1 PD-AAV-994
ISN 53571

ACTION MEMORANDUM FOR THE ACTING ASSISTANT ADMINISTRATOR FOR AFRICA

FROM : AFR/SA, Roger D. Carlson

SUBJECT: Funding Authorization for the South Africa University Preparation Program (UPP)

Problem: Your authorization of $2.0 million of FY 1983 funds from the Southern African Regional ESF account is needed to finance the University Preparation Program (Project 690-0222), a two-year teacher upgrade and student development program for black South Africans.

Background: AID transferred $469,750 to the United States Information Agency (USIA) in FY 1980 to finance a tutorial training project aimed at preparing high school students in Soweto (the black township outside Johannesburg) to pass the Joint Matriculation Board (JMB) examination. The JMB is South Africa's most difficult matric exam, but is a highly valued credential for college admission and qualification for jobs requiring technical skills training. Because of their greatly inferior elementary and secondary education, less than half of the black students who take the JMB pass it, and because of the history of this low-pass rate, most black students do not take the JMB, opting instead for the less difficult, and less valuable matric exams. The subject areas in which black students have greatest difficulty are English, mathematics and physical science.

The FY 1980 funds transferred to USIA were, in turn, granted to Consulting Group, Inc. (CGI), a San Diego consulting firm, to develop tutorial training materials and to teach community organization tutors to use these materials in their matriculation preparation program. CGI developed 53 instructional study guides in English, mathematics and physical science and conducted a training session for community organization tutors.

AID transferred an additional $300,000 to USIA in FY 1982; these funds were granted to CGI to carry out a testing and evaluation phase. Under the May 1982 Phase II grant, CGI was required to a) develop more basic study materials (called Concept Development Worksheets) in mathematics for those students who required further remediation to use the study guides, b) conduct additional training seminars for matriculation program administrators, teachers and tutors, and c) compile evaluative data on implementation of the program. Pursuant to the grant, CGI has prepared 25 Concept Development Worksheets, trained 76 matriculation program teachers/tutors and administrators, and has gathered information on the usefulness of UPP materials to teachers and students.

USIA confirmed in its letter of May 4, 1983 that CGI has complied with the requirements of the Phase I and Phase II grants, and has submitted the necessary financial statements in a timely and efficient manner. The letter notes that CGI has effectively made program adjustments as necessary in this experimental activity. It has done so without requests for additional funding in either Phase.

DISCUSSION

Proposal for Nationwide Implementation of UPP

CGI submitted in January 1983 a program proposal and funding assistance request (Annex A) which set forth a plan to move beyond the pilot phases and to conduct UPP as a nationwide teacher upgrade and student development program. The proposed project activities are as follows:

a. producing 50 concept development worksheets in mathematics, 70 worksheets in English and 150 in physical science;

b. training six black South Africans as trainers of tutors and teachers;

c. establishing UPP centers to coordinate training and disseminate materials; and

d. conduct the necessary "internal" program evaluation.

The period of implementation of these activities is two years and the proposed life-of-project cost proposed by CGI is $2,150,192. We believe that this cost can and should be held to a maximum of $2,000,000, and believe that this level of funding will allow substantially the same project.

Evaluation

An independent evaluation by AID contractors was planned, in the May 10, 1982 Memorandum of Agreement between AID and USIA, for the October-December 1982 period. However, because of the long delays caused by the stalled apportionment process, these funds did not become available until April 21, 1983, after Phase II had been completed. Starting an independent evaluation after the PM&R funds became available would have delayed any further project implementation to the point that it would not be useful to black South African educators during the January-December 1983 academic year. Such a delay in implementation would make it very difficult for these educators to rely on the project to provide timely assistance.

Further, AID and USIA had in their files a considerable body of information on implementation of the project during the pilot phases. These files include AID and USIA cable traffic with USIA offices in South Africa, correspondence with the implementing organization, correspondence between the implementing organization and South African community organizations, progress reports and financial expenditure reports by the implementing organization, AID funding authorization documents and USIA grant documents. A review of that information has provided the findings we sought from the independent evaluation, conclusions on progress to date in achieving the project's objectives, and on the performance of the implementing organization. The file evaluation is attached as Annex B.

The two major conclusions of that evaluation are the following:

1. AID undertook the University Preparation Program to determine whether the USG could, through a private implementing organization, provide education assistance acceptable to the black community, yet not objectionable to the South African Government. Phase I and II have demonstrated that the USG can conduct such projects.

2. The grantee organization, Consulting Group, Inc., has developed technically sound training materials and black community educators have demonstrated enthusiasm about participating in the program. While systematic and sustained tutoring of students did not materialize during the pilot phases, there is presently a high demand for UPP materials and training for matriculation preparation programs for black students and skills upgrading programs for black teachers.

In addition to the file evaluation, the Education and Human Resources Division of the Office of Technical Resources (AFR/TR/EHR) conducted a technical assessment of the UPP materials and the teaching methodology. The assessment concluded that the materials and the methodology are technically sound and constitute an appropriate response to the problem of underpreparedness of black students for their matriculation examinations.

Embassy Assessment of Black Community Interest in the Project

As communicated in recent cables, the Embassy and USIA offices in South Africa attach very high priority to the University Preparation Program. That priority derives from the high level of interest expressed by several organizations involved in nonformal education programs for black South Africans. The Embassy's summary comment on UPP is stated in a recent cable, Cape Town 1409, as follows:

> "There have been significant strides in the UPP project since September '82 training seminars conducted by Ken Majer (CGI President). Teachers involved in workshops have reported good results in terms of students being better prepared for matric exams. Some teachers feel materials are a little too tough for competency levels of students using them, but general reaction is that 'we need materials and we need them now.' What this boils down to is that post is prepared launch major support effort when UPP program fully operative. Since the present CGI proposal is not totally new, but continues the previous work to simplify material and to train teacher training personnel, the justification for original project remains. Post sees no technical difficulties with present proposal nor any insurmountable difficulties. We are most comfortable with increased emphasis on English materials, but prefer to leave this decision to project director. English, science and math are definitely the areas causing most trouble in matriculation pass results of blacks, so project on track as concerns immediate needs."

The Embassy also reports that several community organizations (including the Council for Black Educational Research based in Johannesburg, and the church supported St. Francis Adult Education Center near Cape Town) are using or plan to use UPP materials in their nonformal training programs. Further, Ford Motor Company's Education and Training Department has been given a set of UPP study guides which it will reproduce and use in classes of fifty students each; students participating in these classes are from the community and do not have to be affiliated with Ford. The South African Institute of Race Relations is also incorporating UPP materials in its non-formal education program.

In direct expressions of support from the black South African community, Mr. Gibson Thula, Zululand Chief Gatsha Buthelezi's representative in Johannesburg cabled Congressman Howard Wolpe and Senator Nancy Kassebaum, expressing his support and recommending additional assistance for UPP. In addition, the April 8 cable to you and the Administrator from Bishop Desmond Tutu, Chairman South African Council of Churches, stated:

> "This is to confirm that the San Diego Project (UPP) under Ken Majer is a very valuable program for black students in our schools and for those who study privately. Bernadette (retired teacher and EOC tutor) has been using them since last year already. We would appreciate it immensely if this work is funded for completion."

AA/AFR reply of May 17 stated:

> "We share the importance you attach to this project and are making every effort to arrive at a decision on authorization of funds as soon as possible."

Contracting for Technical Services - The Importance of Established Relationships in the Black South African Community

UPP was developed and its pilot phases implemented by CGI. The high level of receptivity for this project in the black community results from professional contacts established by CGI over the past three years. South Africans (black and white) do not receive strangers easily or quickly. Sending unknown individuals from an unknown organization into South Africa would at a minimum result in serious delays in this high priority project. Months of cautious relationship-building with black community organizations would be needed to establish the acceptability of new U.S. technicians. Such delays might cause loss of the existing enthusiasm and the opportunity to conduct a project that has great potential for social and economic development gains for black South Africans and significant foreign policy gains for the United States.

Cape Town 1409 comments as follows:

> "Do not see how any other U.S. group could pick up either organization or contacts without so much delay that project would not only not get off ground, but would confuse South African groups (emphasis added). Project under consideration is in the main a continuation of work previously done. Concept Development Worksheets will have natural links with study guides already prepared."

Justification for Noncompetitive Negotiation

AIDPR 7-3.101-50(b) states, in part, the following: "There are limited circumstances where noncompetitive negotiation may be permissible; these are listed below." Subparagraph (7) of that subsection states the following: "Contracts or contract amendments for which the Assistant Administrator responsible for the project or program makes a formal written determination with supporting findings, that procurement from any other source would impair foreign assistance objectives, and would be inconsistent with fulfillment of the foreign assistance program."

The Project Committee believes that a determination that procurement from any source other than Consulting Group, Inc. for implementation of the University Preparation Program would impair foreign assistance objectives, and would be inconsistent with fulfillment of the foreign assistance program. The State Department and USIA support such a determination.

AIDPR 7-3.101-50(d) also states the following:

> For procurements pursuant to Section 7-3.101-50(b)(7), a copy of the findings and determination issued by the Assistant Administrator responsible for the project or program will be placed in the contract file. No further documentation or approval related to noncompetitive procurement will be required for procurement pursuant to Section 7-3.101-50(b)(7).

Justification for noncompetitive negotiation with CGI is set forth in the attached Justification and Determination Statement (Annex C).

Project Implementation

As described in CGI's proposal (Annex A), the project, if approved, will be implemented by CGI in cooperation with South African organizations and institutions conducting student and teacher matriculation preparation programs. CGI will coordinate project activities between the participating groups.

The project will not be implemented by or in cooperation with the South African Government (SAG). However, it will allow teachers from the school system to participate in its training along with tutors involved in nonformal education programs. Many of the school teachers are also involved in nonformal matric preparation programs outside the school system. They will participate in the project as individuals rather than as representatives of their institutions.

Several South African universities (Witwatersrand, Cape Town , Port Elizabeth) would like to use the project materials and training in the matric preparation programs that they operate for the community, outside their official programs. The project will seek to assist these university-sponsored community education activities.

The University of Zululand is the one institution that would like to utilize project materials and training in its formal teacher training program. Zululand is not one of the so-called independent homelands and has steadfastly resisted imposition of that status by the SAG, thereby thwarting one of the most fundamental objectives of apartheid. Teacher training is a critical education need in Zululand as in other regions of the country. The project will therefore seek to provide assistance to the University's teacher training program.

The CGI proposal provides for training in the United States of six black South Africans who will return to South Africa to serve as trainers for tutors, teachers and administrators of matric preparation programs throughout the country. This will make available to these educators a continuing source of technical assistance, a service that was not available during the pilot phases of the project and one which was identified by South African educators as critical to effective implementation of this project.

