will
this assistance promote
economic or political

Not applicable.

stability? To the extent possible, does it reflect the policy directions of FAA Section 102?

- b. FAA Sec. 531(c). Will assistance under this chapter be used for military, or paramilitary activities? Not applicable.

- c. FAA Sec. 534. Will ESF funds be used to finance the construction of the operation or maintenance of, or the supplying of fuel for, a nuclear facility? If so, has the President certified that such use of funds is indispensable to nonproliferation objectives? Not applicable.

- d. FAA Sec. 609. If ~~any~~ commodities are to be granted so that sale proceeds will accrue to the recipient country, have Special Account (counterpart) arrangements been made? Not applicable.

5C(3) - STANDARD ITEM CHECKLIST

Listed below are the statutory items which normally will be covered routinely in those provisions of an assistance agreement dealing with its implementation, or covered in the agreement by imposing limits on certain uses of funds.

These items are arranged under the general headings of (A) Procurement, (B) Construction, and (C) Other Restrictions.

A. Procurement

1. FAA Sec. 602. Are there arrangements to permit U.S. small business to participate equitably in the furnishing of commodities and services financed? Yes.

2. FAA Sec. 604(a). Will all procurement be from the U.S. except as otherwise determined by the President or under delegation from him? Yes.

3. FAA Sec. 604(d). If the cooperating country discriminates against marine insurance companies authorized to do business in the U.S., will commodities be insured in the United States against marine risk with such a company? Swaziland does not discriminate against U.S. marine insurance companies.

4. FAA Sec. 604(e); ISDCA of 1980 Sec. 705(a). If offshore procurement of agricultural commodity or product is to be Not applicable.

financed, is there provision against such procurement when the domestic price of such commodity is less than parity? (Exception where commodity financed could not reasonably be procured in U.S.)

5. FAA Sec. 604(g). Will construction or engineering services be procured from firms of countries otherwise eligible under Code 941, but which have attained a competitive capability in international markets in one or these areas? Not applicable.
6. FAA Sec. 603. Is the shipping excluded from compliance with requirement in section 901(b) of the Merchant Marine Act of 1936, as amended, that at least 50 per centum of the gross tonnage of commodities (computed separately for dry bulk carriers, dry cargo liners, and tankers) financed shall be transported on privately owned U.S. flag commercial vessels to the extent that such vessels are available at fair and reasonable rates? The project will comply with this section.
7. FAA Sec. 621. If technical assistance is financed, will such assistance be furnished by private enterprise on a contract basis to the fullest extent practicable? If the facilities of other Yes.

Federal agencies will be utilized, are they particularly suitable, not competitive with private enterprise, and made available without undue interference with domestic programs?

Yes.

8. International Air Transport. Fair Competitive Practices Act, 1974. If air transportation of persons or property is financed on grant basis, will U.S. carriers be used to the extent such service is available?

Yes.

9. FY 1982 Appropriation Act Sec. 504. If the U.S. Government is a party to a contract for procurement, does the contract contain provision authorizing termination of such contract for the convenience of the United States?

Any direct AID contract under the project will contain such a provision.

B. Construction

1. FAA Sec. 601(d). If capital (e.g., construction) project, will U.S. engineering and professional services to be used?

This is not a capital assistance project.

2. FAA Sec. 611(c). If contracts for construction are to be financed, will they be let on a competitive basis to maximum extent practicable?

Not applicable. No construction will be financed under the project.

3. FAA Sec. 620(k). If for construction of productive enterprise, will aggregate value of assistance to be furnished by the U.S. not exceed \$100 million (except for productive enterprises in Egypt that were described in the CP)?

Not applicable. No construction will be financed under the project.

C. Other Restrictions

1. FAA Sec. 122(b). If development loan, is interest rate at least 2% per annum during grace period and at least 3% per annum thereafter?

This is not a loan-financed project.

2. FAA Sec. 301(d). If fund is established solely by U.S. contributions and administered by an international organization, does Comptroller General have audit rights?

Not applicable.

3. FAA Sec. 620(h). Do arrangements exist to insure that United States foreign aid is not used in a manner which, contrary to the best interests of the United States, promotes or assists the foreign aid projects or activities of the Communist-bloc countries?

Yes.

4. Will arrangements preclude use of financing:

a. FAA Sec. 104(f); FY 1982 Appropriation Act Sec. 525: (1) To pay for performance of abortions as a method of family

(1) Yes.

- planning or to motivate or coerce persons to practice abortions; (2) to pay for performance of involuntary sterilization as method of family planning, or to coerce or provide financial incentive to any person to undergo sterilization; (3) to pay for any biomedical research which relates, in whole or part, to methods or the performance of abortions or involuntary sterilizations as a means of family planning; (4) to lobby for abortion? (2) Yes.
- b. FAA Sec. 620(g). To compensate owners for expropriated nationalized property? (3) Yes.
- c. FAA Sec. 660. --To provide training or advice or provide any financial support for police, prisons, or other law enforcement forces, except for narcotics programs? (4) Yes.
- d. FAA Sec. 662. For CIA activities? Yes.
- e. FAA Sec. 636(i). For purchase, sale, long-term lease, exchange or guaranty of the sale of motor vehicles manufactured outside U.S., unless a waiver is obtained? Yes.
- f. FY 1982 Appropriation Act, Sec. 503. To pay pensions, annuities, retirement pay, or Yes.

adjusted service
compensation for military
personnel?

g. FY 1982 Appropriation
Act, Sec. 505. To pay .
U.N. assessments,
arrearages or dues? Yes.

h. FY 1982 Appropriation
Act, Sec. 506. To carry
out provisions of FAA
section 209(d) (Transfer
of FAA funds to
multilateral
organizations for
lending)? Yes.

i. FY 1982 Appropriation
Act, Sec. 510. To
finance the export of
nuclear equipment, fuel,
or technology or to train
foreign nationals in
nuclear fields? Yes.

j. FY 1982 Appropriation
Act, Sec. 511. Will
assistance be provided
for the purpose of aiding
the efforts of the
government of such
country to repress the
legitimate rights of the
population of such
country contrary to the
Universal Declaration of
Human Rights? No.

k. FY 1982 Appropriation
Act, Sec. 515. To be
used for publicity or
propaganda purposes
within U.S. not
authorized by Congress? Yes.

SWAZILAND**GOVERNMENT**

Dept. of Economic Planning and
Statistics,
P. O. Box 602,
MBABANE.

REF:ECO/15/2/16/

21st June, 1984

The Director,
USAID/Swaziland,
P. O. Box 750,
M B A B A N E.

Dear Sir,

SWAZILAND MANPOWER DEVELOPMENT PROJECT PROPOSAL
645 - 0218

I refer to recent discussions between representatives of the Government of the Kingdom of Swaziland and the U.S.A.I.D. staff regarding the subject project as described in a draft project paper and your letter of April 18th, 1984. During the recent discussions amendments to the draft paper were made.

The Government of the Kingdom of Swaziland requests assistance of the Government of the United States of America to more fully realise the development potential of its human resources both in the modern sector and in the rural homesteads. The requested assistance consists of five inter-related elements: (1) Development of an administrative Leadership Cadre (2) Development Orientation for Traditional Leaders and Women's Associations (3) Strengthening an institutional base for Development Communications (4) Establishing linkages by Swazi Training Institutions with U.S. institutions to strengthen academic and administrative leadership in the Swazi Institutions and (5) Technology/Skills transfer. The proposed seven year project would fund participant training services, technical assistance and commodities in support of these elements.

The requested A.I.D. contribution is US\$ 19,630,000. The contribution of the Government of Swaziland and of the Swazi private sector would not be less than the Emalangeni equivalent of US\$ 6,800,000.

We trust that this request will meet with U.S.A.I.D.'s favourable consideration.

Yours sincerely

E. BHEMBE
PRINCIPAL SECRETARY

for:

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ANNEX E

DEVELOPMENT COMMUNICATIONS: ILLUSTRATIVE PARTICIPANT TRAINING SCHEDULE

<u>Field of Study</u>	<u>Degree</u>	<u>Timeframe</u>	<u>Study-Mos</u>
Development Communications/ Rural Broadcasting	M.A.	Aug 1985-Jul 1987	24
Educational Broadcasting	M.A.	Aug 1985-Jul 1987	24
Educational Technology	M.A.	Aug 1986-Jul 1988	24
Mass Communications	B.A.	Aug 1987-Jul 1991	48
Rural Broadcasting/Journalism	B.A.	Aug 1988-Jul 1990	24

Short-term in rural communications, instructional design, audio-visual library management, agricultural broadcasting, audio-visual methods, etc.

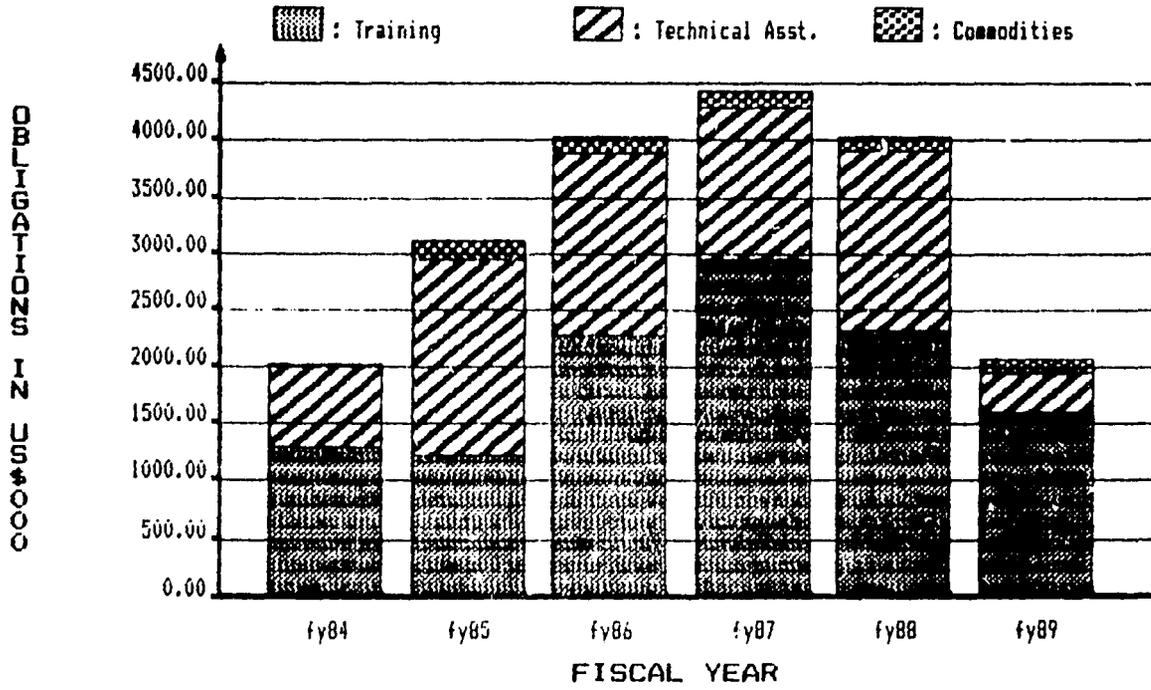
2 persons x 2 months each		Jun 1985-Aug 1985	4
"	"	Jun 1986-Aug 1986	4
"	"	Jun 1987-Aug 1987	4
"	"	Jun 1988-Aug 1988	4
"	"	Jun 1989-Aug 1989	4
"	"	Jun 1990-Aug 1990	<u>4</u>
		Total	168

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DETAILED OBLIGATION SCHEDULE: (FY84 - FY89)
 (\$000)

	fy84	fy85	fy86	fy87	fy88	fy89	TOTAL
PARTICIPANT TRAINING							
Long Term							
General	1,065	985	1,935	2,530	1,895	1,390	9,800
Dev. Communications	85		60	120	115		380
Short Term							
General	100	130	140	150	160	50	730
In-Country Trg.		40	50	60	50	40	240
Traditional Leaders		30	30	40	40	40	180
Dev. Communications	20	20	30	30	30	30	160
Testing/Follow-on	10	10	20	20	20	40	120
-----Sub-Total-----	\$1,280	\$1,215	\$2,265	\$2,950	\$2,310	\$1,590	\$11,610
TECHNICAL SERVICES							
Long Term							
OPEXers		600	300	300	620		1,820
Advisors		320		360			680
Traditional Leaders	300	50	170				520
Dev. Communications		160					160
Contract Field Rep.	300		330		350		980
Asst. Proj. Manager	120		180		220		520
Short Term							
General		150	160	170	180	120	780
Traditional Leaders		90	130	130			350
Dev. Communications		100	180	220	200	140	840
Instit. Linkages		250	125	125			500
Evaluation		20	50	20	20	80	190
-----Sub-Total-----	\$720	\$1,740	\$1,625	\$1,325	\$1,590	\$340	\$7,340
COMMODITIES							
Partic. Support			60	80	80	90	310
In-Country Trg.		5	10	10	5		30
Traditional Leaders		10					10
Dev. Comm. commodities		70	10	15	15	10	120
Dev. Comm. renovations		30	20				50
Vehicle Cost/Maint.		20	10	10	10	20	70
OPEX/Advis. Support		30	20	30	10		90
-----Sub-Total-----	\$0	\$165	\$130	\$145	\$120	\$120	\$680
GRAND TOTAL							
	\$2,000	\$3,120	\$4,020	\$4,420	\$4,020	\$2,050	\$19,630

SWAMPDP OBLIGATIONS SCHEDULE



PROJECT RELATED
COSTS TO
THE GOVERNMENT OF SWAZILAND
and
SWAZILAND PRIVATE SECTOR
in thousands of U.S. dollars

	fy85	fy86	fy87	fy88	fy89	fy90	fy91	TOTAL
FOREIGN EXCHANGE								
Part. Trainees Transportation	50	80	90	140	150	110	130	\$750
Commodities	30	30	30	30	30	10		\$160
Facilities/Furnishings	10		10		10			\$30
LOCAL CURRENCY								
Part. Trainees Salaries	60	530	580	630	700	770	200	\$3,470
Local Staff	40	90	100	110	110	40		\$490
Vehicle Cost/Maint.	80	30	30	80	40	20		\$280
Rent/Facilities/Furn	100	110	120	130	140	80		\$680
In-Country Training Support		90	100	110	130	140		\$570
Imputed Value Offices	20	50	50	40	40	20		\$220
Commodities	20	30	30	30	20	20		\$150
Total local currency	320	930	1,010	1,130	1,180	1,090	200	\$5,860
Total foreign exchange	90	110	130	170	190	120	130	\$940
GRAND TOTAL	\$410	\$1,040	\$1,140	\$1,300	\$1,370	\$1,210	\$330	\$6,800

3/30/84

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BUDGETARY ASSUMPTIONSGENERAL

1. The budget builds on the time phasing of Technical Assistants arriving in Swaziland and the training schedules as contained in Annex N.2. Where the time phasing shows a person spending one half year in Swaziland then the budget is fixed at one half the yearly rate; similarly when only one quarter of the year is spent in long term training, then one quarter of the yearly rate is used.
2. All figures have been adjusted for inflation. The assumption is that the U.S. inflation will be 6% per year. Following instructions from AID/Washington we have used an inflation of 11% on all cost of training in the U.S.. The inflation rate in Swaziland was estimated using the USAID/S and GOS forecasting model. The rate averages 9.8% per year. The expenditure figures in this section are in fiscal 1984 dollars/emalangenani.
3. All expenditures were rounded to the nearest \$10,000.
4. All local costs were converted into U.S. dollars at the current exchange rate of \$1.00=E1.20.

USAID ASSUMPTIONS

1. Long Term training in the U.S. costs in 1984 US\$20,400 per year; long term training in African countries costs US\$12,000.
 - a: 25 people depart for long term training in the U.S. each year from Sept. 1985 to Sept 89. Their average stay is 2.5 years. 100 people will be trained in the U.S. and 25 in other African countries.
 - b: There are an additional 12 years of long term training in the U.S. in Development Communications.
 - c: \$165,000 is provided in FY 1985 and \$495,000 in FY 1986 for the residual costs of long-term participant training initiated under the SAMDP project.
2. Short Term training in the U.S. averages \$8,000 per two month course.
 - a: Two people go to the U.S. for short courses in 1985, and ten per year from FY 1986 to FY 1990.
 - b: Two people per year go for two months to the U.S. in Development Communications.
3. In country training
 - a: On average there are six in country training sessions per year costing \$6,000 each.
 - b: There are 30 sessions with twenty traditional leaders (or women) each year. These sessions will be approximately one to two days and cost E6 per person.

c: There will be 10 sessions with forty traditional leaders (or women) each year. These sessions will last approximately one week and cost E50 per participant. An additional E300 is budgeted for one bus per year for these people to visit some development project in Swaziland. An additional E2,000 is budgeted for one bus trip each year to a near-by country to observe development projects there. The budget also includes thirty individual round-trip tickets to Malawi (or Zambia or Zimbabwe) for the same purpose.

3. Testing and Follow-on

\$12,000 is budgeted to cover the costs of testing candidates, and some limited follow-on activities; there are no testing expenditures in FY 1991, but there are follow-on activities.

4. Long Term Technical Assistance

a: At any one time there will be up to 3 Operational Expert Technicians in country filling line positions. Their cost averages \$108,000 in FY 1984.

b: The budget includes funding for four years of advisory assistance to the Department of Establishments and Training. The cost of this is \$150,000 per year.

c: There is one year of long term advisory support given to Development Communications at a yearly cost of \$150,000.

d: Two people are hired for three years to help with traditional leaders. The U.S. advisor is budgeted at \$150,000 per year and the Swazi assistant at \$9,000 per year.

e: The Contract Field Representative will be for 5.5 years at \$150,000 per year. This person will run the in-country programs, and assist in improving the program at the Swazi mid-level managerial training institutions.

f: A Personal Services Contractor will be hired to be Assistance Project Manager and assist USAID in managing the project. This person is budgeted for 5.5 years at \$80,000 per year.

5. Short Term Technical Assistance cost \$10,000 per month.

a: There are 63 months of short term technical assistance provided for general use in fostering the goals of the project.

b: Thirty months of short term technical assistance is provided to support the Traditional Leaders component.

c: The person providing the long term technical assistance in development communications will return for one half year in FY 1986-1988; for quarter time from FY 1989-1991. An additional forty-two months of short term technical assistance is provided to support this component.

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d: Six linkages with American institutions are included in the budget at a yearly cost of \$70,000. This money can be used to finance assistance through a visit to the U.S. institution, a visit from the U.S. institution, research, or some comparable items.

6. Commodities

a: Support for the people returning from training in the U.S. is provided at \$2,000 per returnee. This can be used to purchase books, supplies, equipment which will be needed to facilitate their use of the knowledge gained in the U.S..

b: \$500 is provided in commodity support for each of the 6 in-country training programs each year.

c: As indicated in Annex M funds are provided to renovate and support Development Communications. These were individual costed, and the only adjustments were made to reflect inflation.

d: \$4,000 is budgeted each year for support to each OPEX and DET advisor. An additional \$15,000 is budgeted in fiscal year 1985 to purchase one micro-computer for one of the OPEX/DET advisors.

e: A vehicle (E15,000) will be purchased for the Contract Field Representative. The contract will pay for fuel and maintenance (E6,000 per year).

GOVERNMENT OF SWAZILAND AND SWAZI PRIVATE SECTOR COSTS

1. Long and Short term training out of country

a: The GOS/Private firm will pay full salary for the first year of training, and one half salary for the second year. For those people undergoing short term training, their salary will be maintained in full during the training period. The average cost to the GOS of the salary is E9,700.

b: The GOS/private firm will pay the airfare to the short/long term training location. This is \$1,400 one way.

2. Support Staff

a: Each OPEX technician will have a counterpart at a cost of E9,700, and each long-term person in country will receive technical/secretarial/other support costing E5,000 per year.

3. Training Support

a: total GOS cost to support the in-country training programs is E72,000 per year.

4. Other

a: GOS commodity support will be E10,000 per long term technical assistant, half of which is foreign exchange.

b: The total cost of facilities and furnishings per house provided by the GOS is E5,000 per year, one third foreign exchange and two-thirds local cost.

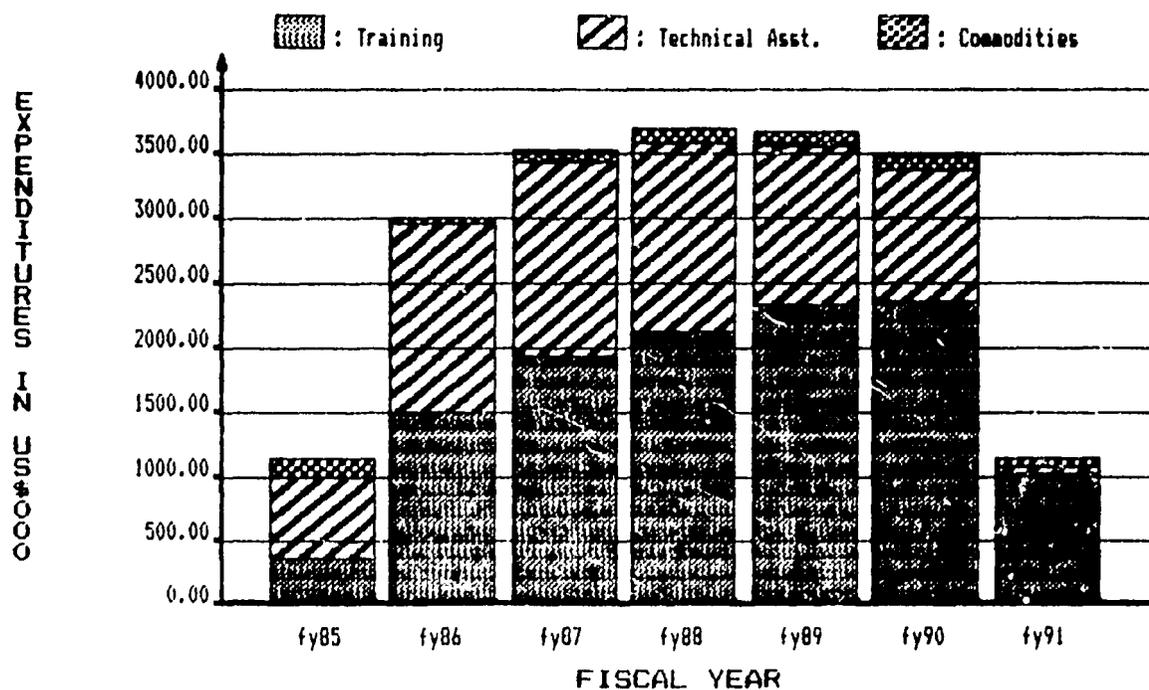
c: Rent is figured at E750 per month; office space is costed at E400 per month.

d: The GOS will have to purchase four vehicles to support the long term technical assistants at a cost of E13,000 per vehicle, and the yearly operating cost is E5,000 per vehicle. The vehicles are replaced after two years, if there is a new long term technical assistant.

ESTIMATED AID EXPENDITURES
in thousands of U.S. dollars

	fy85	fy86	fy87	fy88	fy89	fy90	fy91	TOTAL
PARTICIPANT TRAINING								
Long Term								
General	290	1,220	1,600	1,780	1,970	1,970	970	9,800
Dev. Communications	10	60	80	60	70	70	30	380
Short Term								
General	20	110	130	140	160	170		730
In-Country Trg.		40	40	50	50	60		240
Traditional Leaders		30	30	40	40	40		180
Dev. Communications	20	20	30	30	30	30		160
Testing/Follow-on	10	10	20	20	20	20	20	120
-----Sub-Total-----	\$350	\$1,490	\$1,930	\$2,120	\$2,340	\$2,360	\$1,020	\$11,610
TECHNICAL SERVICES								
Long Term								
OPEIers	140	340	360	390	410	180		1,820
Advisors	80	160	170	180	90			680
Traditional Leaders	80	170	180	90				520
Dev. Communications	80	80						160
Contract Field Rep.	80	160	170	180	190	200		930
Asst. Proj. Manager	40	80	90	100	100	110		520
Short Term								
General	30	130	140	150	160	170		780
Traditional Leaders	20	70	70	80	50	60		350
Dev. Communications	20	160	170	180	120	130	60	840
Instit. Linkages	70	80	80	80	90	100		500
Evaluation		20	60	20	20	70		190
-----Sub-Total-----	\$640	\$1,450	\$1,490	\$1,450	\$1,230	\$1,020	\$60	\$7,340
COMMODITIES								
Partic. Support			50	60	60	70	70	310
In-Country Trg.		10		10		10		30
Traditional Leaders	10							10
Dev. Comm. commodities	90	10	10	10	10			120
Dev. Comm. renovations	10	10	10	10	10			50
Vehicle Cost/Maint.	20	10	10	10	10	10		70
OPEI/Advis. Support	30	10	10	10	20	10		90
-----Sub-Total-----	\$150	\$50	\$90	\$110	\$110	\$100	\$70	\$680
GRAND TOTAL								
	\$1,140	\$2,990	\$3,510	\$3,680	\$3,680	\$3,480	\$1,150	\$19,630

SWAMP EXPENDITURES SCHEDULE



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TRADITIONAL LEADERS; HISTORY, SURVEY, TRAINING EXPERIENCEI. THE HISTORY OF TRAINING FOR RURAL LEADERS

(This section was prepared by Patrick Fine, Peace Corps Volunteer and interviewer for the chiefs' survey. Source material was found in the National Archives and the Ministry of Agriculture Archives, as well as in conversations with various officials who have been involved in training of local leaders.)

A. Background

The idea of training chiefs first appears in the 1930's. Hilda Kuper states in African Aristocracy, "The idea of educating chiefs to combine hereditary right with European efficiency has sometimes been suggested by the British Administration but it is opposed by the Swazi." In October 1941 this was the subject of a meeting between King Sobhuza and the Resident Commissioner. The King felt that it would be difficult to fix definite courses for chiefs and he expressed his belief that leadership qualities are inherent in an individual and not easily cultivated. In 1942 there was an attempt to arrange for at least two sons of chiefs to take a course in rural leadership at Adam's College (a mission) in Natal. This course was specifically for chiefs' sons.

It wasn't until the mid-1960's that the idea of training rural leaders began to be given serious consideration. Again this was on the instigation of a foreigner, Mr. D. Frost, the U.N. Community Development Adviser. In 1967 Frost commented that the idea of training chiefs was suggested in 1962 by the Lobamba chiefs but no action was ever taken.

The Community Development Department (hereafter CD) was formed in 1965 as part of the Ministry of Local Administration. Apparently chiefs' training was attempted right from the beginning because there is reference to a workshop for Rural Development Officers (RDO), Sebenta (adult literacy) teachers and chiefs in 1965. This occurred before the arrival of the U.N. advisor and may have been the earliest "Chiefs' Seminar."

In March 1967 the idea of chiefs training began to be seriously pursued by Mr. Frost. This was in response to recommendations made in CD's first short courses for extension personnel. At this time CD planned to hold two chiefs' seminars (August and September 1967) if approval could be obtained from the Swazi National Council (SNC) and the King. In this regard it was envisioned that:

- 1) the seminars would be held at Lobamba;
- 2) the King would call the chiefs to a meeting at Lobamba to explain the nature and purpose of the training; and
- 3) the King would address each seminar.

For nearly one year Frost unsuccessfully attempted to get approval from the Swazi National Council. Though the King did give tentative approval and many members of the Council favored the idea, the Chairman (Prince Sozisa) and the Secretary were not prepared to make a commitment. Interestingly, there were two chiefs' seminars held during this period, the first was opened by Prince Sozisa. Both of these were apparently the individual initiatives of the District Commissioners (DC) for Hhohho and Lubombo. (During this period the DCs were Englishmen. They wielded considerable power in the affairs of local administration.)

