

A.I.D. EVALUATION SUMMARY PART I

(BEFORE FILLING OUT THIS FORM, READ THE ATTACHED INSTRUCTIONS)

PD ABD-385

<p>A. REPORTING A.I.D. UNIT: <u>USAID/Swaziland, EHR</u> <small>(Mission or AID/W Office)</small></p> <p>(ES#)</p>	<p>B. WAS EVALUATION SCHEDULED IN CURRENT FY ANNUAL EVALUATION PLAN? yes <input checked="" type="checkbox"/> slipped <input type="checkbox"/> ad hoc <input type="checkbox"/></p> <p>Eval. Plan Submission Date: FY <u>91</u> Q <u>1st</u></p>	<p>C. EVALUATION TIMING Interim <input type="checkbox"/> final <input checked="" type="checkbox"/> ex post <input type="checkbox"/> other <input type="checkbox"/></p> <p style="text-align: right;">X ISA 11/2/91</p>												
<p>D. ACTIVITY OR ACTIVITIES EVALUATED (List the following information for project(s) or program(s) evaluated; If not applicable, list title and date of the evaluation report)</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="width: 15%;">Project #</th> <th style="width: 45%;">Project/Program Title (or title & date of evaluation report)</th> <th style="width: 10%;">First PROAG or equivalent (FY)</th> <th style="width: 10%;">Most recent PACD (mo/yr)</th> <th style="width: 10%;">Planned LOP Cost ('000)</th> <th style="width: 10%;">Amount Obligated to Date ('000)</th> </tr> </thead> <tbody> <tr> <td>645-0218</td> <td>Swaziland Manpower Development Project April 1991</td> <td>06/29/84</td> <td>06/28/94</td> <td>\$20,130</td> <td>\$20,130</td> </tr> </tbody> </table>			Project #	Project/Program Title (or title & date of evaluation report)	First PROAG or equivalent (FY)	Most recent PACD (mo/yr)	Planned LOP Cost ('000)	Amount Obligated to Date ('000)	645-0218	Swaziland Manpower Development Project April 1991	06/29/84	06/28/94	\$20,130	\$20,130
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645-0218	Swaziland Manpower Development Project April 1991	06/29/84	06/28/94	\$20,130	\$20,130									

E. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR	Name of officer responsible for Action	Date Action to be Completed
<p style="text-align: center;">Action(s) Required</p> <p>Major Recommendations:</p> <p>A. <u>Participant Training</u></p> <ol style="list-style-type: none"> 1. Practical experience in a working environment should be included in the participant training program. 2. Returned participants should have more opportunities for follow-up training. 3. Prior to selection and USAID's commitment of funding from a participant from the private sector, the employer should agree in writing that an appropriate position for the participant would be there on return. 4. The GOS should certify or make agreements with participating companies which guarantee equitable treatment of Swazis for advancement and promotion. <p>B. <u>Techonology Transfer</u> (Continued on attached sheet)</p>	<p>USAID/MLPS</p> <p>USAID/ALUMNI As.</p> <p>USAID/MLPS</p> <p>MLPS/PRIVATE S.</p>	<p>AUG. 91</p> <p>SEPT. 91</p> <p>JULY 91</p> <p>FY 92</p>
(Attach extra sheet if necessary)		

F. DATE OF MISSION OR AID/W OFFICE REVIEW OF EVALUATION: mo 05 day 03 yr 91

G. APPROVALS OF EVALUATION SUMMARY AND ACTION DECISIONS:

<p>Project/Program Officer</p> <p>Signature: Typed Name: <u>Patrick Fine</u></p> <p>Date: <u>10/2/91</u></p>	<p>Representative of Borrower/Grantee</p> <p>Signature: Sandile Ceko PS, MLPS</p> <p>Date: <u>7/10/91</u></p>	<p>Evaluation Officer</p> <p>Signature: Jim Bednar</p> <p>Date: <u>10/2/91</u></p>	<p>Mission or AID/W Office Director</p> <p>Signature: Robert D. Carlson Director</p> <p>Date: <u>10/9/91</u></p>
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E. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

1. OPEX advisors alone may not be sufficient to fully carry out the technology transfer aspects of the project. Provision for continued follow-up with a counterpart may be necessary to carry on long-range plans. USAID/SIA FY 91

C. In-Country Training

1. A more active approach needs to be taken in marketing the courses to the private sector. USAID/Fed. of Swazi Employers FY 92
2. The application process should be revised to ask how the potential training participant and the employer expect to apply what the participant learned in the course. USAID/MLPS FY 92
3. Increase the capacity of local training institutions. Outside consultants should be used to work with the training institution in developing and delivering the training program at the desired course level. USAID FY 92
4. A monitoring and evaluation system should be developed that directly reflects the project paper outputs. USAID June 91

NOTE: The recommendations indicated for the Participant and In-country Training components in this project are being carried out in the follow-on STRIDE Project.

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H. EVALUATION ABSTRACT (do not exceed the space provided)

The project aims to expand the capacity of selected Swazis and Swazi institutions, both public and private, independently to plan and direct development activities and encourage and increase the level of informed participation by the Swazi population in a variety of such activities. This final evaluation was conducted by the Management Systems International (10/90-03/91) to assess the impact in the following project components: 1) long and short-term participant training; 2) in-country training; 3) training for traditional leaders and rural women; 4) transfer of technology to Swazi institutions; and 5) development communications. The major findings and conclusions are:

- * Degree-seeking participants identified three skills which are producing impact in the government: training methodologies, technical knowledge and management skills.
- * There has been little monitoring and real pressure by GOS to decrease the number of expatriates in favor of local Swazis in the private sector.
- * Identifying training needs was a major issue in the in-country training component.
- * There was an increase in the number of development-related local organizations and an increased responsibility for rural development in the chief's council.
- * Rural women are now involved in income-generation and small business enterprise projects.

Lessons Learned:

- * The individuals that received university degrees in their training programs were found to have the greatest impact on development in Swaziland.
- * Job promotion and upward mobility are difficult for Swazis in the private sector.
- * Local training institutions need to develop their capability to deliver management training.

I. EVALUATION COSTS

1. Evaluation Team Name	Affiliation	Contract Number <u>OR</u> TDY Person Days	Contract Cost <u>OR</u> TDY Cost (US\$)	Source of Funds
Management Systems International 600 Water Street, S.W., NBU 7-7 Washington, D.C. 20024		PDC-5317-I-00- 8122-00	\$134,278	Project 645-0218
Flemming Heegaard - Participant Training/Technology Transfer				
Susan Reynolds - In-Country Training				
Edward Green - Traditional Leaders/Zenzele Women Training				
Richard Towne - Development Communications				

2. Mission/Office Professional
Staff Person-Days (estimate) 10 Program/HRD

3. Borrower/Grantee Professional
Staff Person-Days (estimate) 10 MLPS

A.I.D. EVALUATION SUMMARY PART II

J. SUMMARY OF EVALUATION FINDINGS, CONCLUSIONS AND RECOMMENDATIONS (Try not to exceed the 3 pages provided)

Address the following items:

- Purpose of activity(ies) evaluated
- Purpose of evaluation and Methodology used
- Findings and conclusions (relate to questions)
- Principal recommendations
- Lessons learned

Mission or Office: USAID/Swaziland

Date this summary prepared: October 1, 1991

Title and Date of Full Evaluation Report: Final Evaluation of the Swaziland Manpower Development Project, April 1991

Purpose:

The purpose of the final evaluation was to determine the project's contribution to human resource development in Swaziland and to assess its impact in a quantifiable and qualitative manner. A team of four evaluators assessed the impact and accomplishments of the project using the following methodology: survey questionnaire, tracer study, data collection, and in-depth interviews of former participants, contractors, representatives from the private sector, Government of Swaziland, and USAID.

Process Findings:

The selection and recruitment process for participant training were objective, and the training goals were clearly defined, resulting in the selection of qualified applicants. The contractor and GOS personnel who were involved in the selection process were efficient and unbiased in performing their roles. The pre-departure orientation and the computer training were highly rated by the participants.

USAID/Swaziland encountered problems in third country training which included: a) frequent school strikes; b) difficulty of placing students; c) host universities not accepting credits from courses earned by students who are transferring from other universities; and d) failure in one course results in a student having to repeat the same course prior to taking subsequent courses, thus, a participant loses a whole year.

Identifying training needs was a major issue of the in-country training program. The organizational development effort contributed to developing a more effective process for identifying training needs which was used for selecting participants for the 1989/90 programs.

Impact Findings:

Three factors seem to influence how fast technology transfer occurs: the type of organization, the position and authority of the trainee and their view of themselves as a change agent.

Returned participants quickly utilized their training and improvements were evident in the following areas: an increase in productivity, co-workers being trained by returned participants, client centered, humanistic approaches being introduced in health, education and extension, increases in personal income and improved living standards, and increased mobility and ambition.

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Most of the participants have returned too recently for impact to be seen or measured in launching major programs of change and innovation. Nevertheless, returned participants are beginning to put their new skills and knowledge to work. A number of returned participants have the potential for impact and are now in positions of major responsibility.

The in-country training participants felt they benefitted from the training they received and were working more efficiently in their positions.

Individual or organizational impact of in-country training was greater in the public and parastatal sectors than the private sector since the public sector was the primary target group in this project.

There were lack of adequate systems to track in-country training participants to evaluate what type of impact, if any, the training had on their organizations.

The average number of development-related organizations involved in the training of traditional leaders rose from 5.5 in 1983 to 17 in October 1990.

There is evidence of important impact resulting from leadership training. Rural women are gaining the self-confidence and business skills to generate income on a scale larger than has been possible from the sale of handicrafts.

The quantitative targets for training Swazis were met in the participant training and in-country training components and were greatly exceeded in the training of traditional leaders and rural womens groups. A total of 216 Swazis will have received training over the life of the project, and 500 supervisors and managers attended 55 in-country training workshops. 1,660 rural women attended 143 workshops and 1,000 traditional leaders were trained under the project.

Thirty five percent of long-term and short-term trainees were women, which met the participant training goal. The largest number of women participants were in the management, agriculture, education, and health fields.

Recommendations:

Efforts should be made to determine what training and credentials individuals need to advance in a particular system.

Institutional development should be viewed as the primary vehicle for technology transfer.

The leadership and business training of organized rural Swazi women appears to be at the developmental stage where specialized technical assistance is needed. Technical assistance should be provided by someone familiar with Swazi culture, non-formal education in rural Africa, and the Women in Development issues, including income-generation and small business development.

There needs to be better monitoring and supervision of the Home Economics Officers and Assistant Home Economics Officers by developing a system of rewards and career advancement for those who produce results.

The experience of the 55 savings clubs that have developed since 1982 should be evaluated before proceeding with savings club training by the Home Economics section and CARE.

Assistance should be considered for UNISWA's Communications Study program so that diploma-level development communications training is institutionalized.

Local training institutions should be identified which can deliver management training. In-country training workshops should make use of private sector people, returned participant trainees, and GOS personnel to serve as resource persons.

Assistance should be provided to investigate and develop continuing educational opportunities for the participants trained under the development communications component.

Commodity support should be provided to SBIS transmission and audio facilities so devcom radio messages can continue to reach their intended audience.

NOTE: Implementation of the long-term and short-term participant training, the in-country training, and the training for traditional leaders and community development officers is continuing in the STRIDE Project. The activities in the Development Communications component have been completed under the SWAMDP project. The Technology Transfer component continues under this project in the technical assistance provided by three Operational Experts (OPEXers). There are two professors at the University of Swaziland and one Director of the Public Enterprise Unit at the Ministry of Finance.

K. ATTACHMENTS (List attachments submitted with this Evaluation Summary; always attach copy of full evaluation report, even if one was submitted earlier)

1. Final Evaluation - SWAMDP April 1991
2. Local Leaders and Development Training in Swaziland: Evaluation of Traditional Sector Training by Edward C. Green - August 15, 1989
3. PIO/T No. 645-0218-3-00035

L. COMMENTS BY MISSION, AID/W OFFICE AND BORROWER/GRANTEE

According to the scope of work for the final evaluation, the evaluation team was to assess the five project components in qualitative and quantitative terms.

Under the technology transfer component, the following were to be evaluated: 1) the extent and effectiveness of the three linkage arrangements between U.S. and Swazi institutions; and 2) the effectiveness of the assistance provided by the Operational Experts (OPEX). However, only three of the eight OPEX advisors were evaluated by the team and none of the three linkage programs were examined.

The initial draft report that was submitted was unacceptable to the Mission due to inaccuracies in the findings and conclusions for the participant training component. This component had to be completely revised to reflect a more coherent report on the impact of participant training. The revised version of the participant training component was acceptable in the Final Evaluation report. The assessment of the impact of the in-country training component, traditional sector training component, and development communications component provided accurate and relevant findings.

The scope of work also required an assessment of the Government of Swaziland (GOS) cash contribution to the project. The draft evaluation report provided an incomplete assessment of the GOS cash contribution.

The evaluation documented a strong development impact on the capacity of selected Swazis and Swazi institutions to direct development activities and to encourage an increased level of informed participation by Swazis. This argues in favor of "general" training projects, even though the impact of participant training is difficult to measure due to the long-term nature of the effects that such training produces. The individuals that received university degrees in their training programs were found to have the greatest impact on development in Swaziland in the long run. Localization in the private sector will continue to be a problem since Swazis, despite training, do not easily replace expatriates in senior-level management positions.

ATTACHMENTS

MISSION COMMENTS ON FULL REPORT

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The public sector was the primary target group in this project's in-country training. Not surprisingly, individual or organizational impact was greater in the public and parastatals sectors than the private sector. There was only 10% participation achieved in the private sector due to a lack of adequate knowledge of how to market the program to the business sector. Therefore, different strategies should be developed to market in-country training to different sized organizations and to increase the capacity of local training institutions which can deliver various types of management training.

The participants' on-going success in creating and disseminating development messages is the result of a strenuous and well coordinated training program in the development communications component of the project. The in-depth interviews with the graduates' supervisors revealed strong institutional impact.

There is evidence of important impact resulting from Zenzele womens leadership training showing results in income-generation and small business enterprise projects. Empirical findings show an increase in the number of development-related local organizations and the chief's council playing a more prominent development function.

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FINAL EVALUATION

Swaziland Manpower Development Project - SWAMDP

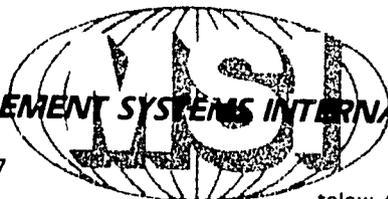
April 1991

Submitted to:

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PREFACE

This Final Evaluation was completed for the SWAZILAND MANPOWER DEVELOPMENT PROJECT (A.I.D. Project No. 645-0218) by Management Systems International under Indefinite Quantity Contract number PDC-5317-I-00-8122-00.

The evaluation was conducted between October 1, 1990, and March 25, 1991.

Flemming Heegaard
(Participant Training
and Technology Transfer)

Edward Green
(Training for Traditional
Leaders and Zenzele Women)

Susan Reynolds
(In-Country Training)

Richard Towne
(Development Communications)

As outlined from the Scope of Work, the components evaluated were:

1. Long and Short-term Participant Training - The effectiveness of long-term training in terms of institutional development in the public sector and impact (in terms of localization and job mobility) in the private sector. The quality and effectiveness of the management of the long-term training and follow-up provided for returned participants. The effectiveness of short-term and third-country training.
2. In-Country Training - The effectiveness of the program relative to: the adequacy and direction of training activities in light of project goals and objectives; the degree to which the training was based on and met identified needs; the extent to which training efforts were, or should be institutionalized; whether participants are applying skills taught in the workplace; whether objectives of seminars and workshops were clearly defined and appropriate; and whether follow-up activities to reinforce skills are needed and/or adequate.
3. Training for Traditional Leaders and Zenzele Women - The effectiveness of the leadership and business and management skills training provided to Zenzele women's groups, and the impact of the two training activities on the Zenzele women.
4. Development Communications - The effectiveness of the component in strengthening institutions, the development communications training in increasing development messages, and the sustainability of the development communications training system.
5. Technology Transfer - The use, management and effectiveness of the assistance provided by the OPEXers and the progress towards the institutionalization of a multi-year training plan process in the Ministry of Labour and Public Service and the participating ministries and parastatals. The extent and effectiveness of linkage arrangements between U.S. and Swazi institutions.

The effort was completed in three phases:

1) A one-week Team Planning Meeting was held in Washington, which included interviews with representatives at TransCentury and the Academy for Educational Development; 2) approximately five weeks were spent in Swaziland collecting data, interviewing contractors, former participants, and representatives from the private sector, Government of Swaziland and USAID; and 3) the remaining time was utilized to respond to the comments and suggestions of USAID/S in preparing the final draft.

The evaluation team would like to acknowledge our gratitude to several of the staff members of USAID/S and the GOS, especially staff from the MLPS, for all of the assistance provided in completing the evaluation.

INTRODUCTION

Background

Swaziland is a small, landlocked kingdom located in Southern Africa. About 80% of the population is primarily rural agrarian, with the remaining population living in the two major urban centers of Mbabane (the Capital) and Manzini (the major center of commerce). In relative terms, per capital income and literacy rates are high. For a number of reasons, Swaziland maintains close connections with the Republic of South Africa. In this context, Swaziland is beginning to see increases in foreign capital investment by multinational corporations seeking to shift their resource base from South Africa as a result of worldwide economic sanctions. In addition, the country appears to be relatively stable politically due in large part to the fact that there is a single ethnic group, that there was a long-lived rule of the prior King, and perhaps due to the dual form of government encompassing both the modern and traditional sectors. The checks and balances of this dualism create an interesting dynamic tension within these sectors.

It is within the total socio-economic context -- fueled by a growing demand for private sector managers, movement to harmonize the government activities of the modern and traditional sectors, and a general need to raise the development consciousness of the Swazi nation -- that the Swaziland Manpower Development Project (SWAMDP) was created.

SWAMDP is the fourth in a series of projects in over seventeen years of USAID-funded Human Resource Development efforts. The first two projects were the Southern Africa Development Personnel and Training Project (SADPT) and the Southern Africa Academic and Skills Training Project (SADPT). The third project was the Southern Africa Manpower Development Project (SAMDP) and SWAMDP will be followed by the Swaziland Training and Institutional Development Project (STRIDE).

Project Description

SWAMDP was designed with five interrelated elements for the purpose of expanding the capacity of selected Swazis and Swazi institutions -- both public and private -- independently to plan and direct development activities and to encourage an increased level of informed participation by the general Swazi population in a variety of such activities. The project elements were:

Development of an Administrative/Leadership Cadre - An estimated 130 Swazis were to have completed scholarships for long-term academic training; and an estimated 64 (averaging 10 per year) were to have completed short-term/technical training in the U.S. and other African countries. In-country training was also to be provided as the most cost-effective means of training relatively large number of Swazis and providing focused training

for specific development institutions and units within those institutions. Approximately 500 Swazis were to have been trained in about 40 in-country programs/courses (five-six courses per year).

Development Orientation for Traditional Leaders and Rural Women's

Associations - Training will be provided to at least 150 traditional leaders through seminars and workshops to improve their management capabilities, to increase their awareness and knowledge of development issues and activities, and to encourage them to use their positions of leadership to support such activities carried out through modern-sector GOS and non-governmental organizations. The project will encourage the formation of training for women in local organizations and attempt to improve communication between extension workers and women's organizations.

Development Communications - Assistance was to be provided to: train Swazi communicators in the skills required to use mass communications to promote development more effectively; reduce constraints on available capacity for disseminating development information by providing modest amounts of equipment and commodities; encourage Swazis to set development priorities and to plan and organize activities in support of such priorities; and create an institutional base for development communications in Swaziland.

Effective development information messages were to have been prepared and delivered through various communications media, as measured by (1) 3-4 in-service workshops per year to train Swazis in the preparation and delivery of messages for radio, newspapers and other communications media, and (2) 3-5 institutions (GOS and non-governmental) strengthened to make development information available and effective and to participate in its broad dissemination.

Technology/Skills Transfer - Operational Experts (OPEXers) were to have been provided for selected institutions within which they will have a potential impact in terms of technology transfer, policy analysis and institutional development. Long-term technical advisory assistance will also be provided. The provision of short-term technical services will often be the most appropriate response to GOS requests for assistance in specific tasks.

Project Resources

SWAMDP began June 24, 1984 and was to have gone through June 30, 1991 (7 years). In 1988, the project was amended to extend it through June 28, 1994 (10 years). Through 1990, TransCentury Corporation was the prime contractor for all of the components except Development Communications. That component was implemented through 1989 by the Academy for Educational Development.

Through June 30, 1991, USAID and GOS contributions were to have been:

AID: Cash Contribution	\$19.6 mm	75%
GOS: Cash and In-Kind Contribution*	<u>\$ 6.8 mm</u>	<u>25%</u>
Total to Project	\$26.4 mm	100%

*Contributions to the project by the GOS were both in-kind and cash. The in-kind contributions consisted mainly of office space, the time of the staff and the participants being trained, and housing provided for the OPEX staff which is estimated at \$108,000 (@ \$6,000 annually x 18 person years). The cash contribution is detailed in Appendix S.

Evaluations

In 1988, a mid-term evaluation was conducted by the Research Management Corporation and the Arawak Consulting Corporation. Mid-term status and recommendations were given for each of the components and for overall project management. This evaluation was conducted to determine the impact of the project through the Fall of 1990.

The evaluation report is organized into four chapters: Participant Training and Technology Transfer; In-Country Training; Training for Zenzele Women and Traditional Leaders; and Development Communications. Each chapter sets forth findings and conclusions in the respective areas.

EXECUTIVE SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS BY PROJECT COMPONENT

A. Long and Short-Term Overseas Training

Objectives

According to the Project Paper, the purpose of participant training in both the U.S. and Third Countries is to support the Mission's institution-building objectives by transferring knowledge and skills needed in the workplace.

The human resource development targets were to enhance the capacity of a number of selected institutions to plan and strengthen human resource development and management in the public, parastatal, and private sectors, and to encourage public participation in their activities.

The quantitative targets set for Swazis trained in the U.S. and African countries were: 130 Swazis completing degrees (325 person-years), and 64 completing and returning from short-term, non-degree training programs over the LOP.

Summary of Findings and Conclusions

A total of 157 Swazis have been trained outside the country under the SWAMDP. There are also 59 other participants currently abroad under the project who are expected to finish training.

By the end of the project, the following degrees will have been earned: AA-3; BA/BS-54; MA/MS-79; PhD-14 for a total of 150 degrees. In addition, 62 participants were trained in short-term, out-of-country programs.

When the data is looked at by field of study and by type of institution supported, agriculture, education and management have received the majority of the training resources. Government ministries had 93 fellowships, or more than 60% of the combined support of degree and non-degree overseas training, the private sector received about 15%, and the parastatals about 20%. Women comprised about 35% of the total participants.

It was projected at the outset of the project that approximately 25 Swazis would be trained over the life of the project in third countries in the region. Nine students were placed and earned degrees in the region. In addition, SWAMDP provided the funding for 17 short-term participants to attend an urbanization workshop conducted in Zimbabwe.

The selection and recruitment process appeared to be performing satisfactorily as participants had relatively few comments about changes that they would like to see: the

training goals were clearly defined and promoted at the outset and appropriately qualified applicants were attracted. The contractor and GOS personnel involved in the selection process were efficient and unbiased in performing their roles.

All of the participants uniformly gave low ratings to their participation in choosing the institution in which they studied. However, given the difficulties in placing participants in American universities, this process cannot be significantly changed. One important topic worth investigating further was the complaint that some institutions did not have the resources to deal with African, or specifically, Swazi problems to which the participants were trying to address in their research.

Before the participants started their training, they attended orientation sessions held both in Swaziland and the U.S. The degree candidates generally gave high ratings to both orientation sessions. The final pre-departure session, a short computer training course, was rated most highly by the university participants, who sensed the greatest utility of the computer to complete research and writing assignments.

While degree-seeking participants were in the United States, most students attended a series of short courses and seminars which were highly rated. The few participants who were able to make ad hoc arrangements for on-the-job training universally rated the experience very useful to their needs.

Follow-up efforts were generally rated low by nearly all participants. Information about the nature, scheduling and venue of the in-country courses was not made readily available to the returned participants. The lack of a regularly updated mailing address system for returned participants added to the lack of communication.

The measurement of the impact of participant training under SWAMDP is difficult due to the long-term nature of the most of the effects that such training produces. Most of the SWAMDP participants have returned too recently to launch major programs of change and innovation. From interviews with the participants, three factors seem to influence how fast and easily change and technology transfer occurs: the type of organization, the position and authority of the trainee and their view of themselves as a change agent.

In the government, university and parastatal sectors, the individuals that received university degrees in their training programs are likely to have the greatest impact on development in Swaziland in the long run. Degree-seeking participants identified three areas in which they felt that they gained skills which were already producing impact in the government: training methodologies, technical knowledge and management skills.

Short-term training participants gained and applied technical skills in the areas of taxation, urban planning, electrical design, meat inspection, computerization, and personnel management.

Participants returning to the private sector quickly utilized their training. The private sector focus group identified the following areas of training impact and transfer of technology: an increase in productivity; co-workers being trained by returned participants; client centered, humanistic approaches being introduced in health, education and extension; increases in personal income and improved living standards; and, increased mobility and ambition.

Two other important issues raised by the private sector participants were localization and job mobility. Localization is the term used to describe the hiring of Swazis to take the place of expatriates. Job mobility is defined as upward mobility by local Swazis in local institutions dominated, for the most part, by white South Africans and British nationals.

There has apparently been little monitoring and real pressure by the GOS to decrease the number of expatriates in favor of local Swazis in the private sector. Thus, while a major contribution of the SWAMDP is that the first class academic and technical training eliminates a major reason for rejecting Swazi applicants for expatriate positions, little change has been seen.

Job promotion and upward mobility is very difficult in the private sector. In the private sector, particularly in the bi-cultural and bi-racial system which dominates Swaziland, Swazis cannot easily get past incumbent (white) supervisors without taking their jobs away from them. Participants reported that despite training, they are still by-passed by their supervisors in favor of other expatriates.

The final aspect of the training component was the placement of U.S. professionals in operating positions (OPEX advisors) in order to assist in the transfer of technical and managerial practices to the hosting Swazi institutions. At the time of the final evaluation of this project three OPEX advisors were still assisting Swazi institutions.

One advisor is at the University of Swaziland School of Business and teaches needed 4th year courses in Personnel Management, Production Management and Business Policy which are not otherwise available in Swaziland. In addition to this load, she is helping to develop a new curriculum for the business school based on the needs of the private sector business community.

A second OPEX advisor serves as the Technical/Education Director for the Swaziland Institute of Accountants. Under his guidance, the Institute has developed the guidelines, examination criteria and materials needed to qualify Swazis for the certifications in the field of accounting.

The final OPEX advisor has been assigned as lecturer to the Faculty of Agriculture of the University of Swaziland and is primarily teaching two subjects in high demand -- computer skills and statistics.

Recommendations

- To the extent that resources permit, a higher percentage of participants, academic or non-academic, should have the opportunity for practical experience in a working environment.
- Returned participants should have more opportunities for follow-up training, e.g. to attend in-country courses and/or special seminars especially for them. In this latter context, workshops on how to introduce change would be very valuable.
- Before selection and USAID/S commitment of funding to send a private sector participant for training, the company should agree in writing that an appropriate position for the participant will be there on return.
- The GOS should certify or make agreements with participating companies, which guarantee equitable treatment of Swazis for advancement and promotion. Companies which break such agreements should be barred from any other USAID/S support.
- Efforts should be made to determine what training and credentials individuals need to advance in a particular system.
- Scarce OPEX advisor resources should be reserved for those positions which involve some administrative powers and responsibilities. Institutional development should be viewed as the primary vehicle for technology transfer.
- Provision of the OPEX advisors alone may not be sufficient to fully carry out the technology transfer aspects of the project. Provision for continued follow-up with a replacement may be necessary to carry out long-range plans.

B. In-Country Training

Objectives

The objectives for the in-country training component were: approximately 500 supervisory and managerial staff from the public and private sectors trained and approximately 40 courses delivered. The expectation was that a core group from each selected institution attend two or three courses with on-the-job follow-up. The course content was to have been based on the needs of the trainees and the employers. Local training institutions were to have delivered the courses.

Summary of Findings and Conclusions

The in-country training component did not develop into the program that was envisioned in the project paper until the last two years of the project. Sixty-seven percent of the courses (37) were delivered during that time in which 58 percent of the total trained population participated (approximately 653 participants - an estimated 217 persons). During that time, the number of courses and the number of participants far exceeded previous years and brought the quantitative totals for the program past the projected targets.

Courses were designed in a modular fashion which allowed people to attend two to three related sessions. Key members of the leadership cadre were identified in several organizations in an attempt to create a critical mass of at least three to four decision-makers. Returned overseas participants were also identified as part of the target audience.

Although an on-the-job follow-up with the trainee's employer to identify constraints to using the skills taught and to identify further training needs was planned, this requirement was apparently not communicated to the employers. The only follow-up to training occurred in a few of the larger private sector organizations that already had such systems in place.

Identifying training needs and basing training thereon was a major issue throughout the life of this project. In the early years of the project, training program participants were more often chosen arbitrarily or based on their relationship to their supervisor. In some cases, self-selection occurred, but rarely with a clear indication as to what skills the person was to learn.

Universally, the participants felt they benefitted from the training they received and were working more efficiently in their positions. Although they were making contributions to their organizations, the degree of organizational impact was difficult to determine due to the short gestation period since training.

Individual or organizational impact was greater in the public and parastatal sectors, than the private sector according to the program participants. The public sector was the primary target group in this project, however a much lower than expected participation rate was achieved by the private sector -- roughly only 10% of participants. In part, this was due, to a lack of adequate knowledge in how to market the program to the private sector.

The lack of adequate management systems that were to have assisted in tracking SWAMDP and in-country training participants and monitoring the status of the programs relative to the project objectives, also indirectly affected the organizational impact.

Local training institutions utilized during the project were Mananga Agricultural Management Centre, Institute of Development Management, Department of Extra-Mural Services, and Executives Development Africa. The two U.S. training organizations were the Harvard Institute of International Development and the International Management

Development Institute of the University of Pittsburgh. Although local institutions were used to conduct the training, they did not gain a substantial increased capability in delivering management training.

Recommendations

- A more active approach needs to be taken in marketing the courses, particularly to the private sector. Different strategies should be developed to market to different sized organizations;
- To more effectively identify training needs and potential follow-up strategies, the application process should be revised to ask how the potential training participant and the employer/supervisor expect to apply what the participant learned in the course. In addition, the employer/supervisor should indicate what follow-up will be provided;
- To increase the capacity of local training institutions, organizations should be identified which can deliver various types of management training. Where there are gaps, outside consultants should be retained to work with the training institution in developing and delivering the training program at the desired course level.
- A monitoring and evaluation system should be developed that directly reflects the project paper outputs. This training data should be fed into the monitoring and evaluation system so that information can be obtained about whether or not project targets are being met.
- A Resource Center within the Ministry of Labour should be developed. Apparently there is no one place that anyone from public, private or parastatal organizations can go to obtain information about what training courses are available and how to apply.

C. Traditional Sector Training

Objectives

The objectives of the "traditional sector" component are to: (1) expand the capacity of traditional Swazi leaders and rural women's associations to plan and direct development activities; (2) encourage their increased participation in development activities; (3) expand, both qualitatively and quantitatively, the institutional capacity of the Community Development Section (CD) and the Home Economics Section (HE) to conduct workshops and other kinds of training activities; and (4) improve communications between male extension workers and women's organizations.

These objectives were to be met through training activities either conducted by or supported from TCC. These activities were to result in:

- At least 150 traditional leaders will have participated in more than one development-oriented seminar, workshop, or observation visit within or outside Swaziland.
- At least 150 members of rural women's associations will have attended more than one development-oriented seminar, course, or field demonstration.

Summary of Findings and Conclusions

Training targets under the Home Economics subcomponent have been greatly exceeded: 4,982 participants, or roughly 1,660 women (eliminating repeats) attending 143 workshop between 1987-1990. In addition, 2,980 participants, or at least 1,000 individual traditional and local leaders were trained under the project.

Most of the staff of Community Development (CD), or at least 25 junior officers and 19 senior officers, were trained in community development, leadership, applied behavioral science, and appropriate methods for training rural adults in developing countries. The junior staff completed a "certificate course" in community development held at the Department of Extramural Services at the University of Swaziland. Two senior staff, the Principal CD Officer and the Women in Development Coordinator, participated in short-term project-supported training in the USA.

A brief but carefully sampled follow-up survey of 50 local leaders who had been exposed to project-sponsored training showed that the positive trends found some 18 months earlier in an impact evaluation of the training are still continuing.

The average number of development-related organizations in the country rose from 5.5 in 1983 to 11.5 in April 1989, to -- as we found in the evaluation survey -- 17 in October

1990. The apparent significant growth during the last 18 months of project support may be partly a statistical irregularity due to our relatively small sample, but the growth trend can be said with confidence to be continuing.

There are convincing empirical findings that show continuation of positive trends resulting from SWAMDP-supported training, even since an evaluation survey 18 months prior to the present evaluation. In addition to an increase in the number of development-related local organizations, we found the chief's council playing a more prominent development role, and an increased sense of local -- as distinct from government -- responsibility for rural development.

HE has received training under the project which has expanded its capabilities far beyond the traditional home economics areas of cooking, child care, hygiene, sanitation, etc. A cadre of Home Economics Officers (HEOs) and Assistant HEOs (AHEOs) has been developed with new technical skills in income-generation, small business development, commercial handicrafts and applied behavioral science; and new participatory and experiential training skills which are being used to effectively transmit the new technical skills.

Training provided by Tototo Industries (Kenya) has in particular introduced to HE extension officers and assistants important and useful skills, training approaches and--in some cases--attitudes toward educating rural African women. The HEOs and AHEOs in turn have passed this training on to Zenzele and other organized Swazi women. Two years later, there is already evidence of training impact in the lives of organized Swazi women.

There is every reason to expect that training will continue after SWAMDP funding ends. HE's contribution to funding Zenzele workshops has arisen from zero in the first two years of the project to E50,000 in 1990. HE has been allocated E100,000 for training in the next FY -- the first post-SWAMDP year.

Rural women in income-generation and small business enterprise projects are already showing results. Some such projects are barely off the ground, while other Zenzele groups have built a E10,000 roadside market or have raised nearly E6,000 toward the downpayment for a gas station. However uneven the impact of training, it seems evident that an important process has begun (or significantly accelerated under the project): rural women are gaining the requisite self-confidence and business skills to generate income on a scale greater than has been possible from the sale of handicrafts.

The sheer range and scope of income-generating and business activities Swazi women are attempting is encouraging and shows that women are sufficiently motivated to try a second or third enterprise if the first fails.

There is evidence of important impact resulting from leadership training. Tototo's experience elsewhere in Africa has been that such training must precede any form of business training because rural African women usually lack the self-confidence and perhaps

assertiveness to attempt new income-generating and business ventures. Although it is hard to measure, Swazi women have indeed gained self-confidence from leadership training, and this enhanced self-confidence has significant consequences in their lives generally. The human resource development attributable to Tototo training has: (1) provided women a measure of liberation from the constraints of traditionalism; (2) provided women enough self-confidence that they will attempt business ventures; (3) had unforeseen spill-over beneficial effects in women's lives, such as helping them solve family and community problems; (4) encouraged women to question information rather than passively accept it.

It is noteworthy that these results demonstrate that the basics of applied psychology and sociology (often regarded as advanced academic subjects) are at least as teachable and immediately useful and applicable in the lives of semi-literate rural African women as, for example, gardening, sewing or handicrafts. Women are even willing to pay for training in these subjects.

There is evidence of genuine and very exciting TOT and multiplier effect in certain areas of the country, notably Shiselweni. In this region, trained Zenzele groups are training previously untrained groups in "leadership," and recipient groups are paying for transportation, accommodation and subsistence. Recipient Zenzele groups are initiating requests for training and the local AHEO is playing an increasingly inactive supervisory role.

The fact that even some women's groups are initiating requests for training and are willing to pay the (modest) workshop expenses can be taken as compelling evidence both of the demand for training and of the usefulness of the type of training that has developed within HE over the last two years.

The TOT system of trained groups training other groups -- and these groups training still others -- has the potential to develop into a self-sustaining system requiring only minimal inputs from HE, and nothing from donors. But such inputs must be of the right kind; for example, care must be taken not to create dependency on outside resources. And however encouraging the "Shiselweni TOT model," the system has not yet begun to develop in this way in most areas of Swaziland.

Savings clubs have been started on a pilot basis, one in each of Swaziland's four regions. All are in an early stage of development -- about three months old at the time of field work. Motivation to participate in savings clubs relates more to security -- "saving for a rainy day" -- than to business investment, but this might change as accounts grow and experience with banks and smaller investments accumulate. Pilot savings clubs have demonstrated that women can and will save impressive amounts in joint bank accounts, but each of the pilot groups seems to have demonstrated this ability to some extent prior to specific Savings Club training. Nevertheless, there is considerable enthusiasm on the part of HE extension workers as well as Zenzele and other rural women to explore Savings Clubs further.

There is very uneven performance on the part of HE Officers and Assistants. Among a few we found negative attitudes, lack of commitment to rural extension, and reluctance to make field visits. There are indeed real constraints to extension worker mobility, yet one can find HE extension workers who find ways to overcome these constraints and regularly visit more than ten Zenzele groups. It appears that with commitment and motivation coupled with flexibility, improvisational ability and a measure of humility, AHEOs and HEOs can meet their assigned groups on a regular basis.

Most Zenzele groups seem to remain fairly dependent on extension worker contact. The relatively intense training effort sponsored by SWAMDP over the past five years may have perpetuated or even increased such dependency. This is to be expected in a period when a great deal of new learning has been absorbed, and this in turn has resulted in trained women venturing into new realms of income generation, small business and savings clubs.

Selection of workshop participants needs improvement in some areas. We found evidence of workshop planners mixing those previously trained with those never trained in the same workshop. This makes it impossible to properly gear training to either group.

Recommendations

- The leadership and business training of organized rural Swazi women appears to be at the developmental stage where specialized technical assistance is needed more than money or vehicles. TA should be provided by someone well familiar with Swazi culture, non-formal education in rural Africa, and the issues associated with Women in Development, including income-generation and small business development.
- There needs to be better monitoring and supervision of HEOs and AHEOs. HE ought to develop and institute a system rewards and recognition that includes career advancement for HE extension workers who (1) regularly meet their assigned Zenzele groups; and (2) produce results such as those described in Shiselweni where Zenzele groups are training at no direct cost to HE or any donor.
- Before proceeding much further with savings clubs training, HE and CARE should combine with ACAT to evaluate the experience of the 55 ACAD-savings clubs that have developed since 1982.

D. Development Communications

Objectives

The development communications (devcom) component's objectives included:

- the creation of the Swaziland Center for Development Communications (CDC).
- training devcom professionals
- strengthening the Swaziland Broadcasting & Information Service (SBIS)
- institutionalizing development communications in Swaziland.

Key personnel from SBIS were to be enrolled in degree level training in the U.S. and short-term academic training in Swaziland. Subject matter specialists and information officers from ministries, parastatals and NGOs were to also complete short-term academic training. The component coupled on-the-job training with strategic and physical support to strengthen SBIS and to achieve the overall development communications objectives. As a result, more Swazis were to receive development information, increasing development messages in quantity, and more importantly, in quality.

Summary of Findings and Conclusions

At its inception, the component was considered a cross-sectoral experiment. Project objectives were included under the umbrella of SWAMDP but the project was administered by a separate contractor, the Academy for Educational Development (AED).

By the component's mid-life, closer coordination was realized among the mission's development sectors. The CDC orientation shifted more toward radio than toward print as training got underway. CDC staff and training participants helped create successful media-based information campaigns on immunization, malaria, nutrition, and AIDS. Pre-existing devcom programs for literacy, cooperatives, family planning and women in development, among others, were improving.

The participants' on-going success in creating and disseminating development messages is the result of a strenuous and well coordinated training program. Five people earned degrees in electrical engineering, mass communications, or educational technology. Two of these people were from the group of 45 professionals who received short-term, university level, in-country training in an innovative program created by AED and San Diego State University (SDSU).

Short-term consultants were effectively employed to provide on-the-job training for engineers, information officers, technical staff, devcom producers and SBIS management. A

variety of workshops and forums were organized to expose senior officers to the concepts and practical applications of development communications. Both of the contractor's devcom specialists acted as Chief of Party and provided high-quality direct assistance to participating ministries and NGOs.