Because there is no AID presence in South Africa, the United States Information Service (USIS) offices in Pretoria, Johannesburg, Durban and Cape Town will provide field monitoring of the project, and will also facilitate communications as necessary between the U.S. (AID/W and CGI) and South Africa (participating organizations and individuals).

An independent project evaluation will be conducted during the twelfth month of project activity. The purpose of the evaluation will be to identify existing or potential problem areas in project implementation, and to recommend mid-course corrections to be incorporated as necessary into the project's second year of implementation. The Office of Southern African Affairs (AFR/SA) will budget for and plan the evaluation so as to ensure that it is conducted at the time specified, in order to effect any recommended corrections at the very start of the second year.

Proposed Legislation on In-Country Training

The Subcommittee on Africa of the House Committee on Foreign Affairs has introduced an amendment to the FY 1984 and FY 1985 that would impact significantly upon the UPP and other in-country training activities funded by AID in South Africa. The proposed amendment, H.R. 2992, follows:

"Sec. 540A. South Africa Educational Training Programs. Funds available to carry out this chapter for the fiscal years 1984 and 1985 authorization bill which are used for education or training programs in South Africa may not be used for programs conducted by or through organizations in South Africa which are financed or controlled by the Government of South Africa, such as the 'homeland' and 'urban council' authorities. Such funds may only be used for programs which in both their character and organizational sponsorship in South Africa clearly reflect the objective of a majority of South Africans for an end to the apartheid system of separate development."

It is not certain whether the proposed amendment will appear in the final authorization bill. We are aware that there is considerable opposition to it in the Senate. If the proposed amendment does appear in the FY 1984 authorization bill, it would not apply retroactively to FY 1983 obligations, including that for the UPP. The proposed amendment is included here merely to alert you to the interest of the House Subcommittee on Africa in legislating these restrictions on use of FY 1984 funds for in-country training activities.

Following authorization of the funds, we will submit the congressional Noftification(CN). During the CN period, we will consult with the appropriate Congressional committees regarding implementation of the UPP.

Recommendation:

It is recommended that you sign the attached Project Authorization and thereby approve life-of-project funding of $2 million; and that you determine, by signature of the attached Justification and Determination Statement (Annex C) that procurement of technical services from any source other than Consulting Group Incorporated (CGI) would impair foreign assistance objectives, and would be inconsistent with fulfillment of the foreign assistance program.

Approved Gilbert O. Patterson

Disapproved _____

Date 6/17/83

Attachments:
1. Annex A, Program Proposal
2. Annex B, File Evaluation
3. Annex C, Justification and Determination Statement

AFR/SA:EYates:5/18/83-6/07/83:632-4326:0207V

Clearances:
AFR/SA, RCarlson (draft)
AFR/TR/EHR, CPerry (draft)
AFR/DP/PPEA, H.Miles (draft)
PPC/PDPR, FMethod (draft)
AF/S, RNorland (draft)
USIA/AF, MWestmorland (draft)
AFR/PD, NCohen
AFR/DP, HJohnson
GC/AFR, TBork
DAA/AFR/EA-SA, GPatterson

ANNEX A

PROPOSAL

IMPLEMENTATION OF THE UNIVERSITY PREPARATION PROGRAMME

A TEACHER UPGRADE AND STUDENT DEVELOPMENT PROGRAM FOR BLACK SOUTH AFRICANS

JANUARY, 1983

THE CONSULTING GROUP, INCORPORATED
424 F STREET, SAN DIEGO, CA 92101

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UNIVERSITY PREPARATION PROGRAMME

A Teacher Upgrade and Student Development Program

EXECUTIVE SUMMARY

The University Preparation Programme (UPP) is designed to improve teaching skills and increase student academic achievement. It is based on nearly four years of research and development conducted in South Africa by a private U.S. Corporation, The Consulting Group, Inc. (CGI). CGI is requesting funds to institutionalize this program throughout the country.

The work completed to date concerned affirmative action and academic support for those South Africans historically denied equal educational opportunities. Subsequently, CGI designed, developed, and field tested a pilot program (the UPP) in close cooperation with South African educators from all racial groups and from various agencies throughout the country. The United States Agency for International Development (AID) and the United States Information Agency (USIA) supported these efforts.

The UPP includes instructional study guides that prepare students for South Africa's most difficult matriculation examinations in mathematics, physical science, and English. CGI also designed and field tested a comprehensive training

program for teachers, tutors, and personnel from alternative schools (church-supported schools and other education activities not controlled by the South African Government). This training program enables teachers to learn nonformal education (mastery learning) techniques that can be applied in alternative schools using the UPP Study Guides. Finally, CGI conducted field tests at the Standard 9 and 10 level for a selected number of Concept Development Worksheets. These worksheets introduce concepts that students must comprehend before beginning the matriculation level study guides.

The UPP Study Guides and new teaching techniques were introduced in such major South African population centers as Johannesburg, Zululand, Durban, Port Elizabeth, and Cape Town. After careful modification based on reports from community leaders, teachers, and South African university educators, the UPP has been enthusiastically endorsed by many South Africans. Instituting this program countrywide will help build an organizational infrastructure among nonformal South African education agencies, thereby enabling the entire program to be run by South Africans with a decreasing level of American intervention.

Our program comprises four major parts: (1) completing the Concept Development Worksheets in mathematics, physical science, and English; (2) training black South Africans to implement the program in South Africa; (3) establishing centers in South Africa

to coordinate this training and distribute the UPP materials; and, (4) conducting the appropriate evaluation and research necessary to ensure the program is cost effective and responsive to the needs of the black South African community.

Preliminary indications, based on data collected during the project's pilot phases, suggest that over 100,000 students could benefit from the program by improving their academic skills--and at a cost-per-student ratio of less than $20. As the program continues, and as U.S. involvement accordingly diminshes, the cost-per-student ratio should decrease even further.

Our proposal, projected for 24 months beginning March 1, 1983, details the resources, coordination, and management necessary to complete the program. The funds requested are $2,150,192.

INTRODUCTION

The UPP is designed to help educationally disadvantaged South Africans. Developed and pilot tested in South Africa by CGI, the program attempts to ameliorate two persistent problem areas in South African education: the inadequate skill levels of high school students aspiring to university studies and the serious need for improving the teaching skills of black South African[1] teachers.

This proposal starts with a brief history of the program, tracing its development from a series of orientation seminars in 1979 to a highly successful educational assistance program less than four years later[2]. The proposal then addresses the future activities of the UPP. These activities comprise four main parts: (1) completing the Concept Development Worksheets; (2) training black South Africans as trainers of tutors and teachers; (3) establishing UPP centers to coordinate training and disseminate materials; and, (4) conducting the necessary program evaluation.

[1] "black South Africans" refers to Black Africans, Asians, and so-called "Coloreds."

[2] The program is fully described in a series of reports submitted to AID and USIA and available from AID's African Office. See Consulting Group (1981a; 1981b; 1981c; 1981d; 1982).

The four broad project components are further detailed into a logical series of tasks and activities. The final sections of the proposal present the program budget and timeline, clarifying the activities over the proposed 24 months. Finally, data is provided showing the program's cost effectiveness in dollars per participant.

HISTORY AND DEVELOPMENT OF THE UNIVERSITY PREPARATION PROGRAMME

Background

The UPP can be seen as a logical outgrowth of seminars sponsored by USIA in 1979 and 1980. In 1979 an American team from the University of California at San Diego presented a seminar on university-level affirmative action. The seminar was conducted at the University of the Witwatersrand in Johannesburg. The USIA extended and expanded the seminars in 1980 to include discussions on developing academic support programs in the black and open universities in South Africa. This effort became known as the "San Diego Project."

Subsequently, USIA asked the same American team to continue working with the South African community to address directly the problems of black students aspiring to university work. The UPP was thus begun with a clear direction from South African educational leaders of all racial groups. In part the program was an experiment in developing nongovernmental programs in education.

Money from the United States was directed through a private U.S. company for the project. The Agency for International Development selected CGI because two members of the CGI staff were former University of California employees on the original American team to South Africa. AID funded this pilot program.

The pilot for the UPP comprised two phases, with ample opportunities for evaluation during each phase. A training manual and 50 Study Guides in mathematics, physical science, and English were designed and developed during Phase I of the project. The Study Guides were based on a comprehensive analysis of South African matriculation examinations from the past 10 years and were designed to be used either independently or in tutorials.

Phase II was a ten-month development and evaluation phase. It had three major objectives: (1) to develop prototype Concept Development Worksheets in mathematics (as requested by the South African community); (2) to conduct pilot training workshops in South Africa; and, (3) to determine whether to move from a pilot project to full-scale, countrywide implementation.

Achievements

These earlier efforts have already influenced the quality of schooling for some South African students. In just two years, a number of universities[3] have adopted portions of the academic support model introduced in 1980, involving as many as 1,000 students at various locations throughout South Africa. Now, after nearly two years of UPP materials development and training, South Africans are expending personal time and resources supporting these efforts as well. A few examples of this commitment include:

- The Urban Foundation in Durban has committed R40 000 (approximately $40,000) to reproduce the UPP Study Guides and to provide staff to implement and evaluate the program in Durban.

- SACHED, one of the most respected alternative education agencies in South Africa, printed the initial program materials for pilot testing. SACHED also sent a consultant in mathematics to the United States to work with the U.S. development team.

[3] The University of the Witwatersrand, the University of Cape Town, the University of Natal at Durban, Rhodes University, and the University of Natal at Pietermaritzberg.

- Teachers and alternative school personnel have volunteered their own time on weekends to take part in UPP training.

- The materials are being used in South Africa today, even though the program's formal implementation has not yet begun.

- Requests have been received from all racial groups throughout the country asking CGI to train more teachers and implement the program more broadly.

Design of the University Preparation Programme

Student development. The UPP is a program for individuals. Our goal is to help educate black South Africans, thereby providing them the opportunity for informed participation in the affairs of their own country. Most importantly, the program is nonpartisan, designed for, and in cooperation with, educationally disadvantaged South Africans from all racial groups interested in improving their skills. It therefore has a broad socioeconomic base: All students--especially the "almost student" (those who have done well but need a little more help to pass the matric)--may benefit from participation. The UPP is not aimed at relatively privileged students in private schools who will probably succeed without any outside help.

The UPP is not a Graduate Equivalency Diploma program. Rather, it is a highly sophisticated attempt to help provide the academic skills necessary to begin university work. Because the matriculation examination is used to certify general accomplishment, students who pass the exam have the added advantage of succeeding and advancing in the work place.

Teacher preparation and upgrading. A second important feature of the program is teacher preparation or teacher upgrading. The opportunities for teacher preparation in South Africa are severely limited. The UPP provides one of the few alternatives for teachers to learn about nonformal education, mastery learning, and other advances in educational practice. Professionals and paraprofessionals such as Peer Aides, tutors, and teachers who wish to work in the UPP must learn the techniques underlying nonformal education. This mastery learning program requires learner-centered activities. Open, give-and-take, question-answer, and objectives-based learning is something very new for South African teachers.