By 1968 hopes of channelling chiefs training through the traditional sector were abandoned and renewed efforts were directed to the modern sector. A Cabinet paper was prepared with the approval of Prince Mfanasibili, then Minister of Local Administration, and A.K. Hlophe, Minister of Agriculture. This was approved by Cabinet. From this point an almost unbroken string of training seminars for rural leaders has continued organized by CD with the assistance of the DCs. The list of confirmed seminars is as follows:

<u>Date</u>	<u>Participants</u>	<u>Venue</u>
1965	RDOs, AEOs, Sebenta, Chiefs	?
3-8/67	Chiefs (9)	Piggs Peak DC
22-3/68	Chiefs	Lubombo DC
Community Development Program:		
9-15/6/68	Chiefs and Tindvuna (8 present)	SACUC, Luyengo
23-29/6/68	Chiefs and Tindvuna	SACUC, Luyengo
3-7/3/69	Chiefs and Tindvuna	SACUC, Luyengo
9-12/3/70	All Chiefs and Tindvuna (86 present)	SACUC, Luyengo
14-17/3/71	Chiefs and Tindvuna, Shiselweni	N.F.T.C.
16-19/4/71	Chiefs and Tindvuna (136)	SACUC
29-1/10/71	Chiefs and Tindvuna	L.F.T.C.
5-7/11/71	Chiefs and Tindvuna	L.F.T.C.
12-15/11/71	Chiefs and Tindvuna	L.F.T.c.
19/11/71	Chiefs and Tindvuna	SEBENTA
22/4/71	Rural Leaders (not chiefs)	L.F.T.C.
18-21/6/74	Rural Leaders (not chiefs)	L.F.T.C
21-24/10/74	Rural Leaders (not chiefs)	L.F.T.C.
21-24/4/75	Rural Leaders (" ")	L.F.T.C.
10-13/9/75	Chiefs	SEBENTA
22-24/9/76	Chiefs and Bucopho	Siphofaneni Inkhundla
12-16/6/76	Sigwe Inkhundla Leaders	N.F.T.C.
19-23/9/77	Chiefs and Bucopho	Mpolonjeni Inkhundla
1978/79 (No records, but it is known that at least two seminars were held under the program sponsored by the British High Commission.)		
24-27/4/80	Chiefs, Imisumphe, etc.	N.F.T.C.
26-30/4/80	Chiefs, Imisumphe, etc.	N.F.T.C.
17-21/8/81	Chiefs, Imisumphe, etc.	N.F.T.C.

CODE TO ABBREVIATIONS:

Venues

1. NFTC - Nhlanguano Farmers Training Centre
2. LFTC - Lutheran Farmers Training Centre
3. SACUE - Swaziland Agricultural College and University Centre
4. Sebenta - Sebenta National Institute

Official Positions

1. AEO's - Agriculture Extension Officers
2. Bucopho - Inkhundla Councils (lit. "brains")
3. Imisumphe - a council of men with deep geneological roots in and exceptional knowledge of their community.
4. RDO's - Rural Development Officers

Others

1. RDA - Rural Development Areas

The above list only records those seminars confirmed by CD records. Many other chiefs' seminars were scheduled (four in 1972) and it is safe to assume that some of these did occur.

Up to 1981 the organizations involved in chiefs' training were CD, the DCs and SEBENTA. The Extension Service of the University of Swaziland had also worked on at least one seminar. After 1981 other organizations such as the RDA, MOH Health Education Unit and the Family Life Association of Swaziland also began holding seminars for chiefs. CD still continues with its program, now organized by individual CD officers.

In the mid 1970's (1971-74?) another method of reaching chiefs was used, Tinkhundla meetings. These were conducted in the Hhohho district by the DC, Mr. R.I. Dladla, at selected Tinkhundla Centers every three months. Tinkhundla meetings were one-day sessions between the extension workers and DC of an Inkhundla area and the chiefs of that area. One source in CD believed this to have been the most effective design of a rural leadership program.

One other method was to take chiefs on project visits. Though it is clear that some chiefs have been on educational tours, both within and outside of the country, no specific information on this could be found.

B. Aims and Objectives of Rural Leadership Training

The purpose of Rural Leadership Training has generally been to:

(1) provide chiefs with information on development policies and trends in the nation and on programs (and potential programs) in their areas;

(2) involve chiefs in development efforts in their areas and to promote cooperation between rural leaders and government personnel;

(3) solicit rural leaders' ideas on what types of changes and improvements can be made and how they can be implemented, and,

(4) provide chiefs with improved administrative skills.

C. Topics Discussed at Chiefs Seminars

The following are topics frequently dealt with in seminars over the last 15 years:

- resettlement, the Central Rural Development Board and the Rural Development Area Program
- illegal beer brewing
- rural water supplies and sanitation
- the chiefs' role in development
- the use of Rural Development Committees and other committees
- cooperatives
- preventative health care
- family planning (in the last two years)
- livestock production
- immigration
- chiefs' duties relating to various other programs

D. Methods of Delivery of Rural Leadership Training

It is clear that rural leadership training has predominantly taken the form of chiefs' seminars. The following is a list of general observations of the chiefs' seminars:

- (1) Attendance was at first disappointing and then improved. Attendance is now dependent on the quality of organization and the manner in which the chiefs are invited to the activity.
- (2) Seminars have never been organized in a comprehensive or systematic way. Some chiefs have had many activities planned for their areas and others only a few or none.
- (3) Seminars have always included speakers from a variety of programs (the not puorri approach) rather than concentrating on a specific theme.
- (4) Chiefs have always been selected and/or invited by the DCs, although extension personnel have sometimes reinforced this by private appeals and personal visits.
- (5) The same topics have been repeated again and again.
- (6) Seminars were originally held at a central location (SACUC) but then devolved to more local locations (Farmers Training Centers, Tinkhundla).
- (7) Transport was almost always provided for the chiefs.
- (8) Chiefs and rural leaders were called on to make resolutions.
- (9) Though a followup on these resolutions was usually promised to the chiefs, there is no evidence that it occurred.

F. Resolutions Made by Chiefs at Seminars

The resolutions of chiefs recorded from a decade of chiefs' seminars have been remarkably consistent. They are:

- (1) Seminars should be held more regularly for all chiefs.
- (2) Tindvuna, Imisumphe and other rural leaders selected by the chief should also attend the seminars.
- (3) Government workers should communicate more and respond quicker to requests made by the chief.
- (4) Resettlement plans should be more thoroughly dealt with.
- (5) Chiefs should be supplied with radios or other means of communication.
- (6) All AEOs should have demonstration plots.
- (7) All development projects should go through the chief.
- (8) Chiefs should become members of a co-op society (At one seminar this was said to be inconsistent with the chief's position).
- (9) More discussion should be allowed during the seminars.

II. "A SURVEY OF TRADITIONAL LEADERS AND DEVELOPMENT TRAINING EFFORTS IN SWAZILAND", U.S AID, Mbabane, Swaziland

Between February-March, 1984, a survey was conducted among Swazi chiefs in order to obtain information about: (1) local development issues and activities as viewed by chiefs; (2) the involvement of local leaders in development; (3) past experience of chiefs and other leaders in development training efforts of the Swaziland government; and (4) possible ways to expand and improve such training efforts. Such information was needed to plan, as well as help justify, an expanded training or "development orientation" program for Swazi chiefs.

It was felt that information from officials involved in what will for convenience be called chiefs training would also be valuable in order to obtain a more balanced view and to aid interpretation of the survey data. Accordingly, five officials with past or present involvement in chief's training were interviewed. Their observations are summarized in a concluding section that presents program recommendations.

A. Methodology

The survey team consisted of five interviewers (three Swazis and two Americans) and five Sebenta National Literacy Institute field officers, the latter serving as drivers, interpreters when necessary, and entrees to the various chiefs. The team was lead by the author, who also served as an interviewer.

A flexible, open-ended questionnaire was developed by the survey team and pretested on January 23-24, 1984. The survey itself lasted four weeks instead of the anticipated two, due to Cyclone Domoina, which struck on January 28 and made many roads and bridges unpassable. The cyclone also necessitated the substitution of 20 chiefs from those chosen in the original sample.

The original sample was derived by officials at Sebenta. Working with available information, attempts were made to achieve equal representation in region (subdistrict) of Swaziland, age of chief, and a chief's "willingness to cooperate with government programs"--the last admittedly a subjective evaluation. It was not entirely clear how many chiefs there are in Swaziland. The GOS Accountant General's 1974 List of Chiefs provides 175 names, and a more recent but undated list from the Tinkhundla office provides a figure of 219.

It is also recognized that a number of chief's positions are unfilled at any given time, due to the death of incumbents and delays in selecting or installing new chiefs. Thus it seems unlikely that there would be more than 200 actual chiefs holding office at any time. In the end, 53 chiefs were interviewed, or

at least 27% of the total number of chiefs. What the sample may have lost in representativeness by the inclusion of 20 substitute chiefs out of a total of 53--and by inexact sampling procedures to begin with--was compensated for in part by the relatively large size of the sample.

It should be noted that Big Bend and Sidvokodvo subdistricts were underrepresented due to their inaccessibility after the cyclone.

Analysis and interpretation of data was carried out by E. Green and P. Fine.

B. Characteristics of Chiefs

Of the 53 chiefs interviewed, 22 were also princes, one was governor of a royal kraal, and four were members of the Ligoqo (Supreme Council of State). A majority of chiefs (58%) were agnatic clan heads, as is the case with the total population of chiefs in Swaziland. One respondent was a senior indvuna speaking on behalf of his chief.

Information on the level of formal education achieved by each chief in the sample was to be provided from records held at District Commissioner's offices. However, with the 38% substitution rate within the original sample, the additional information required could not be provided by the time of report writing. Nevertheless, information on literacy in both English and siSwati provides a measure of educational background, although when based on self-reporting respondents may exaggerate their degree of literacy. Taking this into account, 45% of chiefs reported they could read and write in English to some extent; 55% could not. 92% claimed the same ability in siSwati; 8% claimed otherwise.

As might be expected of hereditary chiefs in a country undergoing rapid changes in education and in other spheres, they vary a great deal with respect to education, attitudes toward development programs, and general outlook as well as leadership qualities, interests, and other personal characteristics to which can be added age and state of physical health.

C. Identification of Problems

Chiefs were asked to identify priority problems in the areas of health, agriculture, and education. The health findings are summarized in Table 1. Multiple answers were permitted here and throughout the survey, therefore number of citations rather than number of respondents are listed.

TABLE 1
WHAT ARE THE MAIN HEALTH PROBLEMS IN YOUR AREA?

<u>Grouped Answers</u>	<u>Number of Citations</u>	<u>Frequency of Response</u>
Lack of safe drinking water	40	76%
Lack of clinic	27	51%
Transportation or access to clinic	19	36%
Cholera, diarrheal diseases	12	23%
Coughing, Tuberculosis	10	19%
Need extension workers (Incl. RHM's)	9	17%
Need doctor or nurse	7	13%
Need medicines	5	9%
Headaches, fever, malaria	4	8%
Mosquitoes	4	8%
Various physical ailments	9	17%
Other/miscellaneous	25	47%

Miscellaneous answers included bilharzia, needing additional clinic/hospital facilities, needing more health education, lack of nurse housing, and need for vegetable gardens. Two chiefs expressed dissatisfaction with clinic staff in their areas and two others expressed dissatisfaction with government services in general. Two chiefs said there were no real health problems in their areas.

Findings pertaining to agriculture are summarized in Table 2

TABLE 2
WHAT ARE THE MAIN AGRICULTURAL PROBLEMS IN YOUR AREA?

<u>Grouped Answers</u>	<u>Number of Citations</u>	<u>Frequency of Response</u>
Need manure, fertilizer, or fertilizer storage facilities	25	47%
Need tractor or access to tractor	22	42
Lack of extension services	14	26
Need irrigation	9	17
Need seed or seed storage facilities.		9 17
Need resettlement or RDA program	4	8
Need roads, better roads	4	8
Miscellaneous	27	51

Miscellaneous answers included need for fencing, grazing land, orchards, veterinary medicine, and dip-tank chemicals; and problems related to rainfall, soil erosion, and land shortage. Two chiefs expressed dissatisfaction with government services.

Education findings are summarized in Table 3. Since the survey team represented Sebenta National Literacy Institute, this may have influenced respondents to emphasize adult education and literacy more than they would have done otherwise.

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TABLE 3
WHAT ARE THE MAIN EDUCATIONAL PROBLEMS IN YOUR AREA?

<u>Grouped Answers</u>	<u>Number of Citations</u>	<u>Frequency of Response</u>
Need for instituting or strengthening adult education or literacy programs	23	43%
Need for secondary or high school	13	25%
Need for pre-school	13	25%
Schools overcrowded, lack vacancies	11	21%
Need for a women's organization	10	19%
Need for teacher accommodations	8	15%
Lack of local interest in adult education or literacy	7	13%
Need primary school	5	9%
School fees too high	4	8%
Government is unresponsive	4	8%
No problems acknowledged	3	6%
Miscellaneous	10	9%

Miscellaneous answers included need for school furnishings, toilets, or potable water; poor quality of teachers; lack of community accountability of local teachers; and difficulty obtaining school uniforms.

While nearly half of the chiefs mentioned a need for adult education or literacy, it is significant that seven pointed to a lack of sufficient interest in such programs on the part of their followers. In the words of one chief, "Most people (here) are not interested in adult education. They think it is shameful for them. I think they must be forced to become educated because I see no reason why an adult shouldn't be able to write his own name as long as there is an opportunity to learn."

D. Dealing with Development Problems

The chiefs were asked how the various problems they identified (hereafter "development activities/problems") were dealt with. Among the responses given; 34 mentioned meeting and discussing issues with their councils, 16 mentioned raising money in their communities, 9 said they seek aid from the central government or from extension workers, 5 said they mobilize labor, and 5 said they rely on development-related committees.[1] Chiefs were then asked about the types of

1. Two surveys conducted within a year of the present survey and relying on a cross-section of community spokesmen, indicate that local committees are more important and widespread than chiefs indicated--or perhaps were even fully aware of. See R. Tshabalala, "Community Participation on Water and Sanitation and Clinic Construction in Swaziland," dissertation submitted for the Degree of Master of Science in Community Health in Developing Countries, University of London, September 1983; and E. Green, "Community Mobilization for Health and Development in Swaziland," Health Education Unit, Swaziland Ministry of Health, 1983.

committees found in their areas. Most commonly mentioned were school committees (38), followed by those relating to agriculture (15), general development, RDA or resettlement (14), women's activities (11), health or clinic (9), water (4), and cattle dipping (4).

Some chiefs expressed uncertainty about the number and the functions of committees in their areas. It should be noted that a number of chiefs--roughly 20% of the sample--were employed outside their areas, thus they may be out of touch with local activities. Other chiefs simply do not concern themselves directly with the activities of development-related committees in their areas.

Some councils (emabandla, Sing. libandla) were described as coordinating various local development activities as well as mediating between the chiefdom and the national government. Other councils seem to have little or nothing to do with development.

There was a great deal of variation among answers about means and methods of dealing with development problems. One chief described eight committees in addition to the councils in his area. He then noted, "We are trying to form (a single) committee that will combine members from other existing committees. This will be a central body which will report problems to the Inner Council, which will then report to the Great Council." Such committees already exist in some areas and are known as imisumpe or intfutuko committees. They seem to be commoner in RDA areas, where they have been actively promoted.

By contrast, another chief replied that there were no committees at all dealing with development problems in his area because there were no development problems. This was an area with no schools, clinics, water systems, or extension workers.

When chiefs were asked if people in their areas were willing to cooperate and participate in projects that can benefit them, 31 (61%) said people were very willing or willing; 13 (25%) said people were somewhat willing, or willing depending on circumstances, and 7 (14%) said people were unwilling. Twenty-five chiefs specified that people in their areas would contribute, or had contributed, money for development projects; 27 similarly specified labor contributions.

Some of the chiefs' comments were noteworthy. One said, "People will cooperate, but reluctantly. They need constant supervision. Only women will...be productive on their own."

There were several variants of one chief's observation that "People don't cooperate because they look to the government to do all the work."

Another said, "People won't contribute unless we force or threaten them...."

Chiefs were also asked what difficulties or obstacles get in the way of solving development problems. Fourteen replied that lack of, or delays in, government response, was the major obstacle. Four of these singled out the Ministry of Education. Some chiefs related stories of how a unit of government had failed to meet a promise to meet community members half-way after they had raised money and/or contributed labor for a project.

Other responses included lack of money (10), lack of cooperation locally (9), lack of training, knowledge, or motivation locally (5), disputes or rivalry between chiefs (4), poor soil or inadequate rainfall (3), and local committees moving slowly or being disorganized. Nine chiefs said they saw no real obstacles to development in their area.

E. Responsibility and Human Resources

It is known that chiefs have many traditional duties and responsibilities in their chiefdoms. Their responsibilities in what we have defined as development activities has been less clear; therefore chiefs were asked to describe their roles in development. Answers to this question are summarized in Table 4.

TABLE 4
WHAT ARE THE CHIEF'S RESPONSIBILITIES IN SOLVING
DEVELOPMENT PROBLEMS?

<u>Grouped Answers</u>	<u>Number of Citations</u>	<u>Frequency of Responses</u>
Calls meetings, works through council	20	38%
Directs, supervises, gives final approval	13	25
Liaises or makes requests to government	9	17
Advises or coordinates development committees	8	15
Solves problems	6	11
Raises money or mobilizes labor	6	11
Identifies problems, sets plans and priorities	5	9
Coordinates extension worker activities	4	8
Encourages, motivates his people	3	6
Miscellaneous	8	15%

From the responses, the chief seems to be a somewhat detached chief executive in most cases. He has final say in important matters but he doesn't concern himself directly with committee, or perhaps even council, matters. As discovered in a 1983 survey of community organizations, tindvuna tend to preside over councils more often, and generally to have more direct, "hands-on" involvement in local activities, including

development. This is especially true of chiefs who are employed away from their areas.

Of course there are exceptional chiefs who play an active role in development by identifying problems initially, motivating people, raising money (sometimes ordering contributions on threat of fine), and seeing projects through to successful completion.

In contrast, four chiefs indicated that they have no responsibility, or at least no specific responsibilities, for development matters. One referred such questions to his indvuna.

Chiefs were also asked to specify which other people in their communities have responsibility for development matters. Responses are summarized in Table 5. Those thought to be most active and effective are identified in Table 6.

TABLE 5
WHICH COMMUNITY PEOPLE HAVE RESPONSIBILITY FOR DEALING WITH DEVELOPMENT PROBLEMS?

<u>Grouped Answers</u>	<u>Number of Citations</u>	<u>Frequency of Responses</u>
<u>Libandla</u> (council) members	22	42%
Various committee members	20	38
<u>Tindvuna</u> (chief's deputies)	16	30
Government, or extension workers	13	25
The chief	8	15
<u>Imisumphe</u> (resettlement or general development committees)	8	15
No one	5	9
Church leaders	2	4
Miscellaneous	3	6%

TABLE 6
WHICH OF THE ABOVE (TABLE 5) ARE THE MOST ACTIVE OR EFFECTIVE?

<u>Grouped Answers</u>	<u>Number of Citations</u>	<u>Frequency of Responses</u>
<u>Libandla</u> members	15	28%
<u>Imisumphe</u>	4	8
Unspecified committee members	4	8
School committee members	4	8
Informal leaders in community	3	6
Agriculture committee members	3	6
Extension worker	3	6
Development committee members	2	4
<u>Tindvuna</u>	2	4
Health committee member	1	2
Cooperative committee member	1	2
Miscellaneous	4	8%

As can be seen, there were fewer answers about who are most active or effective people, indicating that development activities move slowly in many chiefdoms. Note that members of development-related committees were cited a total of 19 times, and that the three "informal leaders" may also have belonged to such committees.

A few chiefs mentioned that church leaders, teachers, and headmasters do not ordinarily play active roles in development.

F. Need for Training, Skills, and Informations

Chiefs were next asked in a general way what kinds of programs would be helpful in solving local development problems. A number of chiefs misunderstood the question or found it too general to answer. Eight chiefs said gardens were needed, seven said water or irrigation, seven gave inappropriate answers to the question, five said schools, four said RDA programs and resettlement, four said workshops or training, three said a local market, and one said money-raising programs. The rest gave no answer.

Anticipating such answers from the pre-test, chiefs were then asked the admittedly leading question, "Could leaders in your area benefit from more information, skills, or training pertaining to development?" Not surprisingly, all chiefs replied affirmatively, with three abstentions. However, some chiefs expressed genuine enthusiasm for, and even commitment to, the idea.

Following this, chiefs were asked who in their areas would benefit most from training, skills, or information relating to development. Responses are summarized in Table 7.

TABLE 7
WHO WOULD BENEFIT MOST FROM TRAINING, SKILLS, OR INFORMATION?

<u>Grouped Answers</u>	<u>Number of Citations</u>	<u>Frequency of Responses</u>
<u>Tindvuna</u>	13	25%
Chiefs	11	21%
Various women	11	21%
Local non-official individuals	7	13%
Unspecified committee members	7	13%
Farmers or agriculture committee members	6	11%
Committee chairmen	5	9%
Council members	5	9%
<u>Inisumphe</u>	5	9%
School committee members	4	8%
Miscellaneous	6	11%

Twelve chiefs said they couldn't specify now, but they would--perhaps in consultation with their councils--when a specific training or similar program is offered. Some observed that choice of local participants would depend on the nature of the training, skills, or information offered. For example, committee members could be trained in matters pertaining to their own area of concern.

Interviewers were expected to prompt an opinion from the chiefs as to the suitability of women as training participants, if women had not already been mentioned. Experience with other surveys had shown that male leaders sometimes forget to mention women at all, unless prompted. Eighteen chiefs observed that Zenzele members or other unspecified women would make good candidates for training. One noted that women work together especially well. Another chief, in an area with no Zenzele group, said, "the women are very eager but they have no one to organize them." Several chiefs mentioned handicrafts or other income-generating skills as a good focus for women's training. One chief mentioned that he had two female tindvuna who were in charge of women during tribute labor "work parties;" he said these would benefit from training.

A few chiefs anticipated a question on training focus or content. One mentioned the need to teach public administration; one mentioned needs assessment related to development; another would like to learn more about leadership in general, including how to motivate people. One articulate chief felt that training could focus on the relationship between the chief, his tindvuna, and local extension workers. He felt there was a growing gap of understanding between government workers and local authorities. This chief also wanted to know his rights and responsibilities when he has to deal with lazy or troublesome extension workers. He went on to say he thought that a number of chiefs don't know what their responsibilities are in developing their areas.

In this regard, it should be pointed out that 42 chiefs, in various stages of answering questions, expressed the idea that "development activities" are the responsibility of the national government. These chiefs might have varying ideas about a balance of responsibility in this area between themselves and the government, but there is a clear feeling of dependence on the government. It would therefore seem that some sort of training or orientation for chiefs--in addition to ongoing workshops--is necessary if the government wants to promote more local self-reliance and decentralization in development.

G. Experience with Workshops and Seminars

Chiefs were asked several questions about workshops and seminars they may have attended.

Thirty-five chiefs (66% of the total number) had attended at least one workshop since they began in the mid-1960's. Nine of them specified they had only attended one, although the number might be slightly higher. Eighteen chiefs had never attended. Some of the latter said they had never been invited, others said they were sick at the time(s) of the workshops, others said they were employed and therefore unable to attend (some of these sent their tindvuna instead), and two cited old age coupled with poor health as reasons they could not attend. One said he had no transportation to the workshops.

Workshop sponsors most commonly mentioned by those who had attended were the Ministry of Agriculture, followed by the Ministry of Health. The Red Cross and the Family Life Association were also mentioned.

Twenty-six chiefs said they had learned about a variety of agriculture topics at the workshop(s) they had attended. Eleven mentioned health topics, followed by family planning (6), resettlement (2), adult literacy (1), development in general (1), and business/entrepreneurship (1).

Overall, chiefs were satisfied with the workshops they attended--although some had very limited experience upon which to draw. When asked if they remembered any poor or weak parts of the workshop, the great majority said they could remember no bad parts. Only three specified a topic they did not like or approve of (family planning in all cases); one mentioned the participation on the organizing staff of a prince he disliked; one said the purpose of one workshop was a bit unclear; and one said that the time for one workshop was too short.

On the other hand, when asked to mention good parts of workshops attended, eight said "everything," followed by unspecified agricultural topics (5), child spacing or family planning (5), sanitation or latrine construction (3), water/irrigation (2), fencing of planting fields (2), workshop accommodations (2), vegetable gardening (2), resettlement (2), and one mentioned each for oral rehydration, health in general, forming committees, women's poultry farming, child rearing, "how to learn," self-help, nutrition, cholera prevention, hygiene, water and health, the importance of food, and cultivating fruit trees. It would seem from these answers that a wide variety of development topics have been taught and that they are well received by the chiefs. Even family planning, thought to be a volatile topic among traditional Swazi men, had five supporters. In the words of one chief, "Many people misunderstood family planning. They think (the government) wants them to produce fewer people...(but) even in the old days there was family planning. It's not a new thing."

As a further guide to future workshop design, chiefs were asked if they could think of ways to improve on-going workshops. Most were unable to say, and others said they were satisfied with the way workshops are presently organized. A number of chiefs suggested that workshops be held more often, and a few suggested more emphasis on topics that were of particular interest to them. The question seemed to be one that most chiefs had given little thought to. Some chiefs seemed additionally constrained by politeness to say anything critical to interviewers who would seem to represent the section of government involved in the workshops.

A few chiefs made useful comments; those of five follow:

There is a need for followup. Libandla and local committee members must get a report from the (attending) chief on the workshop. Training should (also) be more practical than theoretical.

We should have lectures followed by demonstrations. If you see a demonstration, you become motivated.

We should have workshops to educate people to reduce or stop drinking.

Women need special training in health.

It would be helpful if they sent workshop programs to the chiefs in advance.

A few chiefs mentioned how often they felt workshops should be held annually. Three said four times, two said twice, and one said three times. Three chiefs suggested that workshops should last one week; another suggested three weeks.

While generally satisfied with farmers training centers and the Luyengo campus of the University of Swaziland as venues for workshops, two chiefs recommended Rural Education Centres and Swaziland's 40 Tinkhundla centers as venues. The relative accessibility of Tinkhundla centers was mentioned, as well as the idea that "that is what they were set up for."

Transportation to the more distant training venues seemed not to be a priority issue among chiefs who have ever attended a workshop. One said that "transportation was at one time provided by the government but when this became too expensive chiefs began paying for their own busfare. This was no problem." Another commented, "money spent on transporting chiefs could better be spent on the workshops themselves."

It should be remembered that transportation costs or difficulties might be a constraint among some of the chiefs who have never attended a workshop.

H. Other Training Approaches

Lastly, chiefs were asked if they could think of ways other than through workshops or seminars to train local leaders. Again, chiefs had generally not thought much--or at all--about this, and most could give no answers unless suggestions were at some point made by the interviewer. The idea of educational visits to successful projects within and outside of Swaziland was occasionally brought up spontaneously by chiefs, but was more often raised by the interviewers. Nevertheless, most chiefs showed genuine enthusiasm for the idea, as evidenced by comments such as "...people learn easier by seeing than by being told;" "visiting developed areas would open our minds;" "that would be better than sitting in classrooms;" "visits would be the best (approach); they should be followed by workshop discussions of what the chiefs saw."

Although such tours or visits have not been part of "chiefs' training" in the past, one chief noted, "It's the best way...I say that because it has helped me a great deal to visit other areas. (I got ideas like)...how to build a pond for breeding fish."

Only one chief had a negative reaction to the idea of domestic tours. He felt the tours might breed jealousy among chiefs if they saw areas more developed than their own.

Interviewers also prompted responses on a possible role for radio in training or motivating not only chiefs but other local people involved in development activities. Chiefs who commented were generally favorable about the development (including health) messages and programs currently aired on Swaziland Broadcasting Services, but most felt radio could not substitute for face-to-face training or educational visits. Chiefs emphasized the need for practical and experiential, rather than theoretical, training. In the words of one, "You can't ask a radio questions."