A tracer study of in-country and long-term training participants was completed for this evaluation in which 36 of 48 training participants were interviewed in depth. Sixty-five percent of the graduates are continuing their efforts in devcom. In all, nine have been promoted to posts (including management and training) with greater devcom duties. Fourteen are employed by SBIS, 17 are employed by ministries or NGOs.

The in-depth interviews revealed unanimous over-all satisfaction with the in-country training courses. Constructive suggestions were offered to improve the course modules. Only three of the 33 in-country graduates interviewed indicated any reluctance to participate in a similarly structured training program. All three attributed their reluctance to job-related pressure during training. Five graduates recommended a stronger enrollment selection process.

Interviews with the graduates' supervisors revealed strong institutional impact. This impact was detected in the institutional ability to organize activities over the radio, as well as in the use of radio to support print communications and field workers. Organizations that use development communications have been well served by the component. Organizational institutionalization is readily apparent and the results are exciting. Every supervisor interviewed said participants are more focused and clear in their communications work. They report that the component improved their employees' skills in research and planning. Public response to communications outreach has increased.

The in-country training was marred by a controversy over the level of recognition afforded graduates of the program. The participants believe that a specialized course of this duration, offered at the university level, is worthy of a diploma. However, for various reasons, a diploma could not be awarded. Participants were awarded certificates with a transcript verifying degree-level credit at SDSU, rather than a diploma.

Although initiatives to establish an inter-ministerial advisory board to guide national development communications policy and a governmental "scheme of service" for devcom professionals were unsuccessful, the dedicated work of component employees, SBIS and training participants has successfully institutionalized the tenets of development communications at the grassroots level.

In late 1987, the CDC conducted a national listenership survey, documenting the habits of radio listeners and the impact of devcom programs. This was a vital step for CDC and SBIS because no recent audience information existed. However, the survey contains enough anomalies to cast doubt on the validity of the findings and does not provide an adequate baseline to judge the impact of devcom messages.

A May 1990 survey on health-seeking behavior in Swaziland's lowveld (Center for Disease Control and the MOH; Tangermann, et al.) reports that 68% of the population lists radio as its source of information. The next closest responses were "told at clinic," 60% and "radio and clinic," 26%. Although the survey did not ask which radio station the information came from, it is clear that development communications are penetrating.

In terms of institutionalization of the CDC, the component has been very successful in all regards except one. The CDC has not operated as an adequate center for training or for devcom activities since the departure of the component's Chiefs of Party due to the appointment of a weak Swazi counterpart CDC coordinator.

From in-depth interviews and three full weeks of direct observation at the CDC during the evaluation period, it is apparent that the CDC has not provided training as envisioned in the contract. The counterpart resigned his position at CDC on November 1, 1990, clearing the way for a more effective coordinator to be hired.

All of the devcom pieces are present in Swaziland. Communicators are trained, SBIS is stronger, delivery systems are functioning and most participating ministries and NGOs are reaping the benefits of clearer communications. These benefits accrue directly to the Swazi people. Important work is underway at SBIS, the ministries and the NGOs. The component has succeeded, but Swaziland is left with a need for a functioning development communications center.

Recommendations

- Short-term technical assistance be provided to help re-organize the CDC.
- A listenership survey be conducted to establish baseline information for any follow-on project.
- Assistance be considered for the UNISWA Communications Study program so that diploma-level devcom training is institutionalized.
- Assistance be provided to investigate and develop continuing educational opportunities for the participants trained under this component.
- The recommendations in Mike Starling's 1989 engineering report should be followed. Commodity support should be provided to SBIS transmission and audio facilities so devcom radio messages can continue to reach their intended audience.

CHAPTER ONE: PARTICIPANT TRAINING AND TECHNOLOGY TRANSFER

A. INTRODUCTION

The goal of the Swaziland Manpower Development project is "to assist Swaziland to realize the full development potential of its human resources, both in the modern sector and on rural homesteads." The purpose of the participant training component of the project is to strengthen public, parastatal and private Swazi institutions. By assisting these institutions in building capacity for technical and managerial performance, participant training also serves to support the Mission objectives of:

- reducing unemployment;
- increasing agricultural productivity;
- dealing with vector of population growth;
- reducing infant mortality.

The Project Paper specifically recommends a strategy of improving institutional human resource development, and maximizing public participation in institutional activities as a means of improving the performance and responsiveness of Swazi public, parastatal and private institutions.

End of Project (EOP) Expected Status

By the end of the project, participants were expected to be working in fields in which they received training. In addition, they were expected to have increased potential for promotion within their institutions and greater responsibility for technical and general policy development.

The participant training targets set in the project paper were: a total of 130 degrees earned, and 64 participants having completed short-term training in U.S. and African training institutions. The contractor, TransCentury Corporation, had similar targets over the life of the contract: 125 degrees to be completed, with 50 short-term participants to be trained in the United States and 5 other participants to be trained annually in the region.

End of Project Actual Status

If all participants currently abroad complete their training and return home (and assuming that no others are sent), a total of 216 Swazis will have received training, earning 154 degrees and completing 62 short-term, non-degree programs. This exceeds the degree training targets set in the project paper by a considerable margin.

Table 1
Total Participants Completing Training
SWAMDP 1985-1990

	Agriculture	Architecture	Economics/Banking	Education	Engineering	Health Fields	Management	No Degree	Total	Government	Private	Parastatal	Other*	In-Training as of November 1990
Associate's Degree	1					1			2		2			1
Bachelor's Degree	4	2		2	8	6	7		29	12	11	3	3	25
Master's Degree	15		3	13	3	7	17		58	38	2	13	5	21
Ph.D. Degree	4			1					5	1		4		9
Total Degrees	24	2	3	16	11	14	24		94	51	15	20	8	56
Short Term Training	6				1	2	52		61	41	7	12	1	1
No Degree								2	2	1		1		2
Total Training	30	2	3	16	12	16	76	2	157	93	22	33	9	59
Female	12	0	1	5	0	12	25	0	55	41	3	8	3	N/A
Male	18	2	2	11	12	4	51	2	102	52	19	25	6	N/A

* Retired, unemployed or working/studying outside of Swaziland

Table 1 summarizes information regarding those participants that had completed their training by late 1990. A total of 94 degrees had been earned by participants who had returned to Swaziland, with 56 still abroad completing degrees. In addition, 61 short-term participants had completed training and returned home, with one final participant expected shortly.

Two-thirds of all participants were from the public sector, with the remainder roughly divided between the parastatal (33) and private (22) sectors. About two-thirds of the degree participants earned M.A. or M.S. degrees, one-third earned B.A. or B.S. degrees, and the remainder earned A.A.'s (2) or Ph.d's (5). These ratios will change only slightly when the 59 participants presently abroad complete their work, since the same priorities have guided selection throughout the program's implementation.

Thirty-five percent of the trainees were women, which met the training goal set by USAID/S. The largest number of women participants were in the management, agriculture, education and health fields. In each of these they comprised the following percentage of participants: health - 75 percent; agriculture - 40 percent; management - 33 percent; and education - 31 percent.

Tables 2-4 show a breakdown of the fields of study for the government, private and parastatal sectors, respectively. The fields of agriculture and management accounted for about 51 percent of the total degree-seekers. When the short-term participants are added, 68 percent of all training is in these two fields, with management training alone contributing to 48 percent of all training.

Table 2
Government Sector
Short- and Long-Term Training Abroad
Under SWAMPD 1985-90

	Agriculture	Architecture	Economics/Banking	Education	Engineering	Health Fields	Management	No Degree	Total
Associate's Degree									
Bachelor's Degree	1	1		2	4	2	2		12
Master's Degree	10		1	13	2	5	7		38
Ph.D. Degree	1								1
Short Term Course	5				1	2	33		41
No Degree								1	1
Total Degrees	17	1	1	15	7	9	42	1	93

As seen in Table 2, about 55 percent of the government participants were in degree programs. Masters degree recipients totaled 75 percent of the degree seekers, with education, agriculture, management and health fields accounting for the major programs of study. Of the short-term participants, the overwhelming percentage -- 80 percent -- were in management training courses.

Table 3
Private Sector
Short- and Long-Term Training Abroad
Under SWAMPD 1985-90

	Agriculture	Architecture	Economics/Banking	Education	Engineering	Health Fields	Management	No Degree	Total
Associate's Degree	1					1			2
Bachelor's Degree	2	1			4	2	2		11
Master's Degree							2		2
Ph.D. Degree									
Short Term Course	1						6		7
No Degree									
Total Degrees	4	1			4	3	10		22

The private sector participants, as shown in Table 3, had a much different profile. In this sector, 73 percent of the degree seeking participants received bachelors degrees, with an almost even distribution in the fields of engineering, health fields, management, and agriculture. Like the government short-term participants, 85 percent went to management training courses.

Table 4
Parastatal Sector
Short- and Long-Term Training Abroad
Under SWAMPD 1985-90

	Agriculture	Architecture	Economics/Banking	Education	Engineering	Health Fields	Management	No Degree	Total
Associate's Degree									
Bachelor's Degree							3		3
Master's Degree	5		2				6		13
Ph.D. Degree	3			1					4
Short Term Course	1						12		12
No Degree								1	1
Total Degrees	8		2	1			21	1	33

Finally, Table 4 shows the training received by participants from the parastatal sector. In this sector, Masters students comprised 65 percent of the degree seekers, with emphasis in the fields of management and agriculture. Virtually all short-term training participants completed management training courses.

B. PROGRAM MANAGEMENT

A several step process was used for the recruitment, selection and placement of participants into training programs. This section will assess the management of that process using questionnaires and interviews with groups of former participants, and discussions with contractor and GOS personnel.

The following table summarizes respondents' ratings of various aspects of program management:

Table 5
Summary of Participant Program Management Ratings

	Government/degree	Government course	Private Sector	UNISWA
Personal Participation in Choice of Study Program	High	Mixed	High	High
Personal Participation in Choice of institution	Low	Low	Low	Low
Course Information Availability	High	High	High	High
Computer Course	Mixed	Low	Mixed	High
US Orientation	High	High	High	High
On-the-job Training	Mixed		High**	High**
In-Country Follow-up	Low	Low	Low	Low

**By those who received it.

Participant Selection

The screening and selection process for off-shore training candidates was designed by the contractor, TransCentury Corporation, working closely with the staff of the Ministry of Labour and Public Service (MOLPS). It consisted of the following steps:

- Development and the related training priorities of the GOS and the Mission are identified.
- Announcements of the overseas training program and priority fields of study are placed in newspapers and made over the radio.

- Applications and letters of recommendation are screened by MOLPS staff members.
- Participants are selected by interviewing panels composed of personnel from the USAID/S, the GOS, the contractor, and specialists from the field of study related to the participant's interest.
- Finally, TransCentury's Washington-based training coordinator visits the country after the candidates are selected to develop training plans with the candidates' employers.

The selection and recruitment process appears to be performing satisfactorily as participants had relatively few comments about changes that they would like to see. By this time in the life of SWAMDP, the goals for training are clearly outlined at the outset of the process. In turn, the categories of degrees and training that were being promoted to potential participants were clearly identified and promoted, attracting appropriately qualified applicants. Finally, the contractor and GOS personnel involved in the selection process were efficient and unbiased in performing their roles.

Only two significant comments about the selection process were made by participants:

- Many, especially those outside the capital, found the selection and orientation process to be a considerable investment in time off from work and in costs to secure transport to the capital to apply and be interviewed in-person.
- A few participants mentioned that they felt that Ph.D. programs should be open to government, private and parastatal organizations outside the university. At present, with one exception, only university applicants are accepted.

Placement

As might be anticipated, the degree candidates were, on the whole, more involved in determining their course of study than were the short-term participants. All degree candidates felt that they were fully involved in determining their course of study. Short-term participants had more mixed reactions, given that their choices for study were more proscribed and they could only utilize opportunities as they arose.

In contrast, the participants uniformly gave low ratings to their participation in choosing the institution in which they studied. And, while not everyone was dissatisfied with the institution in which they were placed, it was clear that they would like improvements in this process.

However, given the difficulties in placing participants in American universities, it is not clear how much of the process can be changed. In addition, as many of the participant's comments show, much of the dissatisfaction with the choice of institution was based on actual experience in the institution. Thus, in most cases these factors would not have been part of the participants' decision making process at the time of placement, even if they had been more involved.

- Many felt that they could have been placed in better institutions, some citing that they felt that costs might have influenced placement decisions.
- Others felt that they had been placed in institutions which did not have the resources, and hence relevance, to deal with African, or specifically, Swazi problems to which they were trying to address their research
- Quite a number of comments touched on the problems and hardships caused by the isolation of the Swazi students in the U.S. from their families, from other Swazis or Africans in general.
- A number of the academic participants suggested that more preparation for the GRE examination would probably be a good idea for all Swazis preparing to go the U.S. for graduate study.

Before the participants started their training, they attended orientation sessions, held both in Swaziland and the U.S. Virtually all of participants received a briefing on the course of study, the institution that they were to attend as well as an orientation on the issues related to studying in a foreign culture.

The degree candidates generally gave high ratings to the Swazi orientation. The UNISWA participants ranked this element slightly lower since the faculty would have liked more information on schools with which they were less familiar.

Several degree candidates missed the in-country orientation due to lack of time during departure preparations. And a larger number of government short-term participants missed the in-country orientation. Why so many short-term participants did not attend the orientation could not be determined due to the relatively small sample size.

Finally, in order to more fully prepare the participants for their overseas studies, they were offered a short computer training course. Except for the university participants, who sensed the greatest utility of the computer to complete research and writing assignments, other participants had mixed reactions.

The U.S. orientation was highly rated by virtually all. It appears that the orientation was well focused on the needs of the students in regard to life in the U.S., campus life and study practices.

Training Enhancements

While degree-seeking participants were in the United States, most had the opportunity to partake of two training enhancements. The first, more commonly available, was a series of short courses and seminars. Those participants who were able to avail themselves of these courses rated them highly. In addition, there were a number of requests for more management courses during holidays and semester breaks from the academic participants.

A second enhancement, available only to a few participants who were able to make ad hoc arrangements, was on-the-job training. UNISWA and private sector participants indicated that they would have liked more practical, on-the-job training experiences. For government sector degree-seeking participants, the desire for this experience was not shared among all. Those participants who had these experiences universally rated it very useful to their needs.

Follow-up Training

Finally, the project originally envisioned a follow-up process for returned participants. As indicated in Table 5, follow-up efforts were generally rated low by nearly all participants. The university faculty, in particular, was highly vocal in expressing the need for more seminars and workshops in their field of expertise as they felt cut off from their colleagues throughout the world.

It appears that part of the problem has been that information about the nature, scheduling and venue of the in-country courses was not made readily available to the returned participants. The lack of a regularly updated mailing address system for returned participants contributed to the lack of communication.

An alumni organization was formed to allow the former participants to network with each other and to circulate information on additional training opportunities. At the time of this evaluation, the organization was just beginning these efforts and no benefits to returned participants have accrued. The lack of an alumni mailing list, as mentioned above, may also be a factor hindering this effort.

Third Country Training

As indicated earlier, there was an intent to send five persons for training in the region throughout the project. While only nine participants were placed and earned degrees in the region, in addition to 17 who attended an urban planning course in Zimbabwe, quite a bit was learned about the potential of a number of regional institutions which should prove valuable to future placements.

Botswana and Zambia were found to have good quality nursing training programs, while Zimbabwe, Tanzania, Zambia and Kenya were found to have acceptable medical

schools, with requirements more realistic than U.S. schools for the products of the Swaziland academic system.

In a small focus-group interview, many of the same issues of participation in the selection of programs and institutions were raised by these individuals as was the issue of practical training for the academic participants. The latter is, according to the contractor and the mission, even more difficult to arrange in the region than in the U.S. given the combination of linguistic, economic and other problems raised in attempting to arrange good placements.

Other problems encountered in third country training include: a) frequent school strikes; b) difficulty of placing students; c) host universities not accepting credits from courses earned by students who are transferring from other universities and d) failure of one course results in a student having to repeat the same course prior to taking subsequent courses, thus, a participant loses a whole year.

The USAID missions in the region, particularly USAID/Zimbabwe, provided good support. Supporting participants in the region is still a daunting task which will probably keep the use of regional resources relatively low over the foreseeable future.

C. PARTICIPANT TRAINING IMPACT AND TRANSFER OF TECHNOLOGY

The measurement of the impact of participant training under SWAMDP is difficult due to the long-term nature of the most of the effects that such training produces. Earlier studies of other small and medium-sized African countries that sent their bright young people abroad for training in the Sixties during the first wave of independence indicate that thirty years later, a great number of those trainees are now in positions of major responsibility in government, universities and industry.¹

Most of the SWAMDP participants have returned too recently for such an impact to be seen or measured. For the most part, they have not been back long enough to launch major programs of change and innovation. Nevertheless, some interesting anecdotal evidence exists that shows the ways in which the returned participants are beginning to put their new skills and knowledge to work. For example, the following returned participants have the potential for impact and are now in positions of major responsibility in the GOS and the University of Swaziland: Minister of Finance, PS Ministry of Education, Director of Education, PS Ministry of Natural Resources, Pro Vice Chancellor of UNISWA, Registrar of UNISWA, and Dean of the Faculty of Agriculture.

Three factors seem to influence how fast and easily change and technology transfer occurs: the type of organization, the position and authority of the trainee and their view of themselves as a change agent.

¹ See USAID Project Paper "Training for Development" F. Heegaard and G. Mutiso, Nairobi, Kenya, 1985.

Type of organization. From the questionnaire responses and focus group interviews, the team found that change appeared easier to introduce in educational institutions, parastatal organizations and the private sector. Large government ministries were much more resistant to change. While long-term impact in these bodies should not be discounted, the most immediate impacts will likely be found in other institutions.

Position and authority of the participant. The authority and amount of power and influence that an individual has in their immediate job will also determine what changes they can effect. This finding does not mean that the best participants for training are the ones with the greatest seniority or the most powerful positions. More importantly, the participants should have control over their immediate worksite where they can institute change. Teachers, for example, exercise control over their classrooms, and thus can more easily influence their students. Thus the impact of teacher or nurse trainers, a category which includes a number of returned SWAMDP participants, is likely to be considerable in a relatively short period of time due to the multiplier effect.

View of individual as change agent. The managers of SWAMDP seemed to hold an assumption that anyone who was sent abroad would automatically return as a "change agent". While this was true for a number of participants, it did not hold for most. They not only had little or no exposure to the methodology of how to introduce change, but also did not necessarily define their roles within their organizations as agents of change.

Due to the organizational differences discussed above, this section will look at the government sector apart from the private sector. In addition, the government participants are further divided into degree-seeking and short-term training in order to more easily identify the differences between the two groups. As the data is non-quantitative, whenever possible the participants will speak for themselves by means of brief quotes taken from their questionnaires. We have indicated when and how they are doing something different or new as a result of their training.

The Government Sector

Degree-Seeking Participants

The individuals that received university degrees in their training programs are likely to have the greatest impact on development in Swaziland in the long run. However, due to the more comprehensive and less problem specific nature of their training, they are also likely to have the least immediate impact. Given that most participants interviewed had returned to Swaziland only recently, this assessment of their impact is by nature anecdotal.

Despite this caveat, degree-seeking participants identified three areas in which they felt that they gained skills which were already producing impact in the government: training methodologies, technical knowledge and management skills.

Training Methodologies

By introducing new training methodologies and training other staff members, the participants are able to exert significant and immediate influence in their workplace. This was clearly seen in the interviews conducted with supervisors. A number commented that the participants organized and presented on-the-job training opportunities, both formal and informal, to their co-workers. These training sessions helped to impart new skills, introduce new ideas and transfer new technology. Even when additional resources were needed to implement training, the participants were able to effectively share their knowledge on an informal basis.

Those participants that worked directly in training programs found their skills in great demand. One participant commented that with his training he can now "function as a confident teacher-training college lecturer." Another teacher noted that learning about other systems of education "sharpened my administrative and decision-making skills." Finally, other participants were involved with the training of trainers, a field which sees rapid and quick dissemination of information, skills and, ultimately, impact.

Technical Skills

Most participants mentioned the technical skills that they gained during their training were of the most immediate use to their workplace. These skills were diverse: teacher training, educational administration, economic analysis, agricultural economics, health, taxation, computer systems and architectural design. These new skills allowed the participants to take charge of new projects in some instances, or to work at higher levels of responsibility than previously.

Supervisors noted that the participants exhibited improved performance and had increased motivation to carry out their jobs. Some were promoted or transferred to new positions because of their specific skills.

Management Skills

The final area of organizational impact was through the increased use of management skills. Many participants and their supervisors noted that management training was very important, even for those with specific technical foci. It gave the organizations greater ability to carry out work efficiently and effectively. While management training was not a panacea, the development and practice of management skills was highly rated by many.

Short-Term Participants

Short-term training courses in the United States and in third countries were designed to impart specific technical and managerial skills to participants. Therefore, it is no surprise that government employees who received short-term training easily identified a number of technical skills that they gained and were able to apply to their jobs almost immediately. The types of training in the program included: taxation, urban planning, electrical design, meat inspection, computerization, and personnel management.

One outcome seen in short-term training, where several trainees attended the same session, was a great synergy of effects. Tax collection provides an example. Several people from different levels of the Ministry of Finance, income tax department, attended a workshop in the U.S. The effect of training a number of officers ensured that the information garnered from the seminar was spread through the ranks. Each officer was able to concentrate on his or her area of specialty and upon return home, could utilize the information as it pertained to one's job. Thus, while the Principal Tax Officer focused on the administration of the department, the Senior Tax Officers and Tax Officers concentrated on making actual collection methods more effective. And since they could place these changes in a larger context of change within the organization, the effect was much greater than if just one or two had attended the seminar.

University and Parastatal Sectors

The results from both degree-oriented and short-term training for participants from UNISWA and parastatal organizations were similar to those of the government sector as described above. The technical and managerial skills gained in training were utilized on the job in a variety of work environments. In the parastatal sector, utilization of these skills served to increase the productivity of the organization and allowed the technician to better carry out his or her job. In the university, training added to the ability of staff to carry out research and to more effectively impart skills and knowledge in their areas of specialization.

Private Sector

USAID/S has placed emphasis on training for private sector organizations, which include: hospitals, private voluntary organizations, small businesses, multinational corporations and South African owned enterprises. As might be expected, participants returning to the private sector quickly utilized their training.

In the focus-group session conducted with eight returned participants currently working in the private sector, a number of interesting and valuable examples of the impact of the training on performance and productivity came out. In addition, the following stories reveal some problems that participants are facing despite their new skills.

- An x-ray technician, trained in X-ray Tomography scanning, finds himself in high demand, as he is the only person in the country who can use the sophisticated equipment needed to diagnose pregnancy complications. With his training, he has been able to save the lives of mothers and their babies. However, being the only person with these skills in the country has placed him under great pressure.
- A nursing instructor, who earned a double B.S in order to obtain the skills needed to teach nursing, reports that she has added confidence in her teaching and is adapting the curriculum she learned in the U.S. to introduce a more

interpersonal approach to patient care among her student nurses. This alone, she feels, is a major improvement in Swazi hospital administration.

- A mortgage banker was selected for training in the United States and in a USAID-funded housing course in Zimbabwe. He has been able to train loan officers and work with bank clients in explaining bank loan and credit procedures. And with his training in computerization, he expects to help introduce computerized mortgage loan systems in his bank in the near future.
- In another, somewhat unusual case, a young Swazi who was studying in the U.S. under private (family) sponsorship was funded for the last 2 years of his B.A. by USAID/S. He also did an internship with Coca-Cola in the U.S. and ended up as a Management Designate with the local Coca-Cola company in Swaziland. He has been told by his supervisor that he cannot be further trained or promoted until he is older (he is in his mid-twenties now).
- Two returned participants earned graduate degrees in chemical engineering in the U.S. and are employed by Usutu Pulp Company. While they report that they were hired to replace expatriates, they are highly doubtful that they can be promoted into management positions in their company. Supervisors, all expatriates with less education than them are not interested in training them with a view to advancement.

In summary, the focus group identified the following areas of training impact and transfer of technology in the private sector:

- Greater confidence in practicing skills on the job;
- Productivity has increased as a result of training;
- Co-workers are being trained by returned participants;
- Lives are being saved;
- Client centered, humanistic approaches are being introduced in health, education and extension;
- Localization is being enhanced through degrees and certification;
- The ability to increase personal income, improve living standards, has been enhanced;
- Many are now moving into management, (with constraints as described above);
- Training has increased mobility and ambition.

D. IMPACT OF PARTICIPANT TRAINING ON PRIVATE SECTOR LOCALIZATION AND JOB MOBILITY

Two important issues raised by the private sector participants were localization and job mobility. These will be explored in further detail in this section.

- **Localization** is the term used to describe the hiring of Swazis to take the place of expatriates.
- **Job mobility** is defined as upward mobility by local Swazis in local institutions dominated, for the most part, by white South Africans and British nationals.

With the planned expansion by the Mission in the area of private sector support and the concern expressed by the GOS team for more rapid action on localization, these issues take on even greater importance.

Currently, the GOS with USAID/S support is engaged in an in-depth study to determine the extent of localization in the economy. This study will attempt to determine the number of Swazis that are currently working in the private sector and how many of them have taken positions previously held by expatriates.

Although this evaluation did not have the resources to replicate this type of research, the information that was obtained suggests some directions in which the GOS and USAID/S may want to further investigate these phenomena.

Four issues were raised regarding localization and job mobility: release of employees, costs, GOS pressure towards localization, and internal constraints limiting job mobility.

Release of employees. The private sector has less flexibility than a government or even a parastatal body in letting its employees go abroad for extended periods, due to the need to show a profit to its shareholders or owners.

There was general consensus among the returned private sector participants that it was considerably more difficult to obtain company agreement for overseas degree training, compared to public or parastatal organizations. This problem was much less acute for short-term training. The group recommended that a portion of scholarships be set aside for "independents" who had expressed a strong interest in working for the private sector but needed more education to become attractive prospects.

Costs. Since 1984, the private companies have had to pay the participants' airfare and salary for a period of 12 months, the latter being generally much higher than that of public sector employees. For some companies, these costs are quite burdensome.

Lack of GOS pressure for localization. There has apparently been little monitoring and real pressure by the GOS to decrease the number of expatriates in favor of local Swazis. Thus, while a major contribution of the SWAMDP program is that the first class academic and technical training eliminates a major reason for rejecting Swazi applicants for expatriate positions, little change has been seen.

Job mobility constraints. As the example of the two chemical engineers cited in previous section demonstrated, job promotion and upward mobility is very difficult in the private sector. This was not found to be true in the public sector.

In the public sector, there was a significant amount of job mobility among returned participants. In order to use the new skills and knowledge in the civil service, participants often find it necessary to move to a new position. In large public organizations this can be done by moving around in the same ministry or department, hop-scotching up the ladder.

In the private sector, however, particularly in the bi-cultural and bi-racial system which dominates Swaziland, Swazis cannot easily get past incumbent (white) supervisors without taking their jobs away from them. Participants reported that although many of the expatriate supervisors are themselves former technicians (most without degrees), they still by-pass the trained participant to hire other expatriates, usually from outside. They are far from ready to accept Swazis to be their supervisors, regardless of the Swazis' credentials and skills.

The problem becomes critical a few years after technically trained participants return home. Having performed their duties well for a period of time, inevitably there comes a time when younger and less experienced staff moves in under them. The participants become de facto supervisors without having their functions and positions legitimized and rewarded in an equitable fashion.

To say that companies develop colorblind promotion practices is too easy, however correct it is. A number of more practical steps, were suggested and agreed upon by the participants in the private sector focus group. These are noted in the recommendations section.

E. SWAMDP AND TECHNOLOGY TRANSFER: CASES FROM THE OPEX EXPERIENCE

An additional aspect of SWAMDP was the placement of U.S. professionals in operating positions in order to assist in the transfer of technical and managerial practices to the hosting Swazi institutions. These American advisors, some of whom are temporarily replacing Swazis away for long term training, are called OPEX advisors. OPEX stands for "Operational Experts", a term invented and often used by the U.N. in its development work.

OPEX advisors usually serve for a period of three years, and are placed in regular positions in host-country institutions which pay them the same salary and benefits, except

retirement, that local professionals receive. USAID/S helps to recruit the OPEX advisors, tops off their salaries to match their U.S. levels, and provides other benefits such as medical insurance.

According to the Project Paper, the primary approach to technology transfer was to be through participant training, which was to "produce a critical mass of knowledgeable Swazis capable of successfully directing Swaziland's development process. This was to be "complemented by the transfer of knowledge and skills at the workplace through the provision of long-term and short-term U.S. expertise to various Swazi institutions."

At the time of the final evaluation of this project, three of eight OPEX advisors were still assisting Swazi institutions under sponsorship of the project. (See Appendix R for list of OPEX advisors). The current OPEX advisors include: a professor at the University of Swaziland School of Business, a teacher and director at the Swaziland Institute of Accountants (a private institution), and a professor at the University of Swaziland School of Agriculture.

The current three OPEX advisors, their supervisors and co-workers were interviewed for this evaluation and the impact that the advisors had on their institutions is described below.

Dr Georgia Bowser, Advisor, Department of Accounting and Business Studies, University of Swaziland.

The advisor began work at the university business school in December 1989. Dr. Bowser is considering an extension to her contract which ends in June, 1991. Currently, She is fulfilling an important role in teaching needed fourth year courses in Personnel Management, Production Management and Business Policy, which are not otherwise available in Swaziland.

In addition to this load, Dr. Bowser is helping to develop a new curriculum for the business school based on the needs of the private sector business community. This activity, it is important to emphasize, is quite radical in the context of the Swazi university environment, which is modelled on the traditional European "Ivory Tower" university model.

This effort began after she found the generally poor image that the private sector had of the university in preparing graduates for work in the private sector. Despite some opposition from faculty, the OPEX advisor succeeded in the formation of a private sector curriculum review committee which has since reviewed and made changes in the proposed curriculum.

In addition, Dr. Bowser has introduced another practice involving the private sector with the university. Every Thursday, she takes students out for meetings with the business community so that they can gain actual experience in how the private sector works and thinks, as well as make future contacts.

Both of these activities have changed how the private sector views the role of the university and how the students and faculty views their role with respect to the private sector. However, from discussions with the advisor, students and other faculty, it is clear that there is still much work to be done to make the emerging business school truly responsive to the needs of the private sector. A good beginning, however, has been made, some attitudes have been changed and some new practices have been tried -- all precursors to longer term changes in an institution.

Technology transfer, in the strictest sense, can easily be found in the courses where new personnel and accounting practices are introduced to students, who presumably will introduce these in their businesses in the future.

However, what Dr. Bowser is doing is not only transferring technology but more importantly, she is changing the relationship between the business school and the Swazi private sector community. In the sense that this approach is an American concept, to the extent that community-linkage becomes an accepted doctrine of the university of Swaziland, this is must also be considered technology transfer.

On the down side, 60 percent of the UNISWA faculty is expatriate, mostly British, and may be less enthusiastic about the amount of participation of the private sector in the curriculum and course designs of the university. Also, since Dr. Bowser does not have an American trained faculty professor waiting to take her place, it is not clear if her reforms will continue in her absence.

Robert Reed, Technical/Education Director, Swaziland Institute of Accountants

For the past three year, USAID/S has provided an OPEX advisor, Mr. Robert Reed, C.P.A., to serve as Technical/Education Director for the Swaziland Institute of Accountants. The Institute was formed in April 1985, and its primary function is to qualify individuals to practice as auditors, accountants, tax experts or accounting teachers. The clientele is primarily the private sector, although many graduates also work for the government and parastatals. The Institute now has an enrollment of 295.

Beginning 2 1/2 years ago, the Institute developed a working relationship with two institutes of accounting located in London that conduct examinations and certify accountants and auditors.

Under the guidance of the OPEX advisor, the Institute has developed the guidelines and examination criteria, along with the materials needed to qualify Swazis for the certifications in the field of accounting. Accounting courses at SCOT, SIMPA and the university are now using the guidelines and materials and have examination papers developed through this assistance.

In the past year, the Institute, under the guidance of the OPEX advisor, has developed a correspondence course which has a current enrollment of 110 students.

The Institute is playing a key role in several areas of interest to USAID/S:

- Swazi graduates, certified in accounting, now have the same qualifications as expatriates, and can hence localize posts held only by expatriates. There are currently only 5 Swazi chartered accountants in the country versus 56 expatriates.
- The demand is high for individuals with this type of training.
- Accounting forms a foundation for private sector development not only through the financial management of private firms, but also through the development of the monetary, banking and insurance infrastructure which is critical to the development and sustainability of a free market economy.

This effort is a good indication of the efficacy of the use of OPEX advisors as a relatively inexpensive means to facilitate institution-building. The individual efforts of the advisor have been excellent -- he even went to England at his own expense to appear before the London Boards to get the certification needed by the Institute. And through his planning and coordination, the Institute has been able to upgrade its programs and begin new ones which will serve to increase the self-sufficiency of the country in this important field.

Dr. Roger C. Kuhn, Lecturer, Faculty of Agriculture, University of Swaziland, Luyengo.

Dr. Roger C. Kuhn has been assigned as lecturer to the Faculty of Agriculture of the University of Swaziland. Although trained in the field of genetics, he is primarily teaching computer skills and statistics, subjects in high demand.

Unlike the other OPEX advisors, he is less involved in institution-building. This appears to be the case because Dr. Kuhn's duties are more narrowly defined than the other advisors. He serves the same role as the many other expatriate advisors that comprise 60 percent of the faculty of the University.

Teaching is, of course, the classical method of transferring technology and he is clearly performing a useful and significant role in this capacity.

F. RECOMMENDATIONS

- Nominations and letters of recommendation should follow a standard format describing the nature of the organizational problem to which the training is proposed as a solution. Such a format would undoubtedly assist supervisors and other managers think through the problem identification and training needs assessment processes, thus improving institutional capacity for human resource development.

- To the extent that resources permit, a higher percentage of participants, academic or non-academic, should have the opportunity for practical experience in a working environment. The value of participating in the "working culture" in a technically more advanced society is very high and would in itself contribute to the management skills which so many participants need and seek.
- Returned participants should have more opportunities for follow-up training, e.g. to attend in-country courses and/or special seminars especially for them. In this latter context, workshops on how to introduce change would be very valuable since most participants are clearly struggling with the problem of how to apply the new learning in their place of work or community.
- Returned participants should be given more opportunities to share, formally or informally, their overseas experiences with others. There was a feeling that the focus-groups conducted with the returned participants were the first, and in some cases only, opportunity many of them had to share some of the strong insights and ideas from the overseas training with a group from outside their offices.
- Before selection and USAID/S commitment of funding to send a private sector participant for training, the company must agree in writing that the position the participant is vacating will be there on return. A number of cases were cited of positions which evaporated while the participants were abroad studying. The participant should also agree, in writing, that he or she will give an agreed upon amount of time to the company on return.
- The GOS should certify, or make agreements with participating companies that guarantee equitable treatment of Swazis for advancement and promotion. Companies which break such agreements should, at the very least, be barred from any support from U.S. taxpayer funds for overseas or in-country training.
- Efforts should be made to determine what training and credentials individuals need to advance in a particular system. Technical training may not be sufficient if the individual has no hope of advancement without a Bachelor's or advanced degree.
- Localization means more than just hiring local Swazis -- they must also have equal opportunities for internal company training needed for advancement. Most private companies provide their own management training, or have a dedicated contractor for this purpose.
- Scarce OPEX advisor resources should be reserved for those positions which involve some administrative powers and responsibilities. The cases of Bowser and Reed clearly demonstrate how institutional development can be the primary vehicle for technology transfer.

- Provision of the OPEX advisors alone may not be sufficient to fully carry out the technology transfer aspects of the project. As was seen in Dr. Bowser's case, provision for continued follow-up with a replacement may be necessary to carry out the longer range plans to revamp the philosophy of the department. The Institute of Accounting has additional needs for training and financial support which are presently not being met.

CHAPTER TWO: IN-COUNTRY TRAINING

A. INTRODUCTION

In this section, the In-Country Training Component of SWAMDP will be assessed as to its effectiveness and the impact on training participants, the organizations from which they came and the training institutions utilized during the project. The scope of this section covers all in-country training activities, except those that were solely related to the traditional sector or development communications components. Since several of the in-country training participants were also returned participant training persons, the relevancy or interaction between the two programs will be discussed as appropriate.

USAID/Swaziland has requested that the impact evaluation assess "what has happened as a result of this project." Specifically included in the scope of work is a review of:

- the adequacy and direction of training activities in light of project goals and objectives;
- the degree to which in-country training has been based on and met identified needs;
- the extent to which the training efforts have been, or should be institutionalized;
- whether participants are applying skills taught in the training in their work place; and
- whether follow-up activities to reinforce skills are needed and/or adequate.

For the methodological approach used in the data collection, see Appendix F.

B. IN-COUNTRY TRAINING OBJECTIVES

According to the Project Paper, the purpose of this project was to expand the capacity of selected Swazis and Swazi institutions - both public and private - independently to plan and direct development activities and to encourage an increased level of informed participation by the general Swazi population in a variety of such activities. By the end of the project, the in-country training participants were to be functioning at a higher level of skill and efficiency than before the training.

1. Participants

By the end of the project, approximately **500 supervisory and managerial staff²** were to be trained from specific public, private and parastatal organizations or units within those organizations. Women were not specifically targeted in this component, although the project paper states that "in-country training favors the participation of women who combine child-rearing and professional careers" (p. 21). Therefore, there was some presumption that women in this category should be part of the target group.

2. Courses

Approximately **40 in-country courses³ (five or six courses per year)** were to be delivered. These courses were to be concentrated to enable one person to attend 2 or 3 courses with the prior understanding with the trainee's employer that there would be on-the-job follow-up to identify constraints to using the skills taught and to identify further training needs.

The **content** of the courses was to be based on the needs of the trainees and the employers, and directed towards supervisory and management training for high-level decision and policymakers and potential leaders from the mid-level ranks. To a lesser extent, the content was to include technology and skills transfer. The **method** of training was to be experiential and participatory, taking a "problem-solving approach."

3. Training Institutions

Local training institutions were to be utilized to deliver the training programs. To the extent possible, the teaching staffs of the various Swazi training institutions were to teach the courses, supplemented as necessary by short-term, specialized trainers from the U.S. or other African countries. Where relevant, special efforts were to be made to enlist returned participants and private sector individuals to assist with the training program.

² It is presumed that the 500 figure means "different people" and not just a total of 500 "participants" over the life of the project.

³ For the purposes of this document, the term course was used to refer to a discrete training activity. For example, it was used to refer to a one-week training activity that may be a "stand-alone" activity or one that was a modular segment of a complete course or unit. In some cases, the term "course" and "modular" were used interchangeably, but each reference still referred to one training activity.

Also, Swazi trainers were to be identified to work with the short-term consultants who would be conducting courses in an effort to institutionalize the in-country training capability.

4. Organizational Development and Institutionalization

Over the long-term, by increasing the efficiency of individuals and by drawing 3 to 4 persons from each institution, a larger pool of personnel were to be trained both at one time and collectively, with the additional benefit of a spread multiplier effect throughout the institutions. The in-country component was also to complement the long and short-term academic programs constituting a coordinated approach to improving the efficiency and effectiveness of Swazi development institutions.

During the life of this project, to be explored were various ways to institutionalize this project component and judged against GOS's ability to continue the activity.

C. END OF PROJECT QUANTITY AND CHARACTERISTICS OF IN-COUNTRY TRAINING

During the life of the project, a monitoring and evaluation system was not adequately developed to monitor the project relative to the goal and objectives set forth in the project paper. The data that was collected was neither computerized nor collected in a systematic or consistent fashion. In the absence of data to adequately evaluate this component of the project, figures set forth in this section of the document are, in many cases, approximations. It should also be noted that there is no figure for the total number of persons who have attended the courses. There is only an approximate figure for the number of total participants (see Appendix G for a detailed breakdown of the courses and numbers of participants for each year).

1. Participants

TABLE 6

<u>Number of in-country participants</u>						
'85	'86	'87	'88	'89	'90	Est. Total
72	134	213	55	460	193 =	1,127
(6%)	(12%)	(19%)	(5%)	(41%)	(17%) =	(100%)

Although the estimated number of participants was over 1,000, it can be assumed that the actual number of people who were trained was closer to the target figure of 500. The assumption was based on a review of the available course lists and the evaluation questionnaires that were returned by in-country training participants which indicated that several of the participants attended three or more courses (see previous definition of "course") (see Appendix F). The available data is not sufficient to estimate the number of females who participated in the courses.

In 1987, the figure was higher than would be expected for only six courses because of one course that was presented for 113 operational-level staff at the Ministry of Works and Communications. The high figure for 1989 was the result of 25 courses given over the year.