An enthusiastic response from those teachers and tutors participating in the early training sessions clearly indicates the program's success in increasing teaching effectiveness along these dimensions. For regular classroom teachers working on their own time in alternative education centers, the benefits extend to their activities in the normal classrooms as well.

This second major design feature further enhances the multiplier effect: students in traditional schools will benefit indirectly through increased effectiveness of their classroom teachers.

The program is also advantageous for those teachers desiring to improve their skills in mathematics, physical sciences, and English. Teachers who wish to pass the matriculation examination (80% of the black teachers have not passed that exam) can use the UPP Study Guides to increase their own level of competence as they master the concepts necessary to pass the matriculation examination. Thus there are two benefits for teachers: an opportunity to improve their skills by learning mastery teaching techniques and the opportunity to increase their academic skills while preparing for the matriculation examination.

Major Lessons Learned

Education in South Africa is very complex, but much has been learned in the past three and one-half years. Among the most important lessons:

1. Program development in South Africa demands a wide and continuous association with the community. After five trips to South Africa, the U.S. team has become more and more known and trusted. But South African doubts about American intentions remain. Trust among black South Africans is gained only after a long

period of consistent communication, follow-up, and fulfilled promises. Moreover, because the various groups within the black community are fragmented, close and frequent association with all of the groups is all the more important. Black South Africans often interpret a lack of communication and follow-up quite negatively. Face-to-face contact with each group and its members is vital to ensure the program's success. Almost all of an organization's leaders want to meet the U.S. team personally.

2. With some exceptions, most of the community-based organizations are fledglings. Most of the associations we have encountered possess little organizational hierarchy. Collective decision-making is the rule at each level, making it very difficult to meet with any representative group with confidence that a message will be systematically distributed through the organization. Many black South African organizations have a very efficient internal communications network, but have no efficient method for implementing policy or actions. And because of these organizational limitations, there is little or no institutional memory. Adequate files or records of activities seldom exist, nor is there a database to record the results of previous activities or meetings.

3. Well-trained people are in short supply. For all of the obvious reasons, including a poor educational system, a general lack of opportunity in society, and a repressive government, the black community in South Africa has few skilled persons. The potential is certainly there. We have found members of the black community to be extremely able but seriously deficient in practical skills--skills that they must spread very thin. A director of one organization, for example, will often sit on the board of another organization. But that one person cannot speak for both organizations at one meeting. Untapped human resources and inefficiency seriously hamper education in South Africa.

4. A nonpartisan approach is essential because today's institutions may be gone tomorrow. Separate development and the repressive racial laws govern all South African organizations. It is thus not surprising that institutions, occasionally, may cease to exist. The lesson is important because it speaks to the necessity for nonpartisan development across many organizations. The political factions within the Colored, Indian, and African communities and the instability of organizations suggest the fallacy in committing development resources to only

one community or organization. It is far more desirable to build a needed infrastructure by using a development program to benefit as many organizations as possible.

5. A substantial amount of in-fighting occurs among groups. Dissension is caused in part by the inequitable distribution of scarce resources. For one group to obtain some of the limited resources often means another group is denied. Unfortunately, it may be in the best interest of one group to undermine the efforts of another, a classic example of short-term gains that may be detrimental in the long run. Sadly, this rivalry hurts students the most.

6. Political positioning is characteristic of the community-based groups. This political positioning seems to be what keeps some of the community-based groups fragmented. In this sense, apartheid has been extremely effective in pitting group against group. It keeps the groups from uniting to act in the best interest of the community at large.

7. The American Embassy and USIS can help. Given their understanding of the political and cultural conditions necessary to move among the various

groups, Embassy staff can be helpful. They can arrange meetings, publicize efforts, and identify key members of the community. U.S. approval can, of course, accentuate the importance of any program.

Future Plans

Based on our experience and the support of AID, we propose to expand the UPP by implementing it countrywide. We have gathered sufficient data indicating that the program would be very helpful in two areas: teacher upgrading and skill acquisition for students wishing to study at the university level or work in skilled occupations.

COUNTRYWIDE IMPLEMENTATION

Overview

This program has enormous potential. Many people from major locations in the country are already requesting UPP training. Because of the teacher upgrading component, because it is a mastery learning program (whereby students can become tutors or Peer Aides as they master materials), and because of the enthusiasm for the program and materials which have been tailored for the South African situation, the program's combined multiplier effect is substantial.

To implement the UPP countrywide and simultaneously prepare to reduce the involvement of the U.S. team will require the coordination of many interested parties. This program effort will be substantial, but the rewards and benefits will be very large indeed. It will become a program sustained by black South Africans that was simply aided by American assistance in original design and implementation.

CGI proposes to complete the development of all materials, training, and institutionalization efforts within 24 months. There are no further plans for continued U.S. intervention after that time. The program will be sustained by those participants trained in and concerned with the program over the two year period. Should continuing resources be necessary (salaries, etc.), it will be the responsibility of the black South African organizations to garner those resources.

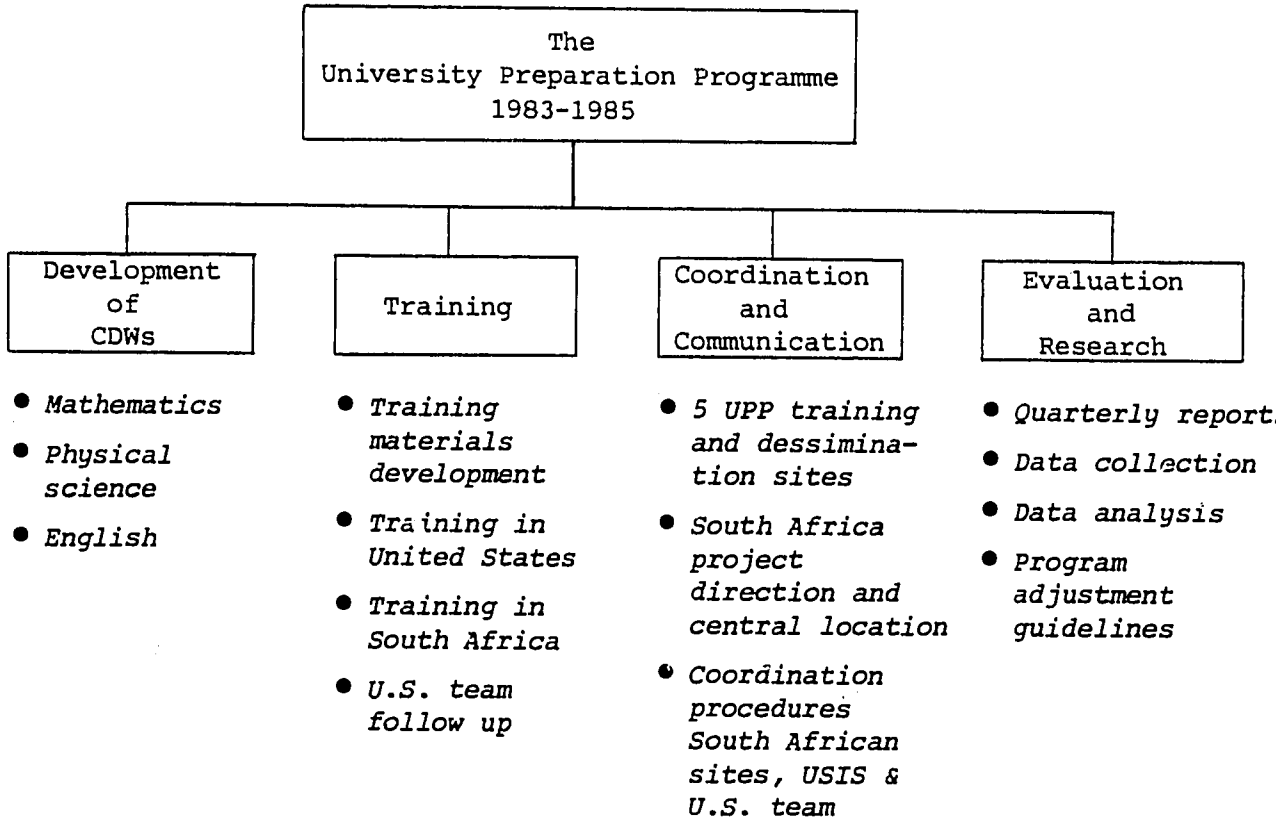
Program Components

The proposed program includes four major parts: (1) completing the Concept Development Worksheets in mathematics, physical science, and English; (2) training black South Africans to implement the program in South Africa; (3) establishing centers in South Africa to coordinate this training and distribute the UPP materials; and, (4) conducting the appropriate evaluation and research necessary to ensure the program is cost-effective and responsive to the needs of the black South African community (see Figure 1).

Figure 1

Components of Countrywide Implementation:

University Preparation Programme



Concept Development Worksheets. The Study Guides developed during Phase I of the UPP are "finishing-off materials"--materials designed to bring all the concepts together for students in preparation for the matriculation examination. Although the Study Guides for matric preparation are precisely what the community requested, some educators and others recognize that few black South African students are prepared to tackle this level of material. The Guides are well suited for teachers wishing to improve their own academic skills and pass matric; they are also appropriate for advanced students. But to increase the skills of most students, the community requested additional materials. These additional materials are the Concept Development Worksheets (CDWs), which provide comprehensive preliminary instruction in the basic skills leading to the concepts in the UPP Study Guides.

To test the value of the CDWs and the validity of the request for them, 25 sample worksheets in mathematics were to be written and field tested during Phase II of the UPP pilot program. Based on reactions from the community (during the September 1982 evaluation trip), reactions from two mathematics specialist from South Africa (who came to San Diego to work with the U.S. team), and black South African student review, the CDWs were judged to be very well designed and extremely useful.

We therefore propose to complete the CDWs in all three major academic areas. The pilot program included the first 25 worksheets in mathematics. Completing the sequence in mathematics will require an additional 50 mathematics worksheets. In addition, approximately 150 worksheets in physical science, and 70 worksheets in English will be completed.

Training. One of the most critical requirements of a development program in South Africa is the orderly transfer of responsibility for continued program growth when U.S. assistance is no longer provided. Training South Africans in the United States and having them return to South Africa to train other teachers and alternative education personnel will provide the support necessary for the continuing development of individual skills essential to the program's incountry effectiveness. This aspect of the UPP implementation plan requires training six South African educators in the United States. After a six-week training period, they would return to South Africa as resource personnel with responsibility for training, materials dissemination, and data gathering for evaluation.