III. PROPOSAL FOR EXPANDED LEADERSHIP TRAINING

A. Experience from the Training Side

Five officials currently or formerly involved in chiefs' training were interviewed in depth about their experience. All had an optimistic attitude toward the value of training or influencing the views of traditional leaders. All appeared to have more than a perfunctory commitment to promoting self-reliance among rural Swazis, as well as to participatory development and decentralized planning.

The original goal of the workshops and meetings for chiefs that began in the mid-1960's was to inform local leaders of post-independence policies, especially the need for greater self-reliance. It was hoped that some sort of meetings would promote better cooperation from chiefs in development projects, or would at least pre-empt chiefs' opposition.

During the late 1960's and early 1970's, community development officers (CDOs) lived in homesteads of chiefs because government housing was not yet available. Some who underwent the experience spoke highly of their opportunities to learn about the exercise of power in rural areas, about local perceptions of development problems including which solutions may have already been tried, and about constraints to development not always apparent to outsiders, such as rivalries between chiefs. They felt that being accepted as a trusted member of the community greatly enhanced their effectiveness as CDOs; it was also personally enriching and satisfying. Chiefs apparently found advantages to the living arrangement as well, such as enhanced prestige at having a live-in civil servant as part of their entourage of advisors.

At least one district commissioner in the early 1970's was actively involved in chiefs' training or orientation. Tinkhundla meetings in Hhohho and Lubombo became occasions to discuss development plans such as the introduction of hybrid maize seed, irrigation for vegetable gardens, and bridges for improved transportation. There were also sub-district meetings between chiefs, the District Commissioner, and the District Team at the DC's office.

Workshops at centralized locations and development sessions at Tinkhundla centers were apparently well received by the chiefs from the beginning. Some chiefs slaughtered a beast to provide food for the meeting participants. Some chiefs still contribute cash toward the cost of food during workshops.

There has been discussion over the years of the relative merits of workshop or meeting venues, and of the inclusion of non-chiefs in training activities. The latter issue is somewhat academic: chiefs often bring advisors with them to workshops, or send tindvuna instead of attending themselves, so that some presence of non-chiefs seems unavoidable. Beyond this consideration, it has been recognized that local committee chairmen and other non-officeholding local leaders could benefit from training. Separate workshops have been developed for chiefs and tindvuna on the one hand, and other community leaders such as committee chairmen on the other. For the former, the focus was on familiarizing leaders with the programs and possibilities of development. For the latter, the focus was on forming and administering development-related committees.

Regarding training venue, centralized facilities with overnight accommodations, such as farmers training centers (FTCs) have been used more often than Tinkhundla centers. Although Tinkhundla usually lack facilities, they have certain advantages which were pointed out by some CDOs:

(1) Proximity. Chiefs can usually reach their local Inkhundla without much difficulty.

(2) Focus. Problems and projects can be discussed and planned on a regional basis, making the exercise more concrete and goal-oriented. Chiefs become more motivated to act.

(3) Familiarity. Tinkhundla are familiar and acceptable, as is meeting outside, under a tree--which often happens when the Inkhundla has no building. Some of the more traditional chiefs may feel ill at ease in a modern building with electric lights, flush toilets and other unfamiliar things. One CD officer observed that bringing chiefs to a "modern" venue may "convey a message to some that they are backward, that they should become more urban and 'civilized.'" A modern, somewhat fancy place may create a dependency on the government, and a feeling of inferiority or deprivation among chiefs.

(4) Better attendance, by avoiding major transportation difficulties.

(5) Economy of size. Smaller-scale training sessions can be more efficient and can provide more time for discussion and interaction.

On the positive side of FTCs and similar venues, it can be stimulating and enriching for chiefs to be exposed to chiefs from other areas. They may learn about what can be achieved through development by talking to other chiefs. Furthermore, many chiefs like the relative comfort and good food provided at FTCs. Movies and other forms of entertainment are sometimes provided at night. Chiefs have a good opportunity to "be themselves" (not have to act chiefly) and fraternize with a group of peers in a convivial atmosphere.

Moreover, disputes or rivalries between chiefs may be less of a problem in a larger training group. Small, goal-oriented development planning between chiefs at Tinkhundla centers can be effective, but they may not work at all if there are boundary or other disputes between chiefs in the area.

CD officers have sometimes had to talk at some length with chiefs outside of public meetings in order to overcome resistance to a development project, or even to attending a meeting on development.

The topics covered by workshops and similar meetings over the past 16 or more years have covered a broad range of agricultural, health, and other development-related topics. Since the early years, but especially nowadays, various units of government as well as a few private organizations have collaborated in training traditional leaders. This has the advantage of sharing workshop costs, promoting interministerial cooperation, and insuring wide coverage of development topics. Some question has been raised about an approach that seems to cover too many topics too briefly, but most trainers felt that the functions of workshops for chiefs and tindvuna should be to acquaint leaders with development topics and approaches and to influence their attitudes, thus the multi-topic approach is suitable.

After an enthusiastic formative period of several years during which a number of new approaches were tried, momentum declined somewhat by the mid-1970's due to an apparent weakening of official and budgetary support. The British government provided a vehicle and other forms of support to the leadership training program of the Community Development Section, MOAC, in the late 1970's. Funds were apparently not managed well and support ended.

In 1983, CD organized five centralized-location workshops for chiefs or their representatives. Other GOS units, such as Health Education, as well as NGO's such as the Family Life Association, participated in training as well.

B. Program Implications

There is evidence from the Traditional Leaders Survey of attitude and even behavior change resulting from the training/orientation program for chiefs and other leaders, even when only one or two training sessions were attended. This would seem to justify expansion of the program. There is also a clear mandate from the chiefs surveyed to expand the program. The survey, along with interviews with officials who have been involved in training, provide guidelines for the organization and content of the program. These guidelines have been translated into a set of recommendations, presented here.

1. Type of Program and Venue

Local leadership training should consist of (a) workshops at Farmers Training Centers or other relatively central venues, for 30-45 participants; (b) training sessions for fewer participants at local Inkhundla centers; and (c) educational tours for chiefs to see successful projects or practical demonstrations or examples related to some aspect of development. The last may be in-country or, less frequently, in a neighboring country.

Workshops should last a week on the average, and care should be taken to schedule them at times that do not overlap with chiefs' or tindvunas' ceremonial or agricultural duties.

Inkhundla training sessions should normally last a single day, since overnight accommodations are seldom if ever available. However these can be held more frequently than workshops since they are easier to organize, less expensive, and require fewer training inputs. Training sessions can be initiated at all 40 Tinkhundla centers throughout Swaziland; however priority for repeat sessions can be given to areas where interest and enthusiasm are evidenced. Attendance should be a partial measure of this. Prioritization is recommended because chiefs in some areas have shown little interest either in cooperating with neighboring chiefs or in development matters.

Educational tours are intended primarily for chiefs and secondarily for tindvuna (see below concerning women). The purpose will be to expand the horizons, motivate, and convince traditional leaders of the value of certain approaches and programs. Examples of demonstration projects are Women in Development, latrine construction, dairy farming, and irrigation farming. Tours should last an average of 5-7 days.

A few chiefs will be selected once a year for tours (normally by rented bus) of illustrative projects in neighboring countries. Selection should take into consideration a chief's enthusiasm and motivation.

For either type of tour, chiefs or tindvuna can be picked up at a FTC or other central training venue, and from there be bused to one or more demonstration project sites. At least one full day should be reserved for debriefing at the training site, following an educational tour.

2. Participants

Four categories of participants are recommended for various types of development training or orientation: chiefs and tindvuna, council (libandla) members, local committee chairmen or other selected committee members, and Zenzele or other women's association members. Training approach and content should be tailored to the particular group of trainees.

3. Training Content

As suggested elsewhere, training/orientation for chiefs should aim to generally acquaint them with new ideas, approaches and programs in development and to motivate them. Formative evaluations and expressions of interest on the part of chiefs can determine the appropriateness of training in administration and management.

Tindvuna are also executives in their own communities and thus could benefit from the awareness and motivational programs for chiefs. In any case, tindvuna may accompany, or be sent to represent, chiefs in whatever program may be intended for the latter.

As executives with greater direct, "hands-on" responsibilities than chiefs, tindvuna would benefit especially from training in administration and management. More active council (libandla) members would also benefit from such training, with special emphasis on how traditional councils can coordinate community-wide activities related to development, raise money within the community, borrow money and keep it in a bank, mobilize labor, motivate people, and the like.

It should be remembered that there are more than 400 senior tindvuna and a far greater number of lesser tinvuna and council members in Swaziland. The more active, pivotal, and motivated ones should be selected for training by their chiefs or by council nomination.

There is also a relatively large pool of potential trainees among committee members and chairmen, and their training needs would overlap to some extent with those of council members. They would further benefit from training in how to organize and maintain a committee. And, of course, specialized topics such as disease prevention, vegetable growing, resettlement, or handicraft marketing would be of special interest to members of the committees concerned with such topics.

Again, committee members can be nominated for training by their chiefs and councils.

Finally, women's association members need more of the sort of training they have received from Domestic Science Demonstrators (DSD's) from the Home Economics Section of the Ministry of Agriculture and Cooperatives. But the existing program needs to be expanded and strengthened. Based on discussions with the Senior Home Economics Officer, as well as on findings from the chiefs' survey, the following recommendations are presented.

There should be five types of training activities for women:

- (1) community-based training covering most of the subject areas of home economics and leading to the formation of a local Zenzele group;
- (2) Followup or on-going training, encouragement, and problem-solving for existing womens' groups which have no direct contact with a DSD. One-day training seminars of this sort should take place at Inkhundla centers;
- (3) educational tours for selected participants to the Women in Development Project at Ntfontjeni and the three satellite WID projects in various parts of Swaziland. WID officers can assist in such training, as can trainers from other units of MOAC as well as other ministries;
- (4) educational tours, both domestic and foreign, to view successful projects--as with chiefs, above;
- (5) the inclusion of women participants in development training for local committee members at FTC's. Since women's associations often operate in relative isolation from male-dominated local committees, such joint training would help develop better cooperation between the various development groups.

Of the five recommended training approaches, only the first is currently in operation, with occasional training for Zenzele members being available at Women in Development Project centers.

Current training content covers a broad range of topics, viz., nutrition, gardening, child-rearing, income-generation, disease prevention, homestead sanitation, poultry and fish production, leadership training and "community participation," budgeting and consumer education, how to mobilize money and labor, marketing of produce and handicrafts, and how to enroll in literacy programs.

Several additional training topics of interest and relevance to women (and men) are taught only at WID-Ntfontjeni, viz. shoemaking, candlemaking, soapmaking, beekeeping, vegetable canning and dehydration, and appropriate technology. Expansion of women's training will require a greater amount of training at WID-Ntfontjeni and further training of trainers within the Home Economics Section of MOAC.

Radio and other mass media should be used to encourage and motivate women to carry out health and other development activities. Posters, leaflets, booklets, audio-cassettes, and filmstrips should be specially developed to support radio and face-to-face training efforts. Technical support in this area, perhaps from the Peace Corps, will be needed.

One DSD who was trained in an AID-sponsored workshop in development communications in October, 1982, has been broadcasting two weekly radio programs designed for Zenzele women. These programs should be evaluated with the listening audience with the goal of increasing development-related radio programs for Zenzele women.

4. Amount of Training

The following annual schedule of training is recommended on a pilot basis:

(1) MOAC Community Development Section

- 10 week-long workshops at central locations (i.e., FTCs);
- 25 one-day training sessions at local Inkhundla centers;
- 5 educational tours within Swaziland, to be coordinated with the 10 workshops at FTCs;
- 1 educational tour for chiefs to a neighboring country.

(2) MOAC Home Economics Section

- 25 one-day training sessions at local Inkhundla centers;
- 10 educational tours to WID or other project centers.
This may be coordinated with Community Development Section.
- 1 educational tour for home economists and selected Zenzele leaders to a neighboring country.

SOCIAL SOUNDNESS ANALYSIS

A manpower development project does not generally entail the "sociocultural risks" of more typical types of development assistance projects. This is because there is little that is culturally obstrusive about sending host country students abroad for advanced education, other than the introduction and diffusion of new attitudes and values by returned trainees.

To the extent that the present project is a conventional manpower development project, several quick observations relating to social soundness can be made. There is a perceived need on the part of the GOS and Swazis in general that properly trained manpower is necessary if national development goals in various sectors are to be realized. Buttressing this is the exceptionally high value Swazis place on formal education of any sort, but especially on university education. The direct beneficiaries of the project will be the approximately 195 Swazis who will receive overseas training and the 1,600 or more who will receive some sort of in-country training during the life of the project. Of course a far greater number of Swazis will be indirect beneficiaries as a result of improved government services and institutional functioning.

To the extent that the project supports advanced education for key individuals in the private sector, as well as U.S.-Swaziland linkages between training institutions, in-country training, and improved development communications, the number of direct and indirect beneficiaries will be considerably greater and the project's "spread effect" will be far more extensive.

Education is associated positively with attitudes and values considered essential for social and economic change. Individuals trained under this project will transfer attitudes, information, new technologies, and modern practices to homesteads, rural and urban communities, and other Swazis. Also, educated Swazis working in the modern sector retain very close ties to their families in the rural areas and act as social change agents in those areas. Traditional leaders and indigenous organizations in the rural areas play a significant role in opinion formation and social change.

An improved sense of national self-worth, competence and Swazi control over the nation is expected to result from increasing the numbers of people receiving college and post-graduate training and moving into management positions. Women will be sought and encouraged to participate in the various types of opportunities provided under the project. The project will demonstrate that Swazis are ready and able to take over middle- and upper-management positions. It will also promote widespread, informed participation in a broad range of development activities.

Improvements in quality of educational attainment and training are expected to improve the likelihood of other development activities being successful. Those people in government with advanced training can better understand the implications of alternative policies and development activities, are better able to evaluate them, and are less likely to be deceived by poorly designed proposals. Those people who go into the private sector will have the training needed to take advantage of opportunities they might not have noticed previously, thus improving chances of being successful, increasing earnings, and employing more Swazis. Institutional improvements brought about by the increased knowledge and ability of trained manpower and by the introduction of improved efficiency and new technologies through linkages with U.S. institutions and through the work of OPEX, advisory and technically specialized personnel are expected to improve productivity and promote equity in both the public and private sectors.

Research in Swaziland has also shown that, even if education--formal or informal--does not lead directly to job advancement or even employment, it has a significant impact on farming practices, health practices and other areas affecting individual and national development.

The most innovative and perhaps challenging component of the project will be the development orientation and training for traditional leaders and for members of (mostly rural) women's development-related organizations. Swaziland is nearly unique among nations in the survival of its traditional, monarchical sociopolitical system during the post-independence era. Indeed, during the 16 years since Swaziland's independence, the monarchy, including the princes and chiefs that comprise and support it, has clearly held its own alongside the institutions of "modern" government such as the parliament and the cabinet. The current reorganization and expansion of the unique Inkhundla institution (see below) created by King Sobhuza II before independence will place more power--including responsibility for development matters--in the hands of the direct extensions of monarchical authority in traditional society, the chiefs. It is essential, therefore, that the chiefs play an informed and active role in national development. Without their support, development efforts may be frustrated at every point; with their support, development efforts tend to enjoy broad popular enthusiasm and the active participation of large numbers of Swazis.

It may also be pointed out that whatever shortcomings may be attributed to the Swazi traditional system of monarchy by those measuring it against a scale based on democratic values, it has broad, popular support and it has ensured peace, stability, and relative prosperity since at least the beginning of this century.

Direct U.S. involvement in the part of the traditional sector that involves traditional roles of authority has never been attempted, thus it may be expected that questions of cultural feasibility, and perhaps of U.S. aims and goals, will arise. The results of the AID-sponsored chiefs survey and related investigations presented in Annex G may be regarded as an extended justification of the need for, and sociocultural feasibility of, development training and orientation for traditional leaders. In the present section, relevant background information will be presented on community structure, leadership roles, development activities at the local level, and the Inkhundla institution. Finally, social soundness considerations will be summarized.

Community Structure and Leadership Patterns

Swaziland lacks villages in the usual sense of the term, yet there are clusters of dispersed, extended-family homesteads that have a clear sense of belonging together and coming under the authority of a recognized leader. The smallest significant unit of this sort may be called sifundza. We will refer to it as local community, or simply community, although Hughes and others have used the term ward.[1] Community in Swaziland can best be defined as a group of homesteads that fall under the undisputed authority of a chief's deputy (indvuna). Such communities are named, have a degree of internal organization, and have more or less definite boundaries, although disputes over boundaries and leadership do periodically occur. Unless a chief's area is quite small, several local communities typically make up a chiefdom, that is, the total area and population that comes under the authority of a chief (sikhulu, shifu).

A chiefdom (sive) also has rather well-defined boundaries, a relatively standard internal organization, and it is recognized as a local governmental unit by the Swaziland government [2].

Bearing in mind that a small chieftaincy may consist of a single local community, while a large chieftaincy may comprise 7-8 distinct, named communities, each with its own indvuna, it may be convenient to think of the "average" community as consisting roughly of 65 homesteads with 10 de jure inhabitants per homestead. There may be an average of 4 communities in each

1. Hughes, A.J.B., "Land Tenure, Land Rights and Land Communities on Swazi Nation Land: A Discussion of Some Interrelationships Between the Traditional Tenorial System and Problems of Agrarian Development," Institute for Social Research, University of Natal, 1972.

2. Ibid, p. 102.

of the 219 chieftaincies in Swaziland [3]. Such estimates are consistent with impressions gained during fieldwork, although the average size of a homestead has been established more precisely by recent surveys. These estimates also yield a total population of 569,400, which is not far from the total ethnic Swazi population of Swaziland established in the last census.

Formal leadership at the local, as opposed to national, level consists basically of chiefs, deputies (tindvuna), members of the council (libandla) of both chief and deputy, and chief's runners (bagijimi). Chiefs have delegated authority deriving from the Regent, and they in turn delegate authority to deputies and runners. Chiefs are hereditary, although some choice exists in designating a chief if there are several eligible males in the same immediate family. Likewise, tindvuna may be hereditary in some areas, even though they are appointed by their chiefs. At least in some areas, the same families tend to produce the local deputy.

Decision-making tends to be "top-down" and chiefs certainly exercise a great deal of authority in their areas of jurisdiction. Deputies may also exercise quite a bit of authority in their local communities, especially if they are situated far from the chief and they are respected elders in their own right.

Both chiefs and tindvuna are expected to reach decisions and exercise authority with the advice and consent of their respective councils. The term great council (libandla lenkhulu) may refer either to the chiefs', as opposed to the indvuna's, council of advisors, or it may refer to "an open forum where every adult male in the chieftom is entitled to air his views." [4] The small council (libandla lencane) may refer either to the indvuna's council of advisors, or to the inner circle of the chief's advisors who meet privately to debate issues before they are presented to the great council for formal ratification.

The indvuna's council deals with problems affecting the local community, including the settlement of disputes and the adjudication of most criminal offences. The councils of both chiefs and deputies may deal with development-related matters such as new agricultural techniques, planning the construction of a clinic, or discussing the need for a protected water system. Councils are typically involved in various types of preliminary planning. Once decisions have been made, council members may decide on the formation of a specialized committee

3. The current (undated) list of chiefs from the Office of Indvuna yeTinkhundla yields 219 chieftaincies.

4. Hughes, op. cit., p. 103.

to carry out functions such as purchasing and storing fertilizer, choosing the site for a clinic, or raising money for the construction of a water system.

Once several development-related committees are functioning, the chief's or deputy's council oversees and coordinates the various activities of the committees. However, councils vary considerably in the degree to which they oversee such activities.

Extension workers, headmasters, or other officials may address a council on specific topics, such as the need for a protected water system or the need to expand school facilities.

A council may take out a bank loan for a project involving the community. The council may also decide how much money needs to be raised for a project and then oversee the collection of contributions from (ideally) each homestead in the community.

Chief's and deputy's councils are typically composed of the important elder men of the community. They may be appointed to the council by the chief or deputy, or they may be elected by popular vote. In some communities all male homestead heads (banumzane) are members of the council. In addition to those in formal roles of authority (chief, deputy and chief's "runner"), those with royal blood and long ties to the local area tend to be the important men of an area.

Women usually sit to one side of a council meeting and do not participate, even though they may listen and may be consulted by the council men on specific issues. Mourning widows must avoid public meetings altogether.

As noted in Annex G, chiefs vary widely in the extent to which they oversee their councils and exercise authority in general. Furthermore, chiefs seem to differ somewhat in the amount of authority available to them. For example, a chief who is also a prince (umntfwanawenkhosi) tends to be more powerful than non-royal chiefs--at least in relation to the monarchy. In fact some prince-chiefs are said to be in quasi-supervisory positions over non-royal chiefs of their area. On the other hand, non-royal chiefs may be the heads of former "tribal" groups as well as clan heads of their areas, going back to the time before the Dlamini clan conquests. These chiefs may have great ritual and mystical significance to people within the local chiefdom.

In any case, government at both the national and local levels is ideally based on consensus. A chief is expected to reach decisions only with the advice and consent of this council(s). Thus the great council and inner council (the latter sometimes referred to as lusendvo or ligogo if comprised solely of the chief's clan) serve as a check to the chief's authority.

The traditional kinship system also provides certain checks and balances to the chief's authority. For example, the first-born son of the first wife of a chief's father is called the lisokancanti and he may serve as a critic of, as well as an advisor to, the chief. The lisokancanti himself is by tradition ineligible to become chief.

Turning to the chief's deputy, it should be noted that the term indvuna can be used in several different senses. There is the senior indvuna (indvuna lenkhulu) of the nation; there are those of royal villages whose status is equivalent to chiefs', those of the tinkhundla or regional councils of chiefs; or those of the emabutfo or royal regiments. Even the tindvuna of chiefs seem to be of at least two kinds: the senior indvuna who stands in for the chief and has delegated authority over the whole chiefdom and, if the chiefdom comprises more than one local community, the indvuna whose delegated authority does not extend beyond the local community.

The former type of indvuna is perhaps better translated as counselor or officer; chiefs' tindvuna are referred to as deputies in this report in order to avoid ambiguity. Deputies do most of the "hands on," daily administrative work of an area, while the chief provides overall direction and coordination. The chief's runner performs tasks for the chief such as collecting fines, enforcing the law, and relaying personal messages.

Non-formal, traditional local leadership may include traditional healers and imisumphe. Traditional healers are themselves hierarchically arranged in some areas. They are influential in health and spiritual matters, and sometimes in political matters. The imisumpe of an area are also influential; they are the "native son" elders with deep geneological roots in a community and with wide knowledge of local history and customs. Imisumphe have responsibility for determining the relocation of homesteads in parts of Swaziland designated as Rural Development Areas.

People in non-formal, non-traditional roles of influence may include local committee members, church leaders, headmasters, civil servants, and businessmen, especially if they were born in the local area.

It appears that development-related committees are a relatively recent phenomenon in Swaziland. A 1983 survey of 10 rural communities revealed the following types and numbers of committees: school (10), women's/Zenzele (10), farming (8), dip tank (7), health or clinic (6), market (6), communal gardening (3), RDA or resettlement (3), water (3), shed (3), Rural Health Motivator (2), roads (2), telephone (1), electricity (1), and Red Cross (1). [5] A separate study of 8 rural communities

5. Green, E. "Community Mobilization for Health and Development in Swaziland," Health Education Unit, Swaziland Ministry of Health, 1983.

conducted during the same year produced a comparable inventory of development-related committees, the major difference being a finding that only three of the eight communities had a women's committee. [6] Although reliable baseline data are not available, it seems evident that committees are on the rise in rural areas and it would follow that the influence of committee members is growing. Indeed, in the 1984 chiefs survey (see Annex G), a number of chiefs designated local committee members as the most active and effective members of their communities, and as those who would benefit most from development training.

Lastly, it can be noted that Swazi polity and society exhibits a curious blend of authoritarianism and egalitarianism. A chief may be delegated supreme executive powers within his chiefdom. But he may be reluctant to exercise power for fear of encountering resistance among his subjects, or of losing prestige or popularity. Many chiefs are known to seek treatment from traditional healers in order to mystically enhance their leadership qualities and their overall image or "presence" in the eyes of their subjects.

Traditional monarchies are characterized by centralized decision-making and general authoritarianism. It is more difficult to account for anti-authoritarian or egalitarian values that at times are clearly evident among Swazis. Perhaps decades of labor struggle on the part of Swazis working for South African mining companies and for foreign-owned companies in Swaziland has helped develop a questioning attitude toward authority as well as a keen sense of equity and fairness among at least Swazi men. Experience in the age-grade regiments (emabutfo) may also promote egalitarian values, since all men are said to become equal when with their regiment.

The Unique Institution of Inkhundla

The Inkhundla structure was established by King Sobhuza II in the 1940's to mediate between the level of chiefs -- for all practical purposes the lowest administrative level of government -- and the Swazi National Council, the supreme administrative body of the traditional government under the Regent. The nation was divided into 40 Inkhundla (singular: Inkhundla, lit., "meeting place"), or regional councils of chiefs. In this way the central government could communicate with groups of chiefs without having to contact each of the more than 200 Swazi chiefs separately. And chiefs could express their interests and needs on a common, regional basis without having to go directly and individually to the central government.

6. R. Tshabalala, "Community Participation in Water and Sanitation and Clinic Construction in Swaziland," dissertation submitted for the Degree of Master of Science in Community Health in Developing Countries, University of London, September 1983.

The Tinkhundla also form the basic electoral units for parliamentary elections. Following the October 1983 elections, but originating presumably in the Ligoqo (Supreme Council of State), changes in the organization of the GOS began to be implemented. The Office of the Indvuna yeTinkhundla is currently being given more responsibility in district or rural administration. It appears that this office will play a great role in mediating between the traditional and modern institutions of government.

The Tinkhundla system is headed by a governor, or Indvuna yeTinkhundla, whose office is in Mbabane. The office has ministerial status--including a principle secretary; and it reports directly to the office of the Prime Minister. Several functions of the former Ministry of Home Affairs are now in the Tinkhundla portfolio.

The new responsibilities of Tinkhundla in rural or regional administration reflect current GOS policy of decentralization. A somewhat different approach to development activities has also been planned. In its simple and ideal form, a chief-in-council (i.e., in consultation with other notables in his chiefdom) will identify development needs at the local level. Proposals will be discussed among small groups of chiefs at the local Inkhundla, and will then be presented as an Inkhundla proposal to the regional council. There is one regional council per district, comprised of regional councillors and headed by a Regional Secretary and ultimately by a Regional Administrator. Regional councillors are elected officials; there are two from each Inkhundla, approximately 20 per district, and a total of 80 in Swaziland. During national elections they serve as the electoral college for choosing members of Parliament.

Development proposals are forwarded from regional councils to the national Tinkhundla office by one of the four Regional Administrators. However, efforts will now be made to handle the problem or request at the regional level, or lower. Such decentralization seems to be intended to encourage greater self-reliance at local levels, thereby reducing demand for services on the national government. The system is also intended to encourage participatory planning in development, since proposals will "bubble up" from local chiefdoms.

Swaziland's four districts have been renamed "regions." The Regional Secretary will have most of the actual "hands-on" administrative duties of the region. The local project chiefs, extension worker supervisors, and others that comprised the former District Teams, will now advise the regional councils, but it seems as if "civil servants" will play a somewhat diminished role in their capacity as advisors to the locally-elected regional councillors.

Because of the need to explain the new GOS approaches to rural administration and development, the Office of Indvuna yeTinkhundla is particularly interested in the expanded program of training and development orientation for traditional leaders that will be supported by the project. This is especially true because chiefs will have increased power and responsibility in identifying development priorities and for guiding and coordinating development projects.

Schematic Representation of New Indvuna yeTinkhundla Structure:

Office of Prime Minister

National Office of Indvuna yeTinkhundla

Regional Administrators

Regional Secretaries

Regional Councils, comprised of
about 20 regional councillors each

40 local Tinkhundla, coordinated by
local Tindvuna yeTinkhundla

Chiefs-in-Council

Social Soundness Considerations Related to Development Training
for Traditional Leaders and Women

As documented at length in Annex G, there is a clear need for, and at least a 16 year history of, development training for traditional leaders in Swaziland. Furthermore, chiefs (and by implication, other local leaders) have expressed a clear interest in development training--in fact they have provided a mandate as well as guidelines for expanding the current training program of the MOAC. Thus there should be little question of the sociocultural feasibility of conducting such training in Swaziland. Of course, cultural constraints could arise in connection with particular innovations espoused during the course of training, but these cannot be considered here.