According to the Mid-term Evaluation, from 1985 to 1988, most of the participants were actually mid-level (or potential mid-level) managers who were about to leave for participant training programs or who were part of a training officer cadre predominantly within public sector institutions. While these groups fit within the broad parameters of the project paper, they were not the decision-makers for whom the in-country training was intended.

In 1988, a new direction was taken to reach the target group set forth in the project paper. Therefore, since 1989, courses were developed both for senior and mid-level management in the public sector, such as, Principal and Under Secretaries, senior supervisors, divisional heads, personnel/human resource officers; and financial control officers. Included in these courses were management personnel from similar levels in the private sector.

With the courses offered in 1989 came the first apparent focus of inviting line and staff personnel that not only were from the same grade/level that cut across ministries or organizations, but also in some cases were personnel that were vertically stratified (that is, the courses were offered to a range of grades/levels) within a ministry or organization. All of the training participants interviewed indicated that programs need to be stratified even **further** to include managers and some of their subordinates/superiors in order to open communications amongst them.)

The 1989 courses were also the first clear attempt at identifying and inviting previous in-country training and returned participant training persons. This was partially due to the fact that prior to that time, adequate tracking systems did not exist for the returned participant or in-country training programs.

Throughout the life of the in-country training program, participants indicated that they benefitted a great deal from the mix of participants from public, private and parastatal organizations. The private sector participants indicated that although they felt the mix was beneficial, they sometimes had difficulty in getting their organizations to let them attend the

courses. In an interview, one private sector training manager indicated that if the course appeared to be primarily for, or dominated by, public sector employees, his company would not approve attendance for their managers/supervisors because they felt that the public sector people would attend without a serious intent of getting the maximum benefit from the course and were there for their "free lunch."

A representative sampling of organizations from which participants came is set forth below. A detailed list is not available because of the lack of an adequate monitoring and evaluation system, which was previously discussed:

The Ministries of Justice, Labour and Public Service, Education, Agriculture and Cooperatives, Works and Communications and Finance; Usutu Pulp, Swazi Irrigation System, Mhlume Sugar, Swazi Brewers, Swazi Bakeries, and Manica Freight Services; and Swazi Electric Board, Posts and Telecommunications, Water and Sewerage Board, Royal Swazi Air, and Swazi Development Bank.

One report produced in 1989 indicated for that year that 67 percent (308) of the participants were from government, and 33 percent (106 + 46) were from private and parastatal organizations (approximately 10% (46) were from the private sector).

2. Courses

TABLE 7

Number of In-Country Training Program Courses

'85	'86	'87	'88	'89	'90	Est. Total
2	7	6	3	25	12	= 55
(4%)	(13%)	(11%)	(5%)	(45%)	(22%)	= (100%)

The estimated total of 55 courses surpasses the target figure for the program. So many courses - 25 - were delivered in 1989 because that was the first year that the players and the processes seemed to be in place, seemed to be functioning and seemed to be in some sort of agreement. That is, the training manager was on board and the in-country strategy statement was developed and approved by USAID. The in-country training strategy provided for the first time a clearer direction for development of courses relative to the project purpose.

Courses presented each year were:

1985 - two Computer Familiarization⁴ courses were presented for pre-departure participant training persons;

1986 - two Computer Familiarization courses were presented along with one course entitled Computer Concepts for Managers and four courses in Basic Supervisory/Management Skills;

1987 - one Computer Familiarization course was presented along with three seminars on the Handbook for Human Resource Development, one course for the Ministry of Works & Telecommunications (a special course for 113 operational staff) and one course for the Ministry of Agriculture and Cooperatives;

1988 - one Computer Familiarization course was presented along with one Training of Trainers course for SIPTM (Swazi Institute of Personnel and Training Management), and one course for Senior Community Development Personnel;

1989 - one Computer Familiarization course was presented along with four seminars on the Handbook for Human Resources Development, one Management Skills for Principal Secretaries course, three modules of a four-module Management/Organizational Development course, three modules of a three-module Supervisory Skills/Organizational Development course, three modules of a three-module Human Resource Management/Organizational Development course, three modules of a three-module Training Officers in Management course, one Financial Management and Control Skills for Principal Secretaries course, three modules of a three-module Financial Management and Control Skills course, one Capital Budget Seminar for Principal Secretaries course, and three modules of a three-module Community Development Certificate course; and

1990 - one Computer Familiarization course was presented along with two Ministry of Labour and Public Service Computer Training courses, one Ministry of Labour and Public Service Organizational Development Training Retreat, one follow-up retreat, three modules of a three-module Management - Organizational Development course, two modules of a two-

⁴The Computer Familiarization, the Handbook for Human Resource Development and the SIPTM Trainers' Courses were recorded in this component because they were tallied in the in-country training statistics over the life of the project. Therefore, the information impacted the aggregate data and analysis set forth in another section. The HR/GDO concurred with the decision to record the courses in the in-country training component, but to evaluate their impact in their respective components.

module Management/Organizational Development course, one module of a four-module Management/Organizational Development course and one Supervisory/General Management skills for Senior Community Development Officers course. (All of the courses for 1990 were not included in this list because some courses were yet to be presented in completing the contract.) For a sample course outline, see Appendix H.

Methodologies

Methodologies used in the courses included experiential and participatory learning and problem-solving approaches. Although many of the participants commented that the courses were too intense, there was an overwhelming consensus that the methodologies were effective.

Several of the participants indicated that the group discussions, case studies, etc. improved their ability to communicate with staff and co-workers and enhanced their decision-making skills. As stated by them:

"Now, if there is a production problem, the department meets and discusses the problem and makes recommendations to top management;" "Better communication with staff has motivated everybody as you delegate or discuss certain work problems;" "When working in groups, this brought about the fact that one has got to seek the opinion of others rather than try to solve the problem on his own;" and "I was able to gather more and useful ideas from other participants, especially in problem-solving and I am now able to give guidance to my subordinates and also to make my own decisions without involving my superior."

Development Of A Needs Assessment And A Clear Strategy

When the In-Country Training Manager came on-board in 1987, a training needs assessment was needed and was developed at the direction of USAID/Swaziland management. The document was included in the April 1988-March 1989 Workplan. According to the Mid-term Evaluation, the assessment did not provide a great deal of conceptual clarity with regard to in-country training outside of the traditional sector activities. As a follow-up, an In-Country Training Strategy Statement was developed which set-forth a well-documented "analysis of the need" and, finally, a strategy for implementing the in-country training program relative to the component objectives.

Prior to 1988, the in-country training program lacked a coherent focus or a clear strategy. This was apparent from the initial computer familiarization courses presented for the pre-departure participant training persons and then the training of trainer's courses, mostly for public sector institutions. Although those courses met specific training needs and satisfied

the basic parameters of the contract, they were not a clear reflection of the objectives of the in-country training component.

Modular Courses

Courses that would enable one person to attend two or three related courses over the life of the project were not developed until 1989 when modular courses were developed and presented in units of two to four modules for five to six days each and spread over a few months. (Thirty six (88%) of the evaluation questionnaire respondents indicated that they attended at least three modular courses).

Selection

Selecting participants over the life of the program was mostly through a "passive" nomination (or self-nomination) process in which organizations were asked to nominate people for the courses. A few of the ministries, and some of the private sector organizations, had an idea of their organizational needs and based their nominations on those needs. Those decisions frequently did not include any dialogue with the employee about what s/he was expected to get out of the course or how what was to be learned should be applied in the work place, etc.

Three evaluation workshop participants indicated that their employers (two private sector, one public) told them on the Friday before that the workshop was to begin on Monday and that they would be attending a basic supervisory/management course. At the time they were told they would be attending the course, they did not even know what the content was, let alone what they should be getting from the course relative to their jobs.

Other interviewees indicated that within their ministries, they were often told by their supervisor that a course was offered and someone had to be selected to attend. Therefore, person X was assigned to attend the course, often without an expectation of what s/he was to learn or how it was to be applied in the work place. (While this situation still exists, it seemed to be more prevalent prior to the 1989 courses.)

Even in cases where there was self-nomination (primarily via the newspaper advertisements), some of the private sector organizations indicated that their employees attended training programs without a clear focus as to what they should get out of them or how they might apply the information in the work place. As a result of that happening, some private sector organizations made policy changes for attendance that would ensure that there was a greater match between the employee's needs, the organization's needs and the training being offered.

For the 1989 and 1990 courses, a much more "active" approach was taken to selecting participants. In addition to the "passive" nominations and self-nominations conducted through letters, course notices and newspaper advertisements, individuals - from specific levels or grades - who would make up a "critical mass" within an organization (primarily public sector) were identified and invited to the training programs. The identifications were made in conjunction with staff from the ministries, the training officers and based on input from course evaluations. In some cases, the ministries have reasonably developed training plans which contributed to the participant selection.

Marketing The Program To The Private Sector

Identifying program participants from the private sector is another matter from identifying participants from the public sector and parastatal organizations. First, it needs to be noted that the private sector and parastatal organizations were lumped together for the purposes of targeting audiences and tracking. These organizations are very different one from the other and should not be treated in the same manner, especially for program marketing purposes. One reason for this is that some of the parastatals have been reorganized from public sector institutions and still retain the performance and environment of a public sector organization.

In marketing programs to the private sector, the in-country training manager sent letters to several organizations, contacted the Federation of Swazi Employers and bought their mailing list, contacted the Swazi Institute of Personnel and Training Management (SIPTM) and the Chamber of Commerce, and placed newspaper advertisements. Even with all of that, there was a low response from the private sector. There are several reasons why.

First, the private sector was treated similarly regardless of the size of the company. For example, letters explaining SWAMDP and advertising the courses were usually sent to the principal of the organization, whether it was a 2,000-person company or a 10-person company. All of the larger-company evaluation interviewees indicated that a letter to the principal in their organizations would not likely be passed on to the person responsible for training. At best, it was forwarded to the personnel department. Even in the smaller companies, a general manager indicated that the information may or may not get passed along to the other employees because there was no formal or informal arrangement for exchanging information about training programs.

In addition, the letters that were sent out February 1, 1990, appear as though they were actually directed toward the public sector about which the training planners seem to be more knowledgeable. The first part of the letter states that SWAMDP is "especially for individuals in the private sector and in parastatal organizations," but, in reading further, it states, "only individuals with the approximate rank and responsibility level of Grade 24 - 26 in the civil service are eligible for this training; as a general guideline for individuals in the private sector

and parastatal organizations, this would include the top three individuals in the company or parastatal."

While the direct message of this letter says that the training includes the private sector, the indirect message says that the primary focus is the public sector and that the program planners are more familiar with public sector rankings than they are private sector positions. (An assumption is also made that public sector rankings are common knowledge.) When marketing a program to a specific target group, their perceptions of the course come from the materials that are sent to them and their responses will be based, in part, on their perceptions and not just on the words that are on the paper.

Second, when the courses were marketed was also an important issue with the private sector. Several of the larger companies conduct an annual training needs assessment, usually in the spring. Their training schedules and budgets are developed based on the needs assessments, and plans are made for the year of who is to go for training, what training and when. Only one of the larger companies indicated that they have a discretionary fund from which to draw a certain amount of additional monies, but for the most part, all of the companies are tied into a certain schedule and budget (even if they do not have to pay course costs).

Several of the companies indicated that they would like to participate in the training, but that they needed to have a schedule of courses indicating course content and dates at least six months in advance (and they would prefer a whole year's schedule). Even for the public sector, the lead time for the courses was not sufficient. For example, notice was sent in February 1989 for courses that would start in March and April. The reality of clearing schedules for many people - especially the level that was being targeted - to attend those courses on such short notice is not practical.

Third, when the mailing list was utilized from the Federation of Swazi Employers, most of that correspondence again went to the principals of companies who were not likely to pass the information along to the appropriate parties (per interview with P. Dodds).

Fourth, newspaper advertisements tend to target individuals who might self-nominate. In some cases in the larger companies, the employee can self-nominate if s/he indeed can establish that the training is directly related to the job that s/he is doing. However, some human resource development officers in larger companies indicated that although they might see the advertisement, they would be less likely to respond to the advertisement on behalf of their organization. Instead, they would expect some sort of formal correspondence.

On the other hand, two owners/managers of smaller companies (each about 12 employees) who attended the evaluation workshops indicated that they responded to a newspaper advertisement. The issue for both of them was how relevant the course was to the

smaller businesses. Both people indicated that they gained a great deal from the courses that they took, although some of the content was not relevant to their size of business. (The issue of marketing the program will be discussed further in recommendations.)

Individual Needs

The research conducted for the training needs assessment in the in-country strategy statement was sufficient to identify organizational needs. This did not necessarily address the individual needs of the potential trainees. As one Under Secretary indicated, "just because all of the Under Secretaries were invited to certain courses, it did not mean that everyone was at the same level or had the same training needs in a particular area."

For the 1989 courses, that issue was addressed in two ways. First, on the application form, potential trainees were asked to identify specific content areas to be covered in the courses. This information was then passed along to the training institution designing the course.

Second, in a few cases, selected groups of trainees were brought together for a one-day workshop to determine the specific content areas to be covered for the modules. Two of the evaluation workshop participants indicated that this was a valid way of determining the specific content areas to be covered in the modules because it was the best way to try and address the needs of the organization and the individuals. Following each module, the trainees were again asked for their input for the next module. Although some of the training institutions indicated that they changed the content of modules based on the input from the trainees, some of the evaluation interviewees indicated that their input was not taken into consideration for the next module even though all the trainees seemed to be in agreement about the content to be covered.

Follow-up

Although there was supposed to be an understanding with the trainees' employers that there would be on-the-job follow-up to identify constraints to using the skills taught and to identify further training needs, there was no indication that this required follow-up was communicated to the employers or that follow-up to the training occurred to any great degree in any of the organizations, except for a couple of the larger private sector organizations that already had "follow-up" systems in place. Some of the participants from public sector organizations indicated that sometimes they were expected to write a short report on the training and submit it to their supervisor.

Some follow-up, or learning reinforcement, was implemented through the training programs with the 1989 modular training format. Assuming that the training participants attended all of the modules, they would benefit from the follow-up built into the courses by

developing an action plan at the end of the first module that would be taken back to their work place and implemented. The beginning of the next module was then opened with a discussion about the successes/failures in implementing the action plans.

From the evaluation interviews and workshops, some of the participants indicated that using action plans was very effective. One data control manager from a parastatal commented that the course, "improved my delegation - less work and more managing - and the action plan is working."

In other cases, the action plan was regarded as a useful "homework" exercise, but not useful in the work place because of the lack of follow-up on developing them. For example, some of the evaluation workshop participants indicated that they developed action plans and then submitted them to the trainer(s). Although the trainees wanted to get some critical feedback to know whether or not the action plans were sound. The trainees never received any verbal or written feedback from the trainers. Other comments were that when action plans were completed and attempts were made in implementing them in the work place, insufficient time (if any at all) was given at the beginning of the next workshop to review what had happened.

There seemed to be a difference in the amount of attention that was given to the action planning process at the beginning of the following modules depending upon how one module related to another. The evaluation workshop participants indicated that if the next module was related to the first and, particularly if the same trainer was involved, then more time was spent on the action plan. However, if the next module was not directly related to the first, and especially when there was a different trainer, then little, if any, time was spent on the action plans from the previous modules. As one person stated, "many of the action plans just died a natural death."

3. Training Institutions

As stated in the Mid-term Evaluation, the original design of SWAMDP called for close collaboration with Swazi training institutions and with the Swaziland Institute of Management and Public Administration (SIMPA). A decision was made in the early stages of the project not to collaborate with SIMPA until it resolved certain organizational issues. In addition, when an open request for proposals was advertised for a more recent program, SIMPA chose not to submit a proposal. SIMPA's Director indicated that they chose not to respond because the request for proposals came out after their schedule was set for the year and they would not have time to do the training.

The local training institutions that were utilized were Mananga Agricultural Management Centre, Institute of Development Management, Department of Extra-mural Services, and Executives Development Africa.

MANANGA is a private sector firm based in Swaziland which delivered several of the senior and mid-level management courses, both at their training site and in other venues. The bid for the courses they conducted was won in open competition. The program was well received and regarded as effective with the only drawback being that there was no follow-up to reinforce the learning that took place.

Currently, none of the permanent full-time staff are Swazi nationals, although several of their staff are from other African nations. They hire consultants as needed, some of which are Swazi nationals (i.e., Mr. Mbelu from EDA or trainers from DEMS or IDM).

IDM is also a private sector firm, although it gets some monies from the Government of Swaziland. It is based in Botswana, with in-country offices in Lesotho and Swaziland. IDM develops "menu-driven" or specific courses for the public and private sectors.

Under SWAMDP, contracts were won in open competition to deliver courses in Human Resource Management/OD, Training Officers in Management and Supervisory/General Management for Senior Community Development Officers. (IDM does not have a current capability for delivering senior management courses.) The Director indicated that IDM appreciated working with SWAMDP because they were given a framework within which to work, but were given the freedom to develop the workshop according to their own expertise rather than being told what and how they would present the course.

Their in-country staff are all Swazis. As other expertise is needed, they draw on staff from Lesotho and Botswana. Occasionally they use expatriate consultants but, in those cases, they are usually paid for by a donor agency.

DEMS, which is the extension arm of the University of Swaziland, develops and conducts individualized courses upon request. They serve both the public and private sectors. Under the SWAMDP program, a contract was won to deliver a training of trainers course for the Swazi Institute of Personnel and Training Management (SIPTM) and another training of trainers course for Community Development Officers. DEMS does not have the capability of providing management training although they are connected to the university and can utilize faculty as available. Currently, UNISWA does not have the expertise within their faculty to provide senior-level management training although business management capabilities are being developed and staff may be available in the future.

EDA is a Swazi owned and operated private sector firm which delivers basic management courses, mostly for the private sector. Under SWAMDP, EDA delivered the basic supervisory and management courses. This training was mentioned in the mid-term evaluation and criticized as not being regionally or development management specific.

When EDA received the contract, they were contacted by the TCC COP and asked if they would develop and deliver the training. Some of the evaluation interviewees indicated that the training was satisfactory. However, EDA has not been used in recent years. One reason for this is that a competitive process has been used to select the training institutions and the owner of EDA indicated that they typically do not bid on proposals, but market by "word of mouth."

Although managers from all of the above-noted training institutions indicated that they gained some benefit from and appreciated participating in SWAMDP, none of them indicated a capacity beyond that which they had before the project.

Non-local institutions were utilized to conduct two of the programs when there appeared to be a lack of an in-country capability of delivering the level of training that was needed for SWAMDP. The University of Pittsburgh, International Management Development Institute, presented the 1989 "kickoff" program and Harvard/JFK School of Government, Harvard Institute of International Development, presented the Capital Budget Seminar. Both of the programs were attended by Principal Secretaries or persons of similar rank. These outside consultants provided an "international standard," which the program planners believed to be an important issue given the rank of the participants.

Although the project paper indicated that Swazi trainers were to be identified to work with short-term consultants who delivered training, with the express purpose of strengthening their capability of delivering management training, this did not occur. Members of the local training institutions were invited, however, to the "kickoff" program so that they knew what areas were going to be addressed in future training programs to determine whether or not they wanted to compete in the bidding.

Some of the members of the local training institutions participated in the "kickoff" as heads of subgroups, but were not involved in designing or co-delivering the program. Therefore, except for the benefit received from the limited participation in the subgroups, when the consultants returned to the U.S., so did the capability for that level of training.

4. Organizational Development and Institutionalization

The information in the initial portion of this section is primarily anecdotal for the following reasons. As previously indicated, a monitoring and evaluation system was not adequately developed to produce data from which to determine, in some cases, clear findings. Since the in-country training component really only took off with the 1989/90 training programs, sufficient time has not yet passed to determine a broader impact past the individual impact of those courses.

Individual Impact

From the evaluation interviews, questionnaires and workshops, clearly the in-country training programs have had a positive overall impact on the participants:

From an Under Secretary who participated in the Management/OD Modules, "There is better budgetary control and there are improved relations with staff."

From an Assistant Accountant who participated in the Financial Management and Control Skills Modules, "It led me to a promotion. I am doing a better job now and I apply the ideas and techniques when I am preparing budgets and controlling the recurrent expenditure."

From an Assistant Secretary who participated in the Training Officers in Management Modules, "The training was quite relevant to my employment in that as a training officer I was not able to identify training needs. I only relied on the information supplied to me by the heads of departments for which they had no justifications. The training also made me realize the importance of having job descriptions in an organization." Now, "I have been able to come out with a training plan despite the numerous constraints," and "in updating my training plan, I discuss with the head of department, even after having discussed with the employees, possible candidates; I return to the head of department to sit down and plan accordingly."

From a Personnel Manager who participated in the Human Resources Management/OD Modules, "I gained a lot out of it. It also improved my skills and knowledge." "I can now formulate a training programme and I can also formulate a job description and action plan."

From a Traffic Supervisor who participated in a Basic Supervisory/Management Course, "It had the whole background of work supervision - planning and delegating." "(I now plan) the work-load, then delegate a subordinate to each (job) which creates time for the supervisor to control and gain wider-skill range." "(The course) motivated me to learn to listen to subordinates' views or suggestions to achieve the goal."

Organizational Impact

It is more difficult to see at this point what collective impact those individuals had on the organizations from which they came. For example, in two private sector interviews with very large companies, the human resource/training managers indicated that they had no recollection that any of their employees attended in-country training under SWAMDP. After producing a list of names for them to review, they were able to identify the employees and acknowledged that they must have gone to the training.

On the other hand, in an interview with a General Manager (an expatriate) of one smaller private sector firm, he indicated that one of his employees attended a Basic Supervisory course in the early stages of SWAMDP and he was very impressed with the improvement in the employee and the impact made on the organization. The in-country training participant gained so much from the training that he had his two subordinate supervisors also attend. After each person was trained, they collectively implemented several of the ideas they gained from the training.

Over the life of the project, the data was not sufficient to indicate to what extent a critical mass was drawn from specific organizations. By reviewing the course lists over the life of the program, other documentation and evaluation interviews, questionnaires and workshops, it was evident that three to four people were drawn from specific public sector organizations (and/or specific departments within those organizations) over the last year or two of the program. Even though the target number of people were drawn from the organizations, there is still a question as to a critical mass to make a positive impact for change.

In an interview, a government official indicated that the training programs over the last two years were potentially good programs that could have a positive impact on government once enough people have gone through them; but, to date, too few people have been trained relative to the potential pool. In the larger ministries, under the Principal Secretary, there are at least five Under Secretaries and, under them, up to 20 or 30 sectional heads. All total, only a few Under Secretaries have been trained out of a total of 40 to 50 in the system, and only a limited number of sectional heads received training.

Several of the training officers indicated that more supervisors within their organizations still need to receive training (or sensitizing), especially in the area of human resource planning and development - and how training fits in with that process. Not enough of the "leadership cadre" within the organizations are aware of the importance of the process and, therefore, are not supportive and cooperative in training needs assessments and developing training plans.

One training officer, from a rather large ministry who is also acting Under Secretary, indicated that she was attending the training officer's group on a regular basis, but quit after some time. It became too frustrating for her to work in a group that was striving to develop new ideas and bring about change, only to find that once those ideas got back into the work place, others were not receptive and the introduction of any new ideas was stalemated. She also indicated that the PS from her ministry recently attended the modules presented for the PSs, but enough time had not yet passed to see if any changes would occur.

Remarks on the evaluation questionnaires indicated that some positive changes are beginning to occur. One Under Secretary stated,

"In the ministry we are working harder to achieve the goals of the various departments. Communication has improved tremendously. Strategies are being formulated for better staff management. Better styles of leadership are being sought for implementation. Better methods for dealing with daily problems are being effected. Budget planning, both capital and recurrent, is getting better control in regards to expenditure. The introduction to the use of computer and their usefulness has made government staff very enthusiastic for better records and information storage, especially all sections of the immigration department and social welfare."

On the "National Day of Recognition for Participants in the 1989 In-Country Training Programme, 22 November 1989," Under Secretaries and Directors who participated in the Management and Organizational Development Course found their program "extremely beneficial" for the following reasons:

"It encouraged participants from various ministries, departments and the private sector to get to know each other and the problems they face daily, thus promoting inter-ministerial and inter-departmental cooperation," and "It exposed group members to flaws that exist, and provided a suitable forum in which to discuss, in a constructively critical fashion, the procedures and criteria that emanate from the policy and decision-making cadres."

Organizational Development

Lacking a clear focus in the early years of the project, the primary focus of the component shifted to an in-service training strategy using organizational development⁵ and training-of-trainers approaches. This direction was taken because the Manpower Development/Training Planner that was hired in February of 1986 was having a great deal of difficulty getting a response from the various ministries in developing multi-year donor specific training plans. This was due, in part, to the fact that people who were designated as training officers were not trained in that field and frequently had no backgrounds in that area either. As well, the management staff neither had an appreciation nor an understanding of the relevance of training and human resource development.

In response to this situation, a training officers' group was organized, which still meets monthly at the Ministry of Labour and Public Service. The monthly attendance averages around 20 training and personnel officers, mostly from public sector organizations and a few from parastatal organizations. Although minutes of the meetings are sent out each month with a notice of the next meeting, there was no active recruitment of new people or persons from the private sector. Their purpose in meeting was to have a permanent committee to try and coordinate training - both in-country and out-of-country - being offered by donor agencies and to open up communication channels between people in the same profession to generate new ideas and professional development.

It was this group (with the assistance from the SWAMDP Manpower Development/Training Planner) that developed the National Training Policy, the Handbook for Human Resources Development, and the Training Needs Assessment Format. The National Training Policy has not yet been approved by the Cabinet. The process has been slow and there does not seem to be a specific reason why the Policy has not yet been adopted. In the meantime, different ministries are using the Handbook and the Training Needs Assessment Format only as a guideline absent a Cabinet-level decision on the National Training Policy.

To familiarize key people with the Human Resource Development Handbook and the Training Needs Assessment Format, seven seminars were conducted and two Organizational Development Retreats were held for the Ministry of Labour and Public Service staff. An

⁵ Throughout the life of the project, "organizational development" was not specifically defined relative to this project. For the purposes of this evaluation, the OD effort of this project was interpreted as strengthening the capability of the Ministry of Labour, and the organizations with which it works, in understanding the purposes and processes of training so that the MOL could develop for itself valid training needs assessments and training plans based thereon and provide assistance to other organizations in doing the same. This increased capability would then provide more relevant information that would feed into such projects as SWAMDP and, thereby, increasing the overall effectiveness of the project.

additional training was provided for the MOL staff in how to operate a computer-based tracking system for employment profiles to be used for the civil service and for identifying Swazis working in the private sector for the purposes of localization (for a discussion on "localization," see the Participant Training Component.)

The mid-term Evaluation indicated that the organizational development effort had a very positive impact on the Ministry of Labour which still seems to be the case. One of the Ministry of Labour officials indicated that the organizational development effort made a "big impact." Before that effort, few training officers had any idea of what they were to do in their positions. At least now, some of them know how to conduct needs assessment and how to write a training plan. This capability directly fed into the needs assessment and training programs that are currently part of the in-country training program (1989/90).

Although the training-of-trainers strategy was somewhat of a deviation from the project purpose, it served to lay the foundation for and has had a positive impact on the training now being offered.

Institutionalization

With the decision not to collaborate with SIMPA until it resolved certain organizational issues, institution building for increasing the capacity to provide training was effectively put on hold. Some exception to this was a limited increased capability within some of the ministries in identifying training needs and developing training plans. The ministries did not, however, increase their capability for delivering management training at any of the levels delivered through SWAMDP. The ministries budget for and deliver some in-house training, but most of that training is for skills acquisition (i.e., in operating computers, or learning how to operate new road equipment, etc.) or for refresher courses (i.e., update of tax codes, etc.).

As the situation now stands, there may be an increased capability for delivering the type of training now being offered under SWAMDP, but the in-country training program took too long to get going to have a significant impact on the target audience. The organizational development effort was too short in duration to solidify the changes within the institutions.

5. Management Of The In-Country Training Program

Under TransCentury's original contract, the Chief of Party was to manage the in-country training program along with the other duties for which he was responsible. After a series of problems, and some changes in the chiefs-of-party, a full-time In-Country Training Manager was hired on September 29, 1987.

As indicated in the mid-term evaluation, at the onset of the project, USAID was going through some transitional stages and evolving from a small mission with a relatively "flat" organizational structure to a larger and more pyramidal structure. Inherent in this change was a move from an informal environment, where programmatic decisions were made

verbally and not necessarily well documented. The problems with this transition were exacerbated by changes in USAID personnel within the mission as well as those managing the project. Between TransCentury's changes in personnel and the changes taking place within USAID, a negative working relationship emerged between USAID and the contractor.

In 1988, the HR/GDO required that an in-depth In-Country Training Strategy be prepared by the In-Country Training Manager. This document was helpful in developing a clear strategy and identifying training needs, an appropriate audience, etc. While this document was necessary and should have been prepared much earlier in the project, USAID and the contractor labored over the process for such a long time that the 1989 courses were finally approved and advertised only one month prior to the first course of the year. The length of the process, followed by such a short period of time to advertise the course(s), reduced the effectiveness in reaching the target audience in a timely fashion. The response was particularly poor from the private sector.

The mid-term evaluation points out that the project paper was a baseline planning document with which USAID began the project and which was to be used to track and measure project outputs. Although TransCentury's contract states that it was responsible for evaluating the in-country training courses - with the implied assumption that the courses were to be evaluated against the proposed outputs of the project paper - a monitoring and evaluation system was not adequately developed to determine whether or not the program was on target. The absence of this system is likely to have been one reason why the project veered from the objectives of the project paper.

D. SUMMARY OF FINDINGS AND CONCLUSIONS

Adequacy And Direction Of Training Activities In Light Of Project Goal And Objectives

In the last two years of the project, the in-country training component finally developed into the program that was envisioned in the project paper. Sixty-seven percent of the courses (37) were delivered during that time in which 58 percent of the total trained population participated (approximately 653 participants - an estimated 217 persons). During that time, the number of courses and the number of participants far exceeded previous years and brought the quantitative totals for the program past the projected targets.

Courses were designed in modular sessions which allowed people to take two to three related courses. Eighty percent of the questionnaire respondents indicated they attended multiple courses (modules) during the 1989/90 program. Key members of the leadership cadre were identified from several organizations attempting to create a critical mass of at least three to four decision-makers from specific organizations. Returned participant training persons were also identified as part of the target audience.

Overwhelmingly, the in-country training participants felt they benefitted from the training they received and were working more efficiently in their positions. Although these people are making some contribution to their organizations, the organizational impact is another matter.

Relative to the project goal and objectives, the in-country training lacked a clear focus and strategy until 1988, and it was 1989 before programs were implemented based on that strategy. Many people were trained in the 1989/90 programs, but as pointed out in another portion of this evaluation, not enough people could be trained in the relatively short time remaining in the project to create a critical mass, either horizontally or vertically, within and/or between organizations, to make a significant impact. Also, the length of time has been too short to evaluate what type of impact, if any, the training had on the organizations.

Individual or organizational impact was greater in the public sector, or perhaps the parastatals, than in the private sector simply from the standpoint of numbers that participated in the programs. Although the public sector was the primary target group in this project, a lower than expected participation rate was achieved by the private sector (a rough estimate of 10%). This was due, in part, to a lack of adequate knowledge in how to market the program to the private sector.

Another factor that indirectly affects the organizational impact was the lack of adequate management systems that were to have assisted in tracking SWAMPD participant and in-country training participants and monitoring the status of the programs relative to the project objectives.

Degree To Which In-Country Training Has Been Based On And Met Identified Needs

Identifying training needs and basing training thereon was a major issue throughout the life of this project. In the early years of the project, training program participants were identified more often based on their relationship to their supervisor, or someone was just assigned to attend. In some cases, self-selection occurred, but often without an idea as to what the person was to get out of the course. In trying to deal with these problems, a Manpower Development/Training planner was hired to work within the Ministry of Labour to establish guidelines for conducting training needs assessment and developing training plans. While this process still needs to be developed to a much greater degree, many of the training officers have a greater understanding of the training needs identification process.

The background laid in the organizational development effort contributed to developing a more effective process for identifying training needs which was used for identifying participants for the 1989/90 programs. For the 1989/90 programs, organizational training needs were identified by working with previous in-country training participants, various ministry officials, the training officers and by reviewing the training plans. Individual training needs were identified at the beginning of courses by asking participants what their

objectives were for the course. This was followed up at the end of the course by asking for input in the next follow-on course.

Extent To Which The Training Efforts Have Been, Or Should Be Institutionalized

Local training institutions utilized were Mananga Agricultural Management Centre, Institute of Development Management, Department of Extra-Mural Services (UNISWA), and Executives Development Africa. U.S. organizations utilized were the Harvard Institute of International Development and the International Management Development Institute of the University of Pittsburgh.

Although local institutions were used for the training, they did not gain an increased capability in delivering management training as a result of their participation. The reason for this is that they bid on and won contracts based on an existing capability - not based on the potential for delivering a higher-level of training than what they had done in the past. (This may have been the process if there was an intent of matching up a local institution with a U.S.-based institution for the express purpose of strengthening the capability of the local institution to effectively deliver senior-level management training.)

When the capability to deliver senior-level management training was not evident in the local institutions, then outside firms were hired to deliver the training. There was no indication during the life of the program that outside firms were hired to work with local firms in delivering training and, therefore, strengthening their capability in delivering the type of training offered under SWAMDP. This was an opportunity lost within this program, especially since the ministries (including SIMPA) do not have the capability - or the budget - for developing or delivering similar levels of management training.

The Extent To Which Participants Are Applying In Their Work Places the Skills Taught In The Training

Consistent responses came from evaluation interviewees, workshop participants and most of the respondents to the evaluation questionnaires that they are applying in their work places what they learned from the in-country training programs. The extent to which they are applying the information is relative to the constraints in the work place.

Forty-four percent of the evaluation questionnaire respondents indicated the following constraints:

- Lack of cooperation from line manager.
- Difficulty/fear of diverting from the organizational culture.
- Shortage of qualified personnel.
- Difference in the language of the trained and untrained.
- Reluctance by supervisor to accept new concepts in the line of administration.
- Lack of cooperation from the heads of departments.

- Time constraints to explain to support-staff adequately what has been learned.
- Changed positions and no longer applying skills.
- Lack of policy from top manager regarding application of new ideas.
- Lack of training for peers.
- Superior never attended training and is threatened by the new ideas.
- Are established procedures which restrict the carrying out of new ideas.

Several of these constraints were dealt with in the 1989/90 training programs in which policy-level and operational-level managers were included in the target group and topics in several of the workshops addressed these issues. However, as previously indicated, the 1989/90 training program was not adequate to train enough people to effectively address these constraints.

The Extent To Which Follow-Up Activities To Reinforce Skills Are Adequate and/or Needed.

Although there was supposed to be an understanding with the trainee's employer that there would be on-the-job follow-up to identify constraints to using the skills taught and to identify further training needs, there was no indication that this required follow-up was communicated to the employers or that follow-up to the training occurred to any great degree in any of the organizations, except for a couple of the larger private sector organizations that already had "follow-up" systems in place. Several of the public sector evaluation questionnaire respondents indicated that "follow-up" activities in their organizations meant writing and submitting a report to a supervisor - which may or may not be read - or engaging in informal conversations with colleagues.

Some follow-up, or learning reinforcement, was implemented through the training programs with the 1989 modular training format. Assuming that the training participants attended all of the modules, they would benefit from the follow-up built into the courses by developing an action plan at the end of the first module that would be taken back to their work place and implemented (where appropriate or possible). The beginning of the next module was then opened with a discussion about the successes/failures in implementing the action plans. In some cases, this was very effective in reinforcing the learning that took place in the workshop.

In other cases, the action plan was regarded as a useful "homework" exercise, but not useful in the work place because of the lack of follow-up on developing them. Some of the evaluation workshop participants indicated that they developed action plans and then submitted them to the trainer(s) for critical feedback. The trainees, however, never received any verbal or written feedback. Other comments were that when action plans were completed and attempts were made in implementing them in the work place, insufficient time (if any at all) was given at the beginning of the next workshop to review what had happened.

In addition, 27 (66%) of the evaluation questionnaire respondents indicated that the courses they attended were too short. The objection was not to the length of time, but to the intensity of the course, which was too fast and often too much to absorb the new concepts and ideas.

When new concepts and ideas are given in a short timeframe, the trainee returns to the workplace, where perhaps only a few others may have similar skills and/or training. The individual then runs into constraints in trying to implement any change or ideas, and over time, the benefits of the training are virtually lost. Given the fact that few of the organizations do anything at all to reinforce the learning that takes place in the workshop, follow-up is needed to obtain the maximum benefit from the workshop and to try and make the most effective impact on the organization.

E. RECOMMENDATIONS

This evaluation comes near the end of the project and recommendations, while less valuable for this project, may be valuable for succeeding projects. In particular, many of these recommendations will feed into the Swaziland Training and Institutional Development (STRIDE) Project, which began in the Winter of 1990.

The recommendations are based on the findings of this evaluation. Most of the information for the recommendations came from the in-country training participants who participated in evaluation interviews, workshops and completed questionnaires.

The recommendations are as follows:

Courses

1. **Marketing courses.** More attention should be given to "marketing" courses - that is, being active rather than passive in identifying participants for the in-country training program. This is particularly important in working with the private sector.

As a start, courses need to be scheduled for at least six months and then advertised a few months in advance so that private sector firms can schedule relevant courses in a timely fashion.

If possible, a brochure should be developed and distributed to such organizations as: Swazi Federation of Employers, Chamber of Commerce, Swazi Institute of Personnel Management, Business and Professional Women's group, and the Ministry of Labour - Training Officer's Group.

The Swazi Federation of Employers produces a monthly newsletter which includes a section on training and often lists courses to be offered. It also has a standing committee on training through which potential participants could be identified and materials distributed.

Members of the Swazi Federation of Employers are primarily from large companies, but several are also from the smaller companies.

Different approaches need to be taken with the larger and smaller companies. Larger companies need to have specific people identified to receive the "brochure," and need as much advance notice of courses as possible. Also, larger companies may be more likely to respond to different types of training programs than smaller companies (i.e., financial analysis or capital budgeting for a large organization is likely to be quite different from the needs of a company of 10 people).

In the last five years, Swaziland has had an influx of smaller companies, and that sector is still growing. There is some evidence that Swazis who have reached a ceiling in the large companies are moving to smaller companies where there is more professional growth potential for them. This makes the smaller companies even more attractive for the project and may be another way of addressing the localization issue. It may be a way for Swazis to gain the experience and management training they need to later move into more responsible positions in larger organizations.

The Training Officer's group now operating through the Ministry of Labour should actively recruit participation of parastatal and private sector personnel and training professionals. This is another means of identifying potential participants and distributing brochures.

2. Application form. The application form should be revised to ask how the potential training participant expects to apply in the work place what s/he learned in the course. The employer/supervisor should also complete a statement indicating how s/he expects the employee to apply in the work place what is learned from the course. This may also be the point at which to ask what "follow-up" or skill reinforcement will take place once the employee returns to the workplace. Another possibility is to send a letter to the employer/supervisor following the course indicating that person X completed the course, developed an action plan and is implementing it, and ask what has happened.

3. Pre-course workshop. Prior to each course, a one-day, or one-half day workshop should be held to conduct an individual needs assessment and to develop the course content. This pre-course workshop should include a discussion on how the participant expects to apply the information/skill in the work place and how that relates to the needs of the organization.

4. Post-course workshop. Following a workshop, perhaps a few months later, the participants should be gathered for a one-day workshop to review their action plans and discuss successes/failures, why and how those constraints can be overcome.

The Training Officer's Group may be a vehicle through which policies and procedures can be developed for follow-up to courses.

Training Institutions

1. To increase the capacity of local training institutions, organizations should be identified which can deliver certain levels of management training. Where there are gaps, outside consultants should be retained to work with the training institution in developing and delivering the training program at the desired course level.

This would also be a good point at which to identify one or two Swazis who have a strong potential for delivering effective management training. These people could also participate in the development and delivery of the training.

2. Consider using DEMS in the future, especially as the Business Management program develops at UNISWA.

3. Draw more on private sector people, returned training participants and GOS personnel to serve as resource persons for workshops.

Program Management

A monitoring and evaluation system should be developed that directly reflects the project paper outputs of the in-country training component. The system should be used as a management tool to assist in keeping the project on track, which was a problem in SWAMDP.

A recommended data collection form for the in-country training courses is:

RECOMMENDED DATA COLLECTION FOR IN-COUNTRY TRAINING COURSES

TITLE OF COURSE				DATES OF COURSE		
TITLES OF ALL PREVIOUS COURSES (Code each course title for entry below)				DATES OF ALL PREVIOUS COURSES		
NAME	SEX (F) (M)	ADDRES S/TELE.	EMPLOY. ADDRESS	POSI- TION/ SUPER- VISOR	PREV. PART. TRAIN.	PREV. IN- CENTRY TRAIN. (Codes)

Forms should be developed to be used for each in-country training course that includes:

- * Name of the course and the dates.
- * All other courses previously offered (with a code for each course title).
- * Name (in full).
- * Sex.
- * Address and telephone number (residence).
- * Employer (code for public, private, parastatal).
- * Employer's Address.
- * Position (grade or level as appropriate).
- * Supervisor.
- * Previous participant training program.
- * Previous in-country training programs (insert course codes).