Coordination and communication. Because communicating with the U.S. development team during the two-year implementation program is crucial for dissemination, feedback, and evaluation, part of our program will include establishing centers for this purpose. These centers will be incorporated into existing

educational or alternative educational operations such as the African Teachers' Association of South Africa, the University of Zululand Education Department, the Urban Foundation, and similar organizations involved with developing the pilot program. We will establish one center to coordinate the flow of information directly to San Diego. In addition to promoting a smooth flow of information, the purpose of these centers will be to help build organizational strength by creating administrative structures and functions.

Evaluation and research. The U.S. team will withdraw from direct involvement in South Africa as the program is implemented. The overall goal of this implementation is to enable South African groups to be self-sufficient at the end of the second year. Because the South African situation is exceedingly complex, we anticipate some adjustments over the two-year period to smooth the transition to South African control. This will assist the South Africans in developing new directions for the future. As an important part of the overall effort, this activity will help to ensure a systematic, planned institutionalization of the program with short-, medium-, and long-term goals compatible with the needs and interests of the South African community.

PROGRAM FEATURES

Six features comprise the heart of the UPP. These features make this program unique and illustrate how the program has been tailored to the South African situation.

1. The program will be nonpartisan in reaching as many members of the intended population as possible. The UPP is open to all. Although intended for black students, it crosses racial barriers to include teachers desiring to improve their skills, tutors from nonformal educational centers, students, and many others. Teachers obviously will be part of the larger educational system, but they will participate in the UPP as individuals. In South Africa, 85% of the students are confined to the black educational system. To ignore this group because they attend schools supported by the government means ignoring 85% of the problem. These scholastic paupers, and that, regrettably, is what they are, have but one option: obtaining the best education they can in the available schools.

Through the UPP, CGI wishes to substantially enlarge and enhance that option. To deny individual teachers who wish to upgrade their skills because they teach in the existing school system would be to deny upgrade opportunities to a highly dedicated and motivated group of professionals.

2. The South African community will assume complete control of the program. By "training trainers" during the implementation period and by supporting them in acquiring the skills necessary to conduct the program, the need for the U.S. team will diminish over time. Our goal by the end of the second year is to have the entire program conducted by and for South Africans.

3. The program's size and realistic goals further U.S. foreign policy objectives. The broad U.S. foreign policy objectives in South Africa include an emphasis on incountry development, a reluctance to work directly with governmental agencies, an interest in improving education and educational standards, and the emphasis on the use of American private enterprise to achieve it all. The UPP shares many of these same objectives. The UPP certainly will not ameliorate all of South Africa's educational ills. But it will ameliorate some of them and complement the larger U.S. interest in South Africa as well.

4. The program will develop its own instructional materials. There will be no copyright or royalty constraints on the UPP materials in South Africa. The materials may be freely copied and used by anyone desiring to improve his or her skills in mathematics, physical science, and English.

5. The program will have a highly leveraged multiplier effect. As a tutorially-based, mastery learning program, the UPP can potentially reach very large numbers of the intended population. We will first train South African trainers to work with more and more teachers and tutors; they will in turn form a support group concentrating on the program's specific activities. Students mastering the materials will thus be capable of tutoring other students. Teachers will learn new skills and increase their effectiveness with their students.

Each South African teacher we have worked with is responsible, on the average, for more than 180 students. We have projected that each of the six trainers will work with five groups of 20 tutors/teachers each over the two-year implementation period. Therefore, more than 100,000 students and teachers could eventually improve their academic and teaching skills during the implementation period alone. This would yield a cost-to-benefit ratio of less than $20 for each person reached by the program. If the UPP continues for five years after the community has assumed complete control, the amortized cost of the U.S. investment would drop to $3-4 per person.

6. The program is aimed toward building a variety of necessary human skills. The UPP will help black South Africans learn critical administrative skills. Teachers will learn new teaching skills and will also be able to improve their own

academic skills in mathematics, physical science, and English. Teachers will also learn systematic data-gathering skills. Most important, of course, the UPP emphasizes the skills students must master to become competitive in higher education.

DETAILED WORK PLAN

This plan provides a working outline of the major tasks to be completed for each program component.

Program Component	Task Number	Activity
1.0 Development of CDWs	1.1	Development of 50 CDWs in mathematics (ongoing 24 months)
	1.2	Review by outside professional reviewers (ongoing 24 months)
	1.3	Coordinated training and working sessions in San Diego with S.A. professional educationist reviewers
	1.4	Review and field test with S.A. students by S.A. professional educationist reviewers (periodically over 24-month period)
	1.5	Revision of CDWs in mathematics and UPP mathematics Study Guides as required by evaluation and field test activities in S.A.
	1.6	Development of approximately 70 CDWs in English (ongoing 24 months)
	1.7	Review by outside professional reviewers (ongoing 24 months)
	1.8	Coordinated training and working sessions in San Diego with S.A. professional educationist reviewers
	1.9	Review and field test with South African students by S.A. professional mathematics educationist reviewers (periodically over 24-month period)
	1.10	Revision of CDWs in English and UPP English Study Guides as required by evaluation and field-test activities in S.A.

Program Component	Task Number	Activity
	1.11	Development of approximately 150 CDWs in physical science (ongoing 24 months)
	1.12	Review by outside professional reviewers (ongoing 24 months)
	1.13	Coordinated training and working sessions in San Diego with S.A. professional educationist reviewers
	1.14	Review and field test with S.A. students by S.A. educationist reviewer (periodically over 24 month period)
	1.15	Revision of physical science CDWs and UPP physical science Study Guides as required from evaluation and field test activities in S.A.
2.0 Training	2.1	Trip to S.A. to select 6 S.A. trainers from representative groups and locations throughout the country
	2.2	Design of 6-week training program in U.S.
	2.3	Development of 6-week training program materials
	2.4	Selection of U.S. teacher training consultants to conduct 6-week training program
	2.5	Complete 6-week training program in U.S.
	2.6	U.S. personnel to accompany trainers on return to S.A. to provide support for setting up initial training by South Africans
	2.7	U.S support via the program communications component to provide questions, answers, and service to S.A. trainers

Program Component	Task Number	Activity
	2.8	Complete training of approximately 200 tutors (Peer Aides, teachers); 40 by each S.A. trainer (2 groups of 20)
	2.9	Follow-up by CGI team to support and fine tune training activities in S.A. 6 months after initial S.A. training
	2.10	Follow-up to support and fine tune training activities in S.A. 14 months after initial S.A. training
	2.11	Complete training of 400 additional tutors (Peer Aides, teachers); 80 by each S.A. trainer (4 groups of 20)
	2.12	Monthly follow-up visits by S.A. trainers to alternative scheme or classroom sites to provide support to newly trained tutors, Peer Aides, and teachers
3.0 Coordination and Communication	3.1	Select location for central communications center in S.A.
	3.2	Select S.A. coordinator of training and dissemination activities
	3.3	Select locations for 5 training and materials dissemination sites throughout country
	3.4	Establish administrative and organizational goals and requirements that will lead to long-term institutional skills (infrastructure) development
	3.5	Request advisory board participants
	3.6	Convene advisory board Session 1
	3.7	Establish telex, information, and telephonic communication patterns between S.A. coordinator, S.A. trainers, USIS, advisory board, and the U.S. team

Program Component	Task Number	Activity
	3.8	Maintain regular communication patterns to ensure appropriate support and information exchange
	3.9	Determine materials production and dissemination procedures
	3.10	Convene advisory board Session 2
	3.11	Delivery of monthly progress data to coordinator for consolidation and delivery to the U.S. team
4.0 Evaluation and Research	4.1	Monthly data gathering by S.A. trainers (Ch. 11, UPP Training Manual)
	4.2	Training of S.A. trainers in techniques of data collection and evaluation
	4.3	Analysis of feedback from S.A. reviewer specialists
	4.4	Analysis of monthly evaluation data from S.A. trainers
	4.5	Determine instructional needs (based on student performance) for revision/ modification of CDWs and UPP Study Guides
	4.6	Establish guidelines for revisions of CDWs and UPP Study Guides
	4.7	Completion of quarterly evaluation reports to AID
	4.8	Establish necessary adjustments and follow-up training requirements in S.A. by U.S. team

BUDGET AND TIMELINE

What follows is a description of the items that appear in the Proposed Budget for Countrywide Implementation (Table 1, page 30). Table 1 is followed by Figure 2, the 24-month timeline for implementation of the University Preparation Programme. For a more detailed budget, see Appendix A.

Direct labor. In the UPP, direct labor is full-time staff directly involved in the finished product and includes writers, illustrators, word processing operators, evaluation staff, and project management staff. Appendix B includes a list of key project personnel.

Indirect labor. Indirect labor is general and administrative staff, including budget and administrative support.

U.S. team consultants. This category includes top American experts hired on a cost-effective consulting basis, whose services are required only as needed in particular phases of the program. These consultants would include training materials developers, trainers, and subject matter reviewers, computer and other specialists.

S.A. team consultants. These South African experts include incountry trainers, advisory board personnel, and S.A. educational reviewers.

U.S. team travel. These figures include expenses required to bring trainers and expert consultants to the CGI offices in California, four trips to South Africa by the U.S. team, and CGI project staff transportation expenses.

S.A. team travel. These figures include travel expenses incurred in bringing project trainers and reviewers to the United States and domestic transportation expenses for the Advisory Board and project coordinators.

Other direct costs. These costs are directly related to the finished product (equipment, employee benefits, payroll taxes, shipping, printing, and the cost of relocating the project director to California).

Overhead. Overhead costs are those incurred in maintaining the physical plant, including rent and insurance, utilities, and telephones.