A few of the most traditional chiefs and other leaders may chose not to participate in training activities because of suspicious or negative attitudes toward what we have referred to as development. Such attitudes may result from unfavorable past experiences with development projects, from perceived threats to the chiefs' authority from new programs or projects--including the presence of government officials or new committees in their chiefdoms--or from anticipated negative impacts of new programs.

However, it may be expected that attitudes of suspicious or recalcitrant chiefs will begin to change as schools, clinics, protected water systems, and irrigated gardens appear in neighboring chiefdoms. Demand for development training/orientation, already relatively high among chiefs, should increase as the program expands and becomes more effective in stimulating rural development.

Sensitivities might arise over the involvement of U.S. funding and an American technical advisor in attempts to influence the attitudes, behavior, and leadership role of traditional leaders. However, plans to expand the existing training program have been coordinated with GOS officials and with traditional leaders themselves. The Community Development Section of MOAC will continue to have responsibility for the generally successful (if under-financed) training program it has been conducting for 16 years. And a GOS interministerial steering committee, which will include NGO representation, will guide, monitor, and generally oversee training for traditional leaders during the life of the project and hopefully beyond. It can also be noted that the British Ministry of Overseas Development briefly supported development training for Swazi chiefs in the late 1970's, apparently without raising nationalist sensitivities.

Regarding the sustainability of project benefits, it is expected that project-supported periodic evaluations of the expanded training program will demonstrate the value, including the cost-effectiveness, of training and orientation investments for traditional leaders. The establishment of a new civil service position for a Community Leadership Specialist by the end of the project's third year will be concrete evidence of GOS commitment to continuation of the expanded program. It is also expected that the GOS will assume the increased recurrent expenses of the expanded program after project support is ended.

Comments made toward the beginning of this annex about the diffusion or "spread effect" of benefits from education hold particularly true in the case of development training for traditional leaders (and for women, see below). Training inputs in the traditional sector, especially when directed toward those with traditionally-recognized authority, will increase the likelihood that a wide variety of health, agricultural, family planning, and other development projects will succeed. Success of such projects will directly improve the quality of life of the rural poor.

Women, since they outnumber men in rural areas, will be among the primary indirect beneficiaries of an expanded training program for traditional leaders. However, women are more than passive beneficiaries. By all accounts, including those of many chiefs, women tend to be especially active and interested in programs or innovations that will improve their life and that of their family. Moreover, Zenzele ("Do it yourself") women's associations tend to be the most sustainable of rural organizations, even though they tend to have relatively little contact with extension workers. Zenzele associations are multi-purpose, often covering a broad range of development activities such as sanitation, nutrition, gardening, family planning, income-generating activities, marketing, and the like. They are among the most widespread yet under-recognized local development groups in Swaziland.

The experience of home economists, as well as recent community-based research, has shown that women are generally eager to join Zenzele or other development groups. However, lack of female extension workers, combined with a certain amount of disinterest in "women's affairs" on the part of the more numerous male extension workers, has meant that women's organizations have had to struggle to achieve their goals largely on their own.

The expanded training and motivation program for women's organization members supported by the project should result in greater participation of rural women in Zenzele organizations, based on their past record of participation, and in the greater effectiveness of the organizations.

Rural women and their children will directly benefit from the training and motivational inputs. Since they have major responsibility for most homestead activities, including agriculture in many cases, women better trained in development matters should have a far-reaching, beneficial effect on the overall quality of life in Swaziland. The combined training programs for traditional leaders and women should foster improved cooperation between women's and other development-related organizations at the local level, thereby increasing the effectiveness of all such groups.

Finally, more enlightened mothers will pass their knowledge, practices and attitudes on to their children, thereby contributing to the education of a new generation of Swazis.

Evaluations during the life of the project of the effectiveness of the expanded program for women should convince the GOS of the value of assuming the relatively minor costs of sustaining the program after the end of the project.

FINANCIAL AND RECURRENT BUDGET ANALYSIS

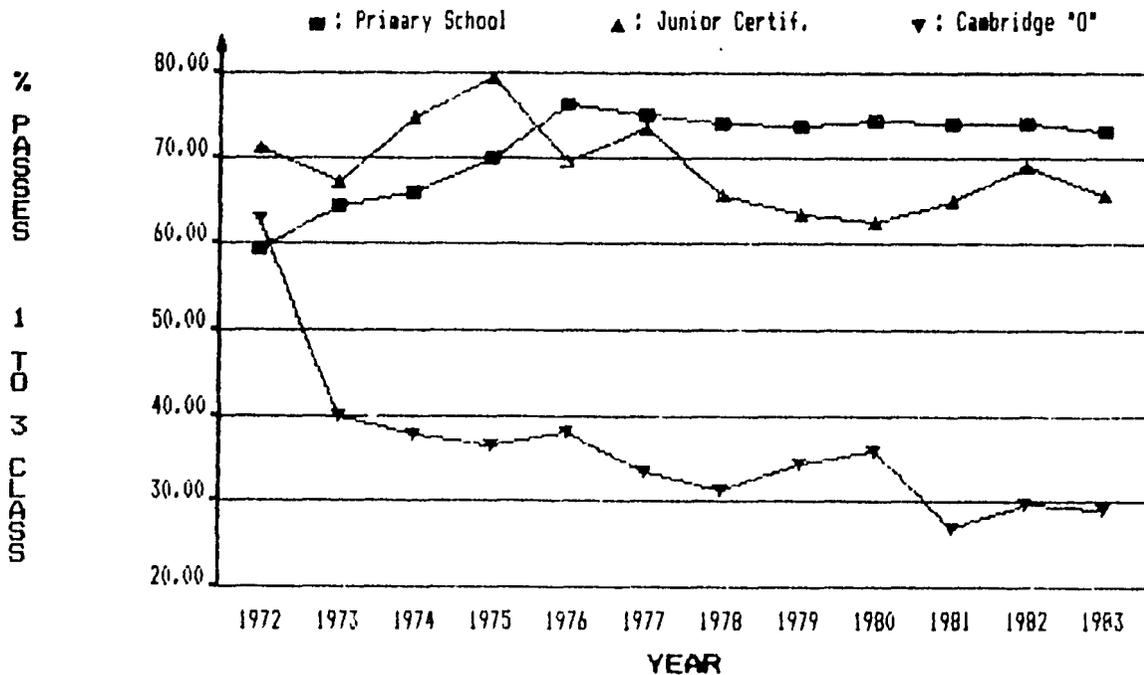
SUMMARY

The first section of this analysis looks at the macroeconomic financial situation of the Government of Swaziland (GOS). This section discusses the growing financial problems of the GOS and its possible inability to meet projected expenditure needs without large increases in debt. While the debt situation is better than most other countries, a potentially difficult situation could soon develop unless there is either improved control over spending or additional taxes. Donor-assisted development projects which make substantial recurrent or capital demands will exacerbate the situation. GOS funding of such new projects and programs may be at the expense of on-going programs.

The second section analyzes the GOS' capital and recurrent budgets over the past few years by functional classification. There has been little correlation between the amounts which were planned for capital spending in the Third Five Year Plan and the amounts included in the yearly budget allocations. There is similarly little relationship between budgeted spending and actual spending. The capital budget has usually been underspent and the recurrent budget overspent. Not only is there a large variation between functional items, but also there is wide year-to-year variation.

Education and training are the dominant users of recurrent budget monies, consistently spending 25% of the recurrent budget. In each of the last three years there has been a 15% overspending of the recurrent budget. The proportion of the budget going to each functional grouping has also been reasonably constant since 1978/79 with only spending on servicing the public debt increasing substantially. A World Bank study showed that in 1978 Swaziland spent a higher proportion of its recurrent budget on education than all but three sub-Saharan African countries. The improvements in the adult literacy rate and the near achievement of universal primary education reflect the accomplishments of the government; the declining pass rate on the Junior Certificate and Cambridge "O" level exams, however, reflects the growing problem of the quality of education. That it takes 12.6 years to complete 7 years of primary school reflects the higher than necessary costs of the primary school system.

PASS RATES FOR EDUCATIONAL EXAMINATIONS



There is a decreasing emphasis in the capital budget on spending for industry and mining (such as financial support for foreign firms interested in locating in Swaziland). Transport and communications receives the largest proportion of the capital budget, and, of the major users of capital funds, it has had the fastest growth and is the only one whose growth has been greater than inflation. Capital spending on education and training has varied from year to year and was particularly high in 1980/81 and 1981/82. For nearly all functional categories, implementation difficulties have meant that the amount actually spent was both less than the amount proposed in the Third Plan and less than the amount in the annual budget. On average, only 47% of the capital budget has actually been spent. The capital spending on education has led to a situation where the country possesses a good infrastructure for education and training.

The overall conclusion of this analysis is that the Government and people of Swaziland have shown by their actions that they value education very highly. This project does make substantial financial demands on Government revenue, mainly in the form of salaries, air-fares for participants going overseas for training, plus per diem and transportation for in-country training.

Past experience, however, has demonstrated that the GOS is willing to meet its obligations for overseas training, although, it has had difficulties in the past with meeting its obligations for other project spending. The lack of adequate budgetary processes and planning makes it difficult to rely on agreements on promised spending being translated into future budgets without frequent donor intervention. The project manager will probably have to remind the government of its financial commitments.

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PART I
OVERALL BUDGETARY PROBLEMS IN SWAZILAND

Swaziland is going through a difficult economic period. At present the effects of the world recession are still being felt and all the major exporting industries are having problems selling their output because of reduced demand world-wide and in South Africa. Damage to road and bridge infrastructure caused by a cyclone which struck the country in late January 1984 will make large demands on the government capital budget and force large-scale rearrangements of spending.

The Swazi government's fiscal year begins April 1. Table 1 presents information on actual revenue and expenditures for the period beginning with the Third Plan (1978/79) and including the proposed 1984/85 budget.

TABLE 1
REVENUE AND EXPENDITURES FOR GOVERNMENT OF SWAZILAND
1978/79 - 1983/84
in millions of emalangeni

item	1978/9	1979/80	1980/1	1981/2	1982/3	1983/4 revised budget	1984/5 budget	growth rate 1978/9 to 1984/5
REVENUE								
Company tax	12.7	17.8	15.7	18.0	18.4	27.0	20.7	8.8%
Tax on Individuals	10.8	12.2	17.1	20.1	20.2	21.6	25.3	13.8%
Customs Unions	54.1	74.2	84.8	62.7	117.6	120.7	130.4	14.0%
Sugar Levy	6.3	7.9	13.4	12.3	1.4	0.0	0.0	
Sales Tax							10.0	
other	14.7	14.1	20.9	16.7	19.1	20.7	21.4	6.4%
total revenue	98.6	126.2	153.9	129.8	176.7	190.0	207.8	11.4%
grants	5.7	7.2	9.4	4.4	5.4	5.1	6.4	-3.2%
TOTAL REVENUE + GRANTS	104.3	133.4	166.3	134.2	182.1	195.1	214.2	10.8%
SPENDING								
Recurrent spending	59.2	65.3	84.5	199.1	124.0	135.5	144.9	16.2%
(of which personnel)	(32.8)	(34.9)	(45.9)	(59.2)	(66.6)	(74.8)	(85.2)	(17.0%)
Capital Spending	84.8	65.9	57.7	73.1	72.4	72.6	71.8	-0.3%
TOTAL SPENDING	144.0	131.2	142.2	182.2	196.4	208.1	216.7	8.8%
BALANCE (negative for deficit)	-39.7	2.2	24.1	-48.0	-14.3	-13.0	-2.5	

NOTE: All growth rates are log-linear growth rates using all data points.
SOURCE: Government of Swaziland, Fourth Five Year Plan, 1984 (not yet published).

Swaziland's budgetary position has remained fairly stable during the past few years. Revenue has been greater than recurrent spending in every year since 1977/78. Thus, the government has been able to make some local contribution to the capital budget. In both 1979/80 and 1980/81 outside assistance resulted in overall budgetary surpluses. External borrowing by the Government has exceeded financing requirements in several years, and the Government has been able to remain a net creditor with respect to the domestic banks.

In 1978/79 and 1981/82 the Government experienced sizeable overall budget deficits equal to 14% and 8% of GDP. The 1978/79 deficit was because of large investments in infrastructure and

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industry (southern rail link, third sugar mill, Mnjoli Dam and Lozitha State House); the 1981/82 deficit was essentially caused by a sharp decline in revenue (related to the customs union) and a significant increase in expenditures associated with the former King's Diamond Jubilee. The 1978/79 deficit was financed by increased external borrowing while the 1981/82 deficit necessitated a substantial draw-down of the Government's bank deposits.

During the period from 1978/79 to 1983/84 revenues have grown by slightly less than the inflation rate. (Prices increased on average by 13.4% per year. Thus, there has been a slight negative real growth in revenue, a large reduction in real capital spending and a real increase in recurrent spending (especially spending on personnel.) The negative growth in capital spending is partly because of implementation difficulties and the completion of large capital projects in 1978/79. The IMF noted in 1980:

"The accelerated pace of public investment spending, particularly in 1978/79, brought to the surface a number of weaknesses in budget formulation, execution, and control, due largely to a shortage of trained manpower. Fiscal discipline was also being threatened by the growth of expenditure commitments not subject to budgetary scrutiny, especially those arising from the provision of government guarantees to enterprises outside the effective control of the Government."

The 1981 Report by the Auditor General for the financial year ending 31 March 1981 noted continued "omissions, misposting and failure to make proper bank reconciliation, balancing of cash books and general check up of liabilities, assets, deposits and capital accounts." The report provides examples of overbillings, excessive cost overruns, fraud and questionable expenditures. In the 1984/85 Budget Speech the Minister of Finance said "I am determined that during my tenure of office, a proper and efficient system of financial management and control will be re-established...Any principal secretary failing to observe the correct procedures for control of funds...will be considered for surcharge under the Financial Act." [The Financial Act permits the Minister of Finance to charge the Principal Secretary for overspending.]

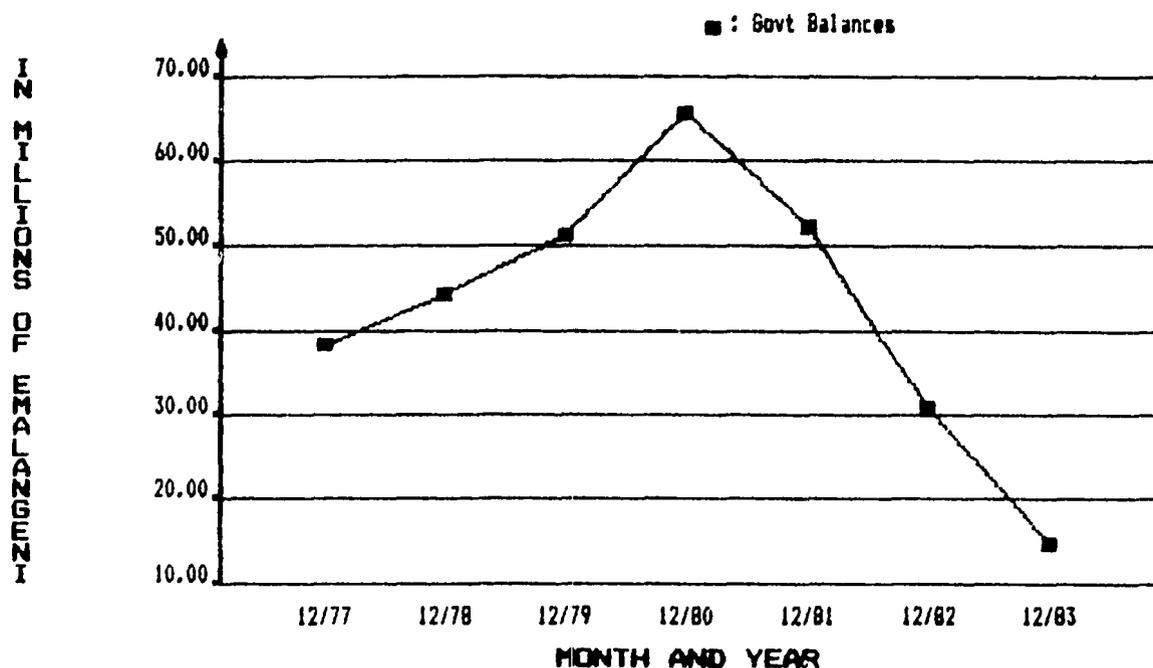
The situation has been exacerbated by fluctuating Customs Union receipts. The year-to-year growth rate since 1978/9 has been +37.2%, +17.0%, -27.8%, +87.6%, +2.7% and 8.0%. The level of Customs Union receipts is known in advance but the GOS has been unable to adjust spending or other taxes to accommodate changing receipts. In the past the Government has had ample funds in reserve to handle the fluctuating receipts.

Personnel expenditures have taken just over half the total recurrent spending since 1978/79. The increase in the debt outstanding is reflected in public debt service payments which amounted to 2.1% of the 1978/9 recurrent budget and grew to 10.7% of the revised estimate of 1984/5 recurrent spending.

In the last three years only receipts from the Customs Union have increased. Collections from all other major taxes have dropped or been stagnant. Had it not been for the large increases in Customs Union receipts, the deficits would have been

unmanageable. The GOS drew down on its bank deposits to fund recent deficits. The government had a net creditor position with the economy of E44.4 million in March 1978. This rose to E65.7 million in March 1980 but has since fallen to E14.6 million in December 1983.

NET CREDITOR POSITION OF GOVT OF SWAZILAND

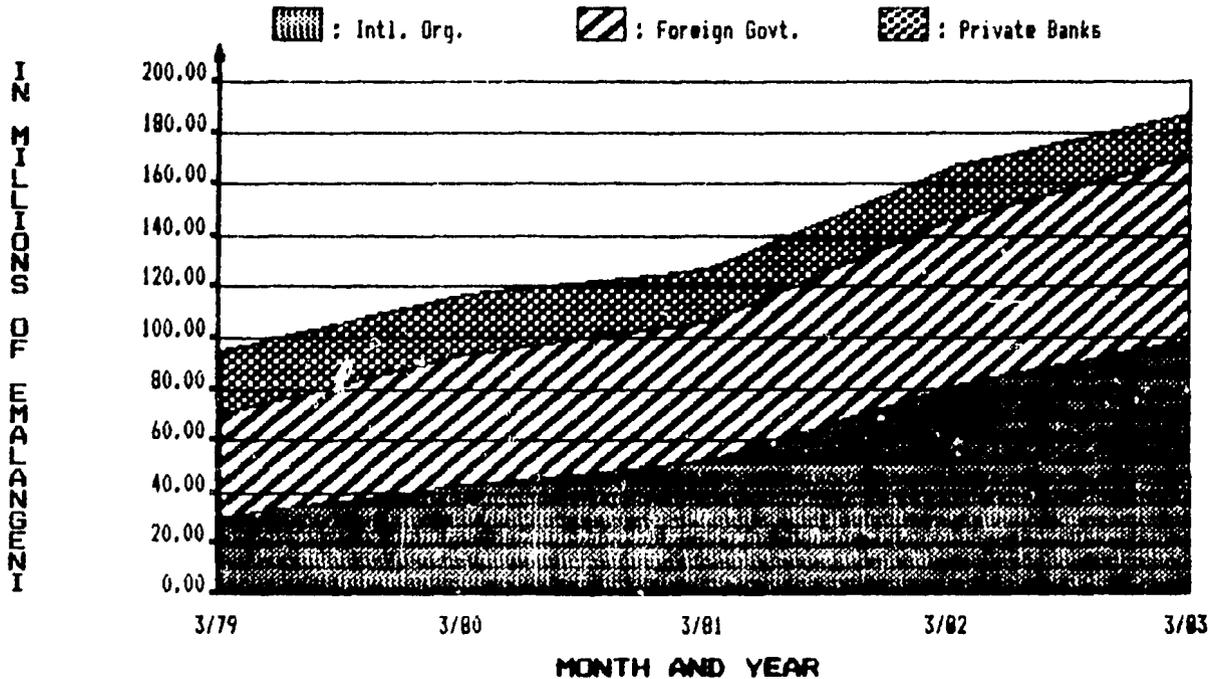


The government no longer has the cash reserves to fund deficit, and must increasingly borrow to meet its capital requirements. Total external public and publicly guaranteed debt stood at E99.4 million at the end of March 1979. By the end of the Third Plan in March 1983 it had risen to E187.5 million. Much of the increase in the debt was caused by borrowings for the third sugar mill, southern rail link and other large capital projects. The debt is increasingly owed to international organizations at higher interest rates and with shorter grace periods than bilateral loans which usually have concessional elements.

Only E16.6 million of the currently outstanding debt was borrowed at commercial rates from commercial banks. The balance is owed to international organizations (mainly the World Bank and African Development Bank/Fund) or to foreign governments (mainly the UK and West Germany). Twenty-nine percent of the debt is owed by public enterprises and as such will only involve a burden on the government if those enterprises are unable to meet their commitments.

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TOTAL PUBLIC AND PUBLICLY GUARANTEED DEBT



The overall debt situation in the country is very good, especially when compared to other countries. The trend indicates, however, that possible difficulties are developing. While the current ratio of debt service payments to exports is still very low, just over 6.5%, it was only 2.2% at the beginning of the Third Plan. In 1980, the debt service ratio for all sub-Saharan countries averaged 28.3%, and for all middle income countries it averaged 20.7%. Similarly debt servicing took 2.1% of total government recurrent spending at the beginning of the plan period, but 10.7% of total estimated recurrent spending in the 1984/85 budget. Debt is now 29.6% of GDP, compared to 15.6% at the beginning of the plan period. In 1981 countries with a per capital income comparable to Swaziland's had an external debt that was 36.3% of GNP.

B. FUTURE PROJECTIONS

For the Fourth Development Plan (1984-1989), the government has projected receipts and expenditures as:

TABLE 2
REVENUE AND EXPENDITURE FORECASTS FOR GOVERNMENT OF SWAZILAND
1985/86 - 1989/90*
in millions of current emalangeni

	1985/6	1986/7	1987/8	1988/9	1989/90
REVENUE					
Individual and Company Tax	55.3	59.2	64.5	69.9	76.0
Customs Union	134.7	151.6	170.0	182.9	204.8
Sales Tax	11.1	11.9	13.2	14.4	15.9
Other	43.4	46.6	51.6	56.6	62.5
TOTAL REVENUE	224.4	269.3	299.2	323.8	359.2
SPENDING					
Recurrent spending	157.8	172.1	187.5	204.8	222.5
Capital Spending	98.5	110.0	125.4	133.7	152.4
TOTAL SPENDING	256.3	282.1	312.8	338.5	374.8
DEFICIT	-11.9	-12.8	-13.7	-14.6	-15.7

* Estimated by the GOS/USAID Econometric Forecasting Model.

Originally the model was run without constraining the magnitude of the deficits. However, that showed that the deficits would be growing to over E100 million by 1989/90. The Government felt that this was too large and instead a decision was made that the annual deficits could not be greater than E10 million in 1983 emalangeni. Capital spending was restrained to force the deficit down.

Inflation is expected to average around 9.8% per year. Real economic growth is estimated to be no more than 2.3% per year during the Fourth Plan period. This implies that real per capita income will fall by 1.1% per year. Sugar prices are not expected to rise above the threshold price where the levy begins to collect revenue. Easing the situation somewhat is the proposed sales tax. The Government estimates that this tax will collect E10 million in its first full year of operation, however, since the scope of the tax has not yet been determined, and the people who will have to administer it have not been trained, it is unlikely that it will be operational by April 1, 1984.

However, there are still large deficits projected during the coming plan period. Lacking cash reserve funds, the government will have to engage in extensive deficit financing. Total estimated external public and publicly guaranteed debt stood at E187.5 million at the end of March 1983. If the above deficits are financed through borrowing, then the debt will increase by a third during the 4th plan period. Unless concessional grants and soft loans are procured, the commercial financing of this debt will further increase the anticipated deficits. At present the estimated cost of servicing the debt (10% interest, three years grace period with automatic rollover of debt) is projected to amount to 11.6% of total recurrent spending by 1989/90. If the terms of borrowing are harder, then non-debt servicing spending will have to be further restricted.

The proposed levels of spending and the resultant increase in debt are justified if there are projects which are economically viable and which yield long term benefits to the

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nation. However, most of the additional spending is on debt service payments and recurrent personnel costs. Much of the increase in debt in the last few years has taken place to pay operating costs of the Government. Additional increases in debt for non-long term capital projects could lead to debt-servicing problems. The Government's internal analysis of the financial implications and economic viability of capital spending is weak. Usually if a donor is willing to pay (or provide loan funds) for a sizable portion of a project, then it will be included in the budget.

While the budgetary difficulties of the Government of Swaziland are considerable and projected to get worse in the coming years, they are not of the magnitude of many other countries. The current low level of public and publicly guaranteed debt gives the Government some time to control spending or to impose new taxes. Improved fiscal control and reduced deficits are necessary if the Government is to avoid increasingly difficult dilemmas in the future. The new Minister of Finance has emphasized the need to eliminate recurrent budget overspending, improve accountability, and ensure that the Government's money is spent more intelligently than in the past. Unless these succeed, the GOS will only be able to meet new recurrent spending by cutting existing recurrent spending; capital spending will have to be drastically curtailed. Funding difficulties have already forced the GOS to meet only ongoing capital commitments, with very few new starts in both 1983/84 and 1984/85. Without additional revenues, and/or improved management of existing spending, the partial freeze on hiring additional staff and on initiating new capital projects will probably have to continue for the rest of the decade.

PART II RECURRENT AND CAPITAL BUDGETS

Taking the projections for capital spending contained in the Third Five Year Plan and inflating them to reflect inflation allows a comparison of the spending which was projected by the Plan, with budgeted and actual spending. Table 3 provides details on the actual capital spending made by the GOS since the beginning of the Third Plan in 1978/79.

TABLE 3
GOS CAPITAL BUDGET
in millions of current emalangeni

	1978/79	1979/80	1980/81	1981/82	1982/83	1983/84 estimated	1984/85 budget
GENERAL SERVICES							
general							
administration	10.7	2.2	2.0	4.0	4.7	4.4	5.9
law and order	1.9	1.8	1.5	2.2	3.1	2.5	5.8
SOCIAL SERVICES							
education and							
training	6.4	6.1	9.8	14.6	7.2	7.5	12.0
health	1.1	.8	1.3	1.0	1.8	1.4	6.2
housing	1.2	.2	1.2	1.8	1.7	.5	.5
other community							
services	2.1	2.0	3.8	6.2	4.4	1.3	2.8
ECONOMIC SERVICES							
agriculture	17.4	14.7	10.1	11.6	14.1	7.5	4.0
industry and							
mining	3.2	2.7	2.4	1.9	.2	2.6	.0
water and							
sewerage	.4	1.3	1.7	1.8	1.5	3.1	2.1
transport and							
communication	8.5	12.8	11.5	16.4	19.0	28.8	23.9
other economic							
services	.8	.1	.0	.3	.0	.0	.1
TOTAL	53.6	44.7	45.3	61.8	57.7	59.6	63.3

SOURCE: GOS Ministry of Finance, 1984

While the dominant user of capital funds was projected to be industry and mining, the budget did not reflect this priority. Capital spending on transport and communication has been on additional roads, improvements at the airport, and additional telecommunications equipment. Education has become the second largest user of capital funds. This is partly because of the need to spend the balance in the World Bank's Third Education Loan. This will increase GOS supporting expenditures. Agriculture, which had been the second largest user of capital funds (purchasing equipment for the RDAs), is scheduled to be a minor user of capital funds this year.