This information should be computerized and coded so that it can be sorted by "Training Course," "Employer," and "Name" of in-country training participant. This sorting will give information respectively about who attended each course; who, and how many, from each employer attended courses over time (and which courses they attended); and, the name of each in-country training participant and the number and types of courses they attended over

the life of the project. This information will directly feed into the monitoring and evaluation system of the program so that information can be obtained about whether or not targets are being met as far as percentages of participation by public sector, private sector or parastatals, by sex, etc. It will provide an exact number of persons, among other information, who are being trained rather than being counted over and over again as the same people attend various courses.

Clearer lines of communication - and reporting procedures - should be established between the contractor and USAID. At the beginning of the project, agreement should be reached about what and when things are due from the contractor and the timeframes that USAID will need to turn around documentation so that approval and/or feedback will be made in a timely fashion.

Miscellaneous

Develop a Resource Center within the Ministry of Labour. Apparently there is no one place that anyone from public, private or parastatal organizations can go to obtain information about what training courses are available, get information about applications, etc. Several SWAMDP participants indicated that they would like to see such a center developed in the Ministry of Labour.

CHAPTER THREE: TRAINING FOR ZENZELE WOMEN AND TRADITIONAL LEADERS

A. INTRODUCTION

Objectives

According to the Project Paper and the TransCentury (TCC) contract, the broad objectives of the "traditional sector" component are to:

- Expand the capacity of traditional Swazi leaders and rural women's associations to plan and direct development activities;
- Encourage an increased level of participation in development activities on the part of traditional leaders and rural women's associations;
- Expand, both qualitatively and quantitatively, the institutional capacity of the Community Development Section (CD) and the Home Economics Section (HE) to conduct workshops and other kinds of training activities for traditional leaders and rural women's associations; and
- Improve communications between male extension workers and women's organizations.

These objectives were to be met through training activities either conducted by or supported from TCC. These activities were to result in:

- At least 150 traditional leaders (chiefs, indvunas, and so on) will have participated in more than one development-oriented seminar, workshop, or observation visit within or outside Swaziland.
- At least 150 members of rural women's associations will have attended more than one development-oriented seminar, course, or field demonstration.

The scope of work for the present evaluation is to focus on overall impact of traditional sector training, with most emphasis on training by the Home Economics (HE) section of the Ministry of Agriculture and Cooperatives (MOAC), since training impact of Community Development (CD) had recently benefitted from a three-month evaluation.⁶

⁶ Green, E., Local Leaders and Development Training in Swaziland: Evaluation of Traditional Sector Training. TransCentury Corp. and USAID/Swaziland. Aug. 15, 1989.

B. HOME ECONOMICS - QUANTITY AND CHARACTERISTICS OF POPULATION TRAINED

Note on Zenzele Organizations

Zenzele ("do it yourself") groups are self-help rural women's organizations that have been described by R. Hitchcock and other consultants to SWAMDP, WID, and related women's projects. Suffice it to say that there are more than 200 such groups in Swaziland (cf. Section "Number of Zenzele Groups below) and that they are multi-functional. Activities can be grouped under traditional home economics concerns (childcare, cooking, nutrition, homestead sanitation, personal hygiene, sewing, vegetable gardening, etc.); other development-related activities (adult literacy, construction of water storage tanks, etc.); and income-generation and small business enterprise (produce marketing, handicraft manufacture and sale, school uniform sale and production, pig raising, beekeeping, fish farming, brickmaking etc.). There has been marked development of income-generating activity in recent years, much of it attributable to the SWAMDP project, as documented in this report.

The shift in training emphasis is a direct result of needs expressed by women themselves early in the project. The expressed needs happened to coincide with a growing interest in assisting the informal or non-formal economic sector that began in the ILO in the mid-1970's, then spread to the World Bank and to USAID (with the PISCES studies and resulting projects in the early 1980's).

Zenzele groups average 20-30 members and they meet on a regular basis such as once a week or twice monthly. Members tend to be older women, in their 40's and 50's. A disproportionate number of widows and others who cannot rely on husbands to provide income, or sufficient income, appear to be attracted to Zenzele.

Zenzele organizations are not the only type of rural women's groups concerned with development, but they are the most numerous and widespread, and they have served for years as a link between rural women and the branch of government with the largest cadre of female extension workers, namely the Home Economics (HE) section of the Ministry of Agriculture and Cooperatives (MOAC).

1. Numbers of Participants Trained

During the life of project,⁷ 4,982 women were trained in 143 workshops sponsored by SWAMDP and conducted by HE. Some of these were trained more than once but as of this writing the number of individuals has not been disaggregated from the total number of trainees. However, it is likely that most women who have attended at least one workshop

⁷ Data for HE and CD are compiled through Sept. 1990. The final figures will be slightly higher.

have not exceeded three, therefore some 1,660 individuals have probably been trained under SWAMDP.

The training target of "at least 150 Zenzele women" being trained more than once has been greatly exceeded. It must be acknowledged that quantitative training targets were very modest in the project documents. This appears to be because the original traditional sector plan was to provide development education for chiefs alone. There are somewhat fewer than 200 chiefs in Swaziland, therefore training 150 chiefs during the Life of Project seemed reasonable. When the plan to train leaders of Zenzele women's organization was included in the scope of work, the training goal of 150 leaders was retained, possibly because USAID wished to give equal emphasis to (male) "traditional leaders" and (female) Zenzele leaders. However a survey of chiefs in 1984⁸ strongly recommended that local leaders other than chiefs be included in training. This opened up the possibility of training far more than the original 150 chiefs yet somehow the original training targets were never revised upward.

2. Home Economics Staff Upgrading

There are 42 employees in the Home Economics section of the MOAC: seven at headquarters in Mbabane, 11 in Manzini region, nine in Hhohho, seven in Lubombo and eight in Shiselweni (See Appendix D for breakdown of job categories). Each field officer is responsible for visiting an average of six-eight Zenzele groups depending on location and physical access to the groups. The introduction of centralized workshop training for Zenzele women under SWAMDP sponsorship required upgrading of HE staff in training methods as well as in several technical areas relating to income-generating and small business skills. It should be noted that the project served to significantly modify the role of the home economist. In 1985 Swaziland's home economists appear to have been concerned with the traditional HE areas of childcare, nutrition, hygiene and sanitation. By project end, they were additionally skilled and involved in promoting a variety of income-generating and small business skills and activities.

Under SWAMDP sponsorship, the Principal Home Economics Officer completed a TOT course in Mombassa, Kenya taught by Tototo Home Industries during July-August 1988. Six HE officers, selected for their interest and aptitude in small business concepts, were subsequently trained in Kenya. Further information on training is found in the following section.

⁸ Green, E. Traditional Leadership, Community Participation and Development education. USAID/SWAZILAND. Mbabane, 1984.

3. Brief History of Training Under Home Economics

Training for rural Swazis began sooner under the Home Economics (HE) division of the MOAC than under the Community Development (CD) division of Tinkhundla. This is due to several reasons, among them: (1) training of traditional leaders had less precedent in Swaziland (or elsewhere in Africa); (2) the political situation in Swaziland in 1986 was such that traditional leader workshops were delayed; (3) CD training staff was not as well-educated or experienced in training as their counterparts in HE.

HE practiced adult education prior to project support, however training methods appear to have been narrow and somewhat invariable and inflexible. Training content focused on traditional areas of home economics such as childcare, nutrition, hygiene, sanitation, and cooking. There was little emphasis on imparting income-generating or small business skills. A shift in emphasis toward the latter was to develop during the first year or two of the project, primarily in response to the needs of Zenzele women as ascertained by the Traditional Sector Specialist (TSS) and consultants hired by the project to advise on this project component. The developing business emphasis also happened to be in accord with USAID/S and indeed AID/Washington's shift in focus during the 1980s.

Early training under HE (1986-87) was in organizational skills (how to form and administer a Zenzele group; how to maintain records, handle finances, etc). Another focus was on imparting certain technical skills such as blockmaking (after cyclone Demoina much rebuilding and repair was needed), water jar making, beekeeping, and sisal basketmaking. No business or marketing skills were taught at this stage, and the didactic, lecture mode of training predominated. Only local resources were used in training.

Zenzele women themselves expressed interest in income-generation as a topic and an activity, and in learning-by-doing as well as demonstration as training methods. At this point the Traditional Sector Specialist requested help tailoring HE training more to the expressed needs of Zenzele women. An assessment was conducted by Gala Cook in June, 1986. HE expressed an interest in general skill upgrading, leadership and business skills, skill upgrading in agriculture and nutrition (reflecting the mandate of their division within the MOAC). With the help of HE senior staff, Cook developed a plan for upgrading and augmenting the training skills of HE staff at various levels. It may be noted that SWAMDP employed 14 short-term consultants, including local-hires, during the two-year tenure of the TSS (July 1985-July 1987).

There developed out of the work and recommendations of the TSS and his consultants a plan to upgrade both grassroots-level and HE staff training, employing a training strategy culturally suited to the needs and educational levels of rural Swazi women. World Education contributed to the needs-assessment and later recommended Kenya-based Tototo Home Industries to conduct training-of-trainers (TOT) with HE staff.

Kenyan trainers from Tototo Home Industries subsequently came to Swaziland, worked out a training plan with HE staff, then conducted the first of a series of TOT workshop on November 1987. In addition to TOT, Tototo trainers served as supervisors during the period when newly-trained HEO's taught leadership skills to Zenzele groups nationwide.

Tototo's approach to teaching business skills to non- or semi-literate African women is to first teach them "leadership skills" as a foundation for starting and operating a business. The training content consists essentially of applied behavioral science, including group dynamics, human relations, understanding and recognizing character and personality traits, and selecting group leaders who exhibit effective leadership traits. Such an approach to teaching basic business skills grew out of experience in Kenya and HE staff in Swaziland have come to endorse it. An important ingredient in the success of this approach in Swaziland, as evidence below documents, is the extent to which it has been developed and modified for Africans by Africans, including the use of examples familiar to Swazis.

In November 1988 a World Education consultant was in Swaziland while Tototo held a two-week workshop known as Business Skills I. Following this, from February 1989 to November 1989, HE extension workers conducted workshops for Zenzele women in the business skills they themselves had learned in November. Note that some leadership training was still on-going and that neither leadership nor business skills training reached all groups at the same time. Indeed, at this writing, leadership is still being taught to groups who have not had the course or who need refresher training before embarking upon Business Skills I or II. It may be useful to think of training as preceding in waves that swept over Swaziland reaching the most accessible groups first and the least accessible last or perhaps never.

Just as Tototo found in Kenya, business skills proved harder to teach in Swaziland than leadership skills. Not all HE extension workers were able to grasp the concepts equally well. In November 1989, exactly a year after Business Skills I, training in the more advanced Business Skills II commenced. Again, after a week of planning with HE staff, there was a two-week TOT workshop for HE extension workers. An ILO consultant, Kevin Cane, was in country to assist, as was Alvina Matua of Tototo. Matua found that some Zenzele groups in Hhohho had failed to understand some of the important concepts taught under leadership training, therefore she had repeat workshops in leadership training for these groups before Tototo would proceed to business skills training.

It was Tototo's basic educational aim to develop women's self-confidence, group self-reliance and a sense of responsibility. The teaching method was very participatory and quite unlike HE's didactic approach to training prior to Tototo's TOT. Zenzele women responded enthusiastically to participatory training, as documented elsewhere in the present report.

By Business Skills II, Tototo recommended developing a core staff of HE extension workers able to teach business skills to other HE staff and to Zenzele women directly. The first step was to identify HE staff that could easily grasp business concepts and who showed

potential as business trainers. Tototo staff, the principal HE officer, and other HE staff were able to easily identify six HEOs of this sort. They were sent to Mombasa, Kenya in April 1990 for a two-week exposure tour, followed by one week in Nairobi. The "Kenya Six" were further exposed to "savings clubs" that had been started by women in Kenya. They also learned about strategies Kenyan women had used to elicit support from local chiefs for the savings clubs.

Upon returning to Swaziland, the Kenya Six redesigned "how-to-do-it" savings club materials from Kenya, and adapted them to Swaziland. Then in the first week of October 1990, nearly all HEOs were trained in savings club operation and how to train Zenzele women in their formation. The Kenya Six trained their fellow HE officers, who in turn helped redesign Kenya savings club materials further--to better tailor them to rural Swazi needs.

Tototo's training in Kenya is considered by all (HE, SWAMDP, USAID, the trainees themselves and Zenzele women who benefitted directly or indirectly from training from the Kenya Six) to have been a very worthwhile experience.

Following USAID's suggestion, the current evaluation focuses more in impact since the mid-term evaluation (1987) than prior to it; therefore much of the evaluation is concerned with the Tototo and Tototo-style training that began in late 1987.

C. IMPACT OF TRADITIONAL SECTOR TRAINING

1. Methodology (Approach and Methods)

Evaluation of the Home Economics (HE) training impact is based on (1) a survey of 120 Zenzele women; (2) group interviews, in siSwati, with Zenzele organizations, employing focus group methods; and (3) in-depth interviews with HE officers and especially extension workers, as well as with other GOS and donor group representatives. It may be of methodological interest to note that given time constraints and the existing knowledge base regarding Zenzele women, the second method produced by far the most useful findings.

It should be noted that rural women are organized in groups other than those known as Zenzele. They may belong to named or ad hoc, un-named collectives or cooperatives engaged in some single-purpose economic activity such as commercial gardening. These are usually formed in response to opportunities provided by an extension branch of the MOAC or other ministry. Some woman in southern Shiselweni claimed they had never heard of Zenzele yet some belonged to a women's gardening cooperative, and others to a Savings Club that was started by HE training. Some women participate in revolving funds (cf. section on Savings Clubs); indeed a number of Zenzele groups evolved out of these. It seems that the extent of organization of rural Swazi women has not been adequately researched. In any case,

HE has trained women both in and out of Zenzele. An full evaluation of HE training impact ought to look beyond Zenzeles, although we lacked time to do this.

Survey of Women

In spite of severe time limitations, a pre-coded questionnaire was employed as an interview schedule in order to quantify the responses of women in Zenzele groups throughout Swaziland. An opportunistic, representative but non-random sample of 120 women was achieved in the time allotted. This "survey" ran concurrently with the in-depth, focus-group type of interviewing conducted by the MSI consultant. Survey interviewers consisted of two experienced enumerators trained briefly and supervised by the consultant. Interviews were in Siswati. The questionnaire can be found in Appendix J.

A random selection process was considered, using HE's most current list of trained Zenzele groups as a sampling frame. However, Zenzele groups often only meet only on certain days and time constraints did not allow delaying interviews until a pre-selected group happened to meet--let alone searching out individual group members in their homesteads. Therefore we opportunistically chose groups that were reachable on certain days, with a view toward regional and ecological zone representativeness. There was more of the latter than the former, which is as it should be since regions represent arbitrary political boundaries while ecological zone has been found to be a significant independent variable in various surveys conducted in Swaziland.

We attempted to interview only those who had received training under HE in order to assess impact of such training. Of course this introduced a bias. In particular, information on Zenzele groups cannot be taken as representative of all such groups in Swaziland, including those whose members are untrained by HE and which may be remotely situated and not easily reached.

On the other hand, we avoided the pitfall of allowing Home Economics Officers (HEOs) chose which groups to interview, as was the "random selection" process followed in the 1988 mid-term evaluation follow-up.⁹ We also used interpreters, when necessary, who had no connection with Home Economics.

Field interviews were conducted with 111 women belonging to 37 Zenzele groups: 34 (31%) in Hhohho, 23 (21%) in Manzini, 37 (33%) in Lubombo, and 17 (15%) in Shiselweni. (Breakdown by ecological zone unavailable at present).

⁹ TransCentury Corp., Zenzele and Bolomakhaya: the Impact of training Investments. Mbabane, July 15, 1988, p. 2.

In-Depth Group Interviews

The consultant employed a highly-experienced interpreter/interviewer--one that he had worked with successfully on previous occasions--rather than let HEOs filter incoming information to the evaluator, as also happened in the 1988 survey of Zenzele women. In the present effort, HEOs were totally absent during group interviews.

Group discussions were led by the interpreter/interviewer, with guidance and inputs from the consultant, with 13 Zenzele groups in all regions and ecological zones of Swaziland. Focus group discussion methods were to some extent used, such as guiding discussion around general topics and encouraging diversity of opinion in order to explore more than one dimension of an issue. Discussions lasted between 1.5 and 2.5 hours. We found that it often required at least an hour before sufficient rapport and trust were established that women were willing to become candid and discuss problem areas.

Interviews with GOS and Donor Representatives

On a six-week consultancy, GOS and donor (or private sector) representatives are usually the only source of information for the visiting consultant. Since it was important to obtain information directly from trained Zenzele women, and since empirical behavioral and attitudinal data is time-consuming to collect, we had to sacrifice time spent with GOS and donor representatives. Some of these were managed, especially with AHEOs, but there had to be a trade-off in order to obtain field-based data.

In the sections that follow, findings from all three sources are presented together under appropriate topic headings.

2. Findings, Conclusions and Recommendations

Number of Zenzele Groups

Several consultant reports since 1984 have suggested that there are, or were, 200 Zenzele groups nationwide. That was the rough estimate given by HE in 1984, in response to a request from USAID. In 1987 Hitchcock and Dlodlu conducted a field census and discovered 187 extant Zenzele groups.¹⁰ The present consultant was given a supposedly complete list of Zenzele groups in 1990, compiled by HE headquarters. The list contained 116 groups.

We suspected that the list did not in fact represent a complete inventory of functioning Zenzele groups so we sought the lists compiled and maintained by the Handicrafts section of

¹⁰ Hitchcock, R.K. and F.S. Dlodlu, Rural Swazi Women in Development: A Report on the Zenzele Women's Project Survey. USAID/Swaziland and MOAC/Economics, October 1987, P.15.

the Ministry of Commerce, Industry and Tourism. Lists were obtainable for three of Swaziland's four regions. Even these were acknowledged to be incomplete and not up-to-date. In perhaps the most complete record, that of Hhohho, there appear to be 71 functioning Zenzele groups if one draws from the lists of both HE and Handicrafts (HE had listed only 32 groups). Similar procedures yield 32 names for Shiselweni (20 listed by HE) and 68 for Manzini (43 listed by HE).

With this producing 171 groups for three regions, and knowing that neither list drawn upon was up-to-date, there must be more Zenzele groups at present than there were in 1987 (a year after HE training began), although we cannot provide an exact figure. Another factor to consider is that some groups have consolidated to form a single, larger group in order to enhance their resource base and better ensure contact with HE and inclusion in HE's workshops. For example a group we encountered in Lomahasha (Lubumbo region) was the product of six small groups that consolidated in 1987 to form a single group with 89 members. Therefore more rural women could be involved today in Zenzele groups even if the overall number of groups did not exceed the 187 found in 1987--which it doubtless does.

A note on Zenzele names is in order for anyone counting groups. Judging by lists of groups from both HE and Commerce/Handicrafts, Zenzele groups are named after the community they are from. But we found that every Zenzele group has a descriptive, "action-term" name like "Making a Living," "Rise Up Women!" or "Begin a little at a time." Referring to Zenzele groups by place names appears just to be for the convenience of HE and other non-local people.

Related to the number and the growth of Zenzele groups, in the 1987 survey of Zenzele groups Hitchcock and Dlodlu report that 44% of groups surveyed reported being formed since 1981, or within six years of the survey, and this is taken as evidence of the recent growth and proliferation of Zenzele groups.¹¹ This may be true but we would inject a cautionary note. We also found many Zenzele groups that reported they "began" in the past five or so years.

Since many of these groups had accomplished more things than one would expect for groups so young, we probed the origins of these organizations. In virtually all cases, the groups had grown out of earlier Zenzele groups. As activities and membership change over the years, Zenzele names often change as well. When we asked when a Zenzele group was first started, women often gave us the year the group took on its most recent name and activity focus. When we probed further, we found the group may in fact be the most recent incarnation of a group that goes back 10, 15 or 20 years. We found an mean average of 27 members per Zenzele group.

¹¹ Hitchcock and Dlodlu op cit, 1987: 15

Functioning of Zenzele Groups

We asked two questions in our survey because they were asked in the 1987 survey of Zenzele groups,¹² which can serve as a partial baseline for measuring changes which might be attributable to project impact. The first concerned how often the respondent's Zenzele group meets. In the present survey, 17% reported meeting once a week, 13% met twice monthly, and 70% met less often than once a month. In 1987, it was reported that meetings were "usually weekly," although no data was presented.

The second repeat question called for a subjective assessment of attendance at their Zenzele meetings. In our survey, 98% described attendance as "satisfactory," with the remaining 2% calling them "poor." In 1987, 32% said high; 49% said satisfactory; and 15% said poor.¹³

It is hard to know what to make of these differences. It may be that the use of Home Economics extension workers as interviewers in 1987 biased responses positively. On the other hand, it may be that there are some problems in the functioning of Zenzele groups. In fact there is evidence of the latter from our group interviews. It should be noted that the functioning of Zenzele and other women's groups is by no means wholly dependent on HE or other extension workers. As rural women themselves told us, there are endogenous factors such as (1) local disputes that lead to factionalism and disharmony within the group; (2) community or husband demands on women's time such that Zenzele participation is limited; (3) local woman may be "lazy" (a term often used by Zenzele women) or at least not willing to devote much time to Zenzele activities until participation can be shown to result in tangible and quickly-achieved rewards.

There is also some evidence of HE extension workers meeting less regularly with their assigned Zenzele groups. This problem is discussed in the next section.

As noted in an earlier section, Zenzele women tend to be in their 40's and 50's. Women in focus groups commented that it is difficult recruiting younger women because they tend to be "under the thumbs" of their husbands and, presumably, mothers-in-law. Groups closer to towns say that younger women might hold jobs and therefore not be interested in the income-generating appeal of Zenzele. Regarding the former comment, it should be recognized that "liberating" as Zenzele membership may be, a rural woman must be sufficiently emancipated from the control of her husband and affinal family to even join and participate in Zenzele activities, which may well require time spent away from home and some measure of economic independence. Several groups observed that they would eventually "die out" if they could not recruit younger members. One group (Ngogola) tried to

¹² Hitchcock and Dlundu, op cit.

¹³ Hitchcock and Dlundu, op cit 1987, p. 17

lower joining fees to attract younger members, but to no avail. They then held a sewing course--for a fee--in their Zenzele workshop. Again, no new members. Said one group officer, "They will come if we hold a sewing course. They just don't like our other activities."

Zenzele members mentioned problems of attracting women of any age to Zenzele in some areas. Since virtually all groups began with what we have termed traditional home economics concerns (childcare, sanitation, hygiene) it would appear that the first to join Zenzele are the more responsible women, that is those with a greater sense of group and family responsibility. Groups often have to demonstrate economic success in order to attract other women in the community. Some groups actually lose membership while struggling through the economic growing pains of finding a viable income-generating niche. One such group, the Enjabuleni Women's Pigs Project in Maphalaleni, saw their membership decline from 22 to 10 members between 1985-90 while the pig project suffered various set-backs in getting started. For example, the first pig pen was made using traditional mud and stick materials. The pigs quickly tore this down and ran loose, causing much confusion and disappointment among Zenzeles and neighbors alike.

Some Zenzele women speak with bitterness about women in their communities whom they describe as constitutionally incapable of hard work, cooperation and delaying gratification. "They wait until we do the hard work, then they want to reap the rewards." The topic of attracting women to Zenzele--and keeping them--deserves further exploration through qualitative research. A number of women observed that the Tototo-style training of the past two years has been so popular and useful (see below) as to keep women in Zenzele who otherwise would have dropped out. Indeed it has attracted new women to Zenzele.

Contact with Extension Workers

Information on this topic proved very difficult to ascertain by survey methods. Zenzele women were very reluctant to say anything critical about their assigned Assistant Home Economics officer (AHEO), apparently because; (1) rural Swazi women--at least before the experience of "leadership training"--tend to be non-assertive, passive in the face of authority and obedient; (2) rural women fear losing their AHEO and a poor AHEO may be regarded as better than no AHEO; and (3) alienation of one's AHEO may threaten inclusion in training workshop. In addition there is the "African Courtesy Response" phenomenon of interviewees telling interviewers what they think they want to hear; this bedevils reliability and validity in all surveys.

We found evidence of the above, especially in one of the two groups covered by both the questionnaire and the in-depth, focus-group discussions. It was only during the end of the second hour of discussion that anything at all critical began to emerge. By the end of the session, it emerged that the AHEO almost never visits the group any more (this was later confirmed by other means). Prior to this discovery, members of this group had been interviewed individually and all of them reported that their AHEO visited "frequently." The

same survey results were obtained in a second community. Again, late in the discussion group session it emerged that the AHEO almost never visits professionally, but she had khonta-ed (sworn allegiance to the local chief) there, and the women were loathe to criticize a new neighbor and a potential link to government largesse.

Thus, we should be most skeptical of the survey finding that 97% of women reported "frequent" visits from their AHEO, with only 3% reporting "infrequent" visits. Related survey questions may be more reliable since there was more diversity in answers. For example when asked about contact with male extension workers, 28% said "frequent;" 2% said "occasional;" and 71% said "never." This is in line with qualitative findings in 1984 that Zenzele women have very little contact with male extension workers.¹⁴ It may also be evidence of improvement in this regard during the past six years because 30% reported contact with male extension workers, most of these on a frequent basis.

The survey also sought information on the type of extension worker with which Zenzele women had most frequent contact. Most, but not all zenzele women seemed able to distinguish between several types of extension workers. Not surprisingly, 84% said bolomakhaya or AHEOs; 14% said other (male) extension workers from the Ministry of Agriculture and Cooperatives; and 2% said "other" (one mentioned a woman from the private family planning association FLAS.)

Impact of Workshops

To begin with survey findings, results were perhaps predictably positive. For example, 92% of respondents claimed they learned something of importance in an HE-sponsored workshop; 5% said they did not and 3% were not sure. Most of the non-positive respondents were in fact at their first HE workshop.

When asked what of importance was learned, there was some range and variation of response, as seen in Table 8. It is significant that a plurality of women mentioned traditional home economics subjects such as childcare, nutrition, sanitation and the like. This shows that in spite of Zenzele women's oft-repeated need to earn income, not to mention HE's emphasis in income-generation in its training since 1987, rural women still find topics related to health and basic quality of life both interesting and useful.

¹⁴ Green, E., Traditional Leadership, Community Participation and Development Education. USAID/Swaziland. Mbabane: 1984.

TABLE 8
MOST USEFUL THINGS LEARNED IN WORKSHOP

<u>Topic</u>	(Multiple responses recorded)	
	<u>Frequency</u>	<u>Valid Percent</u>
Childcare, hygiene, sanitation, traditional home economics topics	49	35%
Working together, group dynamics, leadership	44	31%
Cooking	19	13%
Business and marketing	7	5%
Handicrafts	5	4%
Sewing, knitting	5	4%
Jam making	5	4%
Miscellaneous (sum)	<u>8</u> 142	<u>6%</u> (rounded) 100%

In the next survey question we asked women if they had become involved in any activity, project or group as a result of anything learned in a workshop. Fully 95% reported they had and most or all of the remaining 5% happened to be at their first workshop when interviewed. We then asked what activity they had become involved in. Responses are grouped in Table 9.

Data from a survey of Zenzele women in 1987 are available for purposes of comparison.¹⁵ Where comparable data from 1987 are available they are included in Table 9. It should be noted that sampling in the present survey is biased in favor of women who had

¹⁵ Hitchcock, R.K. and F.S. Dlundu, Rural Swazi Women in Development: A Report on the Zenzele Women's Project Survey. USAID/Swaziland and MOAC/Economics, October 1987. (Two versions of this report exist, one dated and the other undated yet containing many tables not available in the first. The data used in table 2 come from Table 1 in the undated report.)

received training and who were not too remotely situated to be found easily. Sampling methods were not made clear in the 1987 survey report, the closest description being that "Data were collected among a large proportion of the Zenzele associations in the country."¹⁶ Therefore, this survey must have been based on a larger sample than the present one, although the authors commented that their interviewers were unable to reach some of the more remote Zenzele groups. It seems likely that the populations surveyed may not be too different except for the training factor.

It should also be noted that the table from the 1987 report shows a wider range of activity, which also effects percentages from that report. The wider range of income-generating reflects the larger sample of Zenzele groups from the 1987 survey and the fact that certain activities are concentrated by geographic area. Indeed, we encountered activities such as hog raising and soapmaking in the interviews with Zenzele women who were not covered in the survey phase of our research.

¹⁶ Hitchcock and Dlundu op cit 1987:13.

TABLE 9
ACTIVITY DIRECTLY RESULTING FROM TRAINING
Comparison between 1990 and 1987

(Multiple responses recorded)

<u>Activity</u>	<u>Frequency</u>	<u>Valid %</u>	<u>1987 Comparison</u>
Sewing, knitting	53	26%	16%
Handicrafts	50	25%	18%
Commercial gardening	24	12%	5%*
Poultry	18	9%	7%
Beekeeping	18	9%	.001%
Cooking	14	7%	(NA)
Water tanks	13	6%	(NA)
Brickmaking	6	3%	06%
Candlemaking	3	1%	(NA)
Carpentry	2	<u>1%</u>	(NA)
Misc.	<u>2</u>		
(sum)	203	(rounded) 100%	

*The comparable 1987 survey category under income-generating activity was "vegetables." Rural Swazi women tend to think of commercial gardening as vegetable gardening as distinct from fruit tree cultivation or such larger-scale commercial agricultural activities as cotton farming.

** "NA"= not available

We see that there is a wide range of activities that Zenzele women have become involved in, and that in all cases there has been an increase in activity since 1987 where comparable data exist. Here and elsewhere it is impossible to factor out the influence of other organizations that train rural women, except in areas where it is known that HE is the

only trainer. However evidence in this case is compelling because the question asks women what activity (income-generating or not) they may have become involved in as a result of something learned in a Home Economics workshop. Virtually everyone not attending their first workshop reported being engaged in something within a range of income-generating activities. The "African courtesy response" could not account for the range of activities specified nor could it account for the distribution of responses.

We can conclude that there has been project impact in the important area of training rural women to become involved in the very activities they themselves reported they wanted to become involved in at project start-up, namely income-generation.

Leadership Training

Turning next to qualitative research findings, there is evidence of considerable impact of both "leadership" and business training. Leadership, as noted above, is an introduction to applied behavioral science which includes group dynamics, human relations, understanding and recognizing character and personality traits, and selecting group leaders who exhibit effective leadership traits.

Tototo Industries seems to have introduced a method of training that has proven effective and popular with both HE officers and with Zenzele women themselves. First of all, it is participatory, meaning that those in "student" roles contribute and participate in various ways including role-playing and dramatic demonstrations. Secondly it relies on games, parables, puzzles, caricatures of human traits using animal examples, other forms of humor, etc. This approach appears uniquely well-suited to rural Africans who lack formal education. Zenzele women attempting to pass along their knowledge to other women have found that they themselves must use these methods, otherwise they risk boring their audience, or--and this is significant--alienating women who don't like to see their peers "acting as if they now know more than us just because they've had a week of training," as some women put it.

Before leaving the training methods, we were struck by the ease with which women could recall details of stories, games, etc. used in the Tototo-style training--in one extreme case from women whose last and only training had been two years previously. Clearly the examples used in HE workshops made a lasting impression. We believe this is because the sound training methodology developed over the years by World Education was tailored to African audiences by Tototo/Kenya.

The primary purpose of leadership training appears to have been to provide Zenzele women with enough organizational skills and self-confidence to venture into group or individual business or income-generating ventures. Evidence presented in the next section shows that this purpose has been sufficiently realized. Of perhaps more interest is the effect beyond the primary purpose that we found ample evidence of. Many women from all areas of Swaziland told us that leadership training has helped them overcome "fear." Previously, they lacked self-confidence; they could not be "direct" with people; and they felt constrained

to say anything critical even when this was called for. They say they had little insight into basic human relations, into what motivates people, into why people behave as they do. They did not really understand factors that lead to cooperation in groups, or to group discord and dissolution.

Leadership training has given women enhanced self-confidence and while this may be difficult to measure, it is nevertheless--by women's own accounts--a powerful change for the better. Women commented that they had internalized ("ritualized") the lessons they have learned and that this has given them new tools with which to deal with family and community problems. Women mentioned they are now able to communicate more effectively with husbands and teen-age children. Problems better dealt with nowadays included handling money within the family, family alcohol problems, and teen-age pregnancy. Women commented that some behaviors are functional while others are decidedly dysfunctional and even counter-productive.

A note on the leadership training approach is in order. The topic of personality dynamics was introduced using familiar animals to burlesque certain character types. For example, giraffes illustrate supercilious or condescending people who look down on others; tortoises are slow and lazy and only pop out of their shells when its harvest time and they wish to reap the rewards of others; and rabbits are unreliable, flighty and for some reason known to be gossips. A number of women commented that when they heard undesirable traits held up for public ridicule--and saw illustrative dramas enacted--they began to reflect on their own character traits. This was followed by attempts to improve their own characters.

Women of one group observed that since leadership training, there is less pride and pretense evident among Zenzele members. In the words of one, "We realize that we're all equal and I notice, we're now more open with each other."

Women also gave evidence that leadership training has helped them select positive leadership qualities in their candidates for Zenzele leadership positions ("We don't want giraffes!"). It has also helped institute democratic elections for Zenzele office.

We may observe at this juncture that social egalitarianism, democratic elections, and the greater empowerment of women are all somewhat contrary to fundamental patterns of Swazi traditionalism such as subordination of women, passive acceptance of authority from above (especially on the part of women) and social stratification based on birthright. In other words the training of Zenzele women, like that provided for traditional leaders under Community Development, seems to have the potential for fundamental and far-reaching changes in Swazi society.

Several women commented that they would like to become more self-sufficient and less economically dependent on their husbands. Since this is contrary to traditional patterns, a measure of self-confidence is prerequisite, and this is provided by leadership training. On the subject of husbands, one woman commented that nowadays when a problem arises she

doesn't simply complain or direct accusations at her husband. She can now look at the problem more objectively and propose rational solutions, as she learned to do in HE workshops. This approach has earned the respect of her husband, since he is subjected to less "nagging," he benefits from his wife's practical solutions to family problems, and even his financial burdens are mitigated when his wife contributes Zenzele-earned cash to the family budget.

Women went on to say that increased self-confidence from training has inclined them toward offering constructive advice in their communities. Previously they would have kept quiet.

In sum, "leadership" training has not only provided rural women the prerequisite skills for venturing into business, it has also helped develop their human potential in a very general and fundamental way.

Business Training

There has been project impact in the area of training rural women to become involved in the very activities they themselves reported they wanted to become involved in at project start-up, namely income-generation and small business enterprise. Progress in this area has been uneven, as would be expected.

There are some promising "success stories" that appear largely attributable to project-supported training. For example the Zenzele group at Mhlaleni (Manzini) raised E10,000 over a seven year period in order to build a market along the tar road near Matsapha. They negotiated with a donor (the EEC) to provide a corrugated tin roof, but they paid for all other materials and did the construction themselves. The new market has 64 stalls, and with only 42 Zenzele members this group is in a position to rent out stalls to non-member women, which can add to the income they will earn from the sale of vegetables and fruits.

Another group, the Embili Mpela Bomake group in Malindza (Lubombo), has raised nearly E6,000 (E3,000 through the Zenzele group and E2,715 through the savings club whose membership largely overlaps with the Zenzele group) for the down payment on a Shell gas station franchise. The means by which E10,00 and E6,000 were raised are described in the Savings Club section, below. At the time of interviewing, letters from the EEC, the Lubombo Regional Officer and others endorsing the solvency and viability of the Zenzele group had been sent to Shell Oil. The Regional Handicrafts Officer had drawn up an initial feasibility study,¹⁷ and Shell was to conduct an on-site feasibility inspection within the week. The

¹⁷ Note the positive benefit of cooperation between HE and the Ministry of Commerce, Handicrafts division. The two HEOs who have been involved with this Zenzele group were not too proud to ask the Handicrafts officer for help in an area they suspected he had more competence (business feasibility analysis), and the Handicrafts Officer did not feel too competitive vis-a-vis HE to attempt help of this sort. Unfortunately examples of this sort of cooperation appear not to be widespread.

Zenzele group plans to begin by selling diesel oil (which is cheaper) until they have earned enough money to sell petrol. They plan to become the sole owners and operators of the franchise.

An enterprise of such scale of course is no longer in the "non-formal sector" realm of much of the income-generating activities of Zenzele groups. It is a taxable, formal-sector business.

Another group, the Asibemunye Ngogola Zenzele Market Association, is perhaps less outstanding but more typical in the success women have achieved. Like many Zenzele groups, their first savings project was to build what is generally called a workshed. This group decided to build their workshed along the Manzini-Siteki Road. Members of this association live on homesteads some distance from the road and they have to commute to reach their workshed. But they recognized the advantage of the road site.

The workshed has several income-generating functions: part of it rents out as a preschool, part as an adult literacy class, part as a sewing classroom. The workshop also serves as a wholesaler market for handicrafts the women make themselves. A roadside restaurant is currently being developed. The first three activities, in addition to earning money for the Zenzele group, qualify as human resource development activities that help emancipate women in particular from what might be termed economic and power marginality.

In the three examples above, the women had saved money and established a joint bank account before HE training in savings clubs, and in this regard they are atypical of Zenzele groups. However, these women and those in other groups who have made relatively large investments, usually report that it was the leadership and business training that gave them the confidence as well as the technical and organizational skills to make the investments in the first place. Such testimony, along with the historical record of a spurt of income generation and small business start-up during and after 1988, can be taken as evidence--but not proof--of project impact.

Counterbalancing the above success stories are a greater number of Zenzele groups who are still struggling to find an income-generating activity that turns a profit. Such groups may have achieved a measure of success by other yardsticks, such as practicing sound infant nutrition and environmental sanitation. And not all Zenzele groups have been trained in the Tototo curriculum. Still, there are "trained" groups who whether due to inadequacies in training or to local infrastructural, economic or other constraints do not feel they have achieved success despite their efforts. Some women seem to need more training in assessing marketability of items for sale, competition from other sellers, optimal outlets for selling, placing realistic value to their own labor, and related areas of retail. All of these topics are covered in HE training, but not all women grasp the training easily, nor for that matter do all HE trainers understand the material or teach it equally well.

For example one Zenzele group in Ezulwini sews items suitable for sale to tourists. These women are well-situated for such retailing since their workshop is about 100 meters from the Ezulwini Valley road and very close to well-established tourist souvenir and handicraft stalls. Yet they do not sell sewn items along this road nor do they advertise. They appear to simply hope prospective customers will somehow learn of their existence, discover their workshop on a side road, and find how much lower their prices are than at the tourist stands. In fact, many of their items are priced too low to yield a profit.

Another example is taken from our field notes and while edited, will be quoted at some length because several problems and constraints facing Zenzele groups are illustrated. The group is from Mafucula (Lubombo Region) and the case study is presented as Appendix N. We see from this case that:

- Regular contact with an HE extension worker remains important for several reasons;
- Endogenous factors such as community disorganization, factionalism or strife are also important in determining success or failure of Zenzele groups and Zenzele income-generating efforts;
- Infrastructural and other constraints also help determine Zenzele economic success;
- Zenzeles may experiment with several different income-generating activities before finding one that is profitable and sustainable;
- Training modules should follow one another without long delays if training is to have intended impact;
- It can be difficult to recruit women (at least beyond a core group of especially committed and "civic-minded" women) to Zenzele unless at least one income-generating project is actually showing a profit.

However uneven the impact of training, it seems evident that an important process has begun (or significantly accelerated under the project): rural women are gaining the requisite self-confidence and business skills to generate income on a scale greater than has been possible from the sale of handicrafts. The sheer range and scope of income-generating and business activities Swazi women are attempting is encouraging and shows that women are sufficiently motivated to try a second or third enterprise if the first fails. In Shiselweni, women sing a Zenzele song which reminds them of the full range of income-generating possibilities. For example, if fish farming fails, beekeeping might work. The song is said to combat discouragement.

Ways to Improve Workshops

When we asked survey respondents if workshops could be improved, every respondent said yes. When asked how, 83% asked for more hands-on experience, learning-by-doing or role playing; and 13% asked for more workshops or longer workshops. These findings should not be interpreted as criticism of training as HE is now carrying it out. It is rather an endorsement of participatory training and an expression of heightened "demand" for more training of this sort.