Table 1

Proposed Budget for Countrywide Implementation:

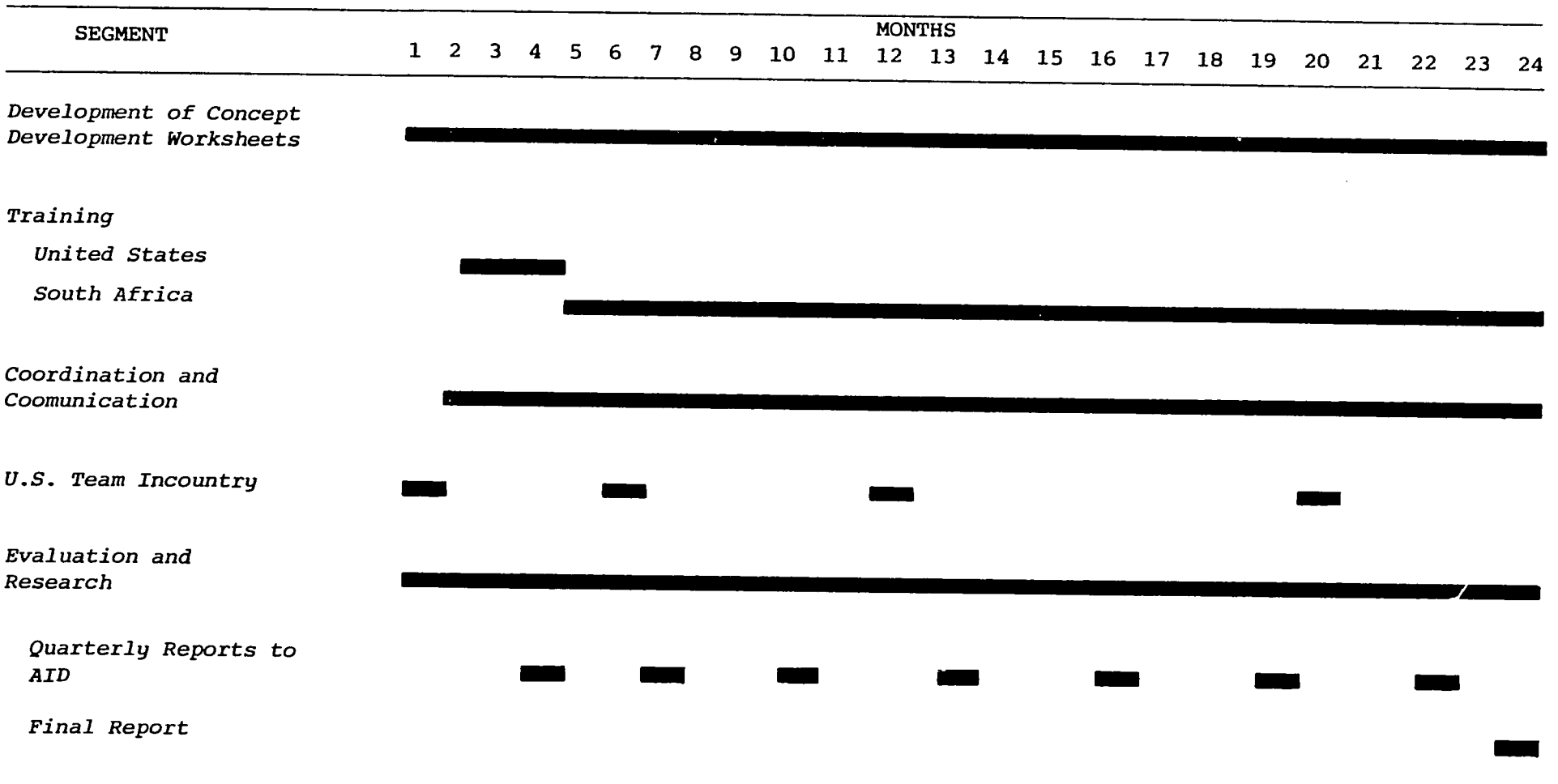
University Preparation Programme
(24 months)

Segment	Direct Labor	Indirect Labor	U.S. Team Consultants	S.A. Team Consultants & Trainees	U.S. Team Travel* & Per Diem	S.A. Team Travel	Other Direct Costs	Overhead	TOTAL (24 months)
Development of Concept Development Worksheets	$496,420	$117,263	$ 48,330	$14,400	$ 16,960	$ 14,670	$188,150	$222,500	$1,118,693
Training Materials Development & Training	16,294	11,793	11,250	70,000	12,255	40,680	4,630	10,200	177,102
Coordination & Communication	13,600	57,462	28,000	56,000	32,160	31,720	23,430	25,800	268,172
Evaluation and Research	77,136	71,062	12,375	--	6,370	--	45,340	53,700	265,983
Total (24 months)	603,450	257,580	99,955	140,400	67,745	87,070	261,550	312,200	1,829,950
Contingency (5%)									91,498
Profit Line (12.5%)									228,744
Total Proposed Budget									$2,150,192

*Travel includes domestic and international

Figure 2

24-Month Timeline:
University Preparation Programme



SUMMARY

This proposal is for funds to implement the University Preparation Programme. This teacher upgrade and student development program for black South Africans has the potential to make a significant impact on the education of black South Africans. The program proposal is based on almost four years of successful incountry development work. At this time, implementation of the program countrywide could have significant impact on large numbers of teachers and students in the black South African community.

The proposal calls for funds to develop the following four-pronged program: (1) completion of the Concept Development Worksheets; (2) training of black South Africans to implement the program in South Africa; (3) establishment of centers in South Africa to conduct training and distribute UPP materials; and (4) program evaluation and research to ensure the project is cost effective and responsive to the needs of the black South African community.

Funds requested for this program, $2,150,192, include all costs necessary to implement and organize training and dissemination centers at five locations in South Africa. By the end of the two-year implementation period, a positive education impact could be felt by as many as 100,000 black South Africans.

As a program that will be sustained after the implementation period without U.S. intervention, the cost-effectiveness would be extremely high.

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--- (1982). Findings from September visit to South Africa to introduce training and evaluation materials, University Preparation Programme, Phase II Midterm Evaluation Report, October 1982. San Diego (CA): The Consulting Group.

APPENDIX A

Detailed Budget

APPENDIX A

Detailed Budget

24 Months

DEVELOPMENT OF CONCEPT DEVELOPMENT WORKSHEETS

			Line Item
Direct Labor			
Writers (3)	$141,750		*(1)*
Assistant Writers (3)	113,400		*(2)*
Editor (1)	36,200		*(3)*
Word Processing Operators/ Technical Typists (3)	106,050		*(4)*
Graphic Artists (2)	69,450		*(5)*
Vice President & ISD Specialist (1)	6,890		*(6)*
Research Assistant (1)	22,680		*(7)*
Subtotal 1		$496,420	*(8)*
Indirect Labor			
President and Principal Investigator	29,500		*(9)*
Project Director	51,800		*(10)*
Executive Assistant	9,975		*(11)*
Receptionist/Secretary	6,825		*(12)*
Financial Officer	11,025		*(13)*
Project Budget Monitor	8,138		*(14)*
Subtotal 2		117,263	*(15)*
U.S. Team Consultants			
Content Reviewers (6)	46,080		*(16)*
S.A. Student Reviewers (3)	2,250		*(17)*
Subtotal 3		48,330	*(18)*
S.A. Team Consultants			
S.A. Field Testers (3)	14,400		*(19)*
Subtotal 4		14,400	*(20)*
U.S. Travel and Per Diem (Domestic)			
S.A. Student Reviewers living in U.S.	4,510		*(21)*
Administrative Travel	12,450		*(22)*
Subtotal 5		16,960	*(23)*
S.A. Team Travel and Per Diem (International)			
S.A. Field Testers to U.S.	14,670		*(24)*
Subtotal 6		14,670	*(25)*

			Line Item
Other Direct Costs			
Printing	$ 48,750		(26)
Shipping	11,000		(27)
Equipment (Word Processors & Equipment Supplies)	30,000		(28)
Writer and Graphic Supplies	7,000		(29)
Payroll Tax Expense	49,300		(30)
Benefits	27,100		(31)
Relocation Costs	15,000		(32)
Subtotal 7		$188,150	(33)
TRAINING MATERIALS DEVELOPMENT AND TRAINING			
Direct Labor			
President and Principal Investigator	7,500		(34)
Project Director	4,200		(35)
Vice President & ISD Specialist	4,594		(36)
Subtotal 8		16,294	(37)
Indirect Labor			
Executive Assistant	1,995		(38)
Receptionist/Secretary	1,365		(39)
Financial Officer	2,205		(40)
Project Budget Monitor	1,628		(41)
Graphic Artist (2)	3,000		(42)
Editor	1,600		(43)
Subtotal 9		11,793	(44)
U.S. Team Consultants			
Training Program Developers (3)	3,750		(45)
Trainers (10)	7,500		(46)
Subtotal 10		11,250	(47)
S.A. Team Consultants			
S.A. Trainers in S.A. (5)	70,000		(48)
Subtotal 11		70,000	(49)
U.S. Team Travel and Per Diem (Domestic)			
Training Program Developers and Trainers to San Diego	12,255		(50)
Subtotal 12		12,255	(51)

			Line Item
S.A. Team Travel and Per Diem (International)			
S.A. Trainees to San Diego (6)	$ 40,680		(52)
Subtotal 13		$ 40,680	(53)
Other Direct Costs			
Printing	1,000		(54)
Payroll Tax Expense	2,400		(55)
Benefits	1,230		(56)
Subtotal 14		4,630	(57)
COORDINATION AND COMMUNICATION			
Direct Labor			
President and Principal Investigator	8,000		(58)
Project Director	5,600		(59)
Subtotal 15		13,600	(60)
Indirect Labor			
President and Principal Investigator	21,500		(61)
Executive Assistant	9,975		(62)
Receptionist/Secretary	6,825		(63)
Financial Officer	11,025		(64)
Project Budget Monitor	8,137		(65)
Subtotal 16		57,462	(66)
U.S. Team Consultants			
Senior Advisor & Training Program Coordinator	28,000		(67)
Subtotal 17		28,000	(68)
S.A. Team Consultants			
Incountry Coordinator	28,000		(69)
Secretary	20,000		(70)
Advisory Board	8,000		(71)
Subtotal 18		56,000	(72)
U.S. Team Travel and Per Diem (International)			
U.S. Team Travel to S.A. (4 times)	32,160		(73)
Subtotal 19		32,160	(74)

			Line Item
S.A. Team Travel and Per Diem (Domestic)			
S.A. Coordinator	$ 8,520		*(75)*
Advisory Board	23,200		*(76)*
Subtotal 20		$ 31,720	*(77)*
Other Direct Costs			
Supplies and Expenses for S.A. Coordination Center	12,000		*(78)*
Printing	2,400		*(79)*
Payroll Tax Expense	5,900		*(80)*
Benefits	3,130		*(81)*
Subtotal 21		23,430	*(82)*
EVALUATION AND RESEARCH			
Direct Labor			
Vice President & ISD Specialist	62,016		*(83)*
Research Assistant	15,120		*(84)*
Subtotal 22		77,136	*(85)*
Indirect Labor			
President and Principal Investigator	29,500		*(86)*
Project Director	5,600		*(87)*
Executive Assistant	9,975		*(88)*
Receptionist/Secretary	6,825		*(89)*
Financial Officer	11,025		*(90)*
Project Budget Monitor	8,137		*(91)*
Subtotal 23		71,062	*(92)*
U.S. Team Consultants			
Senior Advisor & Training Program Coordinator	6,250		*(93)*
S.A. Student Reviewers	1,125		*(94)*
Computer Programmer	5,000		*(95)*
Subtotal 24		12,375	*(96)*
U.S. Team Travel and Per Diem (Domestic)			
S.A. Student Reviewers	2,620		*(97)*
Senior Advisor & Training Program Coordinator	3,750		*(98)*
Subtotal 25		6,370	*(99)*

			Line Item
Other Direct Costs			
Shipping	$ 1,200		(100)
Equipment (computer) and Supplies	6,000		(101)
Telex U.S.A.	12,000		(102)
Telex S.A. Coordinator	7,200		(103)
Benefits	6,540		(104)
Payroll Tax Expense	12,400		(105)
Subtotal 26		45,340	(106)
Overhead			
Rent	145,000		(107)
Furniture Rental	50,400		(108)
Equipment Rental	11,520		(109)
Equipment Supplies	5,080		(110)
Office Supplies	25,200		(111)
Professional Fees	11,000		(112)
Auto Expense	2,400		(113)
Postage	6,000		(114)
Telephone	14,400		(115)
Repair and Maintenance	12,000		(116)
Utilities	18,000		(117)
Insurance W/C	4,000		(118)
Insurance Office Pak	3,600		(119)
Miscellaneous (Bank charges, books, job advertisement)	3,600		(120)
Subtotal 27		312,200	(121)
Total of Subtotals 1-27		$1,829,950	(122)
Contingency (5%)		91,498	(123)
Profit Line (12.5%)		228,744	(124)
Total Proposed Budget		$2,150,192	(125)

APPENDIX B

Key Personnel

APPENDIX B

Key Personnel

Kenneth Majer: President and Principal Investigator

Kenneth Majer is the founder of The Consulting Group (CGI) and has overall management and development responsibility for the company. The Consulting Group is a training and educational development corporation serving the Federal Government, state governmental agencies, private industry, and schools.