GOS CAPITAL BUDGET EXPENDITURES (PERCENT)

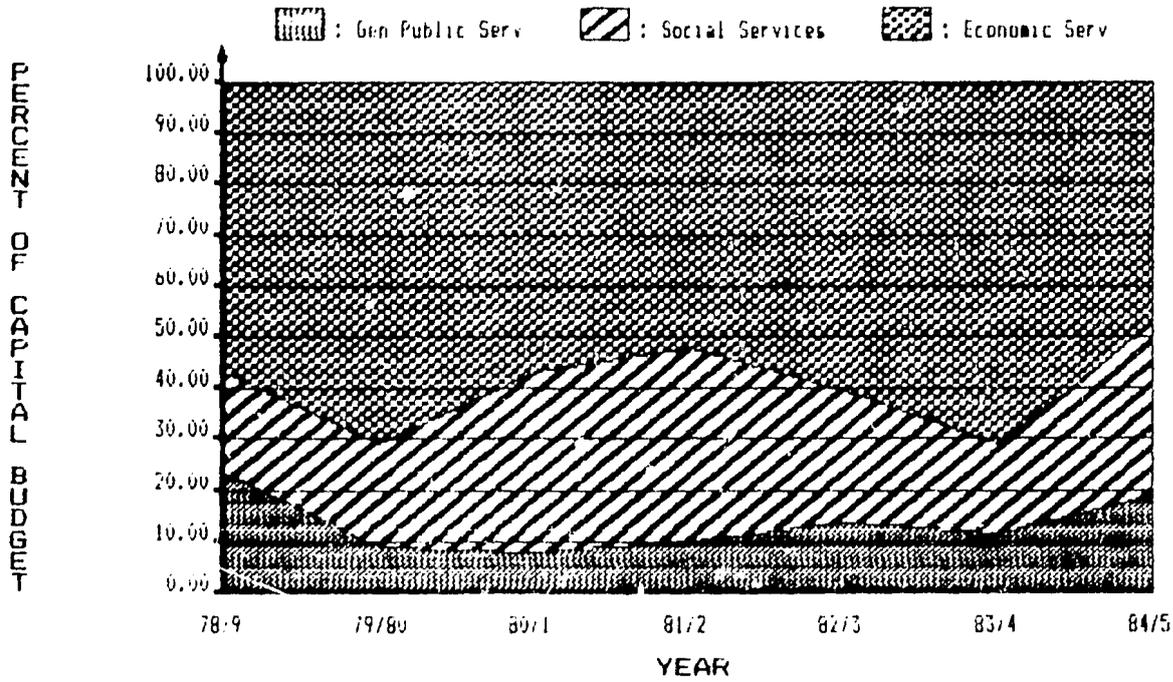


Table 4 shows how planned and budgeted allocations compare with actual spending.

**TABLE 4
 ACTUAL CAPITAL SPENDING AS A RATIO OF PLANNED CAPITAL SPENDING
 AND
 ACTUAL CAPITAL SPENDING AS A RATIO OF BUDGETED CAPITAL SPENDING**

	actual divided by planned spending:					actual divided by budgeted spending					
	78/9	79/80	80/1	81/2	82/3	78/9	79/80	80/1	81/2	82/3	83/4
GENERAL SERVICES											
general administration	.58	.49	.34	.58	.63	.72	.65	.44	.91	1.27	.88
law and order	.39	.26	.23	.37	.43	.42	.34	.36	.30	.52	.49
SOCIAL SERVICES											
education and training	.55	.41	.64	.86	.40	.74	.45	.64	.94	.85	.84
health	.33	.38	.59	.50	.75	.55	.29	.21	.36	.54	.74
housing	.75	.06	.18	.32	.27	1.00	.11	.39	.67	1.06	.24
other community services	.52	.53	.88	1.55	1.13	.88	.41	.88	.75	.96	2.00
ECONOMIC SERVICES											
agriculture	.70	.52	.83	.76	.78	.79	.58	.63	.75	.93	.76
industry and mining	.12	.09	.09	.08	.01	.18	.13	.07	.18	.04	.79
water and sewerage	.18	.56	.44	.44	.39	.44	.56	.42	.40	.47	1.00
transport and comm.	.22	.78	.84	.83	.66	.26	.63	.36	.56	.49	1.04
other economic serv.	.80	.17	N/A	1.00	N/A	.89	N/A	N/A	1.00	N/A	N/A
TOTAL	.80	.17	.46	.60	.52	.50	.44	.37	.61	.64	.88

Overall, of the E564 million that was planned for capital spending during the Third Plan (78/9-82/3), only E522 million was actually budgeted. E263 million (47% of the planned spending) was actually spent. Since spending was always so much less than the amount budgeted the Government in the 1983/84 budget reduced the capital budget to make it more closely approximately probable spending. Thus in 1983/84 88% of budgeted spending was actually

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spent whereas in the earlier years never more than 2/3 of the capital budget was actually spent. Further, the spending by all the major functional categories of the budget more closely approximated the budget than was true previously. However, as the table shows, the performance by functional group was still uneven. This inability to meet planned spending was discussed briefly earlier. The table shows there is very little correlation between planned, budgeted and actual spending figures. There are no consistent patterns as to which functions are better at meeting the original plan or utilizing their budgetary allocations. The decisions on capital spending priorities which were contained in the Third Plan were not implemented through the annual budgetary process, and the annual budget's priorities are not reflected in the actual spending which takes place.

During the Third Plan, of the E12 million planned for capital spending in health, E17 million was budgeted for expenditure. However, only E5.4 million was actually spent. In transport and communications E117.2 million was planned, E153.1 was budgeted, but only E103 million was spent. Eighty-eight percent of the planned transport and communications expenditures were actually made. In agriculture 96% of the planned capital spending was budgeted, but only 63% was actually expended. Of the major spending ministries the worst result was for the Ministry of Education which was able to budget for 80% of its planned expenditures, but only implemented 54%.

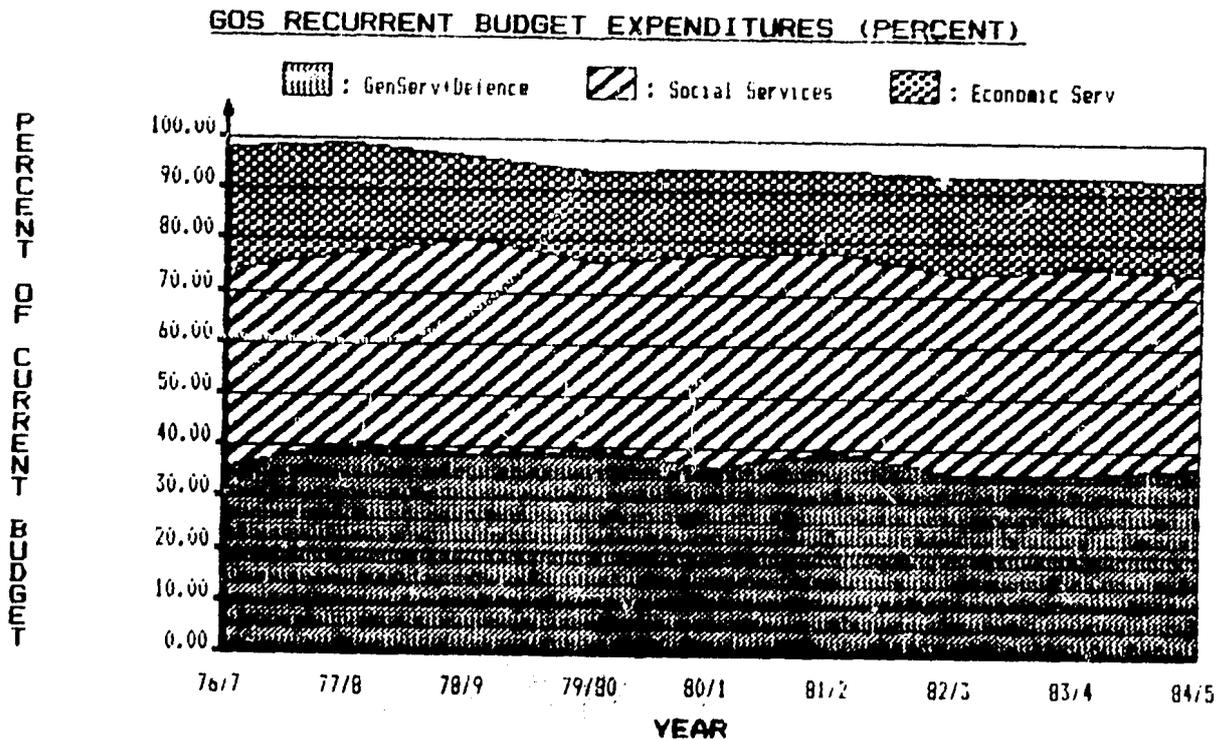
Making the results worse, many of the projects which were budgeted and implemented were not part of the Third Plan. That is, a donor proposed a project not contained in the Plan and the government decided that it ought to be implemented rather than those projects already approved. In short, the Plan was not a guide to action. However, neither does the annual budget give much guidance as to which projects will be implemented during the year. The last year for which there is an accepted audited report is 1979/80. While nothing appeared in the original budget for contributions to the Royal Swazi National Airline, the shipping company or the Lavumisa rail link, a total of E17.4 million was actually spent. A large number of other projects had their spending either delayed or reduced to accommodate these unplanned costs.

The situation with the recurrent budget is no better. Table 5 gives the breakdown on expenditures using the IMF classification scheme.

TABLE 5
FUNCTIONAL CLASSIFICATION OF GOVERNMENT RECURRENT EXPENDITURE
 millions of emalangeni
 GOS fiscal year

	76/7	77/8	78/9	79/80	80/1	81/2	82/3	83/4	84/5 budget
GENERAL SERVICES	12.9	16.1	15.4	17.7	22.4	33.1	31.1	33.5	41.9
General Admin	8.4	10.5	8.1	10.1	13.2	21.4	17.1	18.5	24.9
Pub. Ord/Safety	4.5	5.6	7.3	7.6	9.2	11.7	14.0	15.0	17.0
DEFENCE	2.0	3.7	7.3	8.2	8.5	10.3	12.9	14.3	11.6
SOCIAL SERVICES	15.3	18.0	24.7	23.7	34.9	42.3	48.0	54.1	54.6
Education	9.6	11.6	14.8	14.9	22.2	25.7	29.8	33.9	34.3
Health	3.7	4.2	4.7	5.3	7.1	8.2	11.6	13.5	12.6
other	2.1	2.2	5.2	3.5	5.6	8.4	6.6	6.7	7.7
ECONOMIC SERVICES	9.6	10.4	9.7	11.4	14.2	17.6	24.1	23.7	26.2
Agriculture	3.1	3.9	5.2	6.2	7.8	9.2	10.8	11.4	12.6
Industry/Mining	.6	1.1	1.0	1.0	1.4	1.4	1.7	1.4	1.8
Water/Sewer	1.5	2.1	.2	.2	.4	.4	.5	.7	.9
Roads	1.8	2.8	2.9	3.5	4.0	6.0	9.8	9.3	9.8
Other	2.5	.6	.4	.5	.6	.6	1.3	.9	1.1
PUBLIC DEBT	.5	.4	2.1	4.2	4.6	5.8	7.9	9.9	10.7
TOTAL	40.2	48.5	59.2	65.3	84.5	109.1	124.0	135.5	144.9

SOURCE: Government of Swaziland, Ministry of Finance, 1984



Consistently the largest user of recurrent funds is education with the general administration of the Government a distant second. The proportion of the total recurrent budget being spent on each functional grouping has been very constant

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from year to year. Agriculture consistently has been spending 9% of the recurrent budget; education has varied between 23% and 26%. The only entry which has increased its proportion tremendously is the servicing of the debt: it spent 1% of the budget in 1976/77, but is estimated to take 7% of the recurrent budget in 1984/85. While defense has increased its spending from 5% to 8% between 1976/77 and the present, this hides a drop since 1979/80 when defense spent 13% of the recurrent budget.

Actual spending as a percentage of budgeted amounts is presented in Table 6.

TABLE 6
GOVERNMENT OF SWAZILAND
RECURRENT BUDGET
ACTUAL SPENDING AS PERCENT OF AMOUNT BUDGETED

	76/7	77/8	78/9	79/80	80/1	81/2	82/3	83/4
GENERAL SERVICES	-18%	29%	-25%	0%	4%	27%	7%	10%
General Admin.	-28%	45%	-43%	-3%	6%	40%	2%	5%
Pub. Ord/Safety	11%	6%	16%	4%	1%	9%	14%	16%
DEFENCE	33%	131%	60%	61%	35%	7%	8%	29%
SOCIAL SERVICES	39%	23%	28%	4%	19%	15%	19%	19%
Education	51%	32%	34%	2%	15%	19%	22%	20%
Health	27%	11%	-1%	-7%	2%	-6%	18%	30%
other	17%	7%	49%	38%	80%	27%	6%	-1%
ECONOMIC SERVICES	53%	12%	-18%	-13%	-9%	-3%	32%	9%
Agriculture	16%	-5%	-2%	-1%	1%	3%	11%	10%
Industry/Mining	33%	78%	25%	32%	79%	8%	21%	-3%
Water/Sewer	:	:	:	-89%	-81%	-20%	-17%	-1%
Roads	:88%	18%	-40%:	-3%	-11%	-9%	72%	13%
Other	:	:	:	-30%	-2%	-25%	44%	0%
PUBLIC DEBT	-69%	-88%	176%	-11%	-37%	32%	-5%	10%
TOTAL	12%	17%	4%	3%	6%	15%	15%	15%

Education has consistently overspent its budget, and since 1979/80 it is increasingly overspending each year. Since education is the largest single functional classification, a 20% overspending in 1983/84 translates to E5.6 million. In other words, 4.1% of the total GOS recurrent budget spending in 1983/84 was budget overruns in education. Proportionally a worse offender is defense which overspent its budget by 131% in 1977/78, and by 60% in each of the two subsequent years. General administration which overspent by 45% in 1977/78, underspent the following year and has been close to budgeted totals since then.

A study by the World Bank on recurrent spending in low income countries estimated that Swaziland was spending 1.9% of its GDP on agriculture while the mean for the 27 countries surveyed was 0.9%. Similarly with education Swaziland was spending 3.8% while this group of countries spent 2.7%.

The World Bank's Accelerating Development in Sub-Saharan Africa showed that in 1978 Swaziland spent 21.4% of its recurrent budget for education, while the median middle-income oil-

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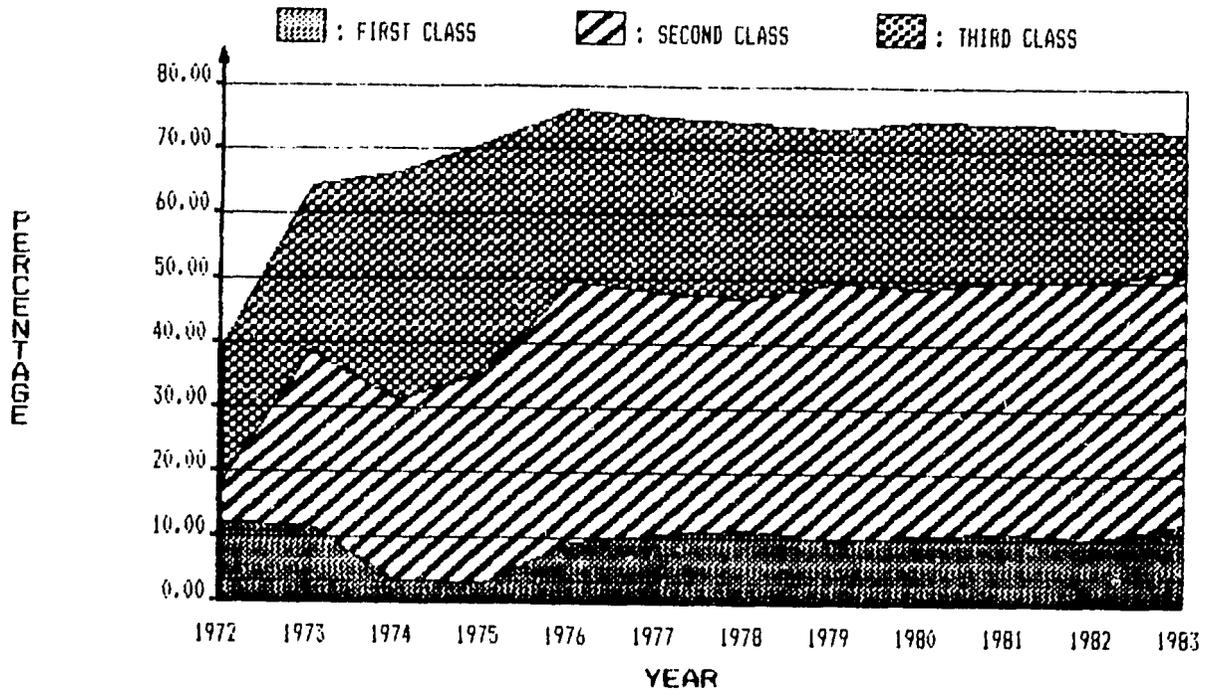
importing African country spent 17.8%. More accurate data than was available to the World Bank shows Swaziland spent 25% of its recurrent budget on education in 1978, and has continued to spend a comparable percentage since then.

Partly distorting the government's record on education is its inability to provide any assistance to local school boards other than buildings and teacher salaries. In the most recent government recurrent budgets, over 93% has been spent on salaries, with very minor amounts on the purchase of books, durables and equipment. For budgetary reasons these items are now the responsibility of the local school board or the students. At the University of Swaziland the students receive a book stipend.

More important than the level of spending which the Government of Swaziland makes in the field of education is the results of that education. On the positive side there has been a tremendous increase in the number of students attending primary and secondary school. In 1972 there were 392 primary schools and 76,343 primary school students. By 1981 there were 470 schools and 119,913 students. This translates to an average increase per year of 5.1% and an increase in the school age enrolments as a percentage of school age population from 55% to 79%. In secondary school the results are even more graphic. Enrollment rose from 10,681 in 1972 to 24,826 in 1981 (a 9.8% average per year growth) and the number of schools from 62 to 86.

Nearly every country bemoans the reduction in the quality of education in the recent past. Swaziland is no exception. Measures of the quality of education are varied. The primary school certificate is a locally administered exam. The number passing this exam has grown from 3,900 in 1972 to 7,889 in 1981. While overall this is an improvement in the pass rate from 59% to 75%, the percentage passing has been reasonably stable at 73% in the last five years. Because students are no longer being automatically promoted, many find that it takes more than one year to complete a specific year of school. Overall the Ministry of Education estimates that it takes 12.6 years to complete the seven years of primary school education.

PER CENT PASSES--PRIMARY SCHOOL EXAMINATION

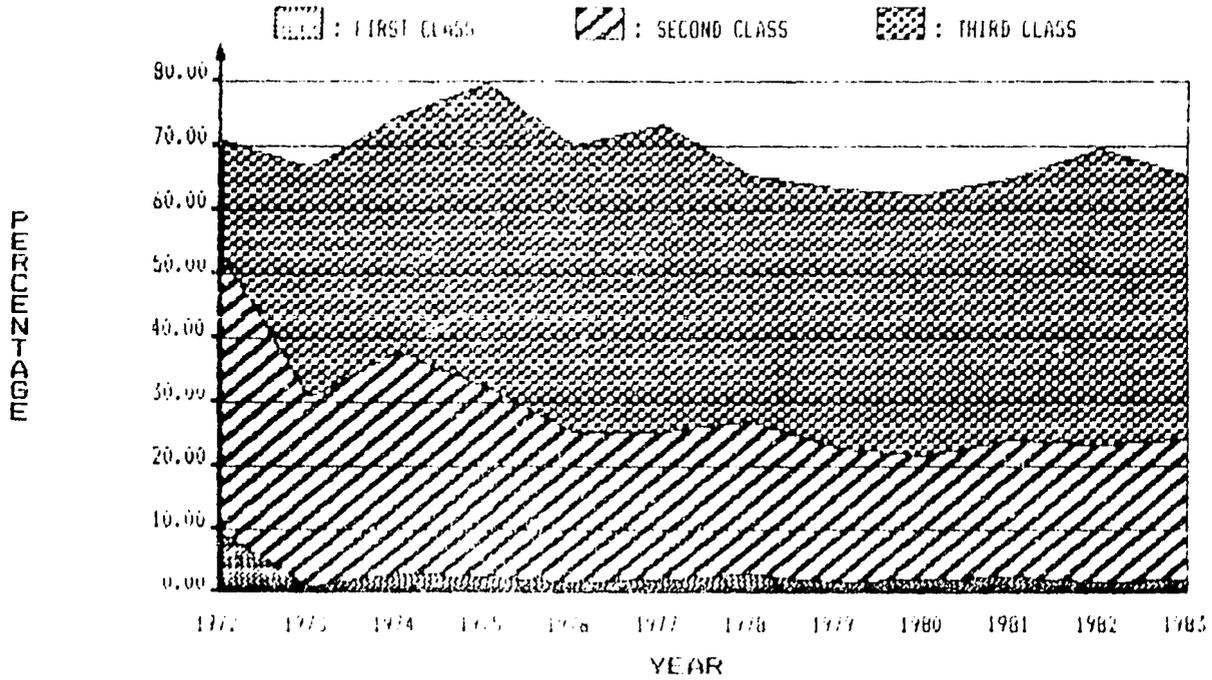


Keeping rough pace with the growth in the primary school enrollment has been the number of teachers. In 1972 there were 1,449 qualified primary school teachers and 556 unqualified teachers. In 1981 there were 2,773 qualified and 493 unqualified teachers. The average annual growth in the number of qualified teachers has been 7.5%. This has resulted in a reduction in the number of pupils per qualified teacher. In 1972 there were 53 pupils per qualified teacher in 1972 and in 1981 there were 43 pupils per qualified teacher.

The Junior Certificate exam is taken after completing three years of secondary school. In 1972 there were 1,287 pupils passing this exam out of 1,809 who took it, for a pass rate of 71%. In 1981 4,852 took the exam, 3,149 passed it and the pass rate was 65%. To the extent that the JC exam is a measure of quality, there has not been any reduction in quality even with the 268% increase in the number taking the exam. However, the first and class passes remain low with most of the people passing the exam receiving a third class pass. Everyone who passes this exam is eligible to continue to form 4 (senior secondary school).

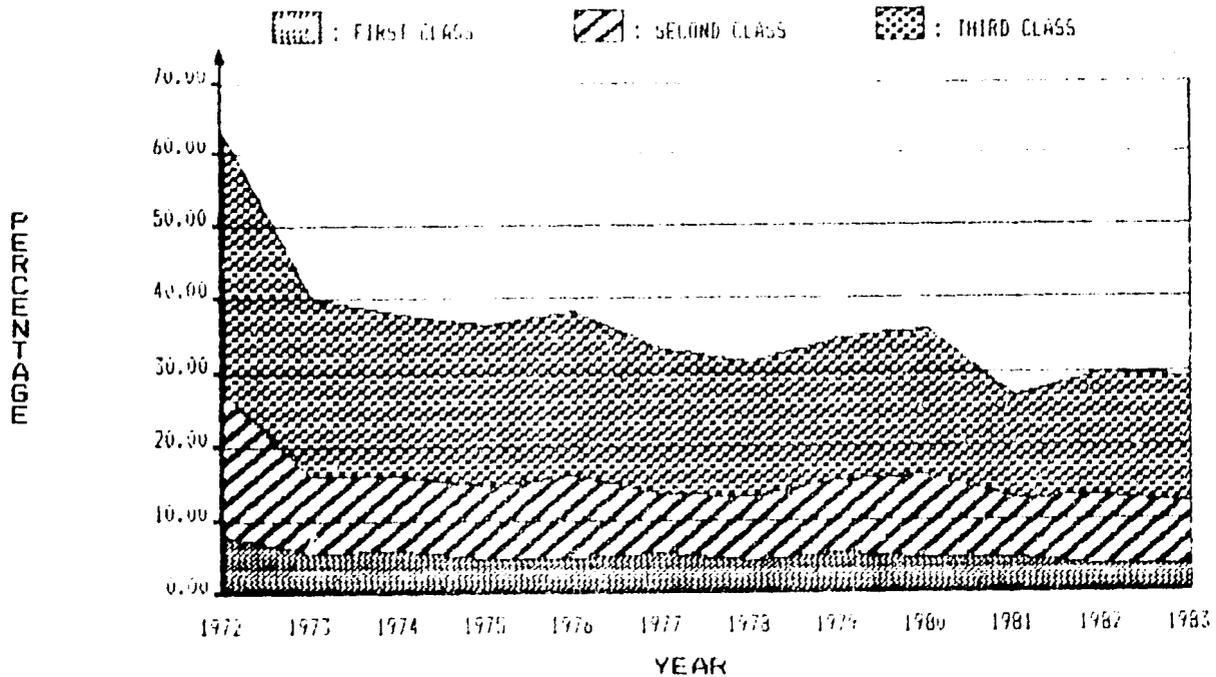
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PER CENT PASSES--JUNIOR CERTIFICATE EXAMS



The most serious concern with respect to education revolves around the Cambridge "O" level exam results. In 1972 684 students took the exam and 429 received at least a third class pass. By 1981 2,032 students took the exam and 544 received at least a third class pass. This means that the pass rate has fallen from 63% to 28%. Thus, while the number of people taking the exam increased almost three-fold, the number passing it increased only 27%.

PER CENT PASSES--CAMBRIDGE 'O' LEVELS



As disappointing as the drop in overall passes is, there has also been a continued decline in first class and second class passes. The percentage of candidates with a third class pass has actually risen slightly in the last two year. Were the graph to

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exclude passes from the three major secondary schools, then there would have been no first class passes in recent years, and very few second class passes. Many schools only had third class passes, and last year two schools did not have any student receiving a Cambridge "O" pass. There are many explanations for this decline. Some that have been given include the too rapid expansion in secondary schools and pupils and inadequately trained teachers. All students are eligible to take the exam, none are prevented. This exam is written in England and administered around the world. It is not written to measure the educational needs of people in Swaziland and has been criticized as being excessively academic. It has also been frequently stated that Swaziland ought to deemphasize academic training at its schools and emphasize the development of practical skills. These arguments are usually presented because the results of this exam are not favorable.

The number of Swazis attending various Universities around the world has increased from 200 in 1972 to 1,447 in 1981/82. This translates to an annual growth rate of 24.6%.

In conclusion, the GOS' planning and budgetary system, while functioning well on paper, has not been implemented. There are insufficient controls on spending and planned or budgeted priorities are uncorrelated with actual spending. While the country's record on improving its education is exemplary, there are growing problems with quality caused by the faster expansion in the number of pupils and classrooms, than in the number of adequately trained teachers working in adequately equipped classrooms.

ECONOMIC ANALYSIS

SUMMARY

While the data is limited, and some of its accuracy is highly questionable, it appears that the returns to overseas and in-country training are sufficiently highly valued in Swaziland to make these expenditures economically viable. The real internal rate of return for post-graduate degree training is just over 8%, while the real returns to overseas short-term training at the post-first degree level is 23% for people in government, 7.6% for people in the private sector and 4.6% for people in education. However, the results in education are skewed by having large numbers of people in this category who were qualified to teach at the post secondary level but decided not to. Localization tends not to change the cost to government for most of the people it hires as the expatriates are usually paid a local salary with supplementation coming from foreign sources. If foreign donors reduce their spending in Swaziland, there will not be any alternative to localization, and the skills must be there or the quality and efficiency of operation will drop. In the private sector the return to first degree training is 11.2% while the return to short term overseas training is 87%. In-country training, which is highly focused, tends to yield exceptionally high returns (usually over 100%) in Swaziland.

DETAIL

The Government of Swaziland's Central Statistical Office (CSO) reports yearly on the returns to different skill levels by sector of the economy. Unfortunately, there is not a comparable breakdown relating to level of education. However, for the purpose of the PP we can use the results of the Manpower Survey 1977 which reported the returns by level of education and whether citizen or non-citizen, and update the results using the yearly Employment and Wages report of the CSO.