Qualitative research supports the finding that women much prefer what might be called participatory, experiential learning to the old lecture method. Furthermore HE trainers greatly prefer the former. The consultant and his assistant attended segments of three workshops and observed role-playing and other participatory learning methods. In conversation with two HEOs after one workshop, they spoke enthusiastically of the Tototo training they received. They said it gave HEOs a more effective method of training Zenzele women. They formerly relied on the "telling method" (formal lecture), but now they use role playing, story telling, games, etc. in order to elicit ideas, suggestions and general participation from trainees themselves. The HEOs recognized that trainees, whether HEOs or Zenzele women, should not passively accept whatever trainers tell them.

Multiplier Effect

Two types of multiplier effect were hoped for in HE's training effort. One is that women who have attended a workshop will transmit their training to women in their home communities, beginning with--but not limited to--women in their own Zenzele group who did not participate in training. The other was that women trained in HE workshops can be developed as trainers themselves and will actually conduct workshops for groups of untrained women. There was evidence of both multiplier effects occurring.

To achieve the first effect, HEOs urged participants in workshops to rely not merely on verbal reporting, but to also use dramatization, games, role-playing, parables and other participatory methods taught in HE workshops since 1988. Several women spoke on this point at a workshop attended by the evaluator. It emerged that attending a HE workshop can cause resentment among Zenzele members back home who were not fortunate enough to attend. Non-attendees may accuse attendees of "thinking they're better or smarter" for having had some training. Trainers at this workshop emphasized that the leadership training these women have had provides strategies for overcoming recalcitrance of this sort. They urged, "Use what you have learned. Use games, role-playing and other things that the women will enjoy. Use creative and non-threatening ways to pass on what you have learned. There should be learning by doing, not telling."

The Zenzele women agreed that this is the best way to transmit learning, but not all felt they were sufficiently confident or competent to handle participatory training. We encountered this attitude among women in other groups as well. However, the first type of

multiplier-effect is still occurring according to the testimony of women we encountered who had not attended a workshop (at least an HE workshop since 1988), yet had learned some of the content of Tototo-type training. Tototo training is relatively easy to identify when distinctive content--such as use of African animals to burlesque human personality traits--is referred.

The second type of multiplier effect should be more difficult to achieve since it involves groups training groups over a several-day period, requiring organization, commitment, financial and other resources, and sufficient demand on the part of the trainee group--not to mention sufficient skills and self-confidence on the part of the Zenzele group providing the training.

At first we saw little evidence of group-to-group transmission. When we asked about this, Zenzele women brought up a number of constraints: they are isolated, there are no groups nearby, they lack transportation, untrained women--especially those not in Zenzele groups--are not especially interested, etc. However we eventually found evidence of group-to-group transmission in Manzini and particularly in Shiselweni regions.¹³ Sections from our field notes of in-depth interviews with women from two groups involved in training other groups are excerpted here, in order to provide some interesting details of how the process can in fact work.

11/1/90, Multiplier Effect in Action (Shiselweni)

Mrs. A. Twale, a Zenzele member from Nkoneni, is part of a group that has had handicraft and leadership training. After leadership training, certain members of her group were selected to teach other groups. The process has been initiated by untrained groups approaching the Nkoneni group or by a request coming from the local HEO. The bus transportation for the Zenzele trainers, along with their accommodation, food and tea, was at first paid for by the HE office in Nhlangano, but now the recipient group provides all this. (Note the clear evidence of the value untrained women are placing on Tototo-style training; they are "voting with their pocketbooks"). The recipient group accommodates the trainers in their homesteads in the community during the 5 day period in which workshops take place. The AHEO provides them supervision and sleeps over in the community with the "emavolontea," the volunteer trainers.

It was noted that training sessions are kept uncomplicated, such as dispensing with the customary practice in Swaziland of a GOS official opening or closing the workshop. We asked how the workshops are going in general. Mrs. Twale said that the first day

¹³ Such evidence may well exist in other regions, but we lacked time for an exhaustive survey of examples of this type of multiplier effect. Still, our impression was that this most significant impact of SWAMDP-supported training was most developed in Shiselweni.

is always the best attended, in part because there's plenty of drama and role-playing. Overall, she feels the training is working. She and other trainers in her Zenzele group have even trained women do an evaluation for the training effectiveness, as occurs in HE-conducted workshops. Twale and her friends have "taught many groups ...at least five this year including Zombodze and faraway Lavumisa.

Another woman we spoke to is chairlady for the Zenzele group from Nkunjuni. Her group has trained eight other groups in leadership and business. She and one other from her group are used as trainers. Workshop expenses such as bus fare and food have been provided both by the AHEO and by the recipient group directly. The way the process has worked is that a newly formed Zenzele group requests training from the AHEO, who then asks this chairlady's group to train the new group. The AHEO opens the workshop, then sits back and plays a subdued supervisory role for most, but not all, of the workshop. She may stay over for a day or two, but in any case she usually returns on the last day to help close the workshop. This has been going on for two years.

(Details of the above were later confirmed by the Shiselweni RHEO, Sibongile Dlamini, and the AHEO that has been active with these groups, Ms. Matola).

We also learned of a group-to-group transmission in Manzini region. The information derives from separate interviews with the Zenzele women who did the training, the AHEO assigned to this group, and the AHEO formerly assigned to the region. The group is from the lowveld community of Ngogola and it is known as the "Asibemunye Ngogola Zenzele Market Association." All seven trained women from this group went to eLwandle once for a 5-day workshop to train a second Zenzele group known as "Kancanekancane" in leadership. Each of the seven took turns handling a day's training, and they all stayed at eLwandle for the 5 days. Bus fare and possibly subsistence was provided by HE. (The AHEOs were not sure about the subsistence, though they probably would have been had the local community provided it). A local notable opened the workshop. The now-retired AHEO Mrs. Simelane checked on the group twice during the workshop, but otherwise it was run by the first group. The workshop apparently occurred in 1988.

Unlike some of the Shiselweni cases, it was the AHEO, not the recipient community, who initiated the request for training In our Manzini region example. The Ngogola women commented, "She invited us to train eLwandle." The workshop also required funding from HE. For whatever reasons, the Ngogola group has not trained other groups. Nevertheless the Ngogola women believed their effort successful because the eLwandle group "liked the training" and--far more tellingly--this group went on to train another new group known as "Calakancane" (Begin Bit By Bit). All we could learn about this third group is that they had a five-day workshop.

We also learned that a Zenzele group from Esikhaleni trained two other women's groups "about a year ago," but we lacked sufficient time to track the story down except to learn from the relevant AHEO did the organizing and had costs reimbursed from SWAMDP.

A note on motivation to train other groups: we asked members of one established and productive group whether they might be hesitant to pass on business-related training to another Zenzele group in their area that might later compete with them economically (this group was engaged in handicraft production.) The Zenzele chairman said they did not fear potential competition; "Any challenge to us would inspire us to work even harder and produce better things."

There is enough evidence from the above examples to outline the components of a successful group-to-group training model, one that appears from the evidence in at least Shiselweni to be self-sustaining.

Elements of a Self-Sustaining Training Model

1. The "recipient group" initiates the request for training.
2. Training benefits are viewed as sufficiently desirable that the recipient group is willing to pay for the costs (bus fare and subsistence) of the Zenzele trainers, and to accommodate them adequately in local homesteads.
3. Those serving as trainers from the "donor group" should be committed to Women in Development and the TOT process, and they should have the skills and self-confidence to use participatory, engaging methods of training.
4. Workshops are kept simple and uncomplicated. For example it is not necessary to go the organizational/logistical effort, and perhaps additional expense, to invite GOS officials to formally open and close a 5-day workshop held by Zenzele women for Zenzele women. A local chief or other notable may be invited to bestow approval and lend an added sense of importance to the occasion.

The examples examined suggest that the above model is fragile, that if one or more elements are not in place it might not work, at least in the sense of being self-sustaining. For example, the Asibemunye Ngogola Zenzele Market Association has not trained a group since the first attempt in 1988, possibly because the AHEO played too active a role in initiating the training and taking care of the costs through SWAMDP resources. The Ngogola group appeared to be waiting for something to happen, to be initiated from outside the local community, to come from the government.

In our qualitative research we encountered a case in which two Zenzele groups attempted group-to-group training, only to have their efforts thwarted by the AHEO. The

case is worth describing because it illustrates principles of success and failure in achieving the multiplier effect in training, as well as some of the most serious management problems within HE.

To preserve anonymity we will refer to the Zenzeles involved as Group A and Group B. Group A was one of the early groups trained in Leadership and they were encouraged by an active AHEO to share their new knowledge with other Zenzele groups. (This AHEO visited 11 groups on nearly a weekly basis, and was described as very effective by all women consulted on this case history). Group A happened to have Family Life Association (FLAS) volunteers among those trained, and therefore this group had some experience in motivating women in other Zenzele groups, including Group B.

Group B was sufficiently interested in from what they heard of leadership training that they offered to pay bus fares, provide lunch and tea, and accommodate women from Group A. At this point leaders from Group A presented the plan to their new AHEO (the previous one was transferred to another region). The AHEO proceeded to erect bureaucratic obstacles to implementation of the plan. She cautioned about transport problems. She asked why Group A was trying to train this particular Zenzele group (situated half an hour away by bus) when there were groups somewhat closer who had not been trained.

Group A told the AHEO that Group B was willing to pay bus fare, and in any case they had worked out an alternative arrangement whereby FLAS would provide transport with their vehicle, since Group A was interested in including child-spacing messages in the leadership training. (Group A commented to us that women cannot be active in income-generation nor even in Zenzele if they're having babies every year.) The AHEO then asked if the women thought about how they would transport and arrange for government ministry officials to open and close the workshop. It seemed to women from both Zenzele groups that whatever they proposed, the AHEO would present another obstacle. At time of interviewing, both groups had all but given up, and contact with the AHEO had all but ceased. Actually the AHEO had never visited Group B because, according to what she herself told us, "There is no transportation to the place;" "I have never been formally introduced to the community;" "They would need teaching aides and materials" and finally "(The Group B people) have no money, so it wouldn't work."

It may be noted that from the donor viewpoint, the women in both Zenzele groups were taking initiative and proceeding in exactly the right way, right down to the addition of child-spacing motivation in the leadership training. Yet their efforts were apparently frustrated by an AHEO who seemed unwilling to keep the training effort simple and uncomplicated. The importance of the AHEO--the lowest-salaried extension worker at the periphery of HE--in fostering group-to-group Zenzele training only underscores the fragility of the model and the need for just the right type of guidance and supervision from above.

Savings Clubs

Training relating to savings clubs (SCs) has occurred only recently, and SCs are new in Swaziland with an exception noted below. Following the initial training, four pilot savings clubs were started, one in each region. They appear to have all started in July 1990 or a few weeks later, therefore only three months have elapsed at the time of evaluation (October 1990.) This is insufficient time for much impact to have occurred, but some description of the early developmental stage is possible.

There are precedents in Swazi culture for women to pool their savings and then to have the group pay for funerals, weddings, birthdays and more recently, school fees. Burial associations, for example, are known as masinqwabiane. So the SC idea is not too alien. However established revolving funds only pay for a few specified ritual occasions; individual members are not able to take out personal loans or indeed even handle the money used for their direct benefit e.g., for a funeral. Nor probably is there careful accounting of how much money each woman contributes.

In addition to revolving funds, we found that a local NGO, Africa Cooperative Action Trust (ACAT) has established a number of savings clubs in Swaziland since seven SCs were started in kaPhunga in 1982.¹⁴ An ACAT-assisted SC is "...a constitutionally organized group of people who meet regularly to save money, receive training and organize development projects." According to ACAT, there are presently 55 such clubs in 13 different communities in Swaziland.

If some local Zenzele women knew about SCs from ACAT, it appears to have been Tototo that first introduced SCs to Home Economics. SCs fostered by HE work this way. First of all, participating women do not have to be members of Zenzele; they only have to want to be in the SC. There is a joining fee and thereafter a monthly subscription fee. These amounts vary from one SC to another, depending on the local availability of cash (cf. Table 10). These funds go into a business account at a bank, and the account can be used as collateral for a group loan. Individuals or groups within the SC can take out loans for start-up funds or other business related needs on an as-needed basis. The amount of a loan is equivalent to the amount the individual or group has contributed up to that point. A treasurer keeps careful account of individual contributions. If too many women or groups want to withdraw funds at the same time, the SC committee prioritizes the need and those of lesser priority must wait until the first group(s) has borrowed and actually repaid the loan. Note the mechanism of peer pressure on women to repay their loans so that others in their group may have their turn.

At least in the early stage of SC development, loans are expected to be used for personal reasons such as special purchases or emergencies--not for business investment. One

¹⁴ ACAT, Food, Faith and Work for Africa: an Overview. Mbabane 1990.

women told us her savings club is "like the National Provident Fund" in that it provides security in times of need such as when a women--or more accurately, her family--needs money for school fees, funeral expenses, or health care.

SC members are more inclined to put money in the SC account than in a revolving fund precisely because they are able to withdraw it for personal emergencies. (NB. that if nothing else, SCs are encouraging rural women to put more money in Swaziland's banks, which in itself is a stimulus to economic development.) The money that goes into SCs from members' monthly contributions seems to be money that individual women had trouble saving in the past. It is money, as more than one woman put it, their husbands might have used for buying beer.

According to focus groups, rural women had little previous experience with banks. In the past they often hid around their homesteads any money they had earned. In interviews, SC members noted some advantages of opening a group as distinct from individual bank account. One is that with group contributions one has a larger deposit. Another is that formalities of opening an individual account such as needing a passport or other ID are waived when one is part of a group. Furthermore individual women don't have to keep travelling back and forth to the nearest town to make deposits.

Some Zenzele groups had previous experience with banking, but even they said that before the Tototo training banking and savings were "a nightmare." Note that Swazi law and custom has prevented individual women from being able to take out bank loans without the written consent of their husband.

According to our interviews, SC members expected they might use collective funds for commercial investment for the group after sufficient accumulation of money. But often there was no mention of this purpose until we asked. Future investment ideas included starting a poultry project, a roadside restaurant, and a gas station. But all groups noted that they are "still young" and the immediate appeal of SCs appears to be that they provide a place for Swazi women to keep their hard-earned money, where the money will grow and enable women to buy things they need or simply want--larger items which have to be saved for. It shouldn't be surprising if self-interest (family interest, that is) proves a stronger motivation for individual women than group interest when it comes to saving money. There is less risk-taking with individual investments than with group business. For one thing, there is less individual control with the latter.

In any case, the pilot SCs prove that it is possible for rural women to save considerable amounts in short periods of time. For example, the SC at Malindza (Lubombo region), had saved E2,715 (\$1,068) in the first three months. There are 46 members of this SC, meaning that each member contributed an average of E59.02 in three months, considerably more than the E100 per year that women are required to contribute as a minimal subscription (cf. Table 10).

Thirty members of this SC also belong to the Zenzele group that provided the foundation of the SC. Since 1988, the Zenzele group has saved E3,000 (\$1,181), also an impressive figure considering the fund is non-refundable and amounts to venture capital.

How are "unemployed" rural women able to save such amounts? According to interviews with this SC as well as other Zenzele and SC groups, members' husbands rarely contribute their own earnings to women's activities. Women make contributions from money they themselves earn. For example, many or most husbands of the women from Malindza (in the lowveld) are engaged in commercial cotton farming. These men have come to recognize the value of their wives belonging to Zenzele, so they have allocated part of their cotton fields to their wives from which they can earn their own money. These women earn additional money from making and selling bricks, making mealie storage jars, and organizing food bazaars in which they sell their baked goods.

Similar accounts were given by other SC groups. All SCs had experience earning and saving money in existing Zenzele groups--indeed the Zenzeles were chosen as bases for the pilot SCs precisely because they were successful in this regard (according to SC women themselves). These Zenzeles had found various ways to generate income. One group invested in a multi-purpose workshop. It now rents out space used for a pre-school, an adult literacy classroom, and a sewing classroom. The workshop also serves as a wholesaler market for handicrafts. The Hhohho group earns money by sewing and selling both school uniforms and tidziya, the traditional aprons traditionally worn by married women. The SC in Manzini is divided into four subgroups, each of which invests E10 of group funds in a commercial venture (usually marketing vegetables) and pays E12 back to the Zenzele fund within two months. This is the group already noted that raised E10,000 to build a roadside market.

Women in this group commented that they would much rather the interest they pay on their "loans" go to themselves than to a bank. Fear of bank interest rates (and consequences if loans and interest are not repaid) was cited by other SC groups as reasons why there had as yet been no serious discussion of taking out bank loans.

**TABLE 10
PILOT SAVINGS CLUBS**

Region	Name	Joining Fee	Minimal Subscription	Membership
Lubombo	Tibekela Make	E10	E8.33 per mo.	46
Hhohho	Khutsalani Eomake	E5	E2 per mo.(50c fine for non- payment)	18
Shiselweni	Zombodze S.C.	E20	E8 per mo.	55
Manzini	Umkuthendele Logoba Women's Savings Assn.	E17	(NA)	42

In theory, Swazi men can join savings clubs. Indeed, each of the four pilot groups had one male member. Since this number was unvarying, one suspects they are "token" males. Indeed, women made comments to us such as, "We don't want men in our groups;" "Men would bully us;" "Women work harder;" "We don't discriminate against men, but women are encouraged to join;" "Men beat their chests and are bossy." One woman in Shiselweni put it bluntly that "men would destroy the savings club."

Still, this could change in the future. Some individual men recognize an avenue for economic advancement when they see one. Men who belong to the pilot SCs were unemployed yet motivated rural men who saw opportunities in enterprises such as basketmaking and vegetable marketing, and they claimed not to care that these are usually regarded as women's activities.

After observing the experience of the pilot savings clubs, HE plans to promote savings clubs throughout Swaziland by training Zenzele women in their formation and operation, through workshops nationwide. Although SCs may not develop into vehicles by means of which rural women accumulate capital for group or collective business enterprise--at least to the extent envisioned--they show promise as mechanisms for saving funds for routine and special family needs, and for individual/family business investment. Meanwhile, at least some Zenzele groups have in fact become vehicles for collective business enterprise. As noted, all pilot SCs were grafted onto Zenzele groups that had already demonstrated success

in saving if not investing money. SCs cannot be expected to develop as easily with groups or individual women who have less experience of this sort.

Before proceeding too much further with SC training, HE and the new USAID contractor should combine with ACAT (or its sponsor, World Relief) to at least informally evaluate the experience of the 55 ACAT-assisted SCs that have developed since 1982.

It should be noted that most Zenzele and SC groups seem to remain quite dependent on extension worker contact. The relatively intense training effort sponsored by SWAMDP over the past five years may have perpetuated or even increased such dependency. This is to be expected during and soon after a period of teaching new skills. Groups involved in business ventures in particular seem to want regular contact with extension workers who can advise them. In the words of one SC member, "We are young and we need more guidance. Our training was good but we could use a part-time advisor to help and encourage us."

General Discussion

It is useful to look at the experience SWAMDP has had in training rural women in the broader context of women's issues and development. We might well ask, "Are these efforts really helping women?" "What do all these elements such as training in 'leadership,' handicrafts and business skills actually add up to?"

There is a critical feminist development literature that suggests that a concentration on handicrafts on the part of Third World women's organizations only reinforces their economic and power marginality.¹⁵ A recent study of women's self-help groups in KwaZulu suggests that to overcome such marginality, "...it becomes imperative to transmit group management skills along with specifically technical skills..." so that groups are "...better placed not only to produce, but also to initiate other activities which are seen as important (whether these be savings clubs, consumer co-ops, or creches)."¹⁶ Apparently, SWAMDP and Tototo share this view because management and other human resource skills were directly taught to Zenzele groups and this indeed had the effect of stimulating savings clubs and creches (day-care centers or pre-schools).

There is also a development literature critical of donors assisting the informal sector at all. Such assistance is dismissed by critics as romantic, escapist, "evangelistic," and "a

¹⁵ e.g., Karl, M., "Women and Rural Development." In ISIS, Women in Development: a Resource Guide for Organization and Action. Geneva.

¹⁶ McIntosh, A. & M. Friedman, "Women's producer groups in rural KwaZulu: Limits and Possibilities," Development Southern Africa, Vol. 6, No. 4, Nov. 1989, p. 451.

panacea for unemployment and poverty."¹⁷ The argument appears to be that donors would do better to address the structural inequities inherent in capitalist economies than to throw a few crumbs of encouragement to handicraft producers or street vendors. While raising a number of interesting considerations, the literature is written largely by men and it fails to adequately recognize the importance of small-scale income generation projects in the gradual emancipation of the rural African woman from traditional constraints including total economic dependence on husbands. We suggest that such constraints alone--quite apart from those facing men--are sufficient to prevent most women from being able to, say, commute daily to their gas station franchise had there not been a period when husbands, mothers-in-law, traditional leaders, and others in rural society could gradually become used to the idea of women earning a bit of income outside the homestead, and controlling that income.

D. MANAGEMENT OF TRAINING

Institution Building

It is not clear what would happen to development training for Zenzele women if all donor assistance were to end tomorrow. But there is every reason to expect that it would continue. The first consideration of course is the availability of training funds. From no training funds allocated during the first two years of the project, the GOS allocation for the first post-SWAMDP year is E100,000, as shown in Table 11. It is noteworthy that the project contribution to direct training costs has declined as the GOS contribution has increased. SWAMDP contributed \$15,000 (E38,100) in the last project year, 1990. This means that HE had a total of E88,100 during 1990 (project funds plus E50,000 from the GOS), therefore its training budget will increase by nearly E20,000 for the first year after the project.

¹⁷ See e.g., Kavuluvulu, K., "The Informal Sector: Panacea, Malaise or Cul-de-Sac?" Southern Africa, Vol. 3, No. 11, 1990, pp 3-8.

TABLE 11
GOS ALLOCATION OF TRAINING FUNDS TO HOME ECONOMICS

<u>Fiscal Year</u>	<u>Allocation (in emalangeni)</u>
1986	0
1987	0
1988	50,000*
1989	50,000
1990	50,000
1991	100,000

*E25,000 of this should have gone to Community Development but for a bureaucratic error.

More important ultimately than funds is the human resource capability of HE. Home Economics has been developed under SWAMDP as a section of government that can to a far greater extent than previously, plan and implement development training for organized women in rural Swaziland. Specifically, HE staff has been trained in areas beyond traditional home economics, namely in income generation and small business enterprise, in response to needs and priorities expressed by rural women themselves. Judging by impact on rural women, HE staff was also well-trained in effective methods of participatory training.

As discussed in the next section and elsewhere in this report, there is a continuing need for a certain amount of the right kind of technical assistance in training, TA which should be available through the CARE project.

Management

In spite of impressive gains in HE staff development and in impact of training on organized rural women, problems persist in certain areas, notably:

- the monitoring and supervision of HE staff;
- career mobility and an incentive system for HEOs/AHEOs to carry out their assignments properly in the face of considerable constraints;
- the morale of some staff members.

Transportation is presented as the number one constraint to HE extension work, according to almost anyone one talks to in HE. A plea for donor assistance in the form of vehicles usually finds its way into most consultant reports related to HE. Virtually all extension departments in Swaziland and elsewhere in Africa face similar constraints.

Let us examine transportation constraints from the perspective of the AHEO who is expected to regularly visit some seven-eight Zenzele groups on a regular basis, usually weekly. Regarding the AHEO's difficulty in reaching "Group B" in the previous section, separate interviews with both Zenzele groups and with the AHEO showed that the AHEO is barely visiting five groups irregularly, yet her predecessor, as noted, managed to visit the same five as well as six other groups in the region on a weekly basis. Separate interviews with the predecessor AHEO confirmed the observations of Zenzele women that a motivated extension worker can overcome obstacles that others would find daunting. This AHEO (and she is not alone among HE extension workers) takes public transportation, arranges rides on the back of motorcycles assigned to male extension workers, and walks many miles when necessary. We also saw the example of an AHEO staying in local communities in Shiselweni for four-five days while trained Zenzele women pass on training to other women, again showing that some extensions workers are willing to put up with inconvenience if not hardship.

Clearly certain personal qualities on the part of the AHEO are called for here, including motivation and commitment to rural women and to extension work; flexibility and adaptability; and perhaps a measure of humility. Obviously not all extension workers in HE or elsewhere possess these qualities, and it is difficult to select for these when recruiting AHEOs, but if inadequate transportation is a given for the time being, it would appear that such personal qualities on the part of the extension worker are the primary means for overcoming transportation constraints.

There needs to be better monitoring and supervision of HEOs and AHEOs. HE, with advice from the new USAID contractor, ought to develop and institute a system rewards and recognition that includes career advancement for HE extension workers who: (1) regularly meet their assigned Zenzele groups; and (2) produce results such as those described in Shiselweni where Zenzele groups are training at no direct cost to HE or any donor. It is recognized that there are always problems when trying to quantify output, and (2) admittedly involves certain variables beyond the control of extension workers. Moreover, we lacked the time to investigate which promotional criteria are currently operating in HE. Still we believe that a reward system more closely tied to performance, however that is measured, would

improve both extension worker efficiency and morale--and this would have considerable impact on the leadership and small business development of Zenzele women.

E. LOCAL LEADER TRAINING/COMMUNITY DEVELOPMENT - QUANTITY AND CHARACTERISTICS OF POPULATION TRAINED

1. Numbers of Participants Trained

During the life of project,¹⁸ 2,980 local and traditional leaders were trained in 79 workshops sponsored by SWAMPD and conducted by CD. Some of these were trained more than once but as of this writing the number of individuals has not been disaggregated from the total number of trainees. It is probable that few participants have attended more than three workshops during the life of project,¹⁹ therefore it can be assumed with confidence that at least 1,000 leaders were trained under the project, far more than the original target.

2. Community Development: Institutional Analysis

A brief institutional analysis is in order to understand the impact of staff training, discussed in the next section.

The organization of Community Development (CD) is as follows: the highest administrative officer in CD--reporting directly to the Principal Secretary of the Tinkhundla Office--is the Principal Community Development Officer (PCDO). Under her there are two senior CDOs, one assigned full-time to the Women in Development project and the other assigned full-time to Peoples Participation Project (PPP). CD has four areas of concentration: WID, PPP, Traditional Leader Training, and Community Self-help. Next in the organizational chart we find the CD Training Officer who is in charge of all training, and under him there are four regional CDOs and one other CDO assigned to WID (assisting the Senior CDO in charge of WID). Each RCDO supervises four assistant CDOs (ACDOs), three CD assistants (CDAs), three artisans who provide technical advice on things such as constructing a shed or other building related to a development project, and one driver. There are also several cleaners, gardeners and laborers in each region.

The positions supervised by Regional CDOs should be multiplied by four to arrive at the total who work under CD, since Swaziland has four regions. Parallel to the four Assistant

¹⁸ Data for HE and CD are compiled through Sept. 1990. The final figures will be slightly higher.

¹⁹ We know from the earlier survey that 72% of a sample of local leaders who had attended at least one CD workshop had only attended 1-2 workshops; 14% had attended 3-4; and 14% had attended more than 4. Green op cit, 1989:16.

CDOs is a fifth ACDO assigned full-time to broadcasting development information through Swaziland Broadcasting and Information Services (SBIS).

The WID project has several other officers and assistants in addition to the senior CDO and CDO already mentioned: one Project Manager (senior CDO); one class-one Handicrafts Officer (CDO); one Accountant; two Home Industry officers (CDOs); four class-two Handicraft Officers; seven class-three Handicraft Officers; and three Drivers as well as miscellaneous laborers, cleaners, etc.

Since 1985, FAO has trained and provided salaries for eight "Group Promoters" who have been assigned full-time to the PPP project in CDA capacity. The eight have also participated in the certificate training course for CDAs sponsored by SWAMDP, which means that in addition to functioning like CDAs, they have--or will have by the end of SWAMDP--equivalent training to CDAs. According to the current plan, the eight Group Promoters will become classified as CDAs and draw their salaries from Community Development. This means that the overall CD staff will increase by eight CDAs in 1990. It is planned that all CD staff with exception of those working under the WID project will be fully interchangeable between the other three CD projects. In other words, all staff will rotate between Traditional Leader Training, PPP, and Community Self-help.

The principal CDO sees no prospects for increasing the size of her staff during the STRIDE project (SWAMDP's successor); however the CD certificate course training has upgraded her staff and has resulted in more trainers becoming available for traditional leader training. Prior to this course, only CDOs--and in practice this has usually meant only the four Regional CDOs--were thought to be qualified to conduct training for traditional leaders. With the certificate training, upgraded CDAs are considered qualified to do this. In other words, more training can be accomplished with essentially the same staff--augmented by eight CDAs "graduating" from the FAO project.

3. Community Development Staff Development

The following CD staff development took place under SWAMDP sponsorship:

- A Training-of-Trainers workshop for 18 senior CD staff, conducted by Lon Muffet in early 1988. The objective was to develop CD staff as better trainers, with emphasis on participatory training methods.

- A "Certificate" course²⁰ in community development whose objective was to upgrade the extension and training skills of junior CD officers brought on staff in 1985, many of whom had inadequate educational backgrounds for their jobs. 25 CD Assistants covered three training modules of one month each. Training consisted of three months residential at the University of Swaziland, with periods of guided fieldwork in between. The Department of Extramural Services (DEMS) conducted the training.

TCC proposed the certificate training course in 1987, but due to an apparent disagreement over where the training should take place, training did not begin until March, 1989.

In addition, participant training in support of CD included:

- Jane Dlamini, Principal CD Officer, participated in a USDA Trainer-of-Trainers course in Washington, D.C. August 8 to Sept. 16, 1988. Course content consisted of principles of adult education, preparing and delivering training sessions, training methods and communication skills, and management skills.
- Colin Tshabalala, Women in Development Coordinator for CD, took a course in economic analysis and production at Ferris State College, Michigan from Jan. 20 to May 27, 1987. This specially-designed course of study was intended to help the participant determine which types of WID income-generating projects would likely be most successful.

Some further comments on the primary training effort in CD, the certificate course, are in order. The present consultant interviewed several CDAs individually in May 1989 while they were in the field phase of the ongoing course. They were all enthusiastic about the course, particularly mentioning how sociology, psychology and communications has given them the self-confidence to interact with--and even provide training--chiefs and other local leaders (note that it goes against Swazi tradition for the "common-born" to presume to train chiefs).

During the present evaluation, the Principal CD Officer reported that the certificate course training had two unforeseen results:

²⁰ The Principal CD Officer points out that use of the term certificate is, strictly speaking, a misnomer because a certificate--as in a "junior certificate," which is a locally recognized high school diploma--was not actually awarded. However, the name for the course undertaken by junior CD officers has stuck, and so we will follow the usage found in other SWAMPD and USAID reports.

(1) the experience motivated virtually the entire junior CD staff to take and a new adult education course DEMS (the university's adult education department) offered subsequent to the CD course. CD staff paid for the course themselves; and

(2) newly-trained CDAs have been hired by other ministries such as Agriculture and Education, because their recent training is so relevant to motivating rural Swazis and therefore so transferrable and so much in demand.

While the principal CD officer regrets losing several of her best young CDAs, she admits she has no trouble recruiting replacements because the position of CDA has become known in rural extension circles to include useful in-service training and contact with chiefs and other traditional leaders. (It seems further staff training under the STRIDE project is assumed).

F. IMPACT OF LOCAL LEADER TRAINING/COMMUNITY DEVELOPMENT

1. Follow-up Impact Assessment

Since a detailed impact assessment of the traditional leader component was conducted in 1989, the present evaluation scope of work called essentially for an up-date and validation of the earlier impact findings. Accordingly, the earlier questionnaire was shortened to about half its original length, while still retaining the most important impact-related questions. Three interviewers experienced in interviewing local and traditional leaders worked for eight days during October-November 1990, working week-ends, since all were employed by a GOS ministry. They interviewed a random sample of local leaders who had been exposed to SWAMPD-supported training workshops.

The sample was derived thusly. A list containing the names and home communities (chieftaincies) of 79 chiefs was used as a sampling frame (see Appendix L). Due to time and transportation constraints, we set what seemed to be a realistic goal of interviewing six trained local leaders per local community, with the target of reaching two local communities per chieftaincy per day for eight days. Random selection was achieved by using a deck of cards and assigning a suit to each of Swaziland's four regions. Using the numbers arbitrarily assigned to each chieftaincy in the sampling frame, the interviewers under the supervision of the evaluator then drew cards from the deck until eight chieftaincies were selected, the first two that happened to be drawn from each suit or region. For example a six of clubs meant the sixth chieftaincy listed for Manzini region.

Based on this random selection procedure, 50 interviews were conducted in 16 communities. All interviewees were local leaders of various types who had participated in project-sponsored training. Those interviewed were those who happened to be present and available at the time of interviewing. The types of leaders actually interviewed are as follows: member of development committee (56%); member of chief's council (14%); elder

involved in resettlement, or other "native son" [umsumphe] (14%); chief's deputy (6%); chief's runner (6%); chief (2%); and Inkhundla representative (2%).

2. Findings

Results of Workshops

We asked whether respondents had become involved in any activity as a direct result of anything learned in a development workshop. Fully 96% said yes, up from 73.9% in 1989.²¹ The lower figure in 1989 is primarily due to the fact that not all interviewees in the earlier survey had personally attended a CD workshop (it was only necessary that they reside in an area where some of the local leadership had been exposed to training). Therefore it appears again that virtually everyone who had been exposed to training claimed to have become involved in some sort of activity.

The most common activity respondents became involved with, as seen in Table 12, related income-generation and involvement in development-related organizations, including Zenzele women's groups. This is followed by agriculture-related activities; then health, water and sanitation, family planning, and schools and education. The most significant development since April 1989 has been the rise in income-generating and "committee" activity, findings corroborated by the preceding section showing significant growth in economic activity on the part of Zenzele groups. The increase presumably relates to the intense level of SWAMDP-supported training provided to both traditional leaders and leaders of Zenzele women's groups.

There has also been significant growth in agricultural activity. The most noticeable decline in activity since 1989 has been in schools, which in the earlier survey generally referred to school building construction. Apparently such construction has leveled off, which makes sense since there has been a great deal of construction in the past ten years.

²¹ This and subsequent references to comparative data from 1989 actually represent a time difference of 18 months, or 1.5 years, compared to the present survey. Cf. Green, 1989 op cit., p. 19.

TABLE 12
ACTIVITIES THAT HAVE RESULTED FROM WORKSHOPS
AN 18-MONTH COMPARISON

<u>Activities</u>	<u>1989 Frequency</u>	<u>1990 Frequency</u>
Schools, education	27.4%	16%
Health, water, sanitation	21.9	17
Agriculture	17.8	27
Income generation & committee formation	15.8	33
Roads, bridges, other infrastructure	2.7	6%
Resettlement	1.4	
N/A	<u>13.0</u>	
(Total) (Missing cases=42)	100.0	

3. Development Indicators

Before the 1989 survey was conducted--in fact at the time of project design--it was agreed between USAID/Swaziland and Community Development officers that the number of development-related committees found in local communities could be regarded as an objective measure or indicator of development, and of project impact in particular. It has been found in Swaziland that there are local organizations known as committees associated with most development activities in rural communities. It was found in the 1984 baseline survey²² that the number of such committees in a chief's (immediate) area was positively associated with whether or not the chief had ever attended one of the development workshop held irregularly

²² Green, E, Traditional Leadership, Community Participation, and Development Education. USAID/Swaziland, 1984, p. 49.

prior to SWAMDP (p= .02). This suggests that development committees may be regarded as something that results from development education.

In the 1983/4 baseline, an average of 5.5 committees per community were found. These results were corroborated by a separate survey of eight rural communities also conducted in 1983.²³

In the 1989 survey, an average of 11.5 development-related organizations were found, with a mode of 10, a standard deviation of 4.34 and a range of 19.0.

In the present evaluation survey, an average of 17.1 such organizations were reported. The apparent significant growth during the last 18 months of SWAMDP support may be partly a statistical irregularity due to our relatively small sample, but the growth trend can be said with confidence to be continuing.

**TABLE 13
GROWTH IN AVERAGE NUMBER OF LOCAL DEVELOPMENT COMMITTEES
1983-1990**

	<u>1983</u>	<u>1985*</u>	<u>1989</u>	1990
<u>Number of committees</u>	5.5	7.3	11.50	17.1
<u>Annual growth rate</u>	?	0.9	1.05	<u>3.7</u>

*1985 data are based on 4-year recall of respondents in the 1989 survey. Figures for all other years were collected at the time represented.

We see that the rate of committee growth increased from 0.9 committees per year during the pre-SWAMDP period 1983-85 to 1.05 committees per year during the SWAMDP training period 1985-89, and to 3.7 in the last 18 months of the project. The increase in growth rate is clearly significant. The problem in interpreting these findings, of course, is to be able to attribute any increase to project impact. There are obviously other factors that influence development such as contact with GOS and NGO extension workers, mass media,

²³ Tshabalala, R., "Community Participation in Water and Sanitation and Clinic Construction in Swaziland." MSc. Thesis (Community Health), Univ. of London, 1983.

other types of training, etc. that must be reckoned with, but these represent variables beyond the scope or control of the present survey. The best we can do is look for other, indirect evidence in our survey that project training has influenced the establishment and growth of development committees.

In spite of the apparent burgeoning of development committees, 26% of respondents thought there were fewer such organizations now than five years ago. Reasons given for this (multiple responses were encouraged) were, in order of frequency: money is difficult to raise or people are poor; lack of water sources or rainfall or roads or other infrastructure; problems related to extension workers (laziness or lack of cooperation); problems with the chief (he is not active or supportive, or he drinks too much); or the chief's council is not supportive. One telling comment about extension workers was that "They don't know how to work with someone who knows nothing."

However, most respondents believed there were more development committees now than five years ago. Reasons are grouped and presented in Table 14, as are comparisons with 1989 findings. When "training" or "workshops" were mentioned the reference was usually to CD workshops for local leaders, but "the Chinese" and a church NGO organization were also specified. There were fewer mentions of workshops in 1990 than in 1989, but in the earlier survey just over half did not answer the question for some reason, therefore the findings may have been skewed toward "politeness responses," as suggested at the time.²⁴ Whatever the reason, a plurality among 1990 respondents mentioned the influence of workshops, and there were significant increases in the 1990 proportions mentioning the attitudes or actions of the chief and the influence of radio. Spontaneous comments related to the former include, "He forms the (development) committees;" and "He is marvelous." Comments related to radio include, "The radio motivates people;" "We hear what has occurred elsewhere--how far others have gone--and we want to catch up;" and "We hear clearly."²⁵ These comments may reflect the influence of improved radio-transmitted development communications, which was the aim of another component of SWAMDP.

²⁴ Green, E., op cit, 1989, P. 27-8.

²⁵ It is not clear whether this last comment refers to understanding the message or to improved reception. SBIS has recently improved transmission coverage to virtually all of Swaziland.

TABLE 14
REASONS THERE ARE MORE COMMITTEES NOW

<u>Reasons</u>	<u>1989 Frequency</u>	<u>1990 Frequency</u>
Training/workshops	69.2%	30%
Attitudes or actions of chief or LL	9.9	24
Influence of extension workers	9.9	7
Effects of education	3.3	1
Increased popular demand	3.3	2
Influence of radio	3.3	18
Increased capital available	1.1	8
Miscellaneous	---	10
(Total)	100.0%	---
(Missing cases = 97)		

We next asked which local people have responsibility for development. Since the same question was asked in 1984 and 1989, we grouped answers from all three surveys together in Table 15 for comparison purposes.

TABLE 15
"WHICH LOCAL PEOPLE HAVE RESPONSIBILITY FOR DEVELOPMENT?"
A comparison between 1984, 1989 and 1990

<u>Local person*</u>	<u>1984 Freq.</u>	<u>1989 Freq.</u>	<u>1990 Freq.</u>
Chief	9%	47%	22%
Chief's deputy	9%	14%	16%
Committee members	23%	12%	18%
Government or extension worker	4%	7%	4%
RDA or resettlement committee members (<u>imisumphe</u>)	0%	6%	19%
Inkhundla officials or rep's	0%	5%	6%
No one	11%	0%	0%
Chief's council	**	**	14%
Miscellaneous	<u>2%</u>	8%	14%
(Total)	100%	100%	100%

*Response categories are slightly different between 1984 and 1989-90 because in 1984 open-ended questions were asked and then coded later, while in 1989 response categories were fixed after they were empirically-derived from a pre-test.