Dr. Majer earned his doctoral degree at Florida State University in educational psychology and computer-assisted instruction. He has been directly involved in the design and development of basic skills programs, academic support, and other education and training development efforts. Dr. Majer was an Associate Professor at Indiana University and Director of the Office of Academic Support and Instructional Services at the University of California before assuming the responsibilities of president of The Consulting Group. As the author of statewide functional literacy tests in Maryland, he has a working relationship with some of the nation's most productive basic skills experts.

Dr. Majer has had extensive experience in South Africa. In 1979 and 1980, he was a member of a three-person team from the U.S. that presented seminars at various universities in South

Africa, the purpose of which was to explain the U.S. experience with affirmative action in U.S. universities. Subsequently, he worked closely with USIA, AID, and members of the education and black communities in South Africa to design and develop the University Preparation Programme. As the result of five working trips to South Africa with his colleagues from CGI, the University Preparation Programme was created, developed, tested, and is now ready for implementation throughout the country.

As Principal Investigator during the implementation stage, Dr. Majer will have ultimate responsibility for the project. His working responsibilities will include interaction with the South African community in selecting trainees and advisory board members, conducting training activities in South Africa and in the United States, and coordinating with appropriate U.S. government representatives in Washington and Pretoria.

Roger Scott: Vice President and Instructional Systems Design Specialist

Dr. Scott is a Vice President of CGI and an education specialist with senior project design and management experience. He has managed projects emphasizing systems analysis, training, curriculum development, team building, and evaluation. As a senior manager for the Southwest Regional Laboratory for Educational Research and Development for 14 years, Dr. Scott had extensive project management and contract monitoring experience,

including a supervisory training program for over 8,000 Los Angeles school district employees. Dr. Scott received his doctoral degree from the University of Michigan in 1968.

Dr. Scott will serve as the Instructional Systems Design (ISD) specialist for the University Preparation Programme implementation project. He will be responsible for monitoring all aspects of the materials development and training materials design. In addition, his responsibilities will include internal evaluation, designing the specific text materials, overall project evaluation using the standard ISD functions such as content task analysis, instructional outcomes specification, and so on. In addition, Dr. Scott will be responsible for coordinating data gathering and analysis for the entire project.

Larry Hedges: Senior Advisor and Training Program Coordinator

Larry Hedges is a leading researcher in meta-analysis at the University of Chicago. He is a recognized authority in educational research, and has been a consultant to many companies and governmental organizations. Dr. Hedges was the Associate Director of the Office of Academic Support and Instructional Services at the University of California, San Diego, and received his doctorate from Stanford University in 1979.

Dr. Hedges has been a consultant for CGI on the University Preparation Programme since 1980. He helped design the initial program and training materials developed in the United States and field tested in South Africa. His particular expertise in training academic support personnel has been used and will continue to be used during training sessions for the UPP in the United States and South Africa. Dr. Hedges will also function as an external reviewer for all aspects of the program.

Stanley Kahn: Project Director

Stanley Kahn is Chief Tutor, Special Tutorial Service, at the University of the Witwatersrand, Johannesburg. Mr. Kahn's experience in education in South Africa is unparalleled. For the past 15 years, he has worked in the area of academic support and alternative education for black South Africans. He has a Bachelor of Social Sciences from the University of Cape Town, an Honors Social Sciences degree from the University of Natal in Durban, and a Masters in Education degree from the University of Witwatersrand. In addition, he was a research fellow at the Institute for Social Research at the University of Natal before becoming a lecturer in sociology at the University of the Witwatersrand.

Other than his academic qualifications, Mr. Kahn's experience in the education community includes the following: Chairman, Education Information Centre (a nonprofit eductional,

vocational, vocational guidance, and job placement service for black South Africans); executive member, General Purposes Committee and Finance Committee of the South African Institute of Race Relations; member, Executive Committee of the Academic Staff Association of the University of the Witwatersrand; delegate to the International Association of University Professors and Lecturers (from the University of the Witwatersrand, Paris, 1982); member, SACHED Bursary Committee (Johannesburg); member, Fulbright Scholarship Selection Panel 1982-83; consultant to Mobil Oil regarding international policy in South Africa.

Mr. Kahn will move to the U.S. as project director for the duration of the implementation of the University Preparation Programme. His educational expertise and experience make him uniquely qualified to oversee all aspects of the implementation program. All staff members on the project will report to Mr. Kahn. Although ultimate responsibility for the entire project lies with the corporate officers of The Consulting Group, day-to-day activities will be under Mr. Kahn's direction.

Jennifer Glennie: Mathematics Field Test Coordinator--South Africa

Jennifer Glennie is a mathematics specialist at the University of the Witwatersrand working in the Special Tutorial program. Ms. Glennie has a Bachelor of Sciences degree and a Master of Education degree and has had extensive experience in teaching and

preparing educational materials for black South Africans. In addition to being the former Director of SACHED in Johannesburg, she was also the head of its Research and Development department. Ms. Glennie is currently conducting the student review field testing in South Africa for the University Preparation Programme Concept Development Worksheets. During the UPP implementation, Ms. Glennie will have the responsibility of continuing the field testing, analyzing the resulting data, and returning this data to CGI.

EVALUATION - UNIVERSITY PREPARATION PROGRAM

Purpose:

The purpose of this evaluation of the University Preparation Program is to review progress to date on achievement of program objectives, and to assess the performance of the implementing organization, Consulting Group, Inc., in meeting the requirements of the grants for the two pilot phases of activity.

Nature of the Evaluation:

The evaluation is based on a review of the project files on the University Preparation Program in AID's Office of Southern African Affairs. These files include AID and USIA cable traffic with USIA offices in South Africa, correspondence with the implementing organization, correspondence between the implementing organization and South African community organizations, progress reports and financial expenditure reports by the implementing organization, AID funding authorization documents and USIA grant documents.

An independent evaluation by AID contractors was planned to take place during the October-December 1982 period. However, because of the long delays caused by the stalled apportionment process, these funds did not become available to AFR/SA until April 21, 1983. An evaluation begun at this late date would not have provided information in time for the 1983 academic year. Waiting for the information to continue implementation would dealy the project and raise doubts about the capacity of the project to provide timely assistance. Accordingly, this file evaluation is being done instead of the planned independent evaluation.

Background:

The grant for Phase I, September 1980 to January 1982, called for development of training materials (study guides), training of community organization tutors, and coordination of community orgranization training programs. The grant for Phase II, June 1982 to March 1983, called for design and preparation of new training materials (concept development worksheets), testing of the materials and training of additional tutors in South Africa.

Phase I - Materials Development, Community Organization Training and Coordination

On July 22, 1980, the United States Information Agency (USIA), at that time called the International Communication Agency, requested AID funding for, among other projects, an experimental, in-country tutorial program to prepare disadvantaged South African secondary school students who are disadvantaged by legal restrictions on their ability to get an adequate education in South Africa to take and pass the Joint Matriculation Board (JMB) examination.

On August 29, 1980, AID and USIA signed an agreement in which AID transferred $600,000 to USIA under AID project number 690-0063, Development Training for Southern Africans. At the end of September 1980, USIA granted to the Consulting Group, Inc. (CGI), a San Diego firm, $469,765 of this money to develop and implement the tutorial training or University Preparation Program. USIA's selection of the San Diego firm reflected its satisfaction with the pioneering work the firm had done for USIA/South Africa in academic support and affirmative action seminars with the target groups in South Africa. CGI was supported by the black South African community and educators as well.

The first phase of the project was conceived as a pilot effort directed toward Soweto students at Standards Nine and Ten (U.S. eleventh and twelfth grade levels). USIA believed that if the experimental pilot project proved to be both academically and politically sound, it might be feasible to expand the project countrywide. This would afford as many educationally disadvantaged South African youngsters as were interested a chance to compete with their more advantaged white peers for access to higher education and skilled jobs. The JMB is the highest university entrance qualification in South Africa and a valued credential for placement in post-secondary training colleges and institutions as well as in jobs requiring intermediate academic skills. The examination, patterned on the curricula for the more advanced white students, is very difficult for students from the black education system to pass without remedial assistance.

Politically, USIA hoped to encourage a working unity among the disparate black community groups for the benefit of their children's future while simultaneously avoiding even the appearance of usurping the South African Government's educational prerogatives, possibly causing undue alarm as to U.S. intentions. Soweto was chosen as the toughest test site for the pilot phase because of its political volatility and large number of disenchanted students and young teachers who we hoped would view the project as a useful, constructive alternative to violence in their quest for social and economic change.

Technically, CGI was to develop study guides in three academic subjects of special concern to black South Africans - English, mathematics, and the physical sciences. The guides were to be used by student tutors under the supervision of master teachers in working with students preparing for the JMB. CGI's grant also required it to develop training materials and manuals for the tutors and teachers and to provide the training necessary to their successful use of this particular method. Five black and multi-racial community educational organizations were to provide the tutors and students necessary to implement the pilot project. These organizations were the Educational Opportunities Council (EOC), South African Council for Higher Education (SACHED), St. Barnabas School, Teachers' Action Committee (TAC), and University of Witwatersrand (Wits). Because of the political sensitivities such

an undertaking involved, the decision was made to keep the project as low key as possible until its utility and acceptability could be positively measured. In order to accomplish this, USIA believed it was necessary to encourage the grantee and the community organizations to work together directly without using the Post as an intermediary. This position had three distinct attractions for the pilot phase:

(1) it would minimize the possibility of community and South African Government perception of heavy USG intervention in what might be considered local matters;

(2) it would be an opportunity to test the strengths and management potential of the community organizations, most of which were fledglings; and, perhaps the most important,

(3) it would give the black community a real stake in the program with a feeling of ownership -- one of the program's primary objectives.