This project will be providing many different forms of training. This analysis, shows the returns to:

- long term post degree training
- short term overseas post degree training
- short term in-country post primary training
- short term in-country post junior secondary school training, and
- short term in-country post senior secondary school training.

Where the data permits the returns are broken down by whether the person will work in government, education or the private sector. The costs are based on the projected USAID *plus* GDS contributions to each component of the project.

Swaziland is a market economy, and recent analysis of the salaries in government show that for comparable education and training it pays less than the private sector. There has been some drain of post-secondary school trained people to the private sector. The government establishes minimum wage scales for a wide variety of industries and skill levels. However, these tend to be primarily at the non-professional or administrative levels.

Thus, the actual salary increments which people have received in the past are the ones which this analysis used to determine the returns. No adjustments were made for overvalued foreign exchange since the Swazi lilangeni is backed 100% and trades at par with the internationally traded South African Rand. Since the end of the *financial rand* in 1983, the value of the rand has closely approximated its market value. Government budgetary difficulties are getting more severe, but are still not at the level of difficulty which exists in other sub-Saharan African countries. However, because of the difficulty all GOS contributions to this project are inflated by 25% to reflect the opportunity cost of scarce capital.

Because the number of Swazis who have post-bachelor degrees (master's or doctorate) is so small this analysis had to use the returns to non-Swazis working in Swaziland. This excludes any supplementation they may be receiving from their home company or government, or any special inducements that are paid. In the educational area the IRR for twenty years is 5.9% and in the private sector it is 6.4%. For a thirty year benefit cost stream the two IRRs increase to 8.1% and 8.5% respectively. A curious anomaly arises with post-graduate degrees in government. In the past non-Swazis with post-graduate degrees have tended to be paid less than people with bachelor degrees. However, the sample size was rather small and does not lend sufficient confidence to the results. The returns to post-graduate degrees is negative. This result has been noticed in a number of other countries.

Short-term overseas training for people with a first degree yields an internal rate of return, over twenty years, of 23.4% if the person will work in government, but only 1.9% if the person works in the educational area. The private sector values post-bachelor degree training at 7.6%. Were we to use a thirty year benefit and cost stream the three returns increase to 23.8%, 4.6% and 9.3%. The returns to government post-graduate training fall to 17.4% if we assume that only 80% of the projected benefits are to be achieved (possibly because shortages of government funds restricting pay increases). The educational results are skewed down because many of the people who in the past received post-graduate training decided to work at the senior secondary school level and thus were unable to receive substantial salary increments. For those people in education who will use their post-graduate training at the University level, the returns will closely approximate the returns for people working in the government. This is because in determining beginning salary the University and the government use the same criteria.

In-country training was evaluated using the returns in the past to people with the appropriate level of education, plus some training. Since this type of training tends to be highly focused the returns are very high. Much of this training was of a vocational variety, and thus the returns that were noted in the past are probably higher than what this project will develop. But even reducing the returns by one half to reflect this we have (assuming a 20 year benefit cost stream)

TABLE VIII
RETURNS TO IN-COUNTRY SHORT TERM TRAINING

level of education	internal rate of return
primary school	
certificate	46.9%
form II completed	225.7%
form IV completed	150.4%
form V completed	541.8%

At the primary school level the additional training is most beneficial for those going into education, and least useful for people in the private sector. At the secondary school level the additional training is of almost equal value in each sector.

Another way to look at the returns to additional training is from the standpoint of localizing positions. In June 1982, of the 1,428 professional and technical jobs in Swaziland, 576 (or 40%) were held by non-citizens. Of the 1,267 administrative and managerial positions, 574 (45%) were held by non-citizens.¹ At the University in 1981/82 the results were:

TABLE IX
LOCALIZATION AT THE UNIVERSITY OF SWAZILAND 1980/1981²

Faculty Department	est. posts	local staff in post/on training or teaching assistants	local as percent of est. posts
Agriculture			
Animal Prod/Health	5	2	40%
Crop Production	7	4	57%
Ag.Econ/Educ/Ext	8	5	63%
Land Use/Mech	4	1	25%
Home Economics	5	5	100%
Education			
Education Found.	2	1	50%
Curriculum/Teaching	7	2	29%
In-Service Education	1	0	0%
Humanities			
African Languages	4	4	100%
English	6	3	50%
History	4	2	50%
Theology/Religion	4	1	25%
Science			
Biology	5	2	40%
Chemistry	5	2	40%
Geography	5	1	20%
Mathematics	5	3	60%
Physics	4	2	50%
Social Science			
Acct/Commerce	6	2	33%
Economics	5	3	60%
Law	5	2	40%
Pol/Admin Studies	6	3	50%
Sociology	4	3	75%
Statistics	4	2	50%
Administration			
Registry	3	2	67%
Bursary	6	6	100%
Library	2	1	50%
Library	8	5	63%

In terms of Swazis already in the established posts, as opposed to those who are in training, or teaching assistants; of the twenty-nine posts in agriculture only four are local staff in post, in education three of the ten established posts are held by Swazis. Humanities has six of the eighteen posts held by Swazis. In the science area only two of the twenty-four posts are held by Swazis. In social science eight of the thirty posts are held by Swazis. Of the non-teaching areas the figures do not change, except for the library where three of the eight posts are held by Swazis. Thus, overall, of the 111 academic posts, twenty-two are held by Swazis (20%). An even smaller proportion of the established posts held by people with doctorates are held by Swazis.

Thus, there is considerable room for localization in the government, private sector and at the University. The cost to the government of having foreigners as opposed to Swazis is not

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that great since most of these people are having their salary topped up by some foreign donor. Thus there will not be any substantial cost savings of having local people rather than foreigners. This is not true in the private sector where Colclough and Digby⁷ estimated that non-citizens at the bachelors level earned 77% more than a Swazi (excluding inducement allowances). Foreigners in the private sector who have a bachelor's degree plus some additional training earn 36% more than Swazis. There were an insufficient number of Swazis with post graduate degrees (with or without training) to allow any comparisons at that level. This would imply that the returns to the firm of degree training (over twenty years) is 11.2% while the returns to short term training after the degree is 87.3%.

The above analysis on the returns to additional education assumes that there are sufficient qualified people to be trained or educated, and that these people will be willing to enter specific fields. As was shown earlier in this annex there is likely to be sufficient demand in the country for many more post-bachelor's people than this project will be able to train, and there is likely to be a shortage of bachelor's people in the science area and in some of the agricultural areas. In addition there will be some shortages of trained people in some other disciplines where, because of the level of aggregation of the data, this analysis was unable to isolate.

Currently there are far more applicants for training than this project could handle. It is conceivable that because of the lack of adequate training in the math and science areas, the project may have difficulty finding a sufficient number of people. However, this situation will not arise for a few years, and in that time the knowledge that to go to the U.S. for training you need maths and science, ought to have percolated through the pool of potential candidates. This will act as an incentive to take appropriate courses and improve skills. Hopefully, the information about the need for maths and sciences will also become known to people in secondary school.

Some elements to the project are not focused on improving the marketable job skills of the participants. The in-country training of traditional leaders is justified on the ground that without the active support of these people many development projects will be less effective. This applies not only to USAID projects but to nearly all projects which endeavor to influence behavior of people either currently living in rural areas or who have a homestead in the rural areas. This applies to nearly every person in the country since the people who work in the urban areas maintain a home in the rural areas. Measuring the influence which better informed traditional leaders can give towards making development projects successful will necessarily be anecdotal. However, much of the proof of the need for this type of assistance is also anecdotal. If this component is able to improve the efficiency of at least 1% of the annual development projects by at least 3%, then it has a real IRR in excess of 10%. This improved efficiency can be in the form of cost savings to the government, donor, or increased likelihood of a program achieving a valid development end.

From a cost-effective standpoint the approach used in this project is clearly less expensive than the alternatives. The project has a large component of in-country training and training in other African countries. This will not only permit

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the project to provide more person-months of consulting through linkages with specific institutions, but will facilitate the provision of better people and provide them quicker.

The institutional linkage will also provide a means of assisting specific Swazi institutions to find needed technical assistance after the end of the project. The long-term relationship which is established can be called upon after USAID/S' funding has ended. The OPEX people will occupy line positions, thus a GDS salary is paid.

By providing the training for traditional leaders in-country we shall be able to provide more training. Some funds will be set aside to send selected leaders to other countries in order to see alternative ways of attacking problems. This is necessary to reinforce the learning, show how other countries handle problems comparable to Swaziland's. The training will broaden the horizons of these leaders thus facilitating general development activities in Swaziland.

NOTES

1. Government of Swaziland: Employment and Wages, Central Statistical Office, Mbabane, various issues.
2. The University of Botswana and Swaziland, University College of Swaziland, Development Plan 1980/81 - 1989/90, page 30-31.
3. Christopher Colclough and Peter Wingfield Digby, Skills for the Future: Education and Manpower Perspectives in Swaziland, Ministry of Finance and Economic Planning, Mbabane, May 1978, page 30.

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TECHNICAL ANALYSISI. Summary

As mentioned in other sections of the PP, the project includes five interrelated elements. The technical validity of and justification for these elements are explained in Section II, Project Rationale and Detailed Description and in the Economic and Social Soundness Analyses. This annex includes a detailed analysis of the results of a series of manpower studies and needs assessments carried out in Swaziland over the past 10 years as well as an analysis of the communications sector in Swaziland.

The major component of the project is long- and short-term training outside Swaziland. Long-term overseas training is necessary when the area of study is in a new technology or where new approaches to the field are being tried and these approaches are felt to be valid for Swaziland. In order to select the most appropriate candidates, and also develop the GOS capacity, the project will fund an advisor to work with the DET to establish a manpower and training plan which will prioritize GOS needs and identify the key constraints. The advisor will work closely with officials in DET and in development ministries to ensure that the manpower and training plans reflect total government needs. The project will send appropriate people for long term training overseas. The selection process will include individuals from the private sector and from parastatals, so that the selection meets the needs of the entire country.

The long-term training will emphasize the post-graduate level where there is currently a large shortage of people. UniSwa is not currently offering any post-graduate training. The project also will send some undergraduate students overseas, but these will be primarily third and fourth year students. By requiring most participants to have at least two years of training in-country they will have a better base with which to go to an American, or non-Swazi African, university. The participants sent for bachelor degrees will be in areas where the UniSwa program can provide a good base, but lack of staff prevents their offering the specialized courses necessary. For example, UniSwa offers the basic agricultural courses but does not have the staff to teach upper division courses in poultry science. For many specialized degrees, there is not sufficient demand in country to warrant the establishment of a local program.

Also, when UniSwa has an adequate upper division program in a particular area of study, the project will not send any bachelor degree candidates to the U.S. in that field. The project does not compete with UniSwa. Conversely, the project will assist UniSwa and other training institutions to improve their administrative and educational capabilities.

In addition to the long-term training overseas, there are about 10 Swazis who will go each year to short-term courses. Focused short-term courses have been found to yield the highest return to the country. Short-term training courses are used when USAID and the GOS are able to isolate a single factor which has led to a development bottleneck. Short-term courses overseas are more valid when there are only a very limited number of people in country who could benefit from the program. Specific criteria have been developed to prioritize this type of training and ensure that it is only used for those programs where it would not be more effective to have the training take place in country.

In-country training is taking place in a number of different components of the project. This type of training makes the most sense in that USAID can bring in a limited number of people to teach the more theoretical side of the session, and they can work with local teachers who can take the methodology and help the students apply it to the situation in Swaziland. This approach is valid when there are sufficient people in country needing the same type of training.

The project will attempt to evaluate training proposals in terms of which type of training makes the most sense, both technically and economically.

II. Development Communications

(a) Choice of Media

The predominant mass media source in rural Swaziland is the national radio system operated by the Swaziland Broadcasting Service*. Until recently SBS's coverage was poor, largely limited to the capital area of Mbabane. In 1966, however, an FM network was established which now covers the country quite well. Later in 1984 coverage will be further reinforced when a powerful 100KW AM transmitter comes on line. SBS plans to begin simultaneous broadcasting in English and siSwati, with the siSwati channel having a particular emphasis on development broadcasting. There are 7.5 hours of development broadcasting now, with 12 programs per week, including repeats, prepared by about 25 part-time broadcasters from 8 ministries and non-governmental organizations. The broadcasters themselves agree, however, that few programs are well prepared, either educationally or in terms of the production characteristics which can make programs interesting. Most development broadcasters have been assigned to their jobs with little or no previous training. In addition, SBS's studio facilities are marginal so that long, inefficient waits to go on the air are necessary.

*Swaziland Broadcasting and Information Services includes SBS and the Swaziland Information Service, which publishes the government-owned newspaper and other public information documents.

There is also little studio and staff time for rehearsals, revision of programs and development of different program formats, such as drama. The result is typically a straight presentation of technical material without formative evaluation, which is the least effective method of development broadcasting. The SBS production staff can offer little assistance to the development broadcasters since it also has had little if any training in basic radio production and is very busy with entertainment programming. There is no SBS staff person who is specially responsible for assisting the development broadcasters.

Although equally limited, rural journalism also presents a new opportunity for expanding development communications. The "Swazi Times," a locally-owned and initially English-language newspaper, began publication of a siSwati edition in 1983 which now has a circulation of 4,000 readers. A second, government siSwati-language newspaper, previously published biweekly, will begin weekly publication in April 1984; print runs are expected to reach 70,000. Both newspaper editors are eager for better-written development features but are constrained by a lack of trained staff, including reporters and writers in the rural areas. Training and technical advice as well as a closer linkage with broadcast journalism would be welcomed. The SBS Center for Rural Broadcasting and Information will help to establish this linkage.

Television is operating in Swaziland and, after failure as a commercial venture, is now being run by Government. Although the audience is presently too limited for TV to be a significant development tool, certain facilities at the television station, such as video-tape production, might be available for use by the SBS Center. Other communications media, such as print materials and audio-cassettes for training and as a library resource, will be utilized by the Center in full recognition that the careful integration, targetting and consistency of messages from various media sources will produce maximum results.

(b) Other AID Support to Development Communications in Swaziland

Through centrally funded (S&T/ED) projects, USAID/S has sponsored some development communications activities in the health sector. In 1983 an eight-person interministerial team was trained in developing concepts, writing and pre-testing scripts and presenting them on radio. Informal follow-up surveys have since indicated that these "health spots" are well-received throughout Swaziland and, most importantly, that the recommended health practices are being used in Swazi homesteads. The Swazi interministerial team also formed the core of a new association, the National Development Program Producers, whose membership has now grown to include about 25 development broadcasters from ministries and non-governmental organizations.

Under the S&T/ED Mass Media and Health Practices project, the services of a health communications advisor will be provided for one year starting in April 1984. Although he will be working with the Ministry of Health in producing messages on oral rehydration therapy, immunization and malaria, the advisor will be able to support the cross-ministerial training to be provided at the Center by the development communications advisor and short-term consultants under this project.

(c) Policy Framework

Following a 1983 UNESCO-supported study, the GOS has started to formulate a national communications policy. Whether or not a policy is finalized, project-financed development communications workshops and seminars will help to clarify and resolve such practical issues as the appropriate degree of ministerial support for mass/development communications personnel. As radio and the other rural information services prove increasingly effective and central to the development tasks in Swaziland, policy changes, such as recognition that development broadcasting is a full-time job and deserving of an attractive career ladder, should evolve.

(d) Conclusion

With a siSwati radio channel, strengthened siSwati newspaper coverage and a high level of interest in development programming by broadcasters, an opportunity exists to vitalize rural information services for the people of Swaziland. The recent transfer of SBS to the Ministry of Interior and Public Service also makes possible a fresh start with interested and able policy leadership. Within this context a healthy demand for development information services can be generated. The proposed approach, focused on institutional support to SBS's Center for Rural Broadcasting and Information, is both timely and technically feasible.

III. Manpower Studies

Summary

While manpower planning in Swaziland has not developed as envisaged in the late 1970s, substantial information is available concerning the distribution of needed skills and projections of the needs for people with differing levels of education and training.

At least for the remainder of the 1980s it appears that there will be a surplus of job seekers who have less than a high school certificate. This surplus is projected to be growing rapidly and could lead to serious problems. At the first degree level (bachelor's degree), there is expected to be an overall balance in the number of people being supplied by the University. However, there will probably be a surplus of people with education training in the humanities and social sciences. Of the forty-six people needed with a science degree each year, the University anticipates being able to provide four. In agriculture, the need is for twenty-two with only sixteen being provided.

The shortages at the post-graduate level are expected to be even more severe. At present the country is unable to provide the needed number of post-graduate people in almost any field. For the period from 1982 to 1989, of the fifty-four post-graduate trained scientists that will be needed, only six will be provided. Agriculture will need sixteen people but only two will be trained. In the social sciences, of the projected need for forty-four people, only eleven will be trained. These shortages will seriously constrain the country's ability to localize high level technical positions in the private sector, parastatals, education and government as well as attract the non-unskilled labor intensive industries which are necessary if Swaziland is to avoid large scale unemployment.

A. Manpower and Scholarship Planning in Swaziland

Swaziland's education and training systems must be governed by the country's manpower requirements for developing its economic resources. This implies that the country ought to identify which are the growth sectors and then survey employers to estimate their needs. This is the demand side of the manpower equation. The supply side is the output of the schools within the country. Where there is a shortage then plans ought to be made with sufficient lead-time to permit people to be trained outside the country, or to permit institutions within the country to train or recruit people to teach in those areas where shortages are projected. However, educational systems cannot be changed overnight. It is far easier to expand the number the classrooms, the number of books, and the number of pupils, than to expand the number of qualified teachers. Similarly, it takes considerable time to reorient, when necessary, an entire educational system. In order to expand the number of people with sufficient mathematical and scientific skills will require time to reorient to the educational system towards providing qualified teachers, and then appropriately educating the students. The slowness of the entire process decreases the ability of the system to respond quickly to changed circumstances and needs in training.

The basic responsibility for education and training in

Swaziland is divided between the Ministry of Education, the Ministry of Labor and the Department of Establishments and Training. The Ministry of Education has responsibility for pre-school, primary, secondary, University of Swaziland, adult education and teacher training. The Ministry of Labor (MOL) is formally responsible for technical and vocational training in the country. This Office advises the Department of Immigration on the granting or renewal of work permits for expatriate employees. Many work permits are issued contingent on the private sector firm having a training plan to localize the position.¹ In this way the MOL is supposed to have control over the direction of training in the private sector.

The MOL is assisted by the Training and Localization Council. The Council is composed of members appointed by the Chairman from both the private and public sectors. This Council reviews the training plans of firms in the private sector and their need for foreign labor. While "policy statements suggest that [training and localization] falls under the MOL, every Ministry, department and institution is expected to carry out the implementation of the policy, coordinated by the Training and Localization Council."² The Swaziland College of Technology (SCOT) falls under the control of the Ministry of Education.

The Department of Establishments and Training is responsible for the provision and overall direction of civil service localization and all government staff training programs. This training is usually done either at SIMPA (Swaziland Institute of Management and Public Administration) or IDM (Institute of Development Management). "The Manpower Planning Unit [of the Department of Establishments and Training] planned with an eye on the private sector, without much consultation with the private sector as to what their projected manpower needs would be."³ The Department, through the Scholarship Selection Board, is responsible for selecting candidates for all government and other scholarships for post-secondary training. The Prime Minister makes the final decision on post-secondary training. The Board is supposed to draw up yearly estimates of high level manpower requirements. The "manpower forecasts in [government of Swaziland manpower consultant report] appear not to have been used. The Scholarship Selection Board operates without any estimates projecting into the future [of training needs.]"⁴

The Ministry of Health, Ministry of Agriculture and Cooperatives, and the Departments of Police and Prisons all have their own training institutions at which they conduct pre-service, in service and, in the case of Agriculture, farmer training programs.

Policy formulation and coordination is the responsibility of the MOL's Training and Localization Council with help from the Department of Economic Planning and Statistics. The Second Development Plan gave as the government's goal with respect to post-secondary training "to educate and train sufficient numbers of young people to meet the requirements of an expanding economy for high-level and middle-level manpower and to realise the highest rate of localisation consistent with the maintenance of efficiency."⁵ The Third Plan stated "It is intended to localise half of the positions now held by expatriates in the private sector and virtually all Government posts. To achieve this, education and training programmes will be tailored to the

manpower needs of the nation as projected by the manpower survey. Government will exercise careful control over work permits for expatriates and impose a training levy on their wages to induce employers to localise their operations expeditiously." ⁴ The National Manpower Survey was done in 1976/1977, and analyzed in 1978 (the Colclough and Digby Report⁷). It did not lead to a manpower plan nor was a training levy on expatriates wages imposed. There have been a large number of special assessments of training and manpower in Swaziland.⁸

One review of manpower planning in Swaziland concluded: "At policy levels there seems to be an expressed belief that training is necessary, but there is a notable absence of means to implement fully functional training efforts in line Ministries and Agencies or Departments." Another felt "[t]here does not seem to be a strongly coordinated training plan in the Swaziland public sector. A great deal seems to be left to the initiative of the individual ministries and departments....All too often we were told of cases where an OSAS officer's contract is terminated without any arrangement having been made for a counterpart to receive formal training or to gain experience by serving as an understudy."¹⁰

A team sponsored by the Southern African Development Coordination Conference (SADCC) in 1983 concluded "At present the EMI [Employment and Manpower Information] system lacks coordination; there is a fragmentation of responsibility at policy and functional levels owing to the division of responsibilities between the various organizations involved in manpower resources. There is an ambiguous line of authority within the system which reflects the overlapping responsibility of the agencies themselves.... Another major constraint... is manpower. At present there is a shortage of qualified professional and sub-professional personnel in the system. There is only one economist responsible for manpower planning. There is a lack of sufficient statisticians at the Central Statistical Office."¹¹ Another group concluded "that a permanent inter-ministerial committee be established for coordinating detailed planning, implementation and supervision of all training centres and programmes."¹²

The SADCC group, after analyzing the Colclough and Digby report, concluded that "in view of the fact that [the data] is now out of date, there is a need for a new survey to be conducted."

Currently in Swaziland there is a lack of information on the educational levels of existing staff as the personnel records are inadequate.¹³ The extent of manpower planning is limited to periodic scattered statements in the press concerning the need for foreign labor, or the abuse of the work permit system by the private sector. There is no written manpower development policy. The annual training program is coordinated by the Department of Establishments and Training. However, this is not based on long or even medium-term assessments of organizational needs, or how closely existing workers meet skill needs. Similarly, there is no assessment of the people exiting formal education or training programs, the current labor market situation (to determine what personnel may be available) or the demand for personnel with given skills and attitudes. Existing training plans react to current day-to-day problems. The

training activities of different donors are not coordinated and Establishments and Training does not keep track of the training taking place either overseas or in country.

The manpower planning approach is based on the assumption that the main link between education and economic development is through the knowledge and skills education produces in the labor force. "Manpower planning concentrates on the human resource aspect of planning. Education, on the other hand, focuses on the development of these resources."¹⁴ It implies that if the educational system produces qualified people in the right numbers and places, the major part of the economic and social contribution of education planning is achieved. There are a number of difficulties with manpower planning.

1. Forecasts of manpower needs can seldom be made with any reliability beyond short term periods of five to eight years. However, the time perspective required by educational planning as a whole is fifteen to twenty years, though it is possible to influence the supply already in the "pipeline" over shorter periods of time.¹⁵
2. The educational component of different occupations changes with technological progress and the rise of educational standards. Thus, whereas the best students in the past might have had a primary school certificate, over time only the relatively poor students stop with a primary school certificate.
3. The occupational needs of the economy are not the whole of society's needs for education. An addition has to be made for those people who want/need an education, but will not want modern sector work. Further, there is a demand for education for social, cultural and political purposes.
4. If educational output grows faster than demand then frequently this stimulates production. Account must be taken of employment turnover, wastage and other changes in the employment/education interface to avoid creating unemployment problems.¹⁶

These changes mean that a great deal of *guesstimating* is involved in manpower planning. No plan can be viewed as flawless, but by making an inventory of the skills and training currently available, analyzing the present and projected output of the educational and training system, and comparing these supplies with the projected demands for different skills, a longer term perspective of possibilities within the country is possible. A plan can point out that when there is a need for more people with advanced training in one area, that the educational system at lower levels will have to be producing people with appropriate knowledge. The manpower plan will also demonstrate a number of different ways to achieve education and training goals, and these different methods must be coordinated. Aside from the traditional educational system, there are special training programs, adult literacy, informal educational methods, training in other countries and, on the job training in the private sector. The lack of coordination between different training media leads to a wastage of resources, and the anomaly of too many people being trained in one area, while similar areas suffer shortages.

An example of the result of this lack of coordination can be seen in the allegation that "the expansion of the University should be just sufficient to meet the need for graduates by 1990, and to localize jobs held by expatriates"¹⁷. If the University will be able to meet the needs for first degree graduates then the need for overseas training of degree (bachelor's) people will be different than if one feels the University will be unable to meet the projected demand.

B. Overall Assessment of Supply and Demand for Skilled Manpower

Compared to almost all other sub-Saharan African countries, Swaziland has a greater proportion of the working aged population in paid employment.¹⁸ However, in the last two years the economy has been unable to generate as many additional paid jobs as it had done in the past. The result is increasing unemployment.

By 1985 there will be 8,600 people leaving school with at least four years of formal education.

TABLE 1

ESTIMATES OF THE NUMBER OF PEOPLE LEAVING SCHOOL IN 1985 BY LEVEL OF EDUCATION COMPLETED¹⁹

highest level of schooling completed	number in school	drop out rate 1985	estimated number leaving school
primary school			
grade 1	28,379	7.1	2,015
2	24,435	7.8	1,906
standard 1	23,216	7.8	1,811
2	20,108	7.6	1,536
3	17,885	8.1	1,449
4	15,274	9.1	1,390
5	13,524	13.5	1,826
secondary school			
Form 1	9,220	10.4	959
2	7,882	13.8	1,088
3	6,352	70.9	4,504
4	1,513	12.7	192
5	1,298	2.8	36
graduates from			
Teacher Colleges			
primary school			363
secondary school			117
Vocational training programs			963
Post-secondary			300

Of the 20,455 who are estimated to be ending their formal education in 1985, 13,187 will have completed four years of school. Estimates of the percentage of those completing grade four who will seek modern sector employment vary. However, data from the 1976 Census suggests that 65% of these people will seek modern sector jobs. That is, 8,600 people who have completed at least grade four, or vocational school, will seek formal sector employment.

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If past economic relationships continue to hold, 2,700 of this group will be able to be employed in the South African mines, informally in Swaziland or be self-employed.²⁰ An additional 1,300 will be employed by taking over a position from someone leaving paid employment.²¹ In order for the economy to generate sufficient jobs to employ all the remaining people seeking modern sector jobs it will have to grow by 8.1% (real GDP).²² Alternatively, if the capital-labor relationship which prevailed in the mid-1970s was to hold, real GDP would only need to grow by 5.8%. Real growth during the last five years has been 4.9%, but has dropped since 1980 to 3.5%. Either target will be difficult to achieve.

the past five years, of the 7,200 people leaving school each year with at least a fourth grade education,

1,200	were employed through wastage in the labor force
1,950	were employed through economic expansion
1,700	were employed as novices in the South African mines
300	were informally employed
700	became self-employed.