**If there were mentions of chief's council in 1984 or 1989, they were so few as to be listed under "miscellaneous."

The most frequent answer in the present survey was "the chief," even though there was a wide variety of answers and only 22% gave this answer. The proportion designating chief is down from 1989 but this is partly compensated by the rise in those mentioning the chief's council (hoandla). The chief in fact makes decisions not as an individual but as a "chief-in-council." Our interest in the rise since 1984 of mention of the chief and his council is that

prior to SWAMDP, neither chiefs nor their subjects for the most part believed that development was a responsibility of chiefs. From looking at the findings of the three successive surveys, we perceive a gradual shift in responsibility toward the chief and his council and top advisors. This is in accord with what was taught at project-sponsored workshops, which included emphasis on the chief's council assuming development responsibilities.

In regard to the chief's council, we asked in a separate question if development matters are discussed in the council. 94% said yes, up from 89.9% in 1989. The traditional functions of the chief's council are law and order, adjudication, and advising the chief, yet as part of project-sponsored training Community Development trainers recommended that chiefs either establish a special coordinating committee under their authority to oversee all local development activities, or have the existing chief's council take on this function. The latter course seems to have been adopted in most communities; only one 1990 respondent specified that development was handled in a special committee under the chief.

We also tried to ascertain how regularly development topics are discussed in the chief's council. With 90% of respondents answering this question, 58% of these said often or regularly; 40% said sometimes; and only 2% said rarely.

After respondents were given several chances to mention the influence of the chief (or his council, etc.) spontaneously, we next asked outright if the local chief is initiating or otherwise participating in development in the respondent's area. Fully 85% said yes, providing comments such as "He gives us land to use for development" (the most common type of response); "He forms committees;" "He directs development;" and "He allows development."

Of the 15% who said no, comments related to chiefs' alcohol abuse or disputes over who is the rightful chief; or to there being no chief at the moment, or a chief who is brand new and hasn't had enough time to become involved in development.

Next we asked directly if the local chief's participation and development is currently more, or less, compared to five years earlier. With 92% answering, 78% of these said yes and 22% said no.

Then we asked the general, open-ended question, "What is the responsibility of a chief in developing his area?" 76% answered this by using action verbs such as leads, supervises, directs, motivates, encourages, teaches, forms committees, fines or punishes those who won't participate or comply, raises money, or calls meetings. Some 74% answered in this way in 1989, as did 33% in 1984.²⁶

²⁶ Green, E. *op cit*, 1989, p.34-6. Note that action verbs connoting direct leadership occur in two response categories in 1989 and four in 1984.

The change in responses since the year before the project began can be taken as evidence in change in the perception of the chief's role, implying change in the expectations of chiefs' subjects. To quote from the 1984 baseline survey report,

From the responses, the chief seems to be a somewhat detached chief executive in most cases. He has final say in important matters but he does not concern himself directly with committee, or perhaps even council, matters. As suggested (by the community mobilization phase of the survey), tindvuna (chiefs' deputies) tend to preside over councils more often, and generally to have more direct, "hands-on" involvement in local activities, including development. This is especially true of chiefs who are employed away from their areas. (paren. added).²⁷

In 1984 specific mention of action verbs such as "encourages, motivates" is relegated to the position of least frequent response (3% even allowing for multiple responses). It is true that in the 1984 responses, active-role descriptors such as "directs, supervises, mobilizes, raises money" are found in other answers--sometimes in a somewhat ambiguous response category that also includes a more passive description such as "gives final approval"--but the shift in 1990 toward expressing a clear, active responsibility for the chief in quite uniform language is clear. Moreover, only 4% of the 1990 sample gave specific responses relating to dependence on government assistance whereas 11% of 1984 responses were of this nature.

Other 1990 responses to this question were spread more or less evenly over a variety of response categories such as: "The chief should take the advice of his council;" "The chief should be a good example for his people;" "The chief should allocate land for development;" "The chief should take care of land disputes, and boundaries;" "The chief should ask the private sector for sponsorship" (one mention); and the chief should discuss matters with the king."

Since the fund-raising role of the chief, actual or potential, emerged as important in the 1984 baseline, we asked in 1989 and again in 1990 if the chief or other leader acting under the chief's authority had collected money from local community members for development projects in the 12 months prior to interviewing; 68% said yes. This appears to be down from the 80% who said yes in 1989 (although 15/188 did not respond in 1989); however the (mean) average amount raised in 1990 was E94.34 compared with E68.45 in 1989.

Finally, respondents were asked their views on the main obstacles to development in their areas. Responses seem to reflect the influence of training content, specifically the range and nature of topics discussed at project-sponsored workshops.

²⁷ Green 1984 op cit p. 40.

TABLE 16
MAIN OBSTACLES TO LOCAL DEVELOPMENT

<u>Obstacles</u>	<u>1989</u> <u>Frequency</u>	<u>1990</u> <u>Frequency</u>
Lack of funds, jobs	24.6	20
Lack of motivation & cooperation, laziness, alcohol	23.5	24
Lack of infrastructure, transportation or facilities	16.0	17
Problems, relating to water & agriculture	14.4	22
Chiefs' disputes, problems with leaders	11.2	5
Lack of training, education of local leaders	6.4	4
Health problems	1.1	
Don't know, misc.	<u>2.7</u>	3
Can't receive SBS (devel. radio)		2
Crime		3
(Total)	100.0%	100%

Fifty-three chiefs were asked the same question in the baseline chiefs' survey.²⁸ The commonest obstacle to development cited (by 26% of chiefs) in 1984 was lack of, or delays in, government response to local requests for development assistance. No one gave this response in either 1989 or 1990. Comparison of responses to this question between the two surveys provides convincing evidence of the impact of the self-help/self-reliance theme of project-supported workshops since 1986. From being the commonest response in 1984, not one of 187 respondents (there being one non-respondent) in 1989 or 50 respondents in 1990 cited lack of government response, even with multiple responses encouraged. Instead the responsibility for development appears now to be perceived as resting solely within the local community. Respondents in 1989 and 1990 were also much more likely to cite problems associated with motivation, cooperation, laziness, and alcohol abuse in the local community than those in 1984 (24% in 1989 and 1990 [27% if we add crime in 1990] compared with 9% who cited this plus lack of training in 1984). This can be taken as further evidence of a new self-reliant attitude as well as of growing capacity for self-criticism.

4. Conclusions

In summary, the positive trends found in the 1989 impact evaluation survey appear to be continuing in 1990, exactly 18 months after the earlier survey and representing the last year and a half of SWAMDP-supported training. There is a great deal of compelling indirect evidence that much or most of the positive impact is due to project-supported training provided by Community Development.

Having been involved in the baseline and evaluation surveys relating to the local leaders component of SWAMDP since 1983 (two years prior to project start-up) the author has the clear impression that the importance of working through local leaders to achieve development goals has become well-established among GOS, donor, and NGO groups. A variety of such agencies and groups now vie to participate in "chief's workshops" nowadays--including a few representatives of banks and private companies. As this report goes to print, the Principal Secretary of Health is quoted in the Times of Swaziland as saying the people who can be most influential in rural communities are the chiefs, their traditional leaders. "It is extremely important to involve community leaders if we are to achieve the desired results."

²⁸ Green 1984 op cit, p. 39.

CHAPTER FOUR: DEVELOPMENT COMMUNICATIONS

A. INTRODUCTION

The Swaziland Development Communications project is an experimental and ambitious component organized as part of the USAID Swaziland Manpower Development Project (SWAMDP). Development communications can be broadly defined as the effective use of mass media and other communication forums by the education, intervention and development agencies wishing to disseminate information and create change.

Development communications in Swaziland dates back to locally produced farm broadcasts in the mid-1960s. Government and non-government organizations increased their use of the Ministry of Interior's Swaziland Broadcasting and Information Service (SBIS) throughout the 1970s. These organizations assigned content specialists to educate the public via weekly radio programs. Although content specialists enjoyed support and air time at SBIS, comprehensive development communications training did not exist.

In the early 1980s, UNESCO assisted the training efforts at SBIS. USAID and the Academy for Educational Development (AED) got involved with development communications through media supported campaigns conducted with the Ministry of Health (MOH) during the Rural Water Borne Disease Control Project. Within this project, MOH and USAID brought SBIS officers and the various content specialists together to discuss the needs and potentials for development communications. The specialists proceeded to form the National Association of Development Program Producers (NADPP).

In its Fourth National Development Plan (1983/84 to 1987/88) the Government of Swaziland (GOS) listed the objective, "to improve the quantity and quality of local news and locally produced radio programmes."

In 1983 and 84, USAID, AED and MOH created radio-based oral rehydration and immunization campaigns. The content specialists chartered the Swaziland National Association of Development Program Producers (NADPP) to press for formal training, greater cooperation among specialists, and professional recognition as communicators.

The SWAMDP Project Paper, signed June 1984, provides for a development communications component that would:

- train Swazi communicators in the skills required to use mass communications to promote development more effectively;
- reduce constraints on available capacity for disseminating development information by providing modest amounts of equipment and commodities;

- create an institutional base for development communications.

In December 1984, USAID and AED entered into a contract to fulfill the expectations of the SWAMDP project paper. The contract required an initial feasibility study. This study was published in March 1985 and the Swaziland Development Communications component was underway.

B. DEVELOPMENT OF THE SWAZILAND CENTER FOR DEVELOPMENT COMMUNICATIONS - QUANTITY, CHARACTERISTICS AND FINDINGS²⁹

1. Evaluation Methodology

Direct observation, in-depth interviews and a tracer study were undertaken for the evaluation of this component. Thirty-six long-term and short-term training participants were interviewed in depth. Thirty-nine in-depth interviews were conducted with people who are or were principal to the component. Follow-up interviews were conducted with 14 people.

Thirty-two reports and documents were reviewed during the investigation. Direct observation of the Center for Development Communications at SBIS was undertaken full-time for three weeks (October 12 to November 1, 1990). Site visits were conducted at ten of the participating ministries or NGOs. SBIS radio services were monitored casually throughout the evaluation.

2. CDC Background

The CDC was designed to be the hub of devcom activities. The CoP's duties at CDC were to advise, train, and assist a Swazi Director to establish the center within SBIS and implement CDC objectives. The U.S. CoP and the Swazi CDC Director were responsible for institutionalizing project objectives.

As principal advisor to the CDC, the CoP was responsible for:

²⁹ USAID's original contract with AED, and the subsequent component feasibility study conducted by AED, refer to the Center for Development Communications (CDC) as the Center for Rural Broadcasting and Information (CRBI). By 1986, CRBI's name changed to CDC. Also, the contract specifies a devcom specialist as the component advisor. Documentation throughout the component refers to this specialist as "chief of party" (CoP). The term "devcom" is used in this report to refer to the SWAMDP component and to the practice of development communications.

- on-the-job training of the Director;
- working with the Director to establish the organizational and management framework of the CDC;
- developing the devcom training program;
- supervising the renovation of SBIS facilities for devcom training and radio productions; and
- providing ministries, parastatals and NGOs with technical support to increase the impact of devcom activities.

The CoP was responsible for advising GOS on communications policy as well as for coordinating activities with USAID.

The CDC's achievements in long-term degree training and short-term academic in-country training are substantial. The achievements are fully analyzed in Section E. That Section also reports on the high degree of success that the component achieved in institutionalizing the sustained use of communication in the key development sectors of health, agriculture, cooperatives and Tinkhundla, the community development ministry. CDC's achievements in strengthening SBIS are analyzed in Section H. Even with these successes, the CDC has not been fully institutionalized as envisioned at the beginning of the component.

3. Early Initiatives

Following the acceptance of AED's feasibility study in 1985, offices for the CDC were established at SBIS. The Swazi counterpart was identified and sent to the U.S. for degree level training in Mass Communications. Workplans were established for the in-country training of information officers from SBIS, the ministries and NGOs.

The CoP undertook an initiative to establish a "scheme of service" for the content specialists. The scheme was to establish a "cadre" of information officers who would have the skills to be both content specialists and development communicators. The CDC acted as the catalyst for planning between SBIS, NADPP, MOI and the GOS offices within the Ministry of Labour and Public Service. Planning efforts produced the goals of creating a standardized civil service ranking and an advancement schedule for information officers employed within the GOS.

These goals were properly identified. There was a lack of standardized job descriptions for information officers. Employees ranked at civil service grade six (clerk) were

producing devcom programs and had been identified for in-country training in the devcom project. Civil service rankings for the information officers varied widely among the ministries, ranging from grade six at one ministry to grade 20 for the public information officer with the police department. People employed in important communications positions were not necessarily involved in planning and implementation efforts at the ministries.

The bilateral attempts at creating the scheme of service were complicated by a lack of consensus among the ministries. Opinions varied from ministry to ministry as to what role the information officers would play. The establishment of standard grades for ministry information officers also had comparative implications for the staffing and salary structure at SBIS. Implementation required overcoming major policy and statutory hurdles at the Ministry of Labour and Public Services. The initiative was abandoned, but not for lack of trying.

A second CDC initiative attempted to create an inter-ministerial advisory board to guide national devcom policy. The advisory board was to be established at the level of permanent secretaries and would meet annually to consider the advice of a steering committee made up of representatives from the ministries and the NADPP. Officials from SBIS report that they were not properly consulted or invited to participate in this initiative. This initiative also failed for lack of inter-ministerial support and a lack of consensus on the steering committee's proposed responsibilities for policy implementation.

Neither initiative should be considered a failure on the part of the contractor or any of the parties to the initiative. The concepts for both initiatives are valid and desired today. The concepts and practices of development communications are afforded more respect and credibility due to the discussions and efforts on behalf of these initiatives. As the director of a participating NGO said, "Communications is not a problem in Swaziland, decision making is."

4. The Center Becomes a Center

After establishing offices at SBIS, the CDC began the renovation of two SBIS studios for the use of devcom producers. A project consultant undertook the design, procurement and installation of two first-class radio production facilities. This gave the devcom producers a production home and alleviated the pressure on SBIS's crowded facilities. The new equipment in the devcom studios improved the sound quality of the devcom programs. Most SBIS equipment was old and in a state of audible decay.

The consultant trained two SBIS technicians in production and operational procedures. Both technicians were then assigned to assist devcom producers and trainees. The technicians also received good training and experience from the visiting SDSU instructors. Other SBIS studio operators received informal training from the consultant and SDSU professors. Work habits and studio procedures at SBIS improved.

The decision to have devcom producers rely on technicians, rather than learning to operate the equipment themselves (self-operating) was coherent at the time. The facilities needed to serve for the life of the component. Judging by today's standards and practices at SBIS, it would be better to train people in proper self-operating procedures. Reliance on a technician every step of the way can be cumbersome and time consuming.

One of the devcom technicians was reassigned full-time to SBIS near the end of the first intake of in-country training. This caused some pressure on the devcom studios. The new studios were the source of small conflicts over who had access to the facilities and who from SBIS would be trained in the facility. At the time, the devcom equipment was new and performed properly, unlike the equipment in use at SBIS. These conflicts are not unusual and were resolved over time.

What is important today is that SBIS has maintained the full-time devcom studio operator. Devcom producers have a dedicated facility for their radio production needs. During this evaluation, both studios were operating smoothly, at about 65% of their capacity (40 hour week). There is enough open time in the production week to allow "self-operating" radio production training for groups as large as eight. The equipment is in good condition and shows signs of proper maintenance and care.

The CDC supplied resource materials for devcom producers. These included sound effects, media supplies, reference materials on devcom and engineering, a computer and typewriters. A typist was assigned to work with the CoP and the Swazi counterpart. As discussed in Section E, the CDC organized numerous workshops to create awareness and to train people in specific devcom skills.

With the advent of the first intake for the in-country training, the CDC became a real hub of activity. The former participants interviewed for this report spoke often of the impact the CDC created just by providing a physical location for development communications. Without exception, the participants endorse the dedication to quality and long hours of work provided by the component's CoPs.

AED's CoPs contributed heavily to the success of the CDC by providing direct assistance to the ministries, NGOs, and USAID development sectors. Notable among this assistance was the help provided to the 1988 AIDS IEC Action Group campaign design team. In-country training participants were involved in writing spot announcements and producing radio drama scripts for the campaign. An earlier immunization project is also noteworthy because the CoP helped define, design and develop a communications campaign that was coordinated with MOH, UNICEF, CCCD, USAID and SBIS.

By June 1988, the CoP was able to claim that 59% of SBIS on-air talent were involved in training; that since September 1986, there had been a 65% increase in development related programs; and that 47% of all programs aired on the siSwati channel were information or development related. Those numbers have not significantly changed.

The increase in the quantity and quality of development programs is testament to the good work of the CDC staff, training participants, and SBIS personnel.

5. Listenership Survey

In late 1987, the CDC conducted a national listenership survey to document the habits of radio listeners and to measure the impact of devcom radio programs. This was seen as a vital step for CDC and SBIS because no recent audience information existed. The survey was a good "hands-on" exercise for the training participants and had a good amount of design input from SBIS and the supervisors from the participating ministries and NGOs. AED needed to complete the survey while the devcom CoP was still in-country. Survey planning and implementation began before the CoP proposed the 1989 in-country training for the returning SBIS engineers.

There appears to be lack of mission coordination on the radio listenership survey. An MOAC/USAID survey on Zenzele women (Hitchcock et al.) was conducted earlier in 1987, documenting reception problems. Over 1000 households in 12 sub-districts were checked for reception. In a comparison of households with reception problems to households without reception problems, six sub-districts had more households with reception problems.

In two sub-districts, the households were nearly evenly divided between adequate and sub-standard reception. Only four of 12 sub-districts reported adequate reception. The devcom listenership survey confirmed that finding, only 56 percent of those listening to SBIS could report "clear reception all the time."

The engineering situation at SBIS must have been painfully obvious. Both of their cadet engineers were in the U.S. for degree training in electrical engineering. SBIS was functioning without proper engineering support. In fact, SBIS had to take an "imposter" engineer to court for willful and malicious damage to their equipment. In January 1989, AED sent engineering consultant Mike Starling to Swaziland to assist the newly returned engineering graduates. He found the national system "on the brink of transmission collapse."

The report on the listenership survey is confusing. SBIS listenership is low in responses to non-directed questions (between 15 and 33%) but much higher in responses to directed questions (96%). This should have been detected as a skew from courtesy responses. Devcom programming awareness is reported as a percentage of the higher (directed) responses. The methodology used in calculating impact against the higher number of directed responses, rather than against the non-directed responses, resulted in a finding of low impact among the population actually listening to SBIS.

The survey report indicates a high audience interest in devcom radio programs. The report does acknowledge low response rates for directed and non-directed questions about devcom programs. On page 24, the report states, "From the evidence, it is clear that these

programmes were not listened to in any great numbers, therefore, we cannot attribute any statistical significance to the results."

The final report was not published until December 1988. The responses for devcom programs are reported as percentages, but the report does not clearly indicate how many people actually responded to the questions (Section 4). Some of the summary recommendations, including programming and personnel changes, have been implemented by SBIS.

Certainly, a listenership survey of this magnitude should have waited until the quality of transmission was acceptable and the devcom training was completed. By March 1989, transmission capability had been restored to the greatest extent possible. Starling reports full coverage from the medium wave service and "unmapped but improved" coverage on VHF. Although valuable experience was gained from the survey, it was not an accurate measure of the devcom impact.

Two recent surveys, (April/May 90 and October/November 90) show excellent growth in impact since transmission was restored. The surveys cover health seeking behavior among the general population and perceptions of development among traditional leaders. Both surveys are discussed in Section H - Institutionalization.

C. MANAGEMENT OF THE CENTER FOR DEVELOPMENT COMMUNICATIONS

In retrospect, CDC management had positive and negative aspects. The feasibility study collected some very ambitious objectives under the umbrella of a Center for Development Communications. The CoP was at once the technical advisor and on-site component administrator. On the various occasions when the CoP also taught in-country training classes (eight hours a day, five days a week for three weeks) the work load was more than doubled.

Personnel changes affected the management of the CDC. The positions of Devcom CoP, Contractor back-stop, SWAMDP CoP, Director of SBIS, Director of USAID and USAID's HR/GDO all changed hands at least once during the life of the project. Project documents report a perception that the devcom component was set apart from the whole of SWAMDP. The perception is likely due to the component's size, and discrete functions in relation to other SWAMDP initiatives.

In addressing management issues at the CDC, it's important to realize that communications is not a science, nor is it empirical. Mass communications require the practitioners to lay their egos on the line. Public scrutiny is immediate and can come from any quarter. Decisions are amplified and distributed to the nation. Swaziland is a relatively small and tightly knit Kingdom; news travels fast.

There can be no doubt that the CDC was successful in accomplishing basic objectives. It did become a Center for Development Communications. The CDC exhibited all of the healthy signs of a vibrant and thriving project. Activity levels must have been quite high. Feedback from listeners was not unknown before the CDC, but according to the participants, the amount of feedback for the devcom radio programs jumped sharply following the progress made during training.

1. Management Communications

There is plenty of evidence that tensions and a certain level of suspicion existed between SBIS and the CDC. Some of this can be viewed as a natural consequence in the introduction of a foreign project into a dynamic setting. Cross cultural communications were not as strong as they should have been.

In some of the interviews with Swazi participants and principals to the project, concerns were raised that the devcom component did not proceed methodically, that it changed directions too fast or was contradictory. On the American side, concerns were raised over the pace of promised activities and the reluctance to try new things.

At times, the CoP's relations with the USAID mission were strained (see Block, "Report of Informal Review, 2/87). The component's contract specified "regular internal evaluations every quarter with the Planning Committee, SBIS and the representatives of the various development agencies and others who may have been working with the project during the quarter."

According to the contract, the goals of the evaluations were to help USAID track the evolution of the component, facilitate necessary revisions, and create a "continuous feedback system...for the enhancement of local participation in development." There is little or no evidence of a USAID organized planning committee or of formal quarterly evaluations in the first half of the project.

An additional observation on CDC management; emphasis was shifted from a multi-media approach (print and radio) to an approach that was predominately radio based. This decision was rational in light of project resources and the magnitude of effort required to revive a well-trained rural journalism effort. It should be reported that Umbiki (Swaziland's national development magazine) resumed publication in December 1989.

2. Choice of Counterpart and the NADPP

The component's feasibility study envisioned a Swazi counterpart to coordinate the CDC, especially after the component had ended. This position was crucial to sustainability. The feasibility study recognized the CDC's potential to serve existing devcom producers. As

the CDC was forming, the Swaziland National Association of Development Program Producers (NADPP) was growing in stature.

The NADPP was formed in the early 1980s, before the devcom component began. Its membership consisted of subject matter specialists and information officers from the ministries and NGOs that produced regular development programs for SBIS. Regular monthly meetings were held, and a constitution was written and implemented to achieve recognition from the GOS. As part of the charter, the Public Relations Officer (PRO) from SBIS was designated chairman.

The NADPP wanted to organize training opportunities for devcom producers, foster inter-agency cooperation, and create professional standing in employment for its members. Participants remember the NADPP as a very strong organization, effective in cooperative efforts and strong in providing critiques to its members.

The principal chairman and guiding hand for the NADPP was (and still is) the PRO at SBIS. Most people regard him as the person who started development communications in Swaziland by producing agricultural "farm" broadcasts in the mid-1960s. As PRO, he was the liaison between the listening public and the radio producers. As the devcom component formed, NADPP saw success in its efforts to help organize a major training opportunity. To the NADPP, their chairman was the natural candidate for the counterpart position at the CDC.

Another candidate was chosen for the counterpart position. During interviews for this evaluation, a number of scenarios and possible explanations were brought forward regarding the decision to appoint someone other than the PRO. Definitive answers were not forthcoming. The decision on hiring the counterpart caused some participants and NADPP members to lose confidence in the devcom project generally and the concept of the CDC in particular.

The NADPP was involved in the unsuccessful two-year effort to establish the development communicators' scheme of service. Additionally, the NADPP failed to become organizationally involved in the national policy advisory board. When expectations of diplomas for the in-country training turned into certificates, it seemed to the NADPP that nothing was going right.

The NADPP deflated gradually and has not been active in the last few years. Sixty-five percent of the training participants interviewed for this evaluation expressed interest in joining a revitalized NADPP but were quite uncertain about how to restart the organization.

The person selected to be counterpart director for the CDC is regarded by the participants as a kind person. Component documents indicated that he did not complete the degree level mass communications training suggested in the project contract. The counterpart does not appear to have been an effective leader or organizer. He was unwilling or unable to

provide an account of CDC activities since the departure of the component CoP in December 1988. The counterpart resigned his position at the CDC, effective November 1, 1990.

D. CONCLUSIONS AND RECOMMENDATIONS ON THE CENTER FOR DEVELOPMENT COMMUNICATIONS

Despite shortcomings on several national initiatives, the CDC met the bulk of expectations set out in the component contract and subsequent feasibility study.

- The CDC was successful, bilaterally, in creating and operating two development communications radio production facilities at SBIS.
- The CDC was successful in training people for development communications responsibilities and in strengthening SBIS. Further evidence of this success is presented in Parts 2 and 3.
- The CDC operated well under the direction of the component's two CoPs but faltered after their departure. The Swazi counterpart director was unable to provide evidence of CDC activities since January 1989. Currently, the CDC is without a director because the counterpart director resigned, effective November 1, 1990.
- The CDC's development communications specialists (CoPs) were successful in organizing workshops and forums to train information officers and senior officials from ministries and NGOs. The CoPs were successful in providing direct assistance to the ministries and NGOs.
- The CDC was not successful in providing an adequate listenership survey to document the component's impact.

It is recommended that:

Short-term technical assistance be provided to help re-organize the CDC.

Any follow-on to this component begin with a listenership survey.

E. TRAINING FOR DEVELOPMENT COMMUNICATIONS: QUANTITY, CHARACTERISTICS AND FINDINGS³⁰

1. Long-term Training Abroad

The component provided degree and advanced degree training to five devcom professionals. Two of these people also participated in the short-term in-country training program. Four out of five participants have returned; one returns in 1992. Four of the five are employed at SBIS. The positive impact of their training is reported in Section I.

The fifth participant returned in May 1990 with a Master's Degree in Educational Technology and a minor in Development Communications from the University of Texas, Austin. She reports a "very successful" tour. She has resumed her responsibilities with the MOE's National Curriculum Center (NCC). The MOE 1990 Basic Education Proposal, Nine Year Programme of Instruction for English lists radio as a tool to strengthen education.

This participant is well positioned to assist with any follow-on to the USAID/Radio Learning Project (RLP) Interactive Radio English pilot test conducted with the NCC in May 1990. If plans and funding for Interactive Radio English are approved and outcomes follow the success of the pilot project, the national impact will be significant. She is willing to provide any assistance to strengthen the CDC.

2. Short-term In-Country Training

Forty-five people received in-country training in an innovative devcom course of study developed by AED and San Diego State University (SDSU). Twenty-two graduated in December 1987, 23 graduated in December 1988. Twenty-five of the graduates were women, 20 were men.

Participants were selected from SBIS sections, ministries, parastatals and NGOs. The course of study included six, three-week modules of instruction in:

- Development Communication Theory, Planning and Practice
- Beginning Writing and Journalism
- Introduction to Radio Production
- Advanced Script Writing for Radio
- Advanced Radio Production
- Research and Evaluation

³⁰ Training people for roles in development communications was the most successful endeavor of the devcom component. In Part 2, participants' comments are reported from in-depth interviews, which were conducted in the spirit of anonymity.

SDSU selected instructors for the modules. After three weeks of instruction, students were given practical, follow-on assignments to complete at their work place. The follow-on assignments were sent to SDSU for evaluation and grading. Modules were scheduled at three month intervals to allow integration of newly learned skills on the job. Student evaluations of course content and structure give a 98% approval to the effectiveness of the training.

A tracer study of training participants and in-depth interviews with participants and their supervisors were conducted for this evaluation. The purpose of the study and the interviews was to determine the effectiveness of the training and its impact on individuals, institutions and the population. Results of the tracer study are reported below. Observations from the in-depth interviews are contained throughout this part.

3. Workshops

From 1986 through 1989, the devcom component prepared and offered 29 workshops. The workshops ranged from one day to two weeks in duration. Topics varied according to need and were used to train people in specific devcom skills. The total attendance at the workshops was 860 people (some attended more than one workshop).

Among the workshops cited by participants as having great impact or generating enthusiasm for devcom were; the workshops for short-term participants' supervisors, designed to increase awareness of devcom potentials; and the communications forums, designed to foster cooperation among intervention agencies on issues of national concern. A considerable amount of skill sharing occurred as a result of the workshops.

4. Short-term Advisory Services

The project employed the expertise of at least six short-term consultants to provide additional training in Swaziland. Strong and accurate technical services were provided by Ken Mason and Mike Starling. In 1986, Mason supervised the installation of the devcom production studios and trained two SBIS employees in studio operations.

Starling provided on-the-job guidance to the two project-trained SBIS engineers in 1989. Together, the three managed to overhaul a crumbling transmission system and create a workplan that, if fully implemented, will provide proper transmission to the year 2000.

John Wark and Douglas Moore, 1988 and 1990 respectively, provided advisory services to the SBIS news, programming, and senior management sections. Both consultants provided skills and leadership training. Additionally, Wark delivered on-the-job training for devcom students. Richard S. Allen assisted with the national listenership survey in 1987.

UNISWA and Family Life Services of Swaziland (FLAS) strongly acknowledge the strategic input of Dr. Polly McLean's short-term advisory work, performed in-part after her tenure as component CoP. FLAS is eagerly awaiting the results of McLean's recent collaborative focus group research.

5. Results of the Tracer Study³¹

Of the 45 graduates in the short-term training, 25 are currently employed at SBIS or are in devcom roles with ministries, parastatals and NGOs.

Three graduates are on extended leave and are expected to resume devcom responsibilities when they return. In all, 28 of 45 graduates (62%) from the short-term training are continuing with their devcom responsibilities. There are 17 of 45 (38%) graduates who are no longer working in positions with devcom responsibilities.

6. Short-term Graduates Still Working in Devcom

Twenty eight of the graduates are still working in devcom roles. An analysis of their present duties shows:

Three are on leave. One is from SBIS Programmes Section, currently enrolled at Howard University for a component sponsored degree in Mass Communications. She will return in 1992. One is from the SBIS Studio Section on bereavement leave, one is from a parastatal on sick leave.

Four are employed as continuity announcers at SBIS. One of these people transferred to SBIS from an NGO.

Four are employed to produce devcom programs or news at SBIS.

One is employed by the information section at SBIS.

Nine are employed by Ministry sections, continuing in the same job, with similar responsibilities, as they had before training.

³¹ The total number of people trained in the devcom component is 48. Figures used in the executive summary are based on all 48 people trained. Figures used here only reflect the 45 participants in the short-term training. Two of the short-term graduates participated in long-term training. In all, five people participated in the long-term training.

Four are employed by parastatals or NGOs, continuing in the same job, with similar responsibilities, as they had before training.

Two are employed by NGOs and have been promoted to devcom management positions.

One has changed her employer and has been promoted to a position with greater devcom responsibilities at an NGO.

7. Graduates Not Continuing in Devcom Roles

An analysis of the 17 graduates who are not employed at SBIS or employed in devcom roles at the ministries, parastatals and NGOs shows:

- a. Four have changed employers and no longer have devcom duties;
- b. Eleven have been assigned to positions within the same agency but no longer have duties relating directly to devcom; and
- c. Two have resigned their positions for personal reasons.

An analysis of subgroups a and b. (above) from the group of 17 who are not involved with devcom shows:

- a. Four have changed employers.

One is a training officer for South Africa Broadcasting Corporation (SABC) in Pretoria; one manages a religious bookstore; one works for a Swaziland agency for the handicapped; and one is a self-employed research/marketing consultant. Two of these four people were interviewed. Both report using the skills attained in devcom training at their new positions.

- b. Eleven have been assigned to new posts in the same agency.

Two have been promoted to supervisory positions within their agencies; three have been assigned to field work with few devcom responsibilities beyond face-to-face communications; two have recently stopped producing devcom programs because their assigned (non-devcom) duties preclude quality productions.

The remaining four moved laterally in their agencies to positions that don't require full use of devcom skills. One provides communications training to public and private agencies; one moved to the income generating side of her

agency; one reports on parliament; one is waiting for an assignment that fits his skills.

In a secondary analysis, eight out of the 11 in this group were asked to speak about their present employment.

Four expressed dissatisfaction with present job assignments and a general desire to put their devcom skills to work.

The other four miss being directly involved with devcom but are satisfied with their present duties. Three of these four believe that the devcom training played a major part in obtaining their present assignment.

8. Additional Observations

In comparing the number of people employed in devcom roles before and after the training, there is a net gain of four people employed in devcom roles. Of concern are the five people in ministries who have been given assignments without devcom duties (sub-group b. above). Of those still working in devcom, three from SBIS and the ministries have received promotions. Three people from the parastatals and NGOs have received promotions. Five of the six people promoted attribute their success to the skills obtained in training.

9. Random List of Types of Devcom Programs Currently Produced by Graduates

Radio and print coverage of the Monarch and Parliament

Listener participation, problem solving program

Open topic call-in programs

Reading of letters from the people

"How to..." this is a new program with broad subject areas, for instance, how can a listener apply for a passport, etc.

Women's traditional music

Child rearing

Passing messages to patients in the hospital

Educating and motivating people to form cooperatives

Women's and children's development

Organizing commercial business practices workshops

Agricultural information and extension broadcasts and newsletters

General health radio program, specific health campaigns radio program
Family planning program
English language newsletter for ministry employees

siSwati newsletter for farmers
The rights and wrongs of siSwati and western cultural ideals
Cooking, general home management, coverage of business groups and income generating projects
Quarterly siSwati newsletter on home economics
Women in development

Radio news writing on development topics
Nationally distributed development magazine
Motivational and organizational material for distance teaching, literacy
Distance teaching, continuing adult education
Multi-media public relations on assistance for children
Radio and print on organizing to build schools, farms and houses.

10. Descriptive Comments by Graduates About Their Experience During Training

All of the graduates interviewed supported the in-country training. There was a full expression of satisfaction with all modules within the training sequence. The module on research and evaluation was mentioned most often as being memorable. Graduates indicated very little exposure to research prior to the classes. When they applied devcom research and evaluation techniques, and saw the results, they were very excited.

Writing modules were also appreciated because the modules sharpened the skills of participants. The concepts of target audience, program editing, planning and interviewing skills all received mention from five or more graduates.

Negative comments about course content were noted. Four graduates spoke about liking the module that included radio dramas. Some of the experienced radio producers felt that the radio classes were pitched too low. However, they were willing to help others in the class learn new radio skills.

The following are interview transcripts with an indication of the (number) of graduates expressing similar sentiments.

"It upgraded my skills and all of the development communications broadcasts by involving us with the listeners. The programs used to be just one-way, where we told the

listeners what to do. Now the listeners are involved through field work and actualities. We know it is a two-way thing." (8)

"It made my programs more focused, polished." (14)

"More confidence in interviewing, gathering materials, presenting." (8)

"I'm doing more with print instead of just radio." (4)

"Some teachers talked down to us at first and didn't know who is who." (2)

"Prior to the training, we had to work very hard to get people to our service, now the problem is providing enough service to people." (2)

"The teachers stressed reaching people. It makes the rural people feel as if they are part of the whole." (3)

"We even have the capability of mounting workshops to motivate people." (2)

"Useful because you continue to use training on the job and our programs were monitored as they came into SBIS." (3)

The graduates expressed a high degree of self satisfaction with their personal accomplishments. Most graduates cited increased abilities in planning and execution. Self confidence was mentioned frequently. The graduates gave an overall impression of improved production. They indicated that they were unsure of their programs before training but are now quite confident in their skills and abilities.

11. Impact on Institutions and the Nation

When asked their opinions on the training's impact on their institution, the graduates' responses were varied but focused on four main topics.

"Regular mail and phone calls are received following broadcast or publication. There is an increase in direct feedback from listeners to the program producers." (12)

"Supervisor realized the importance of development communications and the amount of work involved to produce quality programs. Supervisors started to involve me in planning. Agency has given me more responsibilities and assignments. My duties are the same, I just have a bigger understanding of them and how to focus on the main points." (8)

"Supervisor did not assign graduate to devcom duties. Graduates asked for more time to spend on devcom but were denied. People without devcom training were put in information positions. "We are left to rust in low-level positions." (5)

"Enrollment in our program is full. We had to hire another person to answer requests from the public." (2)

When asked their opinion on the training's impact on the population, the graduates gave general responses. Most often they said, "We are able to educate and enlighten, we are giving better information, we work better in field research, people have more confidence in us, people can organize themselves better."

Three quotes stand out from the interviews. "Now I can take the listeners wherever I go with the portable cassette." "Everybody is in town, working during the week, they want to know what is going on in the rural areas." "Radio, print and video support each other and all support the subject matter specialist."

12. Site Visits And Interviews On Impact With Graduates' Supervisors

In-depth interviews were held with supervisors at 10 participating ministries and NGOs to examine the impact of devcom training. Seven out of 10 reported strong impact from the training. Anecdotal excerpts are provided to show the type and scope of impact.

Ministry: The participant received some training in video during the in-country training. He is technically minded and participated in on-the-job video training (Penn State) after returning to work. Although he is still producing ministry newsletters, he is most preoccupied with training extension workers on newly acquired camcorder video equipment.

NGO: The agency now uses the radio to coordinate workers and service efforts in the field. They are able to pass messages and coordinate activities in times of disaster.

Ministry: The participant is well regarded as an accurate and popular program producer. Her supervisor gives her high marks for personally improving her planning and organizing skills. The supervisor calls her program "much more understandable and logical."

The participant is in demand to help with devcom productions from other ministries, regional secretaries and principal secretaries when "there is really something important to be covered. Feedback on the radio program is always received during ministry workshops."

NGO: This NGO has completely implemented the core objectives of devcom. The NGO employs two devcom graduates. They noted low audience awareness and acceptance of the NGO's services in the 1987 listenership survey. The graduates wanted to reverse this situation and increase the population's use of the services.

The NGO had excellent direct assistance from the devcom CoP. A baseline of 23% public awareness was established. The graduates went to work on the feedback received in the survey and re-formatted their radio presentations. By 1988, the USAID sponsored Family Health Survey showed audience awareness had increased to 78%. The participants believe "it is mostly from the radio."

Although awareness was increased, usage remained low, at 17% of the population. The CoP and the participants went to work preparing to implement a major focus group study of attitudes and reluctance. The survey results are being compiled now and will be used to establish a new IEC campaign for the NGO.

The devcom CoP played a major role in this effort, but a graduate will manage the IEC planning and implementation. The graduate feels "fully trained and capable of doing the whole thing."

Ministry: This ministry has successfully institutionalized an organizing mechanism through the use of devcom. The ministry has a section that is starting small, grassroots cooperatives. Field organizing work was expensive in terms of time and money. The devcom in-country graduate worked with department heads to write radio lessons that instruct interested people on the requirements for forming cooperatives. Brochures and other print material was designed for support.

By the end of the radio lessons, newly formed cooperative groups would also understand the requirements for continuing on to national certification. The groups were asked to contact the ministry for technical assistance at the end of the radio lessons.

The lessons were first broadcast this month. Twelve groups, including a large group of telecommunications workers, are ready for technical assistance in certification. New lessons on certification are being written now.

Supervisors at the ministry are encouraged by the use of radio to support, and in some cases to supplant, the work done by field organizers. The ministry has received requests for help with creating radio lessons from parallel companies in the private sector. The supervisors pointed out the fact that once radio

lessons are created, the lessons do not need to be re-created, only updated. They believe this is evidence of institutionalization.

Parastatal: This organization reported positive and negative impact. According to the supervisor, up to 50% of his clients are able to use the devcom programs produced by the parastatal's devcom graduate. However, there are some problems in the home listening environment when other family members wish to listen to other radio programs.

The radio program is aired on the English channel and some clients report that family elders wish to listen to the siSwati channel. He reported additional disadvantages from the increased competition of television in the homestead. The graduate is starting to provide clients with cassette copies of lessons broadcast on the English channel.

The supervisor expressed some regrets that the training has stopped. His organization's radio program requires three people for proper presentation. Only one of the three has received training.

Ministry: This ministry's education unit has made effective use of devcom goals and objectives. At an annual event, distribution of a ministry product increased 25% over last year. The supervisor gives credit to the devcom training. "Originally, the radio presentations were lecture format. Listeners switched off. Scripts are now compulsory, no more adlib. Devcom courses brought skills, technique, even the drama and interview formats. Programs became more effective." This supervisor also praised the creation of scripts. "Once they are written, they don't have to be re-invented. They stay with us and we can revise them."

The education department has adopted the policy of "giving feedback" to SBIS and Swazi newspapers "about what's happening." In this respect, they provide a service to the communications channels that goes beyond a once a week program. Radio announcers and print reporters are invited to ministry workshops and seminars to be sensitized to ministry information.

The supervisor credits the devcom component with introducing the concept of prime time positioning of spot announcements. The ministry now places spot messages during the broadcasts of football matches.

In terms of the future, "We are lacking a somebody that solely produces radio. We are multi-purpose people. We need a sole producer and we hope that the attitudes on new training programs will change."