The study guides were developed by U.S. educators and tested in South Africa. The study guides were designed to develop skills necessary to handle concepts tested by the matric exams in English, mathematics and physical sciences. These methods are not widely known among South African educators, but are essential to the development of learner-centered study guides. Selection of U.S. educators did not, however, result in the materials being developed without South African input. South African students and teachers reviewed the materials during the development stage to ensure that they were appropriate for teaching black South Africans. The materials did not, therefore, have to be developed in South Africa to meet the needs of black students.

Although the experimental/pilot nature of the program necessitated some modifications in design and content, Phase One was completed with the original concept intact; CGI analyzed the content of JMB examinations used over a ten-year period and by November 1981 completed the required Instructional Study Guides, a comprehensive Training Manual for the tutors, and the Master Test Scoring Manual. Preliminary draft testing was conducted in the field in July 1981. Each component was subjected to intensive review by several South African and American educators. At the request of the community organizations, training in use of the study guides was held in January 1982 rather than December 1981 as originally scheduled. However, four of the five community groups were not prepared and did not send tutors for training. Only six tutors were trained at the session.

The training session raised two serious concerns about the project. First, AID was very concerned that the limited participation by community organization tutors might evidence either a lack of interest on their part, or an inability by CGI and the community organizations to effectively plan and make the necessary logistical arrangements for such training. If either or both of these were causes for the poor training results, then the prospects for effective use of the materials developed during Phase I would be quite poor.

In order to determine whether, in fact, these were the causes, Office of Southern African Affairs (AFR/SA) staff officers consulted at length with Dr. Kenneth Majer, President of CGI and one of the two U.S. trainers that conducted the January training, USIA's Office of African Affairs in Washington, and USIA's Public Affairs Officer in Pretoria, who was also consulting with the directors of the black community organizations.

One of the principal findings of these deliberations was that the community organizations during the early experimental phase lacked the management capability needed to carry out project activities in compliance with an established implementation schedule. As one example that occurred earlier in Phase I, CGI mailed a set of study guides to SACHED in July 1981 with the understanding that the materials would be field tested on students involved in the organizations on-going tutorial activities. Results of this testing were to be returned to CGI by September/October 1981 in order to meet AID's December 1981 deadline for completing the study guides. Despite CGI efforts through written and telephone communications, results of the planned field testing trickled back very slowly and in fairly preliminary form.

The low level of participation in the rescheduled training session was determined through these consultations to be primarily the result of communication difficulties between the groups. Their communications were found to be rather informal, based more on personal contact than on systematic exchange of correspondence. While such informality during this experimental phase of the project was understandable given the hostile political environment in which these groups operate, timeliness of communications suffered and project implementation deadlines- in this case, identification of participants for the training session and making arrangements for their participation- were missed.

Another reason for the limited participation in the session was the unreliability of communications between CGI and the community groups. Written communications from CGI were often delayed in the mails. However, even hand-delivered written communications were sometimes not answered by the groups, which, as noted above, were most accustomed to or preferred informal verbal communications. GCI resorted therefore to communication by telephone. Relying on verbal

assurances, communicated by telephone, that all the groups were prepared for the training, CGI sent its trainers to South Africa without written agreement from the groups to the new training dates. Letters from all the organizations confirming the dates and the groups' preparedness for the training might not have guaranteed greater participation; however, failure of the groups to provide written confirmation should have given CGI cause to question the verbal assurances, and to postpone training until more formal commitments for the newly proposed dates were made.

AID and USIA agreed that in order to overcome such communication problems in implementation of any future UPP activity, USIA would become actively involved in facilitating communications when necessary between the U.S. implementing organization and the black South African community organizations, and between the organizations themselves.

As indicated by the number of training participants, the community organizations were apparently not prepared to use the materials developed to conduct training for high school students. Therefore, coordination of community organization training activity, as required in the grant, was not possible. Nonetheless, the training materials (fifty study guides in English, mathematics and physical science) were successfully completed. Training was, in fact, conducted for black community organization tutors during Phase I. These activities yielded valuable information on development and implementation of programs through community organizations in South Africa.

The second issue arising from the January training was the recognition by the community organizations that the level of difficulty of the study guides was very high for most of the black students preparing for matriculation. The organizations had requested materials that would prepare Standard 9 and 10 students to pass the English, mathematics and physical science portions of the JMB examination. The JMB is South Africa's highest credential for post secondary training, as well as for many skilled jobs. Consequently, the community wanted to prepare students for that exam rather than the lower level and less difficult matric examinations. They understood from the start that the study guides would have to be rigorous. Review of the materials by South African students and teachers during the development phase, and preliminary field testing had confirmed that the level of difficultly for the targeted students would be high. The training session showed conclusively that only the very best black students would be able to make the most effective use of the study guides.

Recognizing the didactic value of the study guides on the one hand, and the underpreparedness of most of the students on the other, the community organizations requested that CGI develop more basic study materials that would bridge the gap between the skills/knowledge level of these students and the level needed to use the study guides as "finishing off" materials in matriculation preparation programs. In response to that request, CGI proposed and requested AID financing to design and prepare concept development worksheets (CDW) in the three subject areas for which it had prepared the study guides.

Because so few tutors had been trained, the study guides were not widely distributed for use by students preparing for matriculation. Results on their technical soundness and utility for students and tutors/teachers were not available. AID was not prepared to commit itself to funding all the necessary concept development worksheets without further testing the study guides and evaluating their usefulness to students and tutors/teachers involved in matric preparation programs. AID was, however, prepared to finance preparation of a limited number of concept development worksheets, as well as testing and evaluation of the study guides prepared during Phase I.

Phase II - Testing and Evaluation

CGI submitted to USIA on May 21, 1982 a program proposal and budget request for Phase II, Testing and Evaluation of the University Preparation Program. It proposed the following components:

1. additional training for tutors and matriculation preparation program administrators;
2. an assessment of the effectiveness of the program based on student feedback data, and
3. preparation of concept development worksheets in mathematics.

Through a Memorandum of Agreement dated May 10, 1982, AID transferred $300,000 to USIA to finance these Phase II activities.

After review of the proposal, AID and USIA staff met with Dr. Majer on May 26, 1982. It was decided at the meeting that emphasis should be placed on preparation of the concept development worksheets, the activity to which the black South African community organizations attached greatest importance. It was decided further that additional training sessions for matriculation program administrators and tutors should be conducted in the three major geographic regions in South Africa. Finally, evaluative data on the development and implementation of the UPP was to be compiled by CGI. This data was to be fed into the overall evaluation of the project by independent evaluators contracted by AID, as provided in the May 10, 1982 Memorandum of Agreement. CGI submitted a revised program proposal, reflecting these new emphases, on June 7, 1982.

USIA signed a grant to CGI on May 27, 1982 obligating $50,000 for start-up costs of Phase II activities. Its grant amendment of July 21, 1982 obligated the remaining $250,000 transferred by AID, making a total of $300,000 granted to CGI for Phase II.

CGI immediately began preparation of the twenty-five concept development worksheets required under the grant, drawing upon the consultant services of Ms. Jennifer Glennie, a South African mathematics teaching specialist, and former director of the Johannesburg office of the South African Council for Higher Education (SACHED). CGI has now completed all twenty-five of the mathematics study guides.

To conduct the training for matriculation program administrators and tutors, Dr. Majer and Dr. Larry Hedges travelled to South Africa in September 1982. As awareness of the UPP materials grew during early 1982, several educators and educational organizations outside the Johannesburg area inquired about the program at USIA offices around the country. USIA/South Africa and USIA/Washington referred such individuals and groups to CGI. These contacts resulted in the identification of several organizations that wanted training in the use of UPP materials conducted for their tutors, teachers or administrators. In three weeks there, Majer and Hedges conducted training seminars in Johannesburg, the University of Zululand (near Durban), and Cape Town. Participating in the seminars were 76 school teachers and non-formal education tutors who teach on average approximately 100 students each. The training seminars in Johannesburg and Cape Town were observed by the AID/W project manager for the UPP and by USIA staff officers; the seminar at the University of Zululand was observed by the USIS Branch Public Affairs Officer from the Durban Office.

To set up the seminars, the USIA offices in Pretoria and Johannesburg contacted the five community organizations to invite them to participate in the training seminars. Only one (EOC) of the five participated. Some of the reasons for non-participation related to faults of program implementation, others to political dynamics between these and other groups in the black South African community.

SACHED did not participate because it felt let down by the hiatus in program activity between January and June 1982. John Samuels, Director of SACHED's Johannesburg office, had requested in January that AID support the preparation of concept development worksheets, and AID had stated its willingness, in principle, to do so. However, a commitment by AID and USIA was not made until the Phase II grant to CGI was signed in May. CGI trainers did not return to the field until September, and when they returned, had only the prototype concept development worksheet. John Samuels stated that SACHED had discontinued production of their own study materials on the basis of the expectation that UPP concept development worksheets would be available early in 1982. Samuels had become quite

disenchanted with the program as a whole but stated that he would reserve decision on future participation in the program until one-third of the concept development worksheets had been developed, and he could determine their appropriateness for SACHED's matric preparation program participants.

St. Barnabas School did not participate in the seminars largely because its director was out of the country.

The Teachers' Action Committee was also disenchanted by the hiatus in program activity between January and June. However, TAC's reason for not participating in the seminar in Johannesburg was its opposition to participation by the African Teachers' Association of South Africa (ATASA). TAC is made up of teachers who left the school system to teach rebelling students after the schools were closed during the 1976 student protests. ATASA is made up of teachers who remained in the schools. The idealogical differences between these two groups are deep and continuing.

The University of Witwatersrand (Wits) did not participate in the seminar because its participation in UPP as a whole had depended from the start on the interest and availability of one of its faculty members, Professor Kambule. Professor Kambule, because of numerous other education program commitments, has never been readily available to the project. He did not send tutors to the seminar.

In addition to training in use of the study guides, Dr. Majer and Dr. Hedges had the seminar participants complete questionnaires on the usefulness of the study guides and a prototype concept development worksheet in mathematics. As reported in CGI's Phase II Mid-Term Evaluation report titled "Findings from September Visit to South Africa to Introduce Training and Evaluate Materials," the seminar participants' response to the questionnaires led the CGI trainers to draw the following conclusions:

1. UPP nonformal techniques have potential usefulness in both alternative education settings and in classrooms.

2. UPP training was seen as a valuable teacher upgrade program (skills) as well as matric preparation (content).

3. It makes the most sense to work with teachers in schools as well as those involved in alternative education settings, as long as all participants become involved as individual professionals (personally or through associations), but not as representatives of the formal education system.

4. UPP study guides are useful as-is for teachers who wish to upgrade themselves, and for students who have completed Standards 9 and 10 (or equivalent) who wish to pass matric.