5,850 TOTAL²³

Thus, the number of people who could not find modern sector work has been increasing during the past few years by 1,350 per annum. The growing unemployment can be seen in that following "an advertisement from B.C.C.I. [Bank for Credit and Commerce International] Bank call[ed] on young people to join the bank. Hundreds of young people travelled across the country and milled around the premises of both the Manzini and Mbabane branches, although there were only a few vacancies. The advertisement for candidates for the certificate course in agriculture drew some 1,600 applications for the 40 places (post JC) in 1980. William Pitcher College recently processed 2,000 applications for the 60 positions open for Teachers Certificate course. The Royal Swazi Spa advertised for about 6 croupiers and 1000 applications were received."²⁴

C. Supply and Demand for Skilled People by Level of Education

The most comprehensive recent review of manpower needs in Swaziland was based on a manpower survey undertaken in 1977. The review, entitled Skills for the Future, looked at the 1977 structure of skills in Swaziland and the skill requirements of existing jobs. In order to project the demand for skilled workers it was assumed that:

1. the qualifications required by employers in 1977 for entry into skilled occupations will, for each sector, remain unchanged;
2. the demand for skilled and educated manpower in the Central Government will increase at the same rate as departmental recurrent expenditures in real terms;
3. the demand for skilled and educated manpower in other sectors will increase at the same rate as net sectoral output in real terms (with the exception of the education sector, where more disaggregated methods were used); and

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4. wages, relative to other production costs, will remain constant in real terms."²²

The assumptions on economic growth were:

TABLE II
ASSUMED REAL ECONOMIC GROWTH USED IN THE DERIVATION OF SKILLED
MANPOWER NEEDS OF SWAZILAND
(with actual and currently projected economic growth)²⁴

Sector	Skills for the Future Assumptions :		Actual and Projected Growth	
	low growth 1982-1989	high growth 1982-1989	actual growth 1977-1982	projected growth 1982-1989
Agriculture and Forestry	4.0	7.0	6.9	3.8
Mining and Quarrying	2.0	4.0	-3.1	-20.1
Manufacturing	4.0	9.0	7.4	3.1
Construction	5.0	9.0	9.5	0.5
Community and other Services	4.0	7.0	1.0	2.6
Other Sectors	4.0	8.0	4.9	1.3
GDP (factor cost)	4.0	8.0	4.9	2.1

Recent trends have been closer to the low growth than the high growth projections, and the forecasts for the rest of the decade are also closer to the low projections of the Skills for the Future study than the high ones. This implies that the projections of demand for labor will be less than those projected by the Skills for the Future study. However, mitigating this somewhat is the phenomena of degree creep, that is, whereas in the past the most dynamic people may have been those people with a primary school certificate, now people with only a primary school certificate are viewed as relatively poorly trained. So Colclough and Digby's projections for the demand for people with less than university training are probably over-estimates, and their estimates for university trained people are also over-estimated to the extent that the economy is growing slower than projected, and under-estimated because of qualification escalation.

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TABLE III
PROJECTED SUPPLY AND DEMAND FOR SKILLED LABOR IN 1982/1983 AND
1989/1990 BY LEVEL OF REQUIRED EDUCATION²⁷

	std 5	minimum required education			degree
		form 1	form 3	form 5	
<u>1976/1977</u>					
Swazis in post	3,113	901	6,735	2,826	362
non-Swazis in post	239	147	771	1,292	755
<u>1982/1983</u>					
Expected demand	5,300	1,600	11,400	6,300	1,700
Swazis from 76/77	2,800	800	6,100	2,500	300
New additions from					
Educ. or Training	15,000	8,000	15,800	4,900	700
Surplus or Shortage	12,500	7,200	10,500	1,100	-700
<u>1989/1990</u>					
Expected demand					
high	8,700	2,800	18,100	10,300	2,600
low	7,300	2,200	15,500	8,500	2,200
Swazis from 82/83	2,400	700	5,300	2,200	300
New additions from					
Educ. or Training	37,600	20,200	41,300	12,900	2,100
Surplus or Shortage					
high	31,300	18,100	28,500	4,800	-200
low	32,700	18,700	31,100	6,600	200

"At the degree level...the labor market is expected to be approximately in balance [in 1989] and, with more than 250 Swazi graduates emerging each year from the [University] or foreign universities, the localization of most professional jobs should, by that date, have been achieved."²⁸ However, the problem with these macro-level statistics is that while the overall level of demand might be close to being met, many of the individual fields within that overall level will be short of skilled personnel.

A review of the demand for skilled people by occupation yields (Table IV):

TABLE IV
INCREASE IN DEMAND FOR SKILLED AND EDUCATED WORKERS AT THE
DEGREE AND POST-GRADUATE LEVELS, BETWEEN 1982/83 TO 1989/90
BY OCCUPATION**

	private/parastatal/educ		government		TOTAL	
	bachelor degree	post-grad. degree	bachelor degree	post-grad. degree	bachelor degree	post-grad. degree
<u>Sciences</u>	<u>123</u>	<u>28</u>	<u>87</u>	<u>26</u>	<u>210</u>	<u>54</u>
Architects and surveyors (28)	5	0	14	0	19	0
Doctors, dentists and vets (89)	14	10	21	15	35	25
Draftsman (12)	3	0	5	0	8	0
Engineers (108)	52	3	18	1	70	4
Life Scientists (46)	8	7	9	7	17	14
Medical, dental and vet. asst. (3)	1	0	0	0	1	0
Nurses and midwives (2)	1	0	0	0	1	0
Pharmacists and related tech. (17)	7	0	6	0	13	0
Physicists, chemists, and geologists (29)	3	1	6	2	9	3
Production Supervisors general foremen (22)	13	1	1	0	14	1
Professional and Technical Workers n.e.c. (22)	6	4	3	1	9	5
Technicians (27)	10	2	4	0	14	2
<u>Social Sciences</u>	<u>215</u>	<u>27</u>	<u>79</u>	<u>17</u>	<u>294</u>	<u>44</u>
Accountants (56)	31	1	6	0	37	1
Administrative and Managerial Workers (194)	103	13	17	2	120	15
Clerical Workers and Government Exec. (44)	6	2	12	4	18	6
Economists (49)	9	3	18	6	27	9
Managers and Proprietors-trade (35)	22	2	0	0	22	2
Managers and Proprietors-restaurants/hotels (11)	5	2	0	0	5	2
Lawyers, judges, jurists (49)	15	1	11	0	26	1
Personnel and Occupational Specialists (14)	7	1	0	0	7	1
Sales workers n.e.c. (8)	3	0	2	0	5	0
Statistics and Related (19)	0	1	10	5	10	6
Transport and Communication Supervisors (3)	0	0	3	0	3	0
Typists, bookkeepers and related (23)	14	1	0	0	14	1
<u>Agriculture</u>	<u>67</u>	<u>15</u>	<u>3</u>	<u>1</u>	<u>70</u>	<u>16</u>
Agriculture and related workers (121)	67	15	4	0	70	16
<u>Education</u>	<u>197</u>	<u>53</u>	<u>10</u>	<u>2</u>	<u>207</u>	<u>55</u>
Primary Education Teachers (4)	2	0	0	0	2	0
Secondary Education Teachers (346)	141	1	0	0	141	1
University and Higher education teachers (207)	37	46	0	0	37	46
Other Teachers (50)	13	3	8	1	21	4
Librarians, archivists and curators (14)	4	3	2	1	6	4
<u>Other Skilled</u>	<u>13</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>13</u>	<u>0</u>
Blacksmiths, fitters and assemblers (13)	9	0	0	0	9	0
Production workers n.e.c. (6)	3	0	0	0	3	0
Bricklayers, Carpenters, etc. (1)	1	0	0	0	1	0
TOTAL (1662)	614	123	179	46	793	169

NOTES: The numbers in parentheses are the estimated number of degree and post-graduate holders in 1982/83.
n.e.c. = not elsewhere classified

Much of the demand by the government for post-graduate trained people is included in the private/parastatal/education columns, especially the needs of the University. Never the less, it ought to be noted that these projections are based on research

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that is 7 years old. Now the GOS' Department of Establishments and Training feels that some of the people who in 1977/78 only needed first degree (or bachelor's) level training, will need advanced degrees. This is especially true for people in the science areas.

The University of Swaziland has produced a Ten Year Development Plan. In developing this plan the University stated: "It would be futile for the University to develop programmes without due regard being given to the manpower requirements of the country. On the other hand the University programmes and enrolments should not be strictly tied to the perceived manpower plans of the country, since the figures fluctuate in response to small changes in some economic-political parameters. Existing manpower forecasts should be used as a broad guide to the University programmes and enrolments."³⁰

To develop the manpower forecasts in Skills for the Future assumptions were made concerning mortality and participation rates. The University's Development Plan synthesized the projected demands of Skills for the Future for first degree people to:

TABLE V
REQUIRED OUTPUTS OF UNIVERSITY GRADUATES BY SUBJECT
1977 - 1989³¹

Discipline	Output of Swazi graduates 1977-1989	Output per year	as percent of total output	percent of graduates required by government
Agriculture and Life Sciences	264	22	11.4	15
Science	556	46	23.9	37
Physics/Chem./Geo.	38	3	1.6	58
Engineering	175	15	7.5	25
Architect/Survey	44	4	1.9	70
Medicine/Dentist				
Vet.Science	138	11	5.9	58
Pharmacy & Related	28	2	1.2	32
other	133	11	5.7	15
Social Science	248	21	10.7	46
Statistics & Rel.	30	3	1.3	90
Economics	71	6	3.1	68
Accountancy	86	7	3.7	13
Law	61	5	2.6	46
Degree with Education	725	60	31.2	3
Other	531	44	22.8	17
TOTAL	2324	194	100.0	20

Nearly all Swazis who are at a university are at the University of Swaziland. In 1977 77% of the Swazis at university were at the University of Botswana and Swaziland. In 1980/81 this increased to 91% with 95% in 1981/82.³² The difference, 23 students in 1981/82, were primarily people going for post-graduate degrees, although a small number were in undergraduate

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subjects not offered in Swaziland. Thus, we can use the number of students at the University of [Botswana and] Swaziland in each subject as a close approximation of the number of Swazis receiving training in each field.

Actual Swazi graduates from the University of Botswana and Swaziland between 1977 and 1981 averaged ten per year in agriculture, twenty-one in social science, twenty-nine in education and sixty overall. Almost all the people with education degrees had concurrent training in science, social sciences or the humanities.

The projections of the demand for University trained people is slightly above those on earlier pages to allow for replacement of existing workers, wastage and for people who do not enter the Swazi labor force. During the 1980's the University anticipates graduating on average twenty-two people per year with a degree in agriculture. Of these, sixteen will not have education credits and can be assumed to want to find employment outside teaching where the projected demand is twenty-two. In the science area the expectation is for thirty-seven people per year to graduate, with thirty-three projected to be trained as teachers. The non-education demand is for forty-six. In the social sciences (excluding law but including commerce), of the thirty-four graduating per year, sixteen will have a concurrent degree in education. All twenty-eight graduating each year with a humanities degree will also have concurrent education training. An additional eight people each year will have a B.Ed. degree. An average of thirty people will graduate with a first degree in law.

TABLE VI
PROJECTED YEARLY NEEDS AND OUTPUT OF SKILLED MANPOWER
AT THE FIRST DEGREE LEVEL³³

field	yearly needs	projected output		
		without training in educ.	with training in educ.	total output
agriculture	22	16	6	22
sciences	46	4	33	37
social sciences				
non-law	16	18	16	34
law	5	30	0	30
education	60	0	8	8
other (humanities)	44	0	28	28
TOTAL	193	68	91	159

From Table VI it can be seen that, for the first degree all the demand for people with educational training will be met (of the sixty needed each year there will be ninety-one with a degree or concurrent degree in education). However, of the twenty-two needed with degrees in agriculture and the life sciences, only sixteen people a year will be forthcoming from the University who do not plan to go into teaching. In the science area the deficiency is greater; of the forty-six non-teaching people needed only four will be provided each year. In the last three years, at least five people per year have graduated from the Medical University of South Africa (MEDUNSA) or the University of Nairobi. An additional two people have graduated

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with first degrees in pharmacy. If these trends continue then the total additional supply of science people each year is eleven, still far short of the forty-six needed. In the social sciences, excepting law, there is a need for sixteen people, and the University will be able to provide them. However, while the Skills for the Future study projected the need for an additional five people per year with training in law, the university anticipates graduating an average of thirty per year.³⁴

Thus, while the University will be able to meet most of the needed training in bachelor's degrees, this is not true of each discipline. There will be a slight excess of people with training in education, a large surplus of lawyers, approximately the correct number of social scientists, and shortages of people with non-education agriculture or science bachelor's degrees. If salaries in the non-education areas reflect their shortage of these skills, some of the people who had thought of going into teaching will decide to seek employment outside education.

Comparing the percentage breakdown with the manpower projections of Colclough and Digby shows:

TABLE VII
PERCENT BREAKDOWN OF NEEDS, ACTUAL AND
PLANNED UNIVERSITY PLACES³⁵

faculty	<i>Skills for the future</i>			:	Actual 1977-1981			:	Planned 82-90			:
	degree	with educ.	per cent		degree	with educ.	per cent		degree	with educ.	per cent	
Agriculture	14	5	19	:	11	0	11	:	14	5	19	:
Science	32	10	42	:	10	24	34	:	5	36	41	:
Soc Science	14	5	19	:	24	0	24	:	15	5	20	:
Humanities	-	20	20	:	6	25	31	:	0	20	20	:
TOTAL	60	40	100	:	51	49	100	:	34	66	100	:

The most obvious differences between the Colclough and Digby projections and actual performance is the larger emphasis on humanities and social science students without education training. There has been much less emphasis on science people without education courses and agriculturally trained people with education. The University's development plan calls for greater emphasis on science people with education, but less on science people without education. The rest of the University's projections are close to those of Colclough and Digby. Most commentators would agree with the need to increase the number of people able to teach science and maths courses in the primary and secondary schools.³⁶ However, there is also a need for an increase in the number of people with training in science, but without education credits, who will work either for the government or the private sector, and who will not teach.³⁷

Post-graduate training has been projected in Table IV. The University of Swaziland does not anticipate providing significant amounts of post-graduate training during this decade, unless there is a sufficient increase in its budget to permit the hiring of large numbers of additional staff.³⁸ Using the number of people who returned from masters and doctoral training over the last three years³⁹, we can get some idea of whether the projected needs will be met.

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The projections are that from 1982/1983 - 1989/1990 the country will need fifty-four additional people with masters or more training in the science areas, forty-four in the social sciences, fifty-five in education and sixteen in agriculture. From 1980/81 to 1982/83 six people returned with advanced science training, twelve with social science training, fourteen with education, and six with agriculture degrees. Using these figures to project is difficult, since four of the people received advanced training grants through CIDA (Canadian Aid), and the government of Swaziland does not anticipate receiving any more. Further, USAID trained four of the scientists, five of the social scientists, nine of the people in education (or going into teaching) and five of the agriculturalists. USAID has played a very significant role in post-graduate education in Swaziland during the current decade. The balance of the people in post-graduate training were financed by the UK, GOS, Tibiyo or private firms.

Non-CIDA, non-USAID post-graduate returnees in the last three years amount to two scientists, four social scientists, four in education and one in agriculture. Using these figures to project would indicate that of the fifty-four post-graduate degree people needed in the sciences, only six will be provided. In social science, of the forty-four needed, eleven will be trained. In agriculture there is a need for sixteen post-graduate degree people and only two will be trained. Finally, education is projected to need fifty-five post-graduate degree people and there will be eleven trained. The shortages in all fields at the post-graduate degree level are extreme. There is also an increased realization on the part of the government that post-graduate training is necessary to government's proper functioning. Without expansion in the number of people going for post-graduate training the localization of the upper levels within the private sector, education, and many government positions will be impossible. The shortages will be most pronounced in the science and agricultural areas and will constrain localization and economic development in Swaziland.

NOTES:

1. see for example Times of Swaziland, February 19, 1982, *Simanye Sets up Board to Speed up Localisation* by Masumi Twala. In the Times of Swaziland, September 17, 1982, the outgoing executive officer of Swaziland Railroad charged that "some expatriates deliberately slow down training so that they can stay in Swaziland for longer than is necessary".
2. Ephraim M. Hlophe: *Manpower Development Policy (A Study of the Swaziland Civil Service)*, Eastern and Southern African Management Institute, Arusha, Tanzania, June 1981.
3. M. N. Khoza, *Manpower Planning and Implications for Education*, paper delivered at the National Symposium on Population and Development, 26-29 May 1980, organized by FAO/UNFPA Programmes for Better Family Living in Swaziland and sponsored by the Department of Research and Planning, Ministry of Agriculture and Cooperatives, Mbabane.
4. Hlophe, *ob.cit.*
5. Second National Development Plan 1973 - 1977, Government of

Swaziland, Mbabane, n.d., page 15.

6. Third National Development Plan 1978/1979 - 1982/83, Government of Swaziland, Mbabane, n.d., page 34.
7. Christopher Colclough and Peter Wingfield Digby, Skills for the Future: Education and Manpower Perspectives in Swaziland, Ministry of Finance and Economic Planning, Mbabane, May 1978.
8. see for example:
 - D. H. Hartzog, *Review of Training Policies and Training Institutions in Swaziland*, Department of Establishments and Training, Mbabane, May 1979.
 - E. Philip Morgan, *Personnel Improvement in the Kingdom of Swaziland*, National Association of Schools of Public Affairs and Administration, Washington, D. C., May 1980
 - H. Williamson, Jr., and R. Meisner, *GOS Manpower Requirement Study*, Ministry of Agriculture, Mbabane, August 1977.
 - Public Service Personnel Development Management and Utilization in (Swaziland) Shortcoming and Proposed New Approaches for the 1980s*, no author, n.d.
9. Hlophe, *ob.cit.* page 19.
10. Manpower and Evaluation Department, Overseas Development Administration, Swaziland Manpower Review, 1980, London, March 1980. (Report of a Mission to Swaziland in February 1980, led by Dr. B. E. Cracknell)
11. World Employment Programme: Southern African Team for Employment Promotion, Draft Report *An Assessment of Employment and Manpower Information Systems in SADC Member States*, ILO, Lusaka, Zambia, March 1983
12. Report of the Subcommittee for Reviewing the Recommendations of the Education and Training Sector Review 1982, Mbabane, August 1982
13. Hlophe, *ob.cit.*
14. Khoza, *ob.cit.*
15. As an example of the difficulty see Times of Swaziland, November 2, 1982, *Employers SOS on Education* by Masumi Twala. The head of the Swaziland Federal of Employers stated "Presently industries are crying out for skills but there simply is nothing coming. And then where does that leave us...to import skills." The Permanent Secretary of Education responded "We have been told by large industries that we are in fact overproducing...we have been amazed by the responses by the majority of responders. They have all told us that they do not need many professional people because they have enough."
16. Benjamin Higgins, Economic Development: Problems, Principles, and Policies, W. W. Norton and Co., New York, 1968, page 420.

17. Swaziland Manpower Review 1980, but the same point is made in Colclough and Digby, and the University of Swaziland's Development Plan
18. World Bank, Accelerated Development in Sub-Saharan Africa: An Agenda for Action, Washington, D.C., 1981, page 41. The comparable ratio of formal sector employment to working aged population is 28% in Swaziland.
19. The Status and Development of Education in the Kingdom of Swaziland, (the Bishop Report), Ministry of Education and Department of Economic Planning and Statistics, November, 1981. The estimates for vocational and post-secondary graduates are from the Government of Swaziland, Department of Economic Planning and Statistics, November 1983
20. The data on mine workers is from TEBA (The Employment Bureau for Africa) who are the recruiters in Swaziland for the South African gold mines. During the last two years there have been 2,000 novices going each year to the mines, 1,700 of whom had at least a fourth grade education. The data on the increase in the numbers informally employed or self-employed is derived from a comparison of the 1966 and 1976 Government of Swaziland census.
21. Colclough and Digby, *ob.cit.*, estimate the wastage rate at 1.9%. This low rate is caused by the relatively youthful composition of the Swazi work force.
22. Derived as part of the USAID/Swaziland econometric forecasting model for the Government of Swaziland's Fourth National Development Plan (1984). The employment elasticity has been dropping in the last decade and currently is 0.72
23. for additional information see M. Matsebula, *The Determinants of Labor Supply and Demand in Swaziland: Implications for Public Policy*, Department of Economics, University of Swaziland, 1982.
24. Khoza, *ob.cit.*, page 72.
25. Colclough and Digby, *ob.cit.*, page 21.
26. The low and high growth estimates are from Colclough and Digby, *ob.cit.*, page 157. The actual growth figures are from the Government of Swaziland's Central Statistical Office: National Accounts of Swaziland, 1982. Projections are from USAID/Swaziland's econometric forecasting model.
27. Colclough and Digby, *ob.cit.*, page 38.
28. P. Wingfield Digby, *Manpower Requirements for Development and their Educational Implications*, SIER Bulletin, September 1978, page 10.
29. derived from Colclough and Digby, *ob.cit.*, page 100. Currently the GOS' Department of Establishments and Training feels that Colclough and Digby underestimated the need for post-graduate trained people in government. Colclough and Digby assumed no post-graduate degrees in government. This table changes that assumption to assume the same proportion

(by field) of people in government as in the private sector will need post-graduate training. Based on discussions with the GOS' Central Statistical Office we further adjusted Colclough and Digby so that one third of the need for post-secondary degree people are for people with post-graduate degrees.

30. The University of Botswana and Swaziland, University College of Swaziland, Development Plan 1980/81 - 1989/90, page 5.
31. Colclough and Digby, *ob.cit.*, page 42.
32. Government of Swaziland, Annual Statistical Bulletin, various issues, Central Statistical Office, Mbabane.
33. Colclough and Digby, *ob.cit.*, page 42 and University Development Plan, *ob. cit.*
34. University College of Swaziland, *ob.cit.*, page 7.
35. Colclough and Digby, *ob.cit.*, page 44 and University College of Swaziland, *ob.cit.*, pages 7-8.
36. Digby, *ob.cit.*, states "people have already laid emphasis on the fact that the present number of Swazis with a maths/science background is so small as to constitute a major barrier to national development. [The Colclough and Digby report] re-enforces this concern about the lack of people at all levels with a maths/science background." The Report of the Subcommittee, *ob.cit.*, noted "The shortage of manpower in the technical field at all levels is a well-known fact and is emphasized in the...Review as well as in the majority of other reports. This is partly the result of a lack of facilities for guiding students in secondary schools appropriately to programmes other than academic careers." page 2.
37. This is one of the obvious conclusions to Colclough and Digby, *ob.cit.*, especially when the needs of the government and educational sectors are removed. However, an earlier paper (J. Dormady, *Technical Training and the Swaziland Electricity Board*, paper presented at the Ninth Conference of East and Central African Electricity Undertakings, 11-15 August 1975) did not feel this required advanced training "The most immediate need in Swaziland is not necessarily the trained engineer, but the Technician and Craftsman capable of practical engineering. It is this grade of personnel that Swaziland will rely on to carry out the essential work necessary to face the future industrial growth and to enable the country to be self sufficient in engineering manpower."
38. University of Swaziland Bulletin, 1982/1983.
39. Government of Swaziland, Training Plan 1980/1981 and Training Plan 1981/1982 plus discussions with K. Magagula, Department of Establishments and Training.

ADMINISTRATIVE ANALYSISA. Summary

The project will primarily be implemented by three GOS agencies:

(1) the Department of Establishments and Training for the long-term academic training abroad, the short-term non-degree/technical training abroad, the in-country training and the assignment of Operational Experts;

(2) the Ministry of Agricultural and Cooperatives in collaboration with the Ministry of Interior and the Office of the Indvuna yeTinkhundla for the expanded traditional leadership program and support of rural women's associations; and

(3) the Ministry of the Interior Swaziland Broadcasting Service for strengthening development communications.

Implementation of institutional linkages will be the responsibility of each specific Swazi training institution which undertakes such a relationship with a U.S. institution.

Implementation of the in-country training program will directly involve the management and staffs of the various Swazi training institutions who have each expressed their willingness and capability to participate in terms of instructors/trainers and facilities. Coordination of the in-country training programs with the training officers of the development ministries and the private sector will also be required.

The capability of each implementing agency and of the two principal Swazi training institutions has been assessed in terms of organization, management and staffing. On the basis of the assessment, presented below, it has been determined that the policy environment is not a constraint to a multi-faceted participant training effort; the institutional and administrative infrastructure is adequate; and, therefore, the project implementation plan is realistic and workable. Institutional and administrative constraints, including inadequate training opportunities (abroad and in-country), a shortage of training personnel and decreasing operating budgets, will be eased within the framework of the project. USAID experience in working with the implementing agencies and training institutions further confirms the administrative feasibility of the project.

B. The Department of Establishments and Training (DET)

The Department of Establishments and Training, within the Ministry of Labor and Public Service, formulates and administers policy for, and directs the operation of, the GOS civil service. DET's principal functions include (1) the establishment and salary-grading of civil service positions with reference to job-function responsibilities; (2) the formulation of schemes of service for various cadres of government personnel; (3) the issuance, review and administration of General Orders governing the civil service; and (4) the overall direction of the GOS's in-service training program.

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Effective April 1, 1984, the Department of Establishments and Training has been reorganized to fulfill its functions more effectively and efficiently. The post of Director of Personnel Management heading the Department of Establishments and Training embracing the portfolio of the Head of Civil Service has been abolished. The latter responsibility has been assigned to the Secretary of Cabinet within the Prime Minister's Office. The Department of Establishments and Training's functions are currently carried out by three divisions (and 121 employees):-Manpower Development Division, Management Services Division and the Personnel Administrative Division. Responsibility of pre-service training formerly exercised by Manpower Development Division has also been transferred to the Ministry of Education. The responsibilities of the three divisions are broadly as follows:-

The purpose of the Division is to ensure the maximum use of manpower resources. The Division exercises this responsibility through a program consisting of sections including the Swaziland Institute of Management and Public Administration, and In-service Training. The Division's staffing pattern:

<u>Position Title</u>	<u>Authorized</u>	<u>On-Board</u>
Under-Secretary for Manpower Development	2	1
Assistant Secretary	2	2
Principal Personnel Officer	1	1
Senior Personnel Officer	2	1
Personnel Officer	2	1
Assistant Personnel Officer	2	1
Clerks	2	1

The Management Services Division is responsible for recommending staff complements, the parameters of which are determined primarily by the Public Budgetting Committee. In recent years, the service has grown phenomenally from 6,800 positions in 1970 to over 15,000 positions in 1984.

The purpose of the Division is to provide a management consultancy service to Ministries, Departments and parastatal organizations, with special emphasis on organization, methods, work study, salary administration, evaluation schemes and to control and recommend staffing levels in Ministries and Departments.

The purpose of the division is to formulate, interpret and update the rules and regulations governing the administration of the public service. The Division also controls the growth and composition of the Public Service, maintains personnel records, administers the Government stock of housing and office accommodation. Operationally the Division is divided into sections including the housing section, and the section dealing with the terms and conditions of service. The Division's staffing pattern:

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<u>Position Title</u>	<u>Authorized</u>	<u>On-Board</u>
Under-Secretary for Manpower Development	2	1
Assistant Secretary	2	2
Principal Personnel Officer	1	1
Senior Personnel Officer	2	1
Personnel Officer	2	1
Assistant Personnel Officer	2	1
Clerks	2	1

Realising the limitations of relying on manpower surveys, the Department of Establishments and Training has requested the assignment of a Manpower Economist/Planner under the project. Over a period of two (2) years, the advisor will assist the Department as follows:

- (1) perform an extensive review of all present policies, programs and procedures used by the GOS to set the present demand for civil service employees and estimate future requirements;
- (2) on the basis of the findings from (1) above, prepare a report with specific recommendations for improving the capacity of the GOS to specify public sector manpower requirements and to optimize the use of on-board civil servants; and
- (3) prepare a work program to develop, over a period of 12-18 months, an institutionalized Swazi capacity to assess current manpower requirements and forecast civil service requirements.

(The detailed draft position description is attached in Annex O.2.) Assuming that the advisor will be able to undertake the above terms of reference, within the next three-four years, the DET should have the institutional capability to define more accurately public and private sector manpower requirements.

A constraint to the Management Services Division's operational efficiency is the necessity to do manual searches in order to obtain incumbent personnel profiles. For example, it is not possible easily to determine the number of civil servants who have received training, their age, the organizational units in which they work, their degrees and special capabilities. The GOS manpower reviews would be improved immensely if there were a readily available personnel data retrieval system. The Manpower Development Division also has an equal need for information retrieval in terms of reviewing in-service training needs and planning for long-term training. To establish such a system(s) and to support the tasks of the Manpower Economist/Planner, a micro-computer, including a word processor, printer and software, will be procured with project funds. In addition, short-term technical services may be provided to set up the computerized data retrieval system(s) and to provide in-service training in its operation and use.