13. Additional Observations

Ten participants have received additional devcom training after completing the in-country course work. Training ranged from on-the-job work with U.S., British and Danish radio consultants to lengthy studies in Egypt and Russia. Regionally, the graduates have gone to Zimbabwe, Nigeria, and Capetown, South Africa. Fifteen graduates participated in (non-devcom) SWAMDP workshops or training opportunities in Swaziland.

Eight graduates mentioned formalized devcom goals: These goals include; filing admission applications to attend a mass communications university, assist in the training of co-workers, submitting proposals for devcom style television programs, and starting local newspapers. Three graduates mentioned personal goals of becoming involved in devcom again.

F. **MANAGEMENT OF DEVELOPMENT COMMUNICATIONS TRAINING**

Management of the devcom training program came under undue criticism in SWAMDF's mid-term evaluation. SDSU felt obligated to write a nine page letter to the mission to correct factual errors in the evaluation. On the whole, the training was well managed and successful in its outcomes. The training program has been instituted to good effect in another country in the region.

All parties; SBIS, the participants, and the participating ministries and NGOs support the positive impact of the training. As reported below, only minor changes would be necessary if the same course of study were to be offered today. There were problems and controversies in the training program. These are also reported below.

What is striking about the success of the training program is the efficient coupling of long-term academic training, short-term in-country training, workshops on specific devcom topics or practices, and direct assistance to the participants and their employers. Participants applied their learning directly. The results are evident in SBIS's air sound and the public's response to participants print/broadcast initiatives.

1. Participants' Comments On The Management Of The Training

Participants were asked to express themselves on the topics of improving the training program and the management of the training. Their comments are presented in unweighted, capsulized form (quotes from many people are assembled as one).

"We liked having different professors, 'real specialists' for each module. Teachers made themselves available after hours and on weekends. The teachers made us feel like one

big, happy family. The student teacher relationship was very good. The teachers coming here is more efficient, we could have never all gone over there."

"We should have a get acquainted session before formal classes start so we can exchange cultural values and find out more about each other. That way the teacher won't talk to us wrong. This will break the ice."

"We were never advised of opportunities to further our education. Offer more training to us graduates first. The format is good, do it again with advanced content. We want SBIS to allow self-operation of the studios. There was not enough practical experience. Mornings should be for classroom work and afternoons for practical work. Classes should be four weeks in length for the amount of work. The time between classes should be shorter."

"There should have been a stronger selection process. Pick people who are dedicated, like their jobs, and can handle the format of the classes."

The graduates were full of praise for the additional training opportunities available in the workshops. During the interviews, a third said they tried to attend every one, a third said they attended about half of the workshops, and a third said that they were too busy to attend or had difficulty scheduling the time away from work.

The graduates were unanimous in their desire for additional training. The language used to describe their need for more training was interesting. They described themselves as "rusty, stale, rotting" and as having "lost the spirit of development communications." Refresher courses were mentioned most often as the training format that would have the greatest impact. Other formats mentioned include training to the degree level, advanced courses modeled on the previous training, and a repeat of the devcom training program for new communicators.

2. Problem Areas

Somehow, the participants in the first intake of in-country training were given the impression that they would receive a diploma when they graduated. In Swaziland, a diploma means a promotion in civil service ranking and cultural recognition among peers. Unfortunately, what was awarded was a certificate, not a diploma. The certificate carries little or no weight.

The origins of the controversy were not discovered during this evaluation. San Diego State University was the sub-contractor to AED on providing the short-term training. They were unable, by California law, to call the certificate a diploma. The training program was new to the GOS and there were issues raised about implementing the course at the diploma level. The controversy is recognized in the project documents reviewed for this evaluation but culpability is not addressed.

As is referenced in the comments below, the graduates have not received an explanation as to what happened. This was a communications breakdown that hindered the CDC's credibility and forward momentum. There is a lesson to learn here, be sure of the cultural connotations. The graduates were quite adamant on the issue of diploma versus certificate.

"The certificate is not recognized by anyone, anywhere. It's as if we were used as a pilot project, whether GOS would accept our work or not. It's as if we wasted our time in terms of improving our employment situation. USAID and the devcom people pushed hard. GOS was the problem in not responding. We did not get an arrangement with UNISWA for credit. This should be incorporated into UNISWA's program."

"We never got a good explanation of the diploma/certificate confusion. The question still remains in our mind. Many of us have no other professional certificates. We were really pinning our hopes on having professional recognition."

"Even though that diploma thing had raised our expectations, I still would have gone for this training because I wanted and needed the skills."

On another matter, the project contract specifies that the contractor procure training studio equipment. The two studios built for devcom production were considered just that, studios for production, not for training. GOS was unable to provide funds to refurbish a large hall near the CDC offices. The hall has suitable space for a class room and an audio production learning laboratory. The hall was never converted. This was inefficient. Classes were held at a location other than SBIS and the CDC.

The inability to complete the classroom facility contributed to the decision to look beyond SBIS to establish a home for devcom radio production training. Current plans to install component radio training equipment at UNISWA are discussed in Part 3.

Senior officers at SBIS benefitted from a certain amount of the training activities, especially senior engineers and junior program officers. The chief program officer should have been selected for more formal training. Training 45 devcom producers placed pressure on the programming section. The senior program officers at SBIS did not fully share the knowledge and information that was imparted to the in-country trainees. Additional training for senior management would have resulted in a more cooperative integration of devcom productions into the SBIS radio schedule.

Lastly, the contract and feasibility study envisioned short-term training opportunities in the United States and in Africa. Regional training in Africa is important to establish perspectives and build networks. This type of training did not occur during the project. Regional training is still important and worthy of support.

G. CONCLUSIONS AND RECOMMENDATIONS ON DEVELOPMENT COMMUNICATIONS TRAINING

The development communications training was the singular most successful part of the component.

- Long-term, degree level training in the United States was effectively combined with short-term in-country training, workshops and on-the-job training to form a strong core of development communications specialists in Swaziland.
- The short-term training combined classroom instruction with practical experience, such that participants are educated and capable.
- San Diego State University's provision of the short-term training was innovative and effective.
- Management of the training, with the exception of the diploma/certificate problem, was sound.
- The training programs are having a significant positive impact on the individual participants, Swazi development institutions and on the country as a whole.

It is recommended that:

Any short-term technical assistance provided to help re-organize the CDC have training as a priority.

Assistance be provided to investigate and develop continuing educational opportunities for the participants trained under this component.

H. STRENGTHENING THE SWAZILAND BROADCASTING AND INFORMATION SERVICE (SBIS) AND INSTITUTIONALIZING DEVELOPMENT COMMUNICATIONS IN SWAZILAND - QUANTITY, CHARACTERISTICS AND FINDINGS

SBIS is a strong institution. Within the organizational sections at SBIS, the radio section received the most attention. SBIS was strengthened in a number of ways. Twelve employees completed the in-country training program. Some of these graduates are recognized as the most popular announcers on the air today. Formal and in-formal on-the-job training was provided to senior officers by project consultants and the in-country training instructors. Announcers underwent an "on-air" performance analysis that was coupled with the results of the listenership survey to strengthen the on-air line up.

The procurement, installation and operation of the devcom studios strengthened SBIS in two ways. The first is obvious, the second more subtle. Effective devcom radio programs take a long time to produce. Ratios of production time to broadcast time often exceed 50:1. At the beginning of the component the lack of adequate production facilities and the resultant overcrowding in production were identified as barriers. The devcom studios removed these barriers from SBIS.

The subtle strengthening comes from the listener's point of view. In the same way that the American program "60 Minutes" is identified with the CBS network, the devcom programs are identified with SBIS. For better or worse, listener perception does not reflect on the producing agency so much as it reflects on SBIS. SBIS is stronger for broadcasting effective devcom programs.

1. Internal and External Impact

The component's impact of strengthening SBIS can be detected internally and externally. The tangible internal impact of commodities and training described above have made the SBIS operation stronger. More importantly, SBIS has realized an internal appreciation of the value and importance of development communications. This realization is an intangible and therefore difficult to measure. It is not difficult to detect.

In many cases, devcom radio programs are targeted to a small, select segment of the population. Although the information is vital to some people, narrowcasting can be a headache for programming officers charged with serving the whole nation. SBIS has crossed the psychological hurdle of viewing devcom as a necessary evil. The component demonstrated the value and efficacy of devcom radio programs. This strengthened and institutionalized devcom capabilities at SBIS.

Recent evidence of strengthening is also present in the revival of the SBIS development magazine Umbiki. UNESCO donations of desktop publishing equipment brought the magazine back to life in December 1989. Before publication, Umbiki's editor sent a solicitation notice to the devcom graduates and development agencies. The notice encouraged submission of articles or monthly columns for publication. This level of cooperation is a healthy indicator of the sustainability of devcom in Swaziland.

The head of programming at SBIS said, "The development communications graduates made SBIS completely happy, we are very happy with the development communications work and services." On a related topic, he said that additional air time for new devcom programs "would not be a problem."

The project strengthened SBIS externally. The self-confidence and skills instilled in the participants are exhibited in the SBIS broadcasts. When people benefit from listening to development broadcasts, goodwill accrues to SBIS. The low-maintenance, symbiotic

relationship between devcom producers and SBIS strengthens the flow of development information to the population.

CDC proposed a Code of Conduct for SBIS personnel and operations. This initiative was revised over the life of the component. SBIS revised CDC's initial proposal, especially in terms of the section dealing with Heads of State. The initial GOS review of the code requested SBIS revisions to comply with GOS General Orders. Without general order compliance, SBIS was unable to enforce the code.

Over time, GOS became reluctant to consider creating a special code for SBIS because it would force a full review of code requirements for all government departments. Implementation was abandoned but the initiative did have the effect of increasing professionalism and pride in the SBIS work place that is evident today.

2. Long-term Academic Training

Four people from SBIS were sent for degrees in the U.S. Two were from the engineering staff and received B.S. degrees in Electrical Engineering from SDSU. Two were sent to Howard University for degrees in Mass Communications. Three of the four participants have resumed their responsibilities at SBIS; the fourth returns in 1992.

The engineering training was crucial to the success of this project. SBIS was functioning with sub-standard engineering support. In fact, one expatriate "engineer" (not connected to SWAMDP) was taken to court for willful and malicious damage to SBIS equipment. The decision to train a studio engineer and a transmitter engineer from SBIS stands out as being very coherent. The devcom radio programs are governed by the physical capacity of the delivery system.

A cooperatively developed training strategy turned into a major success. As part of their degree, the engineers were to complete internships in the U.S. However, the engineers were sorely needed in Swaziland to revive the failing transmission system. SDSU, AED, USAID and GOS decided to bring a U.S. engineer to Swaziland to provide a two month, on-site internship for the engineers. The strategy succeeded for the engineers and for the SBIS transmission service. Transmission was revived and the engineers were properly oriented to their on-going duties.

The training placed technical control of production and transmission in Swazi hands. The graduates have advanced SBIS facilities toward industry standards and have the planning and management skills to keep SBIS technically competitive. The supply and procurement of spare parts and new equipment remain a problem. Junior engineering officers need basic training so both senior engineers can spend more time on larger tasks, including research, development and design.

Two people from the SBIS programmes section have participated in the long-term academic training. One graduated from the in-country training program and is presently enrolled at Howard University, completing a Bachelor's degree in Mass Communications. She will return to SBIS in 1992. Her assignment upon return has not been determined.

The other SBIS employee returned from Howard University this year, after completing a Master's Degree in Mass Communications with a specialization in devcom. He is well positioned to direct the re-organization of the CDC. During several in-depth interviews conducted for this evaluation, he expressed himself quite clearly on the role that the CDC should play!

3. Institutionalization among The Listening Public

Five years after the component began, it is important to consider the institutionalization of devcom on the population. The most recent research shows that the public does receive and respond to devcom radio programming.

The April-May 1990 Atlanta Center for Disease Control/MOH Swaziland study (Tangermann, et al., draft #2 7/20/90), on knowledge and attitudes regarding malaria and health-seeking behavior in the lowveld area of Swaziland reports 548 responses to a question on sources of information.

Responses were:

Heard from rural health motivator	15.9% (87/548)
Heard from the radio	67.7% (371/548)
Learned from poster	4.6% (25/548)
Was told at clinic	60.4% (331/548)
Radio and clinic	26.3% (189/548)

The authors report that short radio spots containing malaria health education messages were developed in the summer of 1989 to accompany visual materials (posters, fliers). To quote from the report, "The fact that radio messages have reached a larger proportion of the population than printed material is surprising, though encouraging ...radio health education seems very suited to distribute health messages in Swaziland." The authors recommend a review and "fine-tuning" of malaria radio messages, "since they are very likely to be heard and remembered."

SBIS is not mentioned by name in the survey, respondents were not asked the question. Health behavior is a subject that is intimate to the Swazi people and it is doubtful that specific information on specific Swazi clinics was available from external radio sources. It is safe to conclude that devcom radio is institutionalized among the Swazi people.

As part of this final evaluation of SWAMDP, Dr. Ted Green interviewed 50 traditional Swazi leaders. His interviews were conducted to update and compare findings from his earlier (May 1989) research on the topic of development and traditional leaders.

In May 1989, only 3% of the traditional leaders made spontaneous mention of radio as a contributor to the growth of development projects. In the current (November 1990) interviews, 30% (15/50) spontaneously mentioned radio's effect on development.

Roughly two-thirds of the traditional leaders said that more (rather than less) development was taking place now. Of the 31 traditional leaders who said "more", nearly 1/2 (15/31) spontaneously mentioned radio as a reason that more development is taking place.

Their comments on the impact of radio: "We hear clearly; we hear how far others have gone and we wish to follow; radio motivates people."

4. Institutionalization Of Training

Problems with institutionalizing a comprehensive training program for devcom at SBIS are reported in Section E. There is evidence in project documents that the component leadership was suspicious of SBIS's intentions regarding the two devcom production studios. There was apprehension that SBIS would appropriate the facilities for their own (presumably non-devcom) uses. This has not proven to be the case.

CDC leadership and some of the in-country participants have expressed the opinion that the CDC should be an independent organization. Several possible options and locations were explored to establish an independent home for the CDC. Delays in the construction of the radio training facility at SBIS prompted the CoP to look for concrete commitments. Attention was shifted to the University of Swaziland.

5. The University Of Swaziland (UNISWA)

A Communications Studies major that includes devcom was implemented at UNISWA's Department of English in August 1990. Fifteen third-year students are enrolled. Course work will include theory, media studies, communication and national development, performance skills, and writing for the media.

The instructors include a visiting Senior Fullbright Lecturer and a returned, long-term devcom training participant. The participant has been employed part-time but will most likely terminate his teaching duties to continue full-time responsibilities at SBIS. Establishing development communications linkages with other universities have not progressed beyond the talking stage.

The elective course menu includes interpersonal and small group communication, organizational communication, policy and planning, research methods and professional seminars. Students are expected to participate in project work during their final year. AED has provided technical support in curriculum development and has located and supplied UNISWA with appropriate print resource material and audio production training equipment.

Construction delays in the new facility that will house the media training center have pushed back the installation date for the project-donated audio production training equipment. Construction should be completed by March 1991. Planning documents indicate that SBIS engineering staff will assist with installation of the audio training studio. To date, SBIS engineering has not been consulted. Facilities use planning and design coordination are insufficient and should be addressed immediately so that sub-standard sound proofing and annoying traffic flow can be avoided.

A review of the project-donated equipment list shows a well conceived audio training equipment compliment. According to UNISWA officials, all parts have been delivered but not unpacked from shipping boxes.

NOTE: Installation will require the design and construction of furniture to house the equipment securely. Equipment installation will need about 40 hours of work, but timing will rely on the two to three weeks it takes to obtain about \$100 worth of small parts from Johannesburg.

The English Department plans to create a student run newspaper and radio station. The Department should consult with SBIS engineering staff on studio construction, low-power VHF transmission, licensing and maintenance.

The component's formal and informal advisors to UNISWA's Department of English have had a positive impact on the establishment of the Communications Studies major. Once on-line, the audio production training equipment will allow important practical experience. The department head reports that students will be trained in all aspects of communications, "from development communicators to columnists, to sportscasters." Graduates will receive a diploma recognized by GOS. The devcom impact on the population will be felt with the class that graduates in 1992. Continued technical and academic assistance deserve USAID's attention.

The efforts to institutionalize degree level training within UNISWA are commendable. There are thirteen people enrolled in the program, certainly some of them will specialize in

devcom. UNISWA's program does not have the comprehensive approach to development communications that the component's in-country training provided. UNISWA's program should not be seen as institutionalizing the training of professionals that the in-country devcom training achieved.

I. MANAGEMENT OF INSTITUTIONALIZING AND STRENGTHENING AT SBIS

Management decisions by the component's CoPs have been reported throughout the earlier portions of this report. In retrospect, some of the decisions worked well, some not so well. Management issues were governed by different people at different stages of the component. The SBIS directorship changed hands three times, the AED CoP changed twice. All of the managers had unique personal and management styles. Despite the difficulties reported throughout this report, the bi-lateral management of this component has succeeded in providing Swaziland with an important development communications capability.

There has been plenty of speculation on management decisions by everyone involved with the devcom component. A communications effort of this scope needs to have clear and honest dialogue between all parties. Even if it appears that everyone is clear and going in the same direction, dialogue must continue to maintain bi-lateral consensus. Hopefully, bi-lateral discussions will continue as a healthy part of the feedback process. This will further strengthen and institutionalize development communications that serves the people.

J. CONCLUSIONS AND RECOMMENDATIONS ON INSTITUTIONALIZING AND STRENGTHENING

The personnel and facilities of SBIS were strengthened as a result of the devcom component. Development communications has been institutionalized at SBIS, at a number of ministries and NGOs, and among the people of Swaziland. Institutionalization of the Center for Development Communications and its training functions has not been fully realized.

- The procurement and installation of devcom production facilities at SBIS reduced barriers to communications and strengthened devcom output.
- Training of senior staff members at SBIS was effective in strengthening the SBIS engineering and studios sections. Technical competence has been institutionalized.
- The component could have realized a greater degree of training of senior officers in the programs sections.

- Operation of the CDC strengthened SBIS during the presence of the component's U.S. CoPs. SBIS has not been able to maintain the CDC's level of output realized during the CoPs' presence.
- Institutionalization of the CDC has not occurred. The recent resignation of the CDC Director places the CDC at a critical crossroads. Institutionalization of the CDC is possible with proper leadership and guidance from senior SBIS management.
- The institutionalization of training functions is showing some progress. Formal institutionalization within UNISWA's English Department (Communications Studies program) is underway. However, it is difficult to see how UNISWA's training will directly impact the ministries and NGOs that need skilled information officers in the next two years.

It is recommended that:

Any technical assistance provided to help re-organize the CDC have institutionalization as a goal.

Technical assistance be considered for the UNISWA Communications Study program so that diploma level training is institutionalized.

APPENDIX A:

Methodology: Participant Training Impact Analysis

APPENDIX A

METHODOLOGY: PARTICIPANT TRAINING IMPACT ANALYSIS

Two methods were used in this investigation to collect information from returned participants regarding impact and transfer of technology from the training: (1) a survey questionnaire (see Appendix B), and (2) five focus-group interviews with selected former participants representing the various categories of institutional employees sent abroad under the program (see Appendix C for survey questionnaire).

Initially, lists of participants, by name, field, type of institution and type of training (e.g. short or long-term) were requested from the contractor. A sample of 118 were selected from all of the relevant categories to whom questionnaires were mailed by the MOLPS personnel staff. Last known addresses of the contractor's computerized system were used for these mailings.

When returns on these mailings showed evidence that we were probably not going to get even a minimal sample, several decisions were made and rapidly implemented:

- A newspaper advertisement (see Appendix D) was placed in the local English language newspaper which GOS staff was reasonably certain most participants, or colleagues and family, would see. A radio announcement was also broadcast at the time of the national and international news at 6:00 a.m. and 6:00 p.m. for two days requesting that questionnaires be completed and that former participants get in touch with the Ministry.
- A series of workshops for the same categories of participants were also arranged, this time by telephone invitations from the office of the Permanent Secretary. These workshops were held for both in-country and overseas participants, thus enabling the evaluation team to have considerable personal contact with more than 150 people who had been affected by SWAMDP training.

From these efforts, a total of 37 (31%) of the 118 questionnaires mailed out were returned and were tabulated. There is considerable overlap between the returned questionnaires and those who attended the workshops since probably 80-85% of those who attended the workshops brought their questionnaires with them, usually filled out before arriving.

To summarize, the participant training impact survey used methodology recommended in Guidelines for Data Collection, Monitoring and Evaluation Plans for A.I.D.-assisted projects¹ involving both Key Informants and Group Interviews. The manual's definition of focus-group technique is worth stating here since it accurately reflects what this evaluation tried to implement:

¹April 1987.

"Group interviews. This social science technique brings together a small group of people for an extended discussion cued by a series of questions or discussion topics put forward by the investigator. This technique is also referred to as 'focus group' interviews."

The questions posed to the groups were as follows:

- 1. What has been the major effect of the program in your organization?**
- 2. What are the problems you find in implementing changes?**
- 3. What would you change about the management of the program?**

The focus group workshop was a day long event with the following agenda:

- Introductory remarks by the investigator;**
- Introductions by each individual attending;**
- Collections of forms brought by participants;**
- Formation of small workgroups in which participants were encouraged to explore in Siswati language, the questions posed on the flipchart in front of the room.**
- Tea or lunch break.**
- Reporting of consensus by groups on responses to the questions; recording of the consensus by the investigator on the flip charts. This period was usually also the occasion for much open discussion, in English, among the members and with the investigator.**

APPENDIX B:

**Survey for U.S. and Third Country Trained
Participants and Accompanying Letter**

SWAZILAND



GOVERNMENT

Tel. 43521

Ministry of Labour and Public Service
P.O. Box 170
Mbabane

REF: SDT 100/16

Dear Former Participant:

SWAZILAND MANPOWER DEVELOPMENT PROJECT (SWAMP) IMPACT EVALUATION SURVEY

This survey questionnaire, and the workshop and/or interviews by the Evaluation Team accompanying it, are part of the regular evaluation of U.S. Government Sponsored Programs of Development Assistance.

The Evaluators, while paid by U.S. Government funds, work for a U.S. Private Sector firm and are interested in your reactions and suggestions for improvement in the program. They are in Swaziland for a limited time and depend on your cooperation in gathering the information on which to make suggestions related to program impact, improvement and changes in program of similar nature.

Not everyone who was trained under the Programme will be asked to contribute. Due to constraints of time the Evaluators will be gathering information from selected sample of those who participated in the training. If you are among those who were not asked to participate in the evaluation, we hope you will understand. If you were among those who assisted in providing information and suggestions, we thank you for your time and effort.

We hope that you find the experience of participating in the evaluation informative and enjoyable and look forward to hearing your comments and suggestions.

Please return the form to: The Principal Secretary, Ministry of Labour and Public Service, P.O. Box 170, Mbabane by October 22, 1990 close business.

Thank you for your cooperation.

Sincerely

(Mrs F.H. Kuhlase)
Acting Principal Secretary

SURVEY OF SWAMPD U.S. AND THIRD COUNTRY TRAINED PARTICIPANTS

FOR PARASTATAL SECTOR EMPLOYEES WHO RETURNED FROM TRAINING ABROAD IN ACADEMIC AND NON-DEGREE TRAINING. NOTE: IF YOU ARE NOT IN THIS CATEGORY PLEASE DO NOT RESPOND TO THIS QUESTIONNAIRE. PLEASE WRITE LEGIBLY, IF IN DOUBT ABOUT THE LEGIBILITY OF YOUR WRITING, PLEASE PRINT IN BLOCK LETTERS OR, BEST YET, TYPE YOUR RESPONSES. THANK YOU.

1. TODAY'S DATE _____

2. SURNAME _____ GIVEN NAME _____

MALE _____ FEMALE _____

3. COURSE(S) ATTENDED ABROAD UNDER AID/SWAMPD SPONSORSHIP:

A. _____ YEAR _____ INSTITUTION _____

B. _____ YEAR _____ INSTITUTION _____

C. _____ YEAR _____ INSTITUTION _____

D. DEGREE(S) EARNED _____ INSTITUTION _____ YEAR _____

4. JOB AT TIME OF TRAINING:

ORGANIZATION _____ DEPARTMENT _____ RANK _____
NUMBER OF PERSONS UNDER YOUR SUPERVISION _____

5 PRESENT JOB:

ORGANIZATION _____ DEPARTMENT _____ RANK _____
NUMBER OF PERSONS UNDER YOUR SUPERVISION _____

6. TO WHAT EXTENT DID YOU PARTICIPATE IN SELECTING THE COURSE WHICH YOU ATTENDED: CIRCLE ONE

FULLY MY CHOICE MOSTLY MY CHOICE 50/50 MY CHOICE LITTLE CHOICE NO CHOICE

7. TO WHAT EXTENT DID YOU PARTICIPATE IN CHOOSING THE INSTITUTION AT WHICH YOU STUDIED?

FULLY MY CHOICE MOSTLY MY CHOICE 50/50 MY CHOICE LITTLE CHOICE NO CHOICE

8. HOW MUCH DID YOU KNOW ABOUT YOUR COURSE OF STUDY BEFORE YOU LEFT?

FULLY INFORMED SOMEWHAT INFORMED HALF INFORMED LITTLE INFO NO INFORMATION

9. DID YOU RECEIVE TRAINING OR ORIENTATION IN SWAZILAND PRIOR TO DEPARTURE?

YES _____ NO _____, IF YES, PLEASE DESCRIBE _____

10. DID YOU ATTEND THE COMPUTER FAMILIARIZATION COURSE PRIOR TO DEPARTURE?

YES _____ NO _____, IF YES, HOW VALUABLE DID YOU FIND THIS: (CIRCLE ONE)

HIGH VALUE GOOD VALUE MEDIUM VALUE LITTLE VALUE NO USE TO ME

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PAGE 2. SAMPD EVALUATION: PARASTAL

12. DID YOU RECEIVE ORIENTATION SOON AFTER ARRIVAL IN YOUR COUNTRY OF STUDY?
YES_____NO_____

13. IF YES, BY WHAT ORGANIZATION WAS IT CONDUCTED_____

14. IF YES, PLEASE RATE THIS ORIENTATION: (CIRCLE ONE BELOW)

VERY USEFUL SOMEWHAT USEFUL 50/50 USEFUL NOT VERY USEFUL UNSATISFACTORY

13. IF YOU FOUND THE ORIENTATION TO BE NOT VERY USEFUL OR UNSATISFACTORY,
PLEASE GIVE SUGGESTIONS FOR IMPROVEMENT:

14. WHILE ABROAD, DID YOU HAVE ANY ON-THE-JOB TRAINING OR OTHER PRACTICAL
EXPERIENCE? IF YES, PLEASE DESCRIBE AND COMMENT ON THE USEFULNESS OF THIS PART
OF YOUR LEARNING EXPERIENCE:_____

15. THE AMOUNT OF PRACTICAL TRAINING WHICH YOU RECEIVED WHILE ABROAD WAS:
CIRCLE ONE

SATISFACTORY ALMOST ENOUGH BARELY ENOUGH MUCH MORE NEEDED UNSATISFACTORY

16. SINCE RETURNING FROM STUDY ABROAD HAVE YOU ATTENDED ANY SWAMPD SPONSORED
COURSES IN SWAZILAND? YES_____NO_____, IF YES, WERE THESE LINKED TO YOUR
TRAINING ABROAD: PLEASE COMMENT_____

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APPENDIX C:
Focus Group Workshop Questionnaire

OVERSEAS IMPACT EVALUATION WORKSHOP QUESTIONS

TODAY'S DATE: _____

ORGANIZATION CURRENTLY WORKING _____

SUPERVISOR'S NAME: * _____ PHONE NUMBER _____

INSTRUCTIONS: PLEASE READ THESE QUESTIONS OVER CAREFULLY. DO NOT FILL OUT COMPLETELY NOW BUT WAIT UNTIL YOU KNOW HOW YOU THINK AND FEEL ABOUT THE QUESTION. THERE WILL BE TIME AT THE END OF THE WORKSHOP TO COMPLETE THE QUESTIONNAIRE. PLEASE HAND IN BEFORE YOU LEAVE.

1. HOW MUCH DO YOU THINK THE U.S. SPONSORED OVERSEAS TRAINING CONTRIBUTED TO YOUR ADVANCEMENT SINCE RETURNING? (I.E. COMPARED WITH COLLEAGUES ON YOUR LEVEL WHO DID NOT GO ABROAD FOR TRAINING)

2. HOW MUCH DOES EARNING AN OVERSEAS (U.S.) DEGREE CONTRIBUTE TO ADVANCEMENT COMPARED TO NON-DEGREE TRAINING?

3. THESE DAYS, WHAT IS THE CAREER VALUE OF A U.S. DEGREE COMPARED TO THAT OF OTHER COUNTRIES? (E.G. U.K., WESTERN EUROPE, CANADA, ETC)

4. WHAT HAS HELPED/FACILITATED MOST IN TRANSFERRING SKILLS AND KNOWLEDGE ACQUIRED ABROAD TO THE JOB? GIVE ILLUSTRATIVE EXAMPLES:

5. WHAT HAS HINDERED MOST IN TRANSFERRING SKILLS AND KNOWLEDGE LEARNED ABROAD TO THE JOB? GIVE ILLUSTRATIVE EXAMPLES:

6. USING THE WISDOM OF HINDSIGHT, WHAT WOULD YOU CHANGE ABOUT YOUR PROGRAM IF YOU HAD TO DO IT AGAIN?

PAGE 2 PARTICIPANT WORKSHOP QUESTIONNAIRE

7. WHAT ARE YOU DOING DIFFERENTLY NOW IN YOUR WORK THAT YOU ARE QUITE SURE IS THE RESULT OF YOUR OVERSEAS TRAINING?

8. IN YOUR PROFESSION, AND IN YOUR PRESENT ORGANIZATION, HOW HIGH DO YOU THINK YOU COULD POSSIBLY RISE WITHOUT FURTHER EDUCATION? I.E. IS THERE A CEILING SET BY FORMAL QUALIFICATION WHICH INFLUENCE ACCESS TO HIGHER RANKS OF MANAGEMENT?

9. HOW MUCH DO YOU THINK OVERSEAS EDUCATION CONTRIBUTES TO LIFETIME EARNINGS? I.E. DO THOSE WITH OVERSEAS EDUCATION ADVANCE MORE RAPIDLY, AND REACH HIGHER LEVELS THAN THOSE WITHOUT THIS BENEFIT? IF YES, WHAT DOES MEAN IN STANDARDS OF LIVING AND LIFETIME EARNINGS?

10. HOW RECEPTIVE ARE YOUR SUPERVISORS (I.E. THOSE YOU HAVE HAD SINCE RETURNING FROM TRAINING ABROAD) TO NEW IDEAS AND PRACTICES?

11. WHAT OTHER QUESTIONS SHOULD HAVE BEEN INCLUDED IN THIS SURVEY/WORKSHOP?

11. PLEASE GIVE YOUR COMMENTS AND SUGGESTIONS FOR IMPROVEMENT OF THIS WORKSHOP; (USE BACK PAGE FOR ADDITIONAL COMMENTS)

*IN ORDER TO COMPLETE THIS STUDY WE MAY NEED TO INTERVIEW A SELECT SAMPLE OF SUPERVISORS OF RETURNED PARTICIPANTS. IF YOU DO NOT WANT US TO CONTACT YOUR SUPERVISOR YOU MAY OMIT THIS ITEM.

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APPENDIX D:
Newspaper Advertisement

NOTICE

Attention everyone who received training under the American/USAID sponsored Swaziland Manpower Development Project (SWAMDAIP) between 1984 and 1990 - if you received a questionnaire in the mail regarding your experience and recommendations - please get it in to the P.S., Ministry of Labour (Box 170 Mbabane) as soon as possible.

Even if you did not get a questionnaire, they need to hear from you to find out where you are and what you are doing. This is especially important if you changed jobs since the training.

Also, if you know of anyone who either went abroad for training under the programme, or was trained in Swaziland or elsewhere in Africa, please urge them to get in touch with the Ministry of Labour and Public Service on their whereabouts and current job. The phone number of the ministry is: 43521 - repeat 43521.

And don't forget to mail in those forms to Box 170 - they are urgently needed to evaluate the program.

R10833-5Nov

APPENDIX E:

National Training Policy of the Kingdom of Swaziland

DRAFT

NATIONAL TRAINING POLICY OF THE KINGDOM OF SWAZILAND

1. RATIONALE:

The purpose of the Policy of the Government of the Kingdom of Swaziland Training Policy is to reach a level of self-reliance and self-sufficiency in its human resources endeavors. It stresses that training must be given a high priority in almost every area, and the maximum utilisation made of existing educated and skilled manpower. Also, it is Government's objective have a fully localised civil service by the middle of the 1990s, and a considerable reduction of the number of expatriates in the Parastatals and Private Sectors.

There is an acute shortage of high level technical skills in the country's economy, and the level technical training depends on foreign training sources in Africa and Overseas.

Because of the comparatively high cost of training, much reliance shall be based on Technical Assistance, through which fellowships shall be obtained. In addition, emphasis shall be placed on the maximum utilisation of all local facilities.

Government shall assume the overall responsibility for manpower planning, utilisation and retention of human resources.

The Policy shall be subject to periodic re-examination in the light of changes in the National Development Plan, ensuring training efforts are compatible with national priorities.

Under the provision of this Policy, the objectives shall be as follows:

2. OBJECTIVES:

- 2.1 To ensure an adequate supply of skilled and trained manpower for levels of productivity, efficiency and effectiveness.
- 2.2 To ensure that the Public Service is fully localised by the year 1995, and that there is a reduction of 75% of expatriate expertise in the parastatal and private sector organisations.
- 2.3 To identify those candidates who have the potential for advancement and to develop them to maximum possible levels.
- 2.4 To draw up a strategy and carry out a survey of existing human resources capabilities from which to make future

projections.

2.5 To ensure that the resulting document giving future projections forms the basis for further periodic planning in the training process, and that the strategy is further developed in areas such as:

- a. consideration for existing local facilities;
- b. funds available for possible improvements of these facilities;
- c. what technical assistance by way of money or personnel is available for the improvements of these facilities;
- d. how long it would take Government before the new arrangement could be used;
- e. how much it would cost Government to train and develop the personnel and at what rate;

2.6 To ensure the availability of institutional and staff support services for the efficient and effective implementation of the Training Policy, and career development functions.

3. EXECUTION OF TRAINING POLICY (SEE ATTACHMENT)

The Ministry of Labour and Public Service shall be responsible for providing advice and guidance on all training matters, to ensure that the provisions under the Policy are carried out in accordance with Government Policy objectives.

All Government Ministries/Departments, Parastatal and/or Private Organisations shall constitute a major instrument in the implementation of the Policy, through the Manpower Development and Training Division of the Ministry of Labour and Public Service.

For the effective implementation of the Policy, the following bodies shall assume responsibilities for Human Resources Training, Development and Utilisation:

3.1 MANPOWER DEVELOPMENT AND TRAINING DIVISION.

The Manpower Development and Training Division in the Ministry of Labour and Public Service shall be responsible for all matters affecting training, at all levels and in the entire country. This shall include inter alia:

- a. Assisting Ministries/Departments to develop and implement their training plans;
- b. Identifying urgent training needs for the entire Civil Service based on the National Development Plan, and

Training Plans submitted by Ministries/Departments;

- c. Coordinating training records;
- d. Maintaining training records;
- e. Evaluating and monitoring the success or otherwise of all training efforts;
- f. Setting criteria for selection of candidates for training;
- g. Updating the National Training Plan.

3.2 ECONOMIC PLANNING AND STATISTICS.

The Department of Economic Planning and Statistics shall assume sector occupations and make projections for future occupations at all levels in the Public Service. The Manpower Development and Training Division - Ministry of Labour and Public Service, shall correspondingly identify training needs on the service, draw up a long-term national training plan, and frame appropriate training programmes in response to projections provided by the Department of Economic Planning and Statistics.

3.3 ALL GOVERNMENT MINISTRIES AND DEPARTMENTS.

This Policy provides for all Government Ministries and Departments to determine their own training requirements/needs, prioritise these needs, and to plan their own training programmes in consultation with the Manpower Development and Training Division of the Ministry of Labour and Public Service. They will submit training programmes for their Departments and update these annually, taking into consideration necessary changes, new developments and future projections. There shall be established in every Ministry or Department, Ministerial or Departmental training units, headed by Training Officers; their function shall be with the advice and consent of the Principal Secretary and Heads of Departments in the:

- (a) Formulation of Ministerial/Department training policies;
- (b) Identification of the prioritising of training needs;
- (c) Preparation of training budgets where required;
- (d) Implementation of training policies which have been approved;
- (e) Implementation of training programmes which been approved.
- (f) Ensure utilisation of expatriate experts for in-service training and the availability of counterparts.

3.4 LOCAL TRAINING INSTITUTIONS

The training function and responsibility of the Manpower Development and Training Division in the Ministry of Labour and Public Service shall be carried out in collaboration with local training institutions such as the Swaziland Institute of Management and Public Administration (S.I.M.P.A.), University of Swaziland (UNISWA), Swaziland College of Technology (SCOT), Institute of Development Management (IDM), Mananga Agricultural Management Centre, Institute of Health Sciences etc.

3.5 TRAINING AND LOCALISATION SECTION

The training and Localisation Section is a small unit within the Manpower Development and Training Division. It shall work hand in hand with the identification of suitably qualified personnel in the Private Sector Organisations, who be earmarked to understudy expatriate personnel of these Private Sector enterprises.

4. TYPES OF TRAINING PROGRAMMES

Government shall give priority to all types of training at all levels, but more emphasis will be on the following areas which are presently considered to be of acute shortage:

4.1 All areas of Engineering such as:

- Civil Engineering
- Electrical and Electronics Engineering
- Mechanical Engineering
- Automotive Engineering
- Geological and Mining Engineering
- Agricultural and Water Resources Engineering etc.

Other training include:

- 4.2 Medicine
- 4.3 Community and Rural Development
- 4.4 Agriculture in General and in Selected fields
- 4.5 Managerial Training
- 4.6 Professional Accountancy and Audit Training, etc.

Training in some of the above areas can and shall be done locally, in the region or abroad as need arises. The Swaziland Institute of Management and Public Administration and the Institute of Development Management shall cater for all the common cadre training needs., such as the clerical and record management courses, the middle management cadres' courses the introduction to personnel management, the supervisory courses, induction courses and any refresher courses identified and approved by the Government.

5. METHODS FOR SELECTION OF CANDIDATES

The Manpower and Training Division in the Ministry of Labour and Public Service shall have responsibility for the final approval of releasing candidates for training; both in-country and elsewhere. Selection for training courses shall be based on objective e criteria, i.e. the training needs of the Ministry/Department, qualifications experience, and the age of the candidates. The training itself shall be linked to the Ministry's/Department's objectives and to the individual's career development.

6. UTILISATION OF TRAINED PERSONNEL

Government shall ensure that training is directly geared towards the requirements of the duties either being performed, so that deployment shall regard to the person undergoing training.

7. CERTIFICATION AFTER TRAINING

Candidates who successfully complete as approved training programme or programmes shall be awarded a certificates as appropriate by Institutions conducting such programmes. The certificates shall be recognised by Government and be considered for future development and promotions.

8. TRAINING BUDGETS

The Ministry of Labour and Public Service, Manpower Development and Training Division shall endeavor, within its training vote, to provide adequate funds to support approved training plans and proposals.

Government shall take maximum advantage of external aid and grants to supplement local funds for the achievement of training objectives of the Policy. These shall be administered by the Principal Secretary, Ministry of Labour and Public Service, Manpower Development and Training Division. Neither candidates, Training Officers or Heads of Departments shall enter into agreement with donor agencies or their representatives without prior approval of the Principal Secretary of the Ministry of Labour and Public Service.

9. EVALUATION OF TRAINING

All Heads of Departments and Training Officers from all Government Ministries/Departments, Parastatals and Private Sector Organisations shall play a major role in the evaluation of training programmes. They shall submit annual reports to the Ministry of Labour and Public Service in February each year, and such reports shall provide the following information:

- 9.1 Whether training was relevant to the needs of the Officer and the Ministry/Department;
- 9.2 Whether the Officer did acquire the competencies that he/she was expected to acquire;
- 9.3 Whether the Organisation is accomplishing or doing a better job as a result of training;
- 9.4 Whether training was effective;
- 9.5 Whether the organisation will continue to send Officers for the same type of training

Individuals who have attended a training programme for three (3) months or more shall submit their reports through the Head of Department not later than three (3) months after their return.