5. There is an immediate perceived need for the Concept Development Worksheets. The data indicated that the CDWs would be valuable to the majority of Standard 9 and 10 students.

6. UPP Study Guides would be valuable to many more students if the CDWs were available in all three subject areas.

7. CDWs are very well-written and extremely well-received.

8. Training sessions were positively received and seen to be valuable.

9. Follow-up training was requested and is needed.

10. A high priority for UPP implementation would be to train South Africans at CGI to become in-country trainers and resource personnel.

*11. Only one of the original agencies (EOC/St. Angars) seems suitable to implement the UPP in any systematic fashion.

*12. Political considerations /differences make it difficult to work with the original Johannesburg groups.

*13. Other Johannesburg interest through ATASA is very high.

*14. Strong interest was indicated in continuing/expanding the program in Zululand, Durban, Port Elizabeth, and the Cape region.

Receptivity to the seminars and unsolicited expressions of interest in UPP from the Durban area (University of Zululand) and Cape Town indicated that the five Johannesburg-based organizations, chosen as the pilot group during Phase I, represented only a small part of the universe of educators that could make effective use of UPP materials and methods in on-going matric preparation programs. Formal and nonformal educators from the following organizations or programs expressed a strong interest in participating in UPP:

* Conclusions 11-14 are not based on questionnaire responses, but on the CGI trainers' consultations with organizational representatives around the country.

African Teachers' Association of South Africa (ATASA)
Cape Teachers' Professional Association
Council for Black Educational Research
Inanda Seminary (historically prominent secondary school for African girls in Durban)
St. Ansgars School (evening adult education center)
St. Francis Adult Education Center
South African Institute of Race Relations
University of Cape Town
University of Port Elizabeth Continuing Education Center
University of the Western Cape
University of Zululand (teacher training program)

USIA confirmed in its letter of May 4, 1983 that CGI has complied with the requirements of the Phase I and Phase II grants, and has submitted the necessary financial statements in a timely and efficient manner. The letter notes that CGI has effectively made program adjustments as necessary in this experimental activity. It has done so without requests for additional funding in either Phase.

Evaluation Findings

Phase I

-- CGI successfully developed the instructional study guides and conducted a training course for community organization tutors as required by the grant. No community organization tutoring programs materialized as a result of Phase I, so there was no program coordination to be done by CGI.

-- The training materials were developed on the recommendation of black South African educators who believed that their Standard 9 and 10 students needed only a review of the material necessary to pass the JMB. Rather than make an issue, at this early stage in a very experimental activity, of the need to establish the achievement level of the students, CGI prepared the materials requested. The resulting materials were too difficult for most Standard 9 and 10 students, and the experience has demonstrated the need to conduct a baseline study before preparing additional materials.

-- Participation by only six community organization tutors was a result of communication difficulties between the five community organizations. These difficulties could be overcome in the future phases of the program by a more active oversight and facilitative role by USIA offices in South Africa.

-- Although the level of difficulty of the study guides was too high for most Standard 9 and 10 students, the community organizations recognized that these materials would be very valuable if their students could master the skills and concepts needed to use the study guides as "finishing off" materials in their matriculation preparation programs. Mastery of these skills would require more basic study materials.

Phase II

-- CGI successfully developed the 25 concept development worksheets required by the Phase II grant; conducted training for matriculation preparation program teachers, tutors and administrators and gathered information on the usefulness of the program through questionnaires and question and answer sessions during the seminars.

-- Efforts to include the original five community organizations in the Phase II training seminars revealed that these organizations refrained from participating because some had become disenchanted with the program as a result of the hiatus in program activity between January and June 1982; others did not participate because of political/ideological differences with groups that would participate.

-- Interest among formal and nonformal educators outside the Johannesburg area was very high.

-- Disseminating the UPP materials and providing training seminars for groups outside the Johannesburg area enabled the project to reach a much larger number of matric preparation students than would have been possible had the project remained limited to the five original groups.

-- CGI's cost accounting and overall financial management was exceptional during both phases (Phase I and Phase II expenditure reports are available for review).

Evaluation Conclusion:

The University Preparation Program began as a pilot effort aimed at determining whether the USG could, through a private implementing organization, conduct an education assistance project in the black community in South Africa in a way that made it acceptable to the black community, yet not objectionable to the South African Government. It has demonstrated in Phase I and II that the USG can conduct such projects.

The grantee organization, Consulting Group, Inc., has developed technically sound training materials and black community educators have demonstrated great enthusiasm about participating in the program. While systematic and sustained tutoring of students did not materialize during the pilot phases, there is presently a high demand for UPP materials and training for matriculation preparation programs for black students and skills upgrading programs for black teachers.

Recommendations for Future Project Implementation

-- Future implementation of the project should include an achievement or competency level test to be administered to students entering into matriculation preparation program using UPP study guides and teching methodology. Such a test would provide the baseline data to perform an impact evaluation of the project, and should be conducted within the first six months of any future project activity.

-- An impact evaluation should be conducted in January/February 1984 to measure performance on the December 1983 matriculation exams of students who have used UPP materials and methodology in the various formal and nonformal matriculation preparation programs during 1983.

-- A second impact evaluation should be conducted at the end of the project to measure the matriculation examination performance of students who have participated in more structural UPP training during 1984 and 1985.

-- A mid-course project evaluation sould be conducted during the twelth month of project activity to identify existing or potential implementation problems and to recommend mid-course corrections to be incorporated as necessary into the second year of implementation.

-- Field monitoring of the project should be carried out by the USIA offices in Pretoria, Johannesburg, Durban and Cape Town.

AFR/SA:EYates:5/16/83:6/7/83:632-4326:0196V

ANNEX C

DETERMINATION

Pursuant to the authority vested in me by AIDPR 7-3.101-50(b)(7), I hereby determine that procurement of technical services for implementation of the University Preparation Program in South Africa from any source other than Consulting Group, Inc., San Diego, California would impair foreign assistance objectives, and would be inconsistent with fulfillment of the foreign assistance program.

This determination shall be placed in the official project files.

6/17/83
Date

Glenn O. Pattison
Acting Assistant Administrator
Bureau for Africa

JUSTIFICATION FOR NONCOMPETITIVE NEGOTIATION IN CONTRACTOR SELECTION FOR THE UNIVERSITY PREPARATION PROGRAM IN SOUTH AFRICA

PROBLEM:

Compliance with the competition provisions of the AID Procurement Regulations will not allow for prompt and certain selection of the U.S. contractor that must implement a human resources development project in South Africa. If the U.S. Government is to respond to the very widespread and urgent demand of the black South African communmity, and to thereby further its foreign policy and development objectives in South Africa, it must expeditiously contract the services of the Consulting Group, Inc., San Diego, California to begin nationwide implementation of the University Preparation Program(UPP).

Under AIDPR 7-3.101-50(b)(7), noncompetitive negotiation in contractor selection is permissible if the Assistant Administrator "makes a formal written determination with supporting findings that procurement from any other source would impair foreign assistance objectives, and would be inconsistent with fulfillment of the foreign assistance program."

FINDINGS:

Through transfer of funds to the United States Information Agency (USIA) in FY 1980 and FY 1982, AID has financed two phases of a pilot tutorial training project designed to prepare black South African high school students to pass their matriculation examinations. The project was developed and implemented by Consulting Group, Inc. (CGI) under grants from USIA.

A wide range of formal and nonformal programs, organizations and institutions engaged in matriculation preparation programs for black students have expressed strong interest in participating in the UPP. The demand for implementation of the project by CGI on a nationwide basis is widespread and urgent.

FOREIGN POLICY CONSIDERATIONS

The fundamental objective of U.S. foreign policy toward South Africa is to promote peaceful change that brings an end to the country's apartheid system and provides black South Africans an equal opportunity to participate fully in the operation of the country's political and economic systems. The development objective of U.S. economic assistance is to promote the human resources developmemt of black South Africans by preparing them to take full advantage of the increasing availability of the highest quality education that South African (and U.S.) education institutions can provide.

Presently, USG motives are viewed quite suspiciously by black South Africans because of their perception that the official U.S. policy of "constructive engagement" is an endorsement of the South African Government and its apartheid system. However, they enthusiastically welcome USG assistance to education programs for black students, which they see as the most effective means of preparing themselves to participate as equals in a post-apartheid society in South Africa. It is therefore very important to U.S. foreign policy that the perception that it supports apartheid be countered by the reality of genuine assistance in the educational development of black South Africans.

The University Preparation Program directly supports both the political and developmental objectives of U.S. foreign policy toward South Africa. Significantly, it is recognized by educators of black South Africans as a project that offers an effective alternative or supplement to the low quality formal classroom instruction presently available to black students. In a consensus that is uncharacteristic in the South Africa political setting, both Bishop Desmond Tutu of the South African Council of Churches (SACC) and Zululand Chief Gatsha Buthelezi have expressed their support for the project and the implementing organization - CGI.

The Department of State, USIA and the U.S. Embassy in South Africa attach very high priority to UPP. A recent Embassy cable, Cape Town 1409 stated, in part, the following:

> There have been significant strides in the UPP project since September '82 training seminars conducted by Ken Majer (CGI President). Teachers involved in workshops have reported good results in terms of students being better prepared for matric exams. Some teachers feel materials are a little too tough for competency levels of students using them, but general reaction is that "we need materials and we need them now." What this boils down to is that post is prepared launch major support effort when UPP program fully operative. Since the present CGI proposal is not totally new, but continues the previous work to simplify material and to train teacher training personnel, the justification for original project remains. Post sees no technical difficulties with present proposal nor any insurmountable difficulties. We are most comfortable with increased emphasis on English materials, but prefer to leave this decision to project director. English, science and math are definitely the areas causing most trouble in matriculation pass results of blacks, so project on track as concerns immediate needs.

UPP was developed and its pilot phases implemented by Consulting Group, Inc. (CGI). The high level of receptivity for this project in the black community results from professional contacts established by CGI over the past three years. South Africans (black and white) do not receive strangers easily or quickly. Sending unknown individuals from an unknown organization into South Africa would at minimum result in serious delays in this high priority project. Such delays might cause loss of the existing enthusiasm and the opportunity to conduct a project that has great potential for social and economic development gains for black South Africans and significant foreign policy gains for the United States.

Cape Town 1409 comments as follows:

> Do not see how any other U.S. group could pick up either organization or contacts without so much delay that project would not only not get off ground, but would confuse South African groups. Project under consideration is in the main a continuation of work previously done. Concept Development Worksheets will have natural links with study guides already prepared.

Implementation of the project on a nationwide basis in response to the black community's urgent demand and in furtherance of U.S. foreign policy and development assistance objectives can be done promptly and effectively only by CGI.

CONCLUSION:

Procurement of technical services for implementation of the University Preparation Program from a source other than Consulting Group, Inc. would impair foreign assistance objectives, and would be inconsistent with the fulfillment of the foreign assistance program.