DET has also recently requested the Commonwealth Fund for Technical Cooperation (CFTC) to provide the services of an advisor in personnel administration for one year. One of the advisor's tasks will be to review the present GOS training policy and, as

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appropriate, recommend modifications. The consultant arrived in early May 1984 and as an initial action, he has been requested to undertake a thorough management study of the structure and functioning of the DET with a view to strengthening its capacity as the central agency for personnel administration, manpower development and management services in the Government.

In the past year, DET prepared a document on training guidelines, which is now in the Office of the Attorney General for legal review. The document could lead to the writing of a Bill by the Attorney General's Office, which would then have to be submitted to Cabinet for ratification and then passed on to Parliament for approval. USAID will continue discussions with DET concerning the appropriateness of some modifications of the training policy in order to maximize especially the opportunity and benefits of long-term training. For example:

(1) establishment of a "training complement" for the civil service. Since it presently is not possible to "double-encumber" a position, some employees may be prevented from accepting training opportunities if their responsibilities do not permit their positions to remain vacant during the training period. Also, since an employee must fill an established position in order to be eligible for in-service training, the GOS is presently unable to recruit and immediately train the best university graduates as an investment in the future of the civil service. In both cases, establishment of a "training complement" would give the GOS the needed flexibility to train the best-qualified candidates within the civil service and as they enter the civil service;

(2) establishment of a standard system of bonding to insure that the employee works in the field in which he/she has been trained for a specified period of time (usually 2-3 years for each year of overseas training); and

(3) more generous benefits for employees while they are in training status. Under the present training policy, a long-term participant receives his full salary for only the first year of his/her training period. Beginning with the second year, the salary payment is terminated, and the participant receives only a marginally adequate dependents' allowance. Financial hardships may result in some participants being unable to complete their studies and in some candidates being unable to afford accepting scholarship opportunities.

C. Ministry of Agriculture and Cooperatives (MOAC)

Leadership training is provided by the MOAC Community Development (CD) Section, and support to rural women's associations (Zenzele groups) is provided by the MOAC Home Economics (HE) Section. Both sections are within the Extension Services Division in the Department of Agriculture.

Since both sections provide extension services, most of the staff is stationed in the rural areas. CD's field staff includes seven CD Officers (CDO), five Assistant CDOs (with one assigned to the Women in Development program in Ntfontjeni) and 23 CD Assistants. Headquarters staff includes:

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<u>Position Title</u>	<u>Authorized</u>	<u>On-Board</u>
Principle CDO	1	--
Senior CDO	1	--
CD Training Officer	1	1 (acting)
CDO (1 for administration, 1 for training)	2	2
Assistant CDO	1	1
CD Assistant (for radio broadcasting)	1	1

Administrative support staff includes an executive officer, a junior clerical officer, a secretary, a driver and a messenger.

In addition to presenting chiefs' seminars, CD's extension services focus on (1) encouraging and assisting local communities to elect working committees to discuss needs, formulate projects, raise local funds and organize community work groups; (2) providing the linkage between the community and the service agencies which can provide materials and technical advice on projects; (3) organizing training for individual and community development in collaboration with other extension services at Farmers' Training Centers, Rural Education Centers and other community centers; and (4) participating in monthly Regional Team Committee meetings to review and discuss various development projects with the extension staff of each development ministry. CD's recurrent budget to implement its work program was only about \$25,000 in 1983-4. CD's recurrent budget request for 1984-5, however, is \$50,000 which, if approved, should be adequate to continue all activities at a modest level and recruit and train additional CD Assistants.

HE's field staff numbers 36 home economists (also called domestic science demonstrators) who have graduated from UniSwa's Faculty of Agriculture/Department of Home Economics with either a certificate or diploma in home economics. Headquarters staff includes a Senior Home Economist, two Home Economics Officers and four Assistant Home Economics Officers. HE's extension efforts focus on working with Zenzele and other women's organizations in the areas of child development and care, farm and home management, consumer education, housing and home improvement, family life education, and health and environmental education. HE's recurrent budget averages about \$200,000 per year, of which only \$13,500 is allocated for Zenzele group training.

Both sections have relatively well-trained, motivated and effective staffs. Programs for training/motivating traditional leaders and Zenzele women's associations have been effective. With increased operating funds for workshops, seminars and courses and with better-trained staff, the annual work programs of both the Community Development Section and the Home Economics Section should improve markedly.

D. Swaziland Broadcasting Service (SBS)

Under the Ministry of Interior, Swaziland Broadcasting and Information Services includes the Swaziland Broadcasting Service and the Swaziland Information Service. SBS is responsible for national radio transmission and radio programming. SIS publishes the government-owned newspaper and other public information documents. Since radio is the most pervasive rural communications medium, SBS is considered the most appropriate administrative entity and institutional base for development communications in Swaziland. The organization includes a Director and sections for Administration (3 employees), Program (18), Educational Broadcasting (5), Information (19) and Engineering (31). SBS's annual recurrent operating budget averages about \$330,000 (E395,000); the capital budget varies yearly depending on equipment requirements.

In order to strengthen interministerial coordination and collaboration in development communications, the Center for Rural Broadcasting and Information will be established as a new section within SBS. Five Swazis (3 professional and 2 support) will be assigned to the Center. SBS's annual recurrent budget will be either increased or otherwise modified to accommodate the incremental operating and personnel costs of the Center.

Administrative collaboration between the development broadcasters from the ministries and non-governmental organizations - collectively known as the National Development Program Producers - will be reinforced by the preparation of annual work plans which will set priorities and realistic targets in terms of the Center's operation, training programs and rural out-reach activities. The annual work plan will also include an integrated training plan for the staffs of the Center and SBS, for the National Development Program Producers and for the broad development communications community.

Administrative coordination will be reinforced by committee mechanisms on two levels. At the level of Principal Secretary (for ministries) and Director (for non-governmental organizations), a Development Communications Council will convene annually to provide policy guidance for the fuller and more effective use of development communications in Swaziland. Working under the direction of the Council, a Steering Committee will meet periodically to assure coordination between the activities of the Center and the information and technology transfer objectives of the participating development ministries, organizations and institutions, as well as to deal with organizational and operational problems. Members of the Steering Committee would include the section chiefs, or their designees, from participating ministries, their counterparts from participating non-governmental organizations and a representative from the National Development Program Producers.

E. Principal Swazi Training Institutions

1. The University of Swaziland (UniSwa)

Although basically administratively and operationally autonomous, UniSwa receives its annual capital and recurrent budget as a component of the Ministry of Education's budget. Through five faculties (Agriculture, Education, Humanities, Science and Social Science) and 25 departments, programs of study are offered at the Certificate, Diploma and Bachelor's degree levels. A limited Master's degree program in Education, Humanities and Social Science is offered on a part-time basis. In October 1983, 55 Certificates and 149 degrees were conferred. The majority of students graduated from the Faculty of Social Science with degrees in Arts (Social Science), Commerce and Law and with diplomas and certificates in Accounting and Business Studies and also Statistics.

An "out-reach arm" of UniSwa, the Division of Extra-Mural Services (DEMS) primarily focuses on part-time studies leading to diplomas and certificates in management, accounting and business studies, and statistics, plus in-service training seminars and workshops in supervisory and management skills for participants from the public and private sectors.

As a well-established institution of higher education, UniSwa has the administrative infrastructure in terms of organization, management and staffing (academic and support) to participate actively and effectively in the project.

2. Swaziland Institute of Management and Public Administration (SIMPA)

Established in 1965 as the Staff Training Institute for the pre- and in-service training of the civil service, since 1976 SIMPA has upgraded the level of its training to focus on management and mid-level skills training. SIMPA's 1984 training program includes courses in Top Management, Introduction to Industrial Relations, Planning and Management of Projects, Financial Management and Budgeting and Training of Trainers. The recurrent operating budget to implement its annual training program is received through the Department of Establishments and Training (see 1. above).

SIMPA's classroom and residential facilities are excellent. Chronically vacant teaching staff positions, however, have resulted in the under-utilization of the institutional infrastructure and, to some degree, the lack of an in-house capability to offer all the courses in the annual training program. Under the circumstances, SIMPA is unable to lessen its dependency on requesting donor assistance in filling teaching positions. SIMPA is currently negotiating with the CFTC for the assignment for three years each of trainers in financial management and development management in 1984 and would like to recruit trainers in personnel administration and quantitative analysis as well. Swazi counterparts will be recruited from recent UniSwa graduates, although SIMPA's salary scale, low in comparison with other GOS entities, and relatively tight career ladder offer limited incentive for permanent

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employment with the institution. The lack of training personnel for conducting in-country management-type training programs can be addressed through the project by providing short-term services. SIMPA's organization and management are sound. SIMPA is also keenly interested in participating in the project. Under the circumstances, it is both appropriate and administratively feasible to expect SIMPA to play an active role in project-funded activities, especially in-country training programs.

DEVELOPMENT COMMUNICATIONS:
ILLUSTRATIVE EQUIPMENT AND COMMODITY LIST

The following list of equipment and commodities reflects estimated requirements as of March 1984 and is adequate for PP budgetary purposes. Preparation of a final equipment and commodity list, including specifications, up-to-date prices and suggested sources, must be the responsibility of the contractor.

<u>EQUIPMENT</u> <u>Item</u>	<u>Quantity</u>	<u>Unit Price</u>	<u>Total Est.</u> <u>Cost (1984)</u>
<u>A. Studio Equipment</u>			
(to complete two studios)			
Audio mixer, 8-10 channel, 2 groups	1	\$5,500	\$5,500
Reel-to-reel tape recorders	2	2,500	5,000
Record reproducers	4	3,000	12,000
Cartridge record/replay machines	4	1,250	5,000
Audio amplifiers, stereo	2	1,250	2,500
Loudspeaker monitors	4	625	2,500
Microphones	2	500	1,000
Cables, hardware, etc.	-	---	1,500
		Sub-total	\$35,000

Note: SBS has one audio mixer and two reel-to-reel recorders.

<u>B. Editing and Reproduction Equipment</u>			
Audio-cassette (to reel-to-reel) double-speed duplicator (TASCAM 122)	1	600	600
Reel-to-reel tape deck, dual speed	1	2,500	2,500
Splicing blocks	5	20	100
High-speed cassette duplicator, 10/1	1	9,500	9,500
		Sub-total	\$12,700

<u>C. Training Studio Equipment</u>			
Cassette decks	2	400	800
Open reel deck	1	400	400
Turntables	2	300	600
Simple mixer amplifier	1	600	600
Tape blocks	20	5	100
Cables, stands, etc.	-	---	400
		Sub-total	\$ 2,900
		Total	\$50,600
Plus shipping and insurance @ 40% of total			\$20,240
		GRAND TOTAL	\$70,840

<u>COMMODITIES</u>			
Books and reference materials	400	25	\$10,000
Training materials	-	-	15,000
Audio tapes	2,000	3	6,000
Audio production supplies	-	-	9,000
Print materials	-	-	10,000
		GRAND TOTAL	\$50,000

ANNUAL LONG-TERM PARTICIPANT TRAINING IMPLEMENTATION SCHEDULEI. IMPLEMENTATION SCHEDULE

The following schedule presents the major implementation actions to take place during the project along with the responsible agents. The schedule is illustrative and is not expected to be followed exactly. At several points within the life of project (usually following an evaluation), the schedule will be updated and/or changed by written agreement between AID and the Grantee.

1. Development of an Administrative/Leadership Cadre

a. Long-term Academic Training Abroad

<u>MONTH</u>	<u>ACTION</u>	<u>RESPONSIBILITY</u>
May	Scholarship announcement in the two English-language newspapers providing information on USAID's priority fields of study, contact persons/training officers in the development ministries and additional requirements to apply (a letter of professional objectives, a recommendation from the applicant's immediate supervisor and transcripts from the "O"-level and higher)	USAID
June	Prospective candidates submit applications to the contact person/training officers in the development ministries	Swazi applicants
July	Ministries (1) collate and review all applications and then (2) submit a prioritized training request to the Department of Establishments and Training	GOS development ministries
August	DET (1) reviews and evaluates the ministries' training requests and (2) prepares a Country Training Plan for submission to donors	DET
September	Drawing from the Country Training Plan, DET forwards specific training requests to USAID	DET
October	USAID (1) reviews the requests, (2) evaluates each candidate's application, (3) prepares a short-list of the most promising candidates, and (4) schedules and arranges the TOEFL, GRE and GMAT examinations	USAID

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November- January	USAID and Ministry of Education proctor the TOEFL, GRE and GMAT examinations	USAID, MOE & Swazi applicants
February	Test results received; USAID conducts personal interviews with GOS participation	USAID & DET
March-April	USAID (1) finalizes selection of candidates, (2) schedules medical examinations and (3) in collaboration with GOS training officers, prepares PIO/Ps with specifications regarding course work and recommendations regarding first choice(s) of universities	USAID & GOS training officers
May	USAID forwards PIO/Ps to the contractor for university placements	USAID & Contractor

Scholarship applications from the University of Swaziland will be initially screened by a University committee. The committee will then prepare a training request which will be forwarded to DET.

For candidates from the private sector, applications will be forwarded to a Joint Committee of the Federation of Swaziland Employers and the Swaziland Institute of Personnel and Training Management. The Joint Committee will then submit a training request to DET for its pro forma review. DET will then forward the training request to USAID.

b. Short-Term Non-Degree Technical Training

<u>DATE</u>	<u>ACTION</u>	<u>RESPONSIBILITY</u>
July 1984	Establishment of policy for short-term training abroad	DET/USAID
August 1984	Meeting to determine short-term training placements for September-December 1984	DET/USAID
August 1984	PIO/Ps drafted, approved and sent to (SAMDP) contractor	USAID/Contractor
December 1984	Meeting to determine short-term training placements for January-April 1985	DET/USAID
December 1985	PIO/Ps drafted, approved and sent to (SWAMDP) contractor	USAID/Contractor

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N.1.-3

April 1985 Meeting to determine short-term training placements for May-August 1985
DET/USAID

(The cycle continues as above.)

c. In-Country Training

November 1984	Contract representative for In-Country Training and Technology/Skills Transfer element is selected and receives USAID and GOS concurrence	Contractor/USAID/DET
January 1985	Contract rep arrives in country	Contractor/USAID
March 1985	In-Country training policy established and communicated to GOS	Contractor/USAID/DET
April 1985	Review and prioritization of prospective in-country training activities	Contractor/USAID/DET
May 1985	First in-country training course conducted	Contractor/DET

2. Development Orientation for Traditional Leaders and Rural Women's Associations

November 1984	TA for TL/RW is selected and receives USAID and GOS concurrence	Contractor/USAID/MOAC
February 1985	TA arrives in country	Contractor/USAID
April 1985	Swazi Community Leadership Specialist hired	Contractor/USAID/MOAC
May 1985	Arrival in country of short-term TA to assist in drafting a work plan for both TL and RW sub-elements	Contractor/MOAC
June 1985	Work plan (through December 1986) completed and approved by MOAC	Contractor/MOAC
July-Sept. 1985	Initial conferences/activities for Traditional Leaders and Zenzele leadership	Contractor/MOAC
December 1985	Modified formative evaluation	GOS/USAID

3. Development Communications

January 1985	Short-term TA/Communication expert arrives in country	Contractor/SBS
February 1985	Work Plan/Feasibility Study by TA/Communication Expert completed; reviewed and approved by GOS	Contractor/SBS
March 1985	Full-time Development Communications Specialist arrives in country	Contractor
April 1985	Director for SBS Center for Rural Broadcasting and Information selected	SBS
May 1985	Two studio engineers selected to work with SBS Center RB&I	SBS
May 1985	First in-country workshops/seminars offered	Contractor/SBS
July 1985	SBS radio studio equipment ordered	Contractor/SBS
August 1985	Development Communications participants (2) depart for long-term U.S. training	Contractor

4. Institutional Development/Linkages

August 1984	USAID and potential Swazi beneficiary training institutions develop agreed upon strategy for implementing this element	USAID/GOS
This strategy might possibly include:		
September 1984	USAID establishes deadline to receive linkage proposals	USAID
October 1984	Proposals received and reviewed by USAID	GOS/USAID
November 1984	USAID chooses to implement two linkage arrangements	USAID
December 1984	Cooperative Agreement/Grant negotiated with involved U.S. institutions	USAID/U.S. Institutions
January 1985	Linkage activity begins	U.S./Swazi Institutions

5. Technology/Skills Transfer

November 1985	Vitae of Manpower Economist/ Planner approved by DET	DET/Contractor
December 1985	OPEXers currently in country with 6 or more months remaining on their contract, have their contract transferred (to the new contractor)	USAID/Contractor
February 1985	Manpower Economist/Planner arrives in country to assume post at DET	Contractor/DET
March 1985	Arrangements are made for the purchase of a micro-computer in DET to complement TA to that Department	Contractor/USAID
April 1985	GOS and USAID agree on specific criteria for evaluating public sector request for short-term specialist TA	USAID/GOS

II. PRE-DEPARTURE ORIENTATION PROCEDURES

The following procedures have been adopted by USAID in connection with the departure of USAID-financed participants. Several of the following activities may be conducted collectively as part of a group pre-departure briefing:

1. Participant is first briefed by the Training Officer to assure that the participant understands the arrangements made for travel to place of study, use of arrival notice system, date of departure and date of arrival, given travel aids such as the AID participant lapel pin, baggage tags and passport leaflets, advised on hotel reservations and how payments should be made, given copy of TIP if available, copy of PIO/P with facesheet removed, assistance in applying for U.S. visa, what to do if a connection is not made and what he or she can expect if not met at airport and people to contact when in difficulty.
2. Individual is then briefed by a member of the Controller's Office regarding the advance maintenance allowance and payment of allowances while in a study status.

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3. HRDO provides briefing which includes the following:
 - a. General characteristics of study in U.S. institutions:
 1. Size
 2. competitiveness (examinations)
 3. living arrangements
 4. extra-curricular activities
 5. using a library and reference materials
 6. the academic advisor
 7. summer activities (work study vs. study)
 8. taking notes
 9. course selection
 10. books for study
 - b. Particulars of the specific institution to which assigned and characteristics of zone in which institution located:
 1. examination of catalog (if available)
 2. climate and clothing requirements
 3. transportation
 4. race relations
 5. tests (e.g. TOEFL) if not already taken.
 - c. The trip to the U.S. or the third country:
 1. the nature of international travel
 2. what to do if something goes wrong
 3. orientation upon arrival in the U.S.
 - d. The role of the Contractor during the individual's time in the U.S. or third country; payment of fees and allowances.
 - e. Keeping in touch with the Contractor, USAID/Swaziland, Government of Swaziland.
 - f. Materials about life in U.S. supplied to participant (materials provided by the Contractor and USIS).
 - g. Questions posed by participant are either answered by HRDO or participant is directed to appropriate person to answer questions.
4. Question-and-answer session with a Swazi who has studied in the U.S., preferably a Swazi who has studied in the same discipline/institution.
5. Participant is then sent to Consulate where appropriate individual advises participant of rights and responsibilities under JI visa.
6. Participant returns to Training Office for final check of documents.

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POSITION DESCRIPTIONS1. Development Communications SpecialistTime Frame:

Full-time for approximately one year; then half-time for approximately three years; then quarter-time for approximately three years.

Qualifications:

M.A. or Ph.D. in Development Communications, with a minimum of six years of experience in broadcasting or closely allied field experience in development broadcasting operations and with at least 2 years of administrative management. Previous work in developing countries highly desirable.

Duties:

The Development Communications Specialist will function as the principal advisor to the Center for Rural Broadcasting and Information of the Swaziland Broadcasting Service, supporting over 30 development communications specialists from many ministries and non-governmental organization, including two local-language newspapers.

- Working with the Director of the Center, establish and institutionalize procedures and organizational and management framework of the Center.
- Develop a training program in development communications strategies, radio broadcasting skills and rural journalism for the development communications staffs of Swazi ministries, n.c.o.'s, and SBS; use short-term U.S. consultants for short-term in-service training.
- Advise the GOS on the development of appropriate policies for the fuller and more effective use of communications, including organizational matters.
- Assist in selection and training of Swazi counterpart staff. This will include OTJ training of the Director and other professional staff of the Center and support of Swazi participants while they are abroad for training (advise in selection of courses, general counselling, etc.)
- Organize U.S. training, long-term and short-term, for the Swazi development communications community.
- Work with officials from Swazi development ministries to substantially increase the impact of communications in serving key ministerial development priorities, through organizing communications campaigns and otherwise integrating communications efforts.

2. Development Communications: Short-Term Technical Services Consultants

Timeframe: A total of 39 person-months

The following are examples of consultancy requirements anticipated during the project:

Script-writing specialist

Extensive experience in providing basic training in the development of radio scripts.

Audio-production specialist

Extensive experience, preferably within developing countries, in radio production and providing training in both basic production skills and the use of a variety of formats--drama, music, spot announcements, etc.

Formative evaluation/field research specialist

M.A. or Ph.D. in Development Communications or its equivalent. Experience in carrying out formative evaluations of broadcasting and the related use of print materials in an operational setting, also including field surveys, and in structuring materials to facilitate the revision and improvement of broadcasts.

Instructional technologist

M.A. or Ph.D. in Educational Technology or its equivalent. Experience in designing instructional materials for distance-teaching, preferably including use of the mass media, and including basic school subjects.

Communications policy analyst

Ph.D. in Development Communications or equivalent, with substantial developing country experience in advising on the formation and evaluation of communications policies.

Rural journalism specialist

Experience in providing training in basic rural journalism skills, preferably with some specific background in areas such as health or agricultural education.

Training materials specialist

Experience in the design and conduct of Development Communications training programs, including preparation of teaching materials for both instructors and students.

3. Mannpower Economist/Planner

Time Frame: Two years with possibility of extension.

Qualifications:

Individual should have at least a Master of Science in manpower economics/planning with heavy emphasis upon the development and use of forecasting policies and procedures within a developing country setting. Ability must include capacity to quantitatively assess current forecasting procedures and to develop and implement policies and programs for improving public sector forecasting in Swaziland to include in-country training of Swazi staff.

Individual should have at least five years practical experience in developing and executing training forecasting programs for the public sector.

Experience in an ex-British colonial administrative system and Africa is desirable but not essential.

Duties:

(1) Perform an extensive review of all present policies, programs and procedures used by the GOS to set the present demand for civil service employees and project future requirements. Emphasis should be given to:

- examining the capacity of all GOS agencies to periodically specify their personnel requirements (new staff and upgrading for incumbents). This should include detailed descriptions of the number and quality of manpower/training staff in each GOS agency and the nature of the procedures used to predict training requirements;
- examining the validity of current procedures. For example, to what extent requirements are based upon appropriate job descriptions and assessment of incumbent capacity to perform jobs;
- examining the relationship of public sector manpower requirements to similar requirements in the private sector. Individual will not be expected to carry out a national manpower plan, but rather to coordinate public sector demand projections with others in the GOS responsible for assessing overall labor force demand.

(2) On the basis of findings from (1) above, write a report which details current policies, practices and procedures for providing current public sector manpower requirements and projecting in-service pre-service requirements. The report should contain recommendations for improving the capacity of the GOS to specify its public sector manpower requirements.

(3) review policies and practices which impact utilization of manpower within the public sector and write a report which details existing policies and operational procedures plus recommendations for optimizing the use of existing civil servants. (This report may be combined with the one noted in (2) above).

(4) on the basis of the GOS reaction to the reports in (2) and (3) above, prepare a work program for developing over a period of 12-18 months an institutionalized Swazi capacity to assess current manpower requirements and forecast civil service requirements. This program should outline specific steps for:

- developing the data base for forecasting;
- laying out the projection methodologies to be used for forecasting;
- differentiating between the quantity of manpower requirements and the quality of civil servants;
- training staff within GOS agencies and the Department of Establishments and Training in in-service programs and, for a few key individuals, overseas training, to carry out the forecasting.

(5) It is expected that the advisor will coordinate his work with the Department of Economic Planning and Statistics to assure comparability of public sector manpower demand projections with those for the private sector being developed by Economic Planning.

(6) Provide periodic reports to the Director of Establishments and Training, the content and timing to be determined by the Director.

Place of Work:

Individual will be a technical advisor to the GOS hired through a contractor. His/her immediate supervisor will be the Deputy Director, Department of Establishments and Training. Individual will be located at the Department's offices in Mbabane. Individual will be expected to cooperate fully with other divisions within the Department of Establishments and Training and with the principal personnel officers of other ministries and departments. It is expected that a considerable amount of time during the initial months of the assignment will be spent in analyzing and forecasting capability within GOS agencies and in assisting such offices and staffs to improve their personnel information retrieval techniques in line with the GOS overall public sector forecasting model.

4. Traditional Sector Training Specialist

Time frame: Two years, full-time.

Duty Station: Mbabane, Swaziland

Qualifications:

Prefer M.A. or Ph.D. in Anthropology/Rural Sociology with demonstrable experience in nonformal education. Previous experience in Africa, especially southern Africa, including assignment to a governmental agency, is highly desirable. Experience in agriculture extension and evaluation research is also desirable.

Terms of Reference:

The Traditional Sector Training Specialist will advise two sections of the Ministry of Agriculture and Cooperatives (MOAC), Community Development (CD) and Home Economics (HE) on expanded traditional sector training and orientation programs. The CD program is for chiefs, chiefs' deputies, chiefs' advisory council members, and members of local development-related committees. The HE program is for members of women's self-help organizations. Within the indicated timeframe, the Specialist will:

- work with CD and HE in designing and administering development training/orientation/motivation programs for traditional or local leaders and for rural women's organizations;
- help monitor and evaluate expanded training programs of CD and HE; provide quarterly evaluation reports to AID;
- help identify in-service training needs of CD and HE staff in order to support expanding training programs;
- with the Swazi Community Leadership Advisor train a junior Community Leadership Specialist (CLS) in the planning and administration of traditional leader training.

5. Contractor Field Representative/Chief of Party

Time Frame 5.5 years (April 1985 - Sept. 1990)

Qualifications:

Ph.D. or M.A. in Public Administration or one of the development-related Social Sciences with 10 years (five of them at a supervisory level) experience in the management and directing of social service/training programs. Five years experience in developing countries mandatory. African experience at the Ministry level highly desirable.

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Duties:

As Contract Representative, have oversight responsibility for all individuals hired under the Technical Services Contract and serving in Swaziland, including the following:

- Technical Advisor in support of the Traditional Leaders/Rural Women's Associations project element.
- Community Leadership Specialist (the function here will be totally administrative as the Specialist will serve as though in a line capacity under the DC Division Chief)
- Technical Advisor serving in the Department of Establishments and Training

Will be responsible for submitting the following reports to USAID:

- Monthly progress report summarizing the specific requests for long- and short-term technical services and in-country training programs
- Semi-annual progress and financial report summarizing information on each long-term OPEXer and technical advisor and each short-term technical advisor

Further, using staff assigned to the various project elements, will provide to USAID:

- Detailed Annual Work Plans for TL/RW and DC project elements
- Year-end summary for TL/RW and DC project elements

In conjunction with the requesting Ministries, assume both home office and in-country responsibility for:

- the recruiting and backstopping for all Operational Experts and long-term technical advisors, including the procurement of job-related commodities
- the recruiting and backstopping of short-term specialists

Assist the Education Officer where appropriate in the drafting of required AID documentation.

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Serve as key facilitator in the design, coordination and implementation of all contract-sponsored in-country training programs, to include:

- the provision of short-term technical services as required
- the procurement of supplies and equipment for participating Swazi institutions.

Work with the HRDO in the evaluation and prioritization of GOS and private sector requests for long-term (OPEX and advisory) and short-term specialized services

In coordination with the HRDO, liaise with the Principals of the GOS training institutions concerning all operational and financial matters relating to in-country training programs supported under the project.

Duty Station: At the Swaziland Institute of Management and Public Administration (SIMPA); residing in Mbabane.