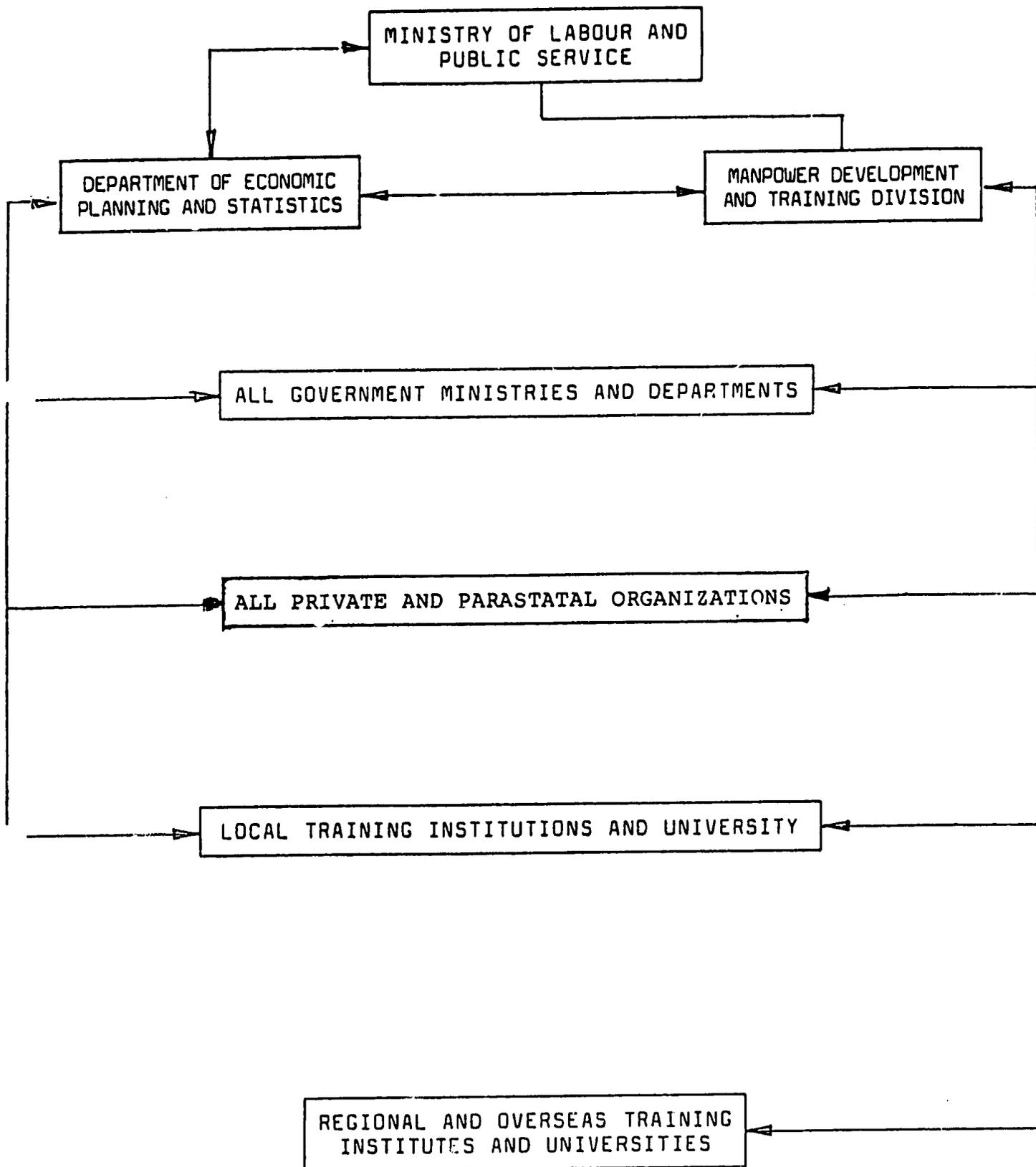
10 ELIGIBILITY FOR ADDITIONAL/FURTHER TRAINING (LONG-TERM)

Any individual who undertakes a long-term training programme shall, upon completion/termination of that programme return and serve Government or his organisation normally for a period of at least twenty-four months (24) months before that individual can be considered for additional/further training.

CONCLUSION

For the effective implementation of the Training Policy of the Government of the Kingdom of Swaziland, Heads of Department and Training Officers/Managers, shall always follow the guidelines as tabulated in the Handbook for Human Resources Development Plan in force, or current Ministry/Department Policy objectives.

GOVERNMENT OF SWAZILAND TRAINING STRUCTURE



APPENDIX F:

Data Collection for In-Country Evaluation; Questionnaire; Responses to Questionnaire; Evaluation Workshops - Findings and Recommendations

APPENDIX F

DATA COLLECTION FOR IN-COUNTRY TRAINING EVALUATION

From which to draw information, the current contractor provided binders with approximately 52 course listings and names of participants. From those course listings, which were approximated to include over 1,200 names of participants, 168 names were drawn from 35 courses. (The courses excluded were those relevant only to Participant Training, Traditional Sector or Development Communications). Approximately 40 names were drawn from the courses delivered through 1988 and the remainder were drawn from courses delivered thereafter. This division of 1988/89 was specifically requested by USAID because of the changes in the contractor Chief of Party and strategy of project delivery. More participants were chosen from 1989 forward because more courses were delivered in that timeframe.

Questionnaires were developed and mailed to the 168 in-country training participants. From the 168 names, approximately 69 names were selected from public, private and parastatal organizations to participate in 3 participatory evaluation workshops to be held on 3 consecutive days (each session = 2 1/2 hours).

Interviews were conducted with over 20 organizations involved with in-country training programs from the private and public sectors, parastatals and training organizations. Some in-country training participants were also interviewed in the course of interviewing public, private and parastatal organizations.

There were some major difficulties in obtaining a representative sample of in-country training participants because of the data that was available. Some constraints to collecting accurate or relevant data were:

1. The absence of a monitoring and evaluation system for the in-country training program.
2. The absence of any computerized data (including course lists, etc.).
3. Prior to 1989, each attendance list was recorded differently. In some cases, there was only a name without any reference to whether or not the participant was from the public or private sectors or a parastatal. Most of the time, addresses were neither provided for follow-up, employers were not listed, nor was the sex of the participant indicated. Little or no information was provided about whether or not the in-country training participant was also a returned participant training person.
4. From some time in 1988 or early 1989, records for each course were kept with a little more consistency and some aggregate data was set forth - as in the

report of December 1989. However, the aggregate data table for December showed gross totals (and percentages) of in-country training participants; but, it did not disaggregate information about the total number of persons that attended in-country training programs by employer, it did not show the frequency or the number of programs that each person attended, and it was not disaggregated by sex, etc. Also, from reviewing the November 1989 reports, it did not appear that tables such as the one in December were prepared for all the courses.

5. Data actually available were course lists of an estimated 1,200 in-country training participants. From these lists, the names of in-country training participants could be obtained, although all of them could not be traced because of an absence, in many cases, of addresses and/or employers. Also, there was nothing to indicate the number of persons that actually were in-country training participants (from reviewing the records, it is clear that many of the same people attended many of the courses).

IN-COUNTRY TRAINING PARTICIPANT QUESTIONNAIRE

As a participant in the **USAID SWAZILAND MANPOWER DEVELOPMENT PROJECT**, you are requested to complete this **QUESTIONNAIRE** for the evaluation of the project. Please complete the questions to the extent possible. Your prompt reply and assistance will provide valuable information for future programs of this type. **THANK YOU FOR YOUR COOPERATION.**

1. TODAY'S DATE _____
2. SURNAME _____ GIVEN NAME _____
 Female _____ Male _____ Age _____
3. Previously participated in the Long or Short-term Participant Training Program (out of the country)? Yes _____ No _____

4. **PRESENT EMPLOYER:**

Organization _____ Dept. _____

Position/Rank _____

(GOS ___) (Parastatal ___) (Private ___)

5. **EMPLOYER AT TIME OF TRAINING:**

Organization _____ Dept. _____

Position/Rank _____

(GOS ___) (Parastatal ___) (Private ___)

I. **COURSES ATTENDED (Check all which you attended):**

	Course Completed	
	YES	NO
Computer Familiarization		
June 28 - July 1, 1985	_____	_____
Oct. 24 - 27, 1985	_____	_____
May 16 - 18, 1986	_____	_____
June 20 - 22, 1986	_____	_____

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May 15 - 17, 1987	---	---	---
May 13 - 15, 1988	---	---	---
April 29 - May 1, 1989	---	---	---
May 11 - 13, 1990	---	---	---
Computer Concepts for Managers			
Aug. 20 - 23, 1986	---	---	---
MLPS Staff Computer Training			
Aug. 23 - 27, 1990	---	---	---
Sept. 1990	---	---	---
Basic Supervisory/Management			
April 7 - 11, 1986	---	---	---
Aug. 11 - 15, 1986	---	---	---
Sept. 8 - 12, 1986	---	---	---
Sept. 29 - Oct. 3, 1986	---	---	---
Senior Management Course by MAMC for MOAC Staff			
Aug. 8 - Sept. 2, 1988	---	---	---
MLPS Organizational Dev. Training Retreat			
March 5 - 7, 1990	---	---	---
Follow-up Training Retreat			
June 6, 1990	---	---	---
Management Skills for Principal Secretaries			
January 10 - 12, 1989	---	---	---
Management/OD			
Grade Level 24 Unit			
Module One			
May 28 - June 1, 1990	---	---	---
Module Two			
July 30 - Aug. 3, 1990	---	---	---
Module Three			
Sept. 10 - 14, 1990	---	---	---
Grade Level 26 Unit			
Module One			
June 18 - 22, 1990	---	---	---

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Module Two Aug. 6 - 10, 1990	---	---	---
Management/OD Unit Two Module One March 12 - 17, 1989	---	---	---
Module Two June 4 - 9, 1989	---	---	---
Module Three Sept. 10 - 15, 1989	---	---	---
Module Four Aug. 13 - 17, 1990	---	---	---
Supervisory Skills/OD Unit Three Module One April 23 - 28, 1989	---	---	---
Module Two July 30 - Aug. 4, 1989	---	---	---
Module Three Oct. 29 - Nov. 3, 1989	---	---	---
Capital Budget Seminar for Principal Secretaries Unit Eight Dec. 5 - 8, 1989	---	---	---
Financial Management and Control Skills for Principal Secretaries: Unit Six April 4 - 7, 1989	---	---	---
Financial Management and Control Skills: Unit Seven/Module One May 21 - 26, 1989	---	---	---
Module Two Aug. 20 - 25, 1989	---	---	---
Module Three Nov. 12 - 17, 1989	---	---	---
Training Officers in Management Functions: Unit Five/			

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Module One April 2 - 7, 1989	---	-	---
Module Two June 4 - 9, 1989	---	---	---
Module Three Sept. 10 - 15, 1989	---	---	---
Training of Trainers for SIPTM Members by DEMS July 25 - 27, 1988	---	---	---
Human Resources Mgmt./OD Unit Four Module One May 7 - 12, 1989	---	---	---
Module Two July 2 - 7, 1989	---	---	---
Module Three Oct. 8 - 13, 1989	---	---	---
Seminar on Handbook For Human Resource Development February 9 - 13, 1987	---	---	---
March 16 - 20, 1987	---	---	---
April 27 - May 1, 1987	---	---	---
Aug. 29 - 31, 1989	---	---	---
Sept. 27 - 29, 1989	---	---	---
Oct. 3 - 5, 1989	---	---	---
Oct. 18 - 20, 1989	---	---	---
Operating/Maintenance Procedures Ministry of Works & Telecommunications March - April 1987	---	---	---
Senior Community Development Personnel March 28 - April 8, 1988	---	---	---
Community Dev. Certificate Course Module One March 6 - 31, 1989	---	---	---
Module Two June 5 - 30, 1989	---	---	---

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- 4b. DID THE WAY IN WHICH THE TRAINING WAS CONDUCTED INFLUENCE THE WAY IN WHICH YOU INTERACT WITH STAFF/CO-WORKERS OR IN PLANNING AND DECISION-MAKING? YES ___ NO ___ IF YES, PLEASE GIVE EXAMPLES:
5. TO WHAT EXTENT WAS THE LENGTH OF THE COURSE(S) SUFFICIENT FOR YOU TO ACQUIRE KNOWLEDGE/SKILLS THAT COULD BE APPLIED?
6. DID YOU PARTICIPATE IN THE MODULAR COURSES? YES ___ NO ___
- DO YOU PREFER ___ A SERIES OF RELATED COURSES or ___ SINGLE DISCRETE PROGRAMS (please check as appropriate)? PLEASE COMMENT:
7. TO WHAT EXTENT HAS THE TRAINING YOU RECEIVED CREATED CHANGE IN THE WORK ENVIRONMENT?
8. HAVE YOU TRANSFERRED THE KNOWLEDGE/SKILLS ACQUIRED FROM THE TRAINING TO OTHERS IN THE WORK PLACE (e.g., through seminars, presentations, in-service training, written reports, etc.)? YES ___ NO ___ PLEASE GIVE EXAMPLES AND DISCUSS:
9. WHEN YOU RECEIVED YOUR TRAINING, DID OTHERS FROM YOUR ORGANIZATION ALSO ATTEND? YES ___ NO. PERSONS? ___ NO ___ HAVE OTHERS FROM YOUR ORGANIZATION ATTENDED THE USAID-SPONSORED TRAININGS AT OTHER TIMES? YES ___ NO. PERSONS? ___ NO ___
10. HAVE YOU RECOMMENDED THE TRAINING COURSES TO OTHERS? YES ___ NO ___
11. BESIDES ACQUIRING NEW KNOWLEDGE/SKILLS, WERE THERE ANY OTHER BENEFITS DERIVED FROM THE TRAINING? YES ___ NO ___ PLEASE COMMENT:

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12. WHAT SUGGESTIONS DO YOU HAVE TO IMPROVE THE OVERALL EFFECTIVENESS OF THE IN-COUNTRY TRAINING PROGRAMS?

THANK YOU FOR YOUR COOPERATION IN COMPLETING THIS QUESTIONNAIRE!

RESPONSES TO IN-COUNTRY TRAINING PARTICIPANT QUESTIONNAIRE

Approximately 156 questionnaires were mailed/delivered to the three sectors; 41 questionnaires were returned.

Returned Questionnaires

		Females		Ret.Part.Train.
Private	16	(1)		(5)
Parastatal	6	(2)		(0)
Public	<u>19</u>	<u>(4)</u>		<u>(7)</u>
Total	<u>41</u>	(7)		(12)

CONCENTRATION BY SECTOR/ORGANIZATION -

Private sector - 4 of the 16 questionnaires came from one firm; 2 of the questionnaires came from another; and the others were from different firms.

Parastatal - 2 of the 6 came from one firm; the others were from different firms.

Public - 2 were from the Min. of Finance - Income Tax Dept., 4 were from the Min. of Labour, all different departments, 2 were from the Min. of Agric., different departments. The remainder were from different Ministries or distinctly different departments within Ministries.

When Courses (Modules) Were Taken (and Number)

Private:

1986 - 2 people took 1 course each.

1989 - 6 people took 3 courses each and
1 person took 2 courses

1990 - 4 people took 4 courses each,
1 person took 3 courses, and
2 people took 2 courses each

Parastatal

1986 - 1 person took 1 course
1989 - 3 people took 3 courses and
 1 person took 1 course
1990 - 1 person took 3 courses

Public

5 people took courses spread out the life of the project:

1 person took 3 courses in 1987 and 10 courses in 1989
1 person took 3 courses in 1989 and 3 courses in 1990
1 person took 1 course in 1989 and 2 courses in 1990
1 person took 1 course in 1986 and 2 courses in 1990
1 person took 1 course in 1988, 4 courses in 1989 and
1 course in 1990

1989 - 9 people took 3 courses and
 1 person took 6 courses
1990 - 4 people took 3 courses

The extent to which participants participated in the selection of the course (module)?

Eight (20%) responded yes, that they either self-nominated or participated in the selection.

12 (29%) responded no, that they were nominated by their employer.

21 (54%) did not respond (or understand) the question.

Question 1. Changed positions?

37 (90%) responded that they did not change positions.

4 (10%) responded that they did change positions and that the training contributed to the promotion/change.

Question 2. Relevant training?

41 (100%) responded that the training was relevant to their jobs.

Question 3. The extent to which ideas/techniques were applied in the work place.

100% of the respondents indicated they apply what they learned to their jobs.

Constraints in applying what they learned.

18 (44%) of the respondents indicated constraints to applying what they learned for the following reasons:

- Lack of cooperation from line manager.
- Difficulty/fear of diverting from the organizational culture.
- Shortage of qualified personnel.
- Difference in the language of the trained and untrained.
- Time spent in computer training was too short.
- Ministry's computer system is not yet fully developed.
- Senior Trade Testing Officer has never been given chance to attend training officers' meetings.
- Reluctance by supervisor to accept new concepts in the line of administration.
- Shortage of staff.
- Lack of cooperation from the heads of departments.
- Time constraints to explain to support-staff adequately what has been learned.
- No longer applying skills.
- Lack of policy from top manager regarding application of new ideas.
- Lack of training for peers.
- Superior never attended training and is threatened by the new ideas.
- There are established procedures which restricts the carrying out of new ideas.

Applying skills in the work place.

36 (88%) indicated they were applying at least some of the skills from the workshop.

4 (10%) indicated they were not applying the skills.

1 (2%) did not respond.

Question 4a. Course was designed to encourage participation.

40 (98%) indicated yes; 2 (2%) did not respond.

Question 4b. Way in which training was conducted influenced interaction with staff/co-workers or in planning and decision-making.

36 (88%) indicated yes; 4 (10%) indicated no; and 1 (2%) did not respond.

Question 5. Length of Course(s)

14 (34%) indicated that the course was adequate; 27 (66%) indicated that the course was too short, mostly because it was too intense or because it was not enough time to absorb new concepts and ideas.

Question 6. Modular vs. Single Discrete Courses

8 (20%) indicated they preferred single discrete courses; 33 (80%) indicated they preferred courses that built upon another. There was one comment from a private sector questionnaire respondent which indicated that due to time constraints modular courses were not a viable option.

Question 7. Question was withdrawn.

Question 8. Transferred skills or knowledge in the work place.

30 (73%) indicated yes; 11 (27%) indicated no.
Most of the skill transference was in the form of a report of the workshop to the supervisor or through informal discussions with staff/co-workers.

Question 9. Did others from your organization attend training when you did?

25 (61%) indicated yes; 15 (37%) indicated no; 1 (2%) did not respond.

Question 10. Have you recommended the training courses to others?

33 (80%) indicated yes; 4 (10%) indicated no; 4 (10%) did not respond.

Question 11. Other benefits derived from the training?

39 (95%) indicated yes; 2 (5%) indicated no.
Primary benefit was meeting other GOS personnel and exposure to people from private and parastatal organizations.

Question 12. Suggestions?

- follow-up modules should be made available.
- some of the modules should be on one subject.
- two or three of my line managers should be sent.
- handouts and case studies should be distributed before the course resumes and participants should be notified in good time to attend a course; no last minute rush.
- training programs should be relevant to training needs of the country.
- should be extended to senior managers in the private sector as it is with Principal Secretaries. After a number of modules, participants should be given a formal period of training to enhance their progress at work.
- a follow-up at the work place by the sponsors (SWAMDP) could be an impact on management at the private sector. To some organizations, the in-country training is seen to be for civil servants.
- a few selected basic textbooks for in-depth reference for participants could help.
- to improve on getting different people from different categories to lecture on subjects in their fields - this was done with capital budget - it was an eye opener. There should be other similar courses which are a follow-up to this.
- increase from three modules to four to enable participants to further investigate and analyze the management practices of any major organization in Swaziland.
- the case studies must have some relevance to the problems of Swaziland.
- public, private and parastatal sectors should be involved in designing the training so that the needs of all can be properly catered for.
- extend time for participants to acquire more knowledge/skills and be in a better position to fully understand the contents of the course and advise their bosses to utilize the participants on their return.
- for people to be able to speak one effective language, the in-country training program should include subordinates from levels 15, 17 and so on with follow-up courses every two years.
- organize courses for all cadre in one year so that all can understand what is expected of you at work.
- bosses should be trained as well.
- a library should be made available to participants for use for further studying of what was covered in the day.
- the courses should be maintained and the MOL should be directly involved.
- suggest follow-up activities of each module done to assist implementation of action plans.
- incorporate educational visit to relevant places to reinforce concepts learnt.

IN-COUNTRY TRAINING PARTICIPANT EVALUATION WORKSHOPS RESPONSES AND RECOMMENDATIONS

The In-Country Training Evaluation Workshops were held on two consecutive days from 9 A.M. - 12:00 Noon at the Swazi Inn, Mbabane. In-country training participants were invited from public, private and parastatal organizations. Sixteen people attended the workshops.

Since the total number of in-country training participants was larger than could easily be interviewed individually, participants were invited to these workshops in order to try and talk to as many people as possible to get feedback on the program. The workshops were conducted in addition to interviews with selected individuals and the distribution of questionnaires.

Questions were developed that addressed pre-training, during training and post-training issues. The format was open discussion of questions. Some of the group responses and recommendations were as follows:

PRE-COURSE

1. HOW WERE YOU SELECTED FOR THE COURSE?

RESPONSES

One person was told by his supervisor on Friday before the workshop that he was to attend on Monday. Another person was given one week's notice.

Owners of two small private sector firms responded to newspaper advertisements. One employee of a larger firm responded to a newspaper advertisement, but got an "ok" from his supervisor first.

A public sector employee received an invitation from the Ministry of Labour.

RECOMMENDATION

Right now, the Ministry of Labour distributes circulars within the public sector, but everyone does not get to see them. And, there's no one office that anyone can go to see what courses might be available. Therefore, **THERE IS A STRONG RECOMMENDATION THAT A PHYSICAL FACILITY (AN OFFICE) WITHIN THE MINISTRY OF LABOUR BE ESTABLISHED WHERE ANYONE FROM PUBLIC, PRIVATE OR PARASTATAL ORGANIZATIONS CAN GO TO REVIEW LISTINGS OF AVAILABLE COURSES FROM DONOR AGENCIES, IN-HOUSE PROGRAMS, TRAINING INSTITUTIONS, ETC.**

2. SHOULD THE SELECTION BE BASED ON ORGANIZATIONAL OR INDIVIDUAL NEEDS?

RESPONSES

Both.

DURING THE COURSE

1. WAS THE COURSE RELEVANT TO YOUR JOB?

RESPONSE

The Financial Control course was relevant for the public sector, but not so relevant for the private sector. The Financial Control course was also too detailed for the manager who oversees someone else that actually does that work. In addition, a balance sheet was expected without any prior accounting experience.

The Training of Trainers course was relevant because there was a pre-meeting to determine the content of the course.

RECOMMENDATIONS

Carefully determine the audience before developing the course and get in-put from the potential trainees before developing the course.

In training programs for junior managers, include communication skills in how to talk to their superiors.

2. WAS THE COURSE LONG ENOUGH? ARE MODULES AN ANSWER?

RESPONSE

The length of the course was "ok." It was too intense to retain all the information that was provided in that time period.

RECOMMENDATION

Either lengthen the course or decrease the amount of material to be covered in that timeframe.

Modules are a good idea with an approximate one month lapse between modules.

3. WAS IT A REVIEW OR NEW MATERIAL?

RESPONSE

Some of the in-country training participants had been participant training persons and received degrees in the subject area of the in-country training. Therefore, for them it was a review. They were mixed in with others with limited backgrounds.

RECOMMENDATION

Continue to mix the programs with people who have different levels of experience.

POST-COURSE

1. WHAT FOLLOW-UP WAS PROVIDED, IF ANY?

RESPONSE

One public sector organization employee said that his superiors did not even ask if the employee had attended the training let alone ask, or provide, any follow-up.

Action plans were developed in the course, but when they were submitted to the trainers, the plans were not returned. The trainees wanted them returned and with critical comments as to how valid they were or were not. In the module that followed, there was a different trainer and no time was spent reviewing the action plans from the previous module.

RECOMMENDATION

Action plans should not be just a "homework" exercise, but should be critiqued and returned to the trainees.

2. WHAT COULD OR SHOULD BE DONE AS FOLLOW-UP?

RECOMMENDATION

Some time following the end of a course (or several modules), have a one-day workshop in which you invite all of the participants to review action plans and discuss constraints in implementation.

Letters should be sent to the supervisor or other top management stating that employee X has completed a course and developed an action plan to be implemented in the work place. This would alert top-management that proposed changes may be forthcoming and some support might be gained from the manager's level.

3. IS IN-HOUSE TRAINING A POSSIBLE FOLLOW-UP VEHICLE?

RESPONSE

The MOL should have been more involved in implementing the in-country training program so that they learned what was involved.

RECOMMENDATION

Yes, where enough people from one organization have attended workshops, a one-day in-house workshop could be developed to cover communication skills.

4. IMPACT ON THE ORGANIZATION?

RESPONSE

If you are the only one trained, it is too difficult to make change within the organization.

5. HOW MANY (AND WHO) NEED TO BE TRAINED FROM AN ORGANIZATION TO BRING ABOUT CHANGE?

RESPONSE

Several people from an organization need to be trained because one person with new ideas is not enough.

RECOMMENDATION

Several people from the organization need to be trained. In the case of the PSs, the people just below them need to be trained in the same trainings so that the information can be passed on down the line.

6. HAVE THE "PS" SEMINARS HELPED?

RESPONSE

Not enough time has yet passed to determine if the seminars have made any change.

The PSs and other top managers need the training because sometimes they have risen to the top without much training.

7. WOULD "MIXED LEVELS" WORK?

RESPONSES

Yes, some mixed levels would work depending on the topic. For example, a workshop on line management communication might work with top level management and their subordinates. There should be a mix of policy and line management people.

APPENDIX G:
In-Country Training Program Course Statistics

APPENDIX G
IN-COUNTRY TRAINING PROGRAM COURSE STATISTICS

SUMMARY OF IN-COUNTRY TRAINING PROGRAM COURSE STATISTICS

	<u>'85</u>	<u>'86</u>	<u>'87</u>	<u>'88</u>	<u>'89</u>	<u>'90</u>	
TOTAL COURSES	2	7	6	3	25	12	55
PERCENTAGES	4%	13%	11%	5%	45%	22%	100%
(TOTAL PARTICIPANT)	(72)	(134)	(213)	(55)	(460)	(193)	(1127)
PERCENTAGES	6%	12%	19%	5%	41%	17%	100%

NUMBER OF COURSES/YEAR PRESENTED¹
(Number of Participants)

<u>COURSE TITLE</u> <u>(Approx. No. Days)</u>	<u>'85</u>	<u>'86</u>	<u>'87</u>	<u>'88</u>	<u>'89</u>	<u>'90</u>	<u>TOTALS</u>
Computer Familiar. ² (3 days)	2 (72)	2 (44)	1 (33)	1 (22)	1 (9)	1 (19)	8 (199)
Computer Concepts for Managers (4 days)		1 (18)					1 (18)
Min. of Labour & Public Service Computer Training (? days)						2 (8)	2 (8)

¹ The data was collected from materials provided by TransCentury dated 10/1/90. The figures are approximate due to the availability of data and some courses may not be included because the evaluation occurred with a few courses remaining. Also, the data was not sufficient to provide accurate information about the actual number of people who attended courses, the frequency at which they attended, the classification of the organization from which they came, or the sex of the participant.

² These courses were provided prior to departure for Participant Training Persons. Any discussion of the impact of these courses will be in the Participant Training component of this document.

	<u>'85</u>	<u>'86</u>	<u>'87</u>	<u>'88</u>	<u>'89</u>	<u>'90</u>	<u>TOTALS</u>
Min. of Lab.& Pub. Ser.OD Trn.Retreat (3 days)						1 (24)	1 (24)
Follow-up Training Retreat (1 day)						1 (18)	1 (18)
TOT (SIPTM) Swazi.Insti. Persnl.&Train.Mgmt. (3 days)				1 (16)			1 (16)
Sem.Handbook for HRD (3 Days) (3 days)			3 (66)		4 (?)		78 (66)
Min.Wks.Tel.Opr./ Maint.Proced.(? days)			1 (113)				1 (113)
Min.Agric.&Coops. Sr. Mgmt. (30 days?)			1 (1) ?				1 (1) ?
Basic Super./Mgmt. (5 days)			4 (72)				4 (72)
Mgmt.Skills for Prin. Sectys. (3 days)					1 (37)		1 (37)
Mgmt./OD - Unit One Grade <u>Level 24</u> (5 days) Module 1					1 (23)		1 (23)
Module 2					1 (23)		1 (23)
Module 3					1 (19)		1 (19)
<u>Level 26</u> (5 days) Module 1					1 (23)		1 (23)
Module 2					1 (22)		1 (22)

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	<u>'85</u>	<u>'86</u>	<u>'87</u>	<u>'88</u>	<u>'89</u>	<u>'90</u>	<u>TOTALS</u>
Mgmt./OD-Unit Two (6 days)							
Module 1					1 (24)	1 (24)	
Module 2					1 (20)	1 (20)	
Module 3					1 (18)	1 (18)	
Module 4					1 (14)	1 (14)	
Supervis. Skills/OD - Unit Three (6 days)							
Module 1					1 (22)	1 (22)	
Module 2					1 (20)	1 (20)	
Human Res. Mgmt./OD - Unit Four (6 days)							
Module 1					1 (26)	1 (26)	
Module 2					1 (21)	1 (21)	
Module 3					1 (20)	1 (20)	
Train.Off.Mgmt. -Unit Five (6 days)							
Module 1					1 (25)	1 (25)	
Module 2					1 (25)	1 (25)	
Module 3					1 (22)	1 (22)	
Fin.Mgmt.& Control Skills for Prin.Secty. - Unit Six (4 days)					1 (15)	1 (15)	
Financial Mgmt. & Control Skills - Unit Seven (6 days)							
Module 1					1 (24)	1 (24)	

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	<u>'85</u>	<u>'86</u>	<u>'87</u>	<u>'88</u>	<u>'89</u>	<u>'90</u>	<u>TOTALS</u>
Module 2					1 (24)		1 (24)
Module 3					1 (23)		1 (23)
Cap.Bud.Sem.for Prin. Sectys-Unit Eight (4 days)					1 (17)		1 (17)
Senior Comm. Dev. Personnel (10 days)					1 (17)		1 (17)
Comm.Dev.Cert.Course (25 days) Module 1					1 (20)		1 (20)
Module 2					1 (24)		1 (24)
Module 3					1 (24)		1 (24)
Super./Gen. Mgmt.Skls.for Sr. Comm.Dev.Off. (11 days)						1 (?)	1 (?)
TOTAL COURSES (TOTAL PARTICI.)³	2 (72)	7 (134)	6 (213)	3 (55)	25 (460)	12 (193)	55 (1127)
	'85	'86	'87	'88	'89	'90	

³ This is the number of participants (the actual number of people are far fewer who attended courses).

APPENDIX H:
Sample Outline of a Course

APPENDIX H

SAMPLE OUTLINE OF COURSE

A sample outline of one course is:

FINANCIAL MANAGEMENT AND CONTROL SKILLS (Nov. 13-17, 1989)

Conducted by Mananga Agricultural Management Centre

Course Director: Sam Harmon

Venue: Forester Arms Hotel

Participants: 23 Officers from Government and Private Sector

Participants' Objectives:

- to be able to use the balance sheet and financial statement in making decisions on investment;
- to acquire an in-depth study of critical financial decisions;
- to read, analyze, and construct financial tools; and
- to approach projects on financial decision making.

Objectives Met:

61% indicated "Fairly Well"

30% indicated "Almost" or "Entirely"

Overall Rating Of The Course:

78% indicated "Excellent" or "Very Good."

The course was held over five days starting with breakfast at 7 A.M. each day. Classes were held from 8 A.M. - 5 P.M. and the day was concluded with dinner at 7 P.M.

In preparation for the course, participants were asked to review a document entitled "Mananga Agricultural Business Game, Rules and Procedures." That document prepared the participants for a computer simulation activity that featured prominently in the course.

The overall objective of the activity was to give participants an opportunity to make decisions in the field of finance, production and marketing, and to submit records of these decisions to a financial controller. The activity included preparation and analysis of all the financial management and control documents that were discussed in the first and second modules.

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APPENDIX I:

List of Persons Contacted and Documents Reviewed

**APPENDIX I
LIST OF PERSONS CONTACTED**

USAID

Mr. Robert D. Carlson, Director
Ms. Leticia Diaz, Human Resources and General Development Officer
Mr. Patrick Fine, Education Development Officer
Ms. Cecilia Kenyon, Project Manager, SWAMDP

TransCentury

Ms. Marilyn Richards, Chief of Party
Mr. Leon Muffett, In-Country Training Manager
Ms. Faye Cowan, Participant Training Coordinator, Washington D.C.
Mr. John King, Former Manpower Development/Training Planner

Academy For Educational Development

Dr. Judy Brace, Director Development Information Services

Training Institutions

Mr. F. Mbelu, Director, Executives Development Africa
Mr. J. A. Hickin, Managing Dir., Mananga Agric. Mgmt. Centre
Mr. Eddie J. Arubayi, Sr. Lecturer, Mananga Agric. Mgmt. Centre
Mr. Behkie Dlamini, Country Dir., Institute of Dev. Mgmt.
Mr. Almon Mkhwanazi, Director, DEMS/University of Swaziland

Government of Swaziland

Ms. Futhi H. Kuhlase, Act. Prin. Secty., Min. of Lab./Pub. Serv.
Ms. Mumly Musi, Asst. Prsnl. Off., Min. of Lab./Pub. Serv.
Mr. Allen McFadden, Sr. Prsnl. Off., Min. of Lab./Pub. Serv.
Ms. Ennet Nkambule, Act. Under Secty./Train. Off., Min. Wks./Comm.
Mr. N. J. Simalane, Prin. Prsnl. Off., Ministry of Education
Mr. Peter Mtetwa, Under Secretary, Ministry of Justice
Mr. Rodgers Matsebula, Training Manager, Ministry of Agriculture
Mr. Jabulani G. Kunene, Under Secretary, Ministry of Education
Mr. Mathanda Mazibuko, Dir. of Ind./Voc. Training, Min. of Lab.
Mr. Linda H. Zwane, Dir. of Ind./Voc. Training, Min. of Labour
Ms. Dudu Dlamini, Personnel Assistant, Ministry of Labour

Parastatals

Mr. Kenneth Magagula, Personnel Manager, Posts and Communications
Mr. Parris, General Manager, Royal Swazi Air

Private Sector

Mr. Dick Wheelwright, General Manager, Manica
Mr. Barry Placi, Human Resources Manager, Usutu Pulp
Mr. Gavin Mattig, Training Manager, Usutu Pulp
Mr. Musa Musi, Train. Mgr., Inyoni Yami Swazi. Irrigation Scheme
Mr. Terry Quadling, Train. Mgr., Inyoni Yami Swazi. Irr. Scheme
Mr. A. S. Ntiwane, Group Training Director, Swazi Brewers Ltd.
Mr. P. Dodds, Federation of Swaziland Employers
Mr. G. N. Ndzinisa, Training Manager, Mhlume Sugar
Mr. M. Mndzebele, Supervisor, Swazi Brewers Ltd.
Ms. Desma Kuhlase, Swazi Success Hair and Beauty Salons
Mr. Sikelela Dlamini, Manica Freight Services
Mr. Mbho Shongwe, Elmond Computer Systems
Mr. Herbert Shongwe, Steel & Wire International
Mr. Siphon Khoza, Inyoni Yami Swaziland Irrigation Scheme
Mr. Timothy Dlamini, United Plantations

Training Officers/Supervisors Workshop

P. Z. Msibi, Department of Taxes
R. M. Simelane, Central Statistical Office
J. M. B. Nkambule, Labour and Public Service
Dudu Dlamini, Labour and Public Service
Mumly Musi, Labour and Public Service
Elliot J. Sihlongonyane, Treasury
Nqaba Madeko, Health
Mumly Mathunjusa, Institute of Health Services
Jane Dlamini, Tinkhundla
N. S. Tsela, Geology
S. N. Maphanga, Geology
N. T. Shongwe, Health
K. P. Manuso, Natural Resources

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Federation of Swaziland Employers, Annual Report and Accounts 1989/90.

"Final Report: Swaziland Manpower Development Project Development Communications Component," prepared by Polly E. McLean, January, 1989.

Handbook For Human Resource Development, Swaziland Government, Ministry of Labour and Public Service, August 1, 1989.

"In-Country Training Strategy Statement for the Swaziland Manpower Development Project," funded by U.S.A.I.D., for consideration by the Ministry of Labour and Public Service (DRAFT), August 1988.

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"Local Leaders and Development Training in Swaziland: Evaluation of Traditional Sector Training," prepared by Edward C. Green for TransCentury Corporation, August 15, 1989.

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"Mid-Term Evaluation of the Swaziland Manpower Development Project," (SWAMDP: Project #645-0218) Volume II of II, prepared for USAID/Swaziland by: John C. Williams, et al., November 1988.

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"November Monthly Report On The 1989 Calendar Year In-Country Training Program/Activities Of The Swaziland Manpower Development Project," Volumes One - Three, prepared by Leon J. Muffett, In-Country Training Manager, 30 November 1989.

Report On The Ministry of Labour and Public Service Intra-Ministerial Retreat: 5-7 March 1990; Organizational Development Management Training Retreat.

"Recruitment and Planning Issues for the USAID/GOS/SWAMDP In-Country Training Programme for 1989," 1 February 1989.

"Report on Training Seminars and Recommendations for Future Action," containing the National Training Policy.

Swaziland Manpower Development Project Paper (1984).

Swaziland Training and Institutional Development (STRIDE) Project Paper (DRAFT)

The Times of Swaziland Sunday, "Women on Sunday," "How business women develop themselves," Sunday, September 2, 1990.

The Times of Swaziland, "Mbingo resists move to Works," Wednesday, November 7, 1990.

"Trainers' Manual for Developing a Human Resources Planning Process," Swaziland Manpower Development Project, Ministry of Labour and Public Service.

Training Needs Assessment Format, Ministry of Labour and Public Service, Mbabane, Swaziland, 10 November 1989.

"TransCentury Work Plan, 1 April 1988 - 31 March 1989," The Government of Swaziland and USAID, Christmastide 1987.

"Workplan and Budget for Eleven Months and 16 Days Extension, 15 January 1990 - 31 December 1990," submitted by TransCentury Corporation, Revised 2 April 1990.

APPENDIX J:

Interview Schedule for Zenzele Women

APPENDIX J

INTERVIEW SCHEDULE FOR ZENZELE WOMEN¹

Date: _____

(1) Name of Region _____

(1) Hhohho (2) Manzini (3) Shisulweni (4) Lubombo

(2) Name of Location/Community _____

(3) Name of Chief (Acting Chief) _____

(4) Name of Interviewee: _____

(5) Name of Zenzele Group: _____
(If there is more than one name, write both names)

(Ask lomakhaya):

(6) Zenzele member has received what level of Home Economics training? (You may check more than one answer.)

- (1) None
- (2) Organizational and/or technical
- (3) Leadership
- (4) Business skills
- (5) Savings club training

(7) What type of Zenzele member is the interviewee?

- (1) Chairman
- (2) Other officer
- (3) regular member

¹ For editing purposes, extra and blank lines in the questionnaires have been removed.

- (8) How often did you attend Zenzele meetings during the past year?
- (1) none
 - (2) weekly
 - (3) twice monthly
 - (4) monthly
 - (5) less often than monthly (Write_____)
- (9) In your opinion, how is attendance amongst the members of your zenzele group?
- (1) Very High
 - (2) Satisfactory
 - (3) poor
- (10) How many members are there in your Zenzele group? (Approximate number is O.K.)
- (11) How many development-related Zenzele workshops have you attended in the past 5 years?
- (1) none
 - (2) 1-3
 - (3) 4 or more
 - (Write exact or approximate number)_____
- (12) Who organized the last Zenzele workshop you attended?
- (1) Home Economics
 - (2) Other Ministry of Agriculture person
 - (3) Ministry of Commerce ("Handicrafts")
 - (4) Other (specify)_____
- (13) Have you learned anything of importance at a Home Economics (Bolomakhaya) workshop?
- (1) Yes
 - (2) No
 - (3) Don't know, can't say
- (14) If yes to previous Q., what in the workshops of the last 5 years did you find most useful?
- (15) Have you become involved in any activity or project or group as a result of anything you learned or heard about in a Home Economics workshop for zenzele women?
- (1) Yes
 - (2) No

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- (16) If Yes to previous Q., in what kind of activity or project or group?
- (17) What is the main income-generating function of your Zenzele group?

- (1) sewing school uniforms or other sewing
- (2) pig raising
- (3) handicrafts
- (4) commercial gardening
- (5) poultry
- (6) other _____
- (7) no income-generating activity

- (18) Have training workshops helped your group in this activity?

- (1) Yes
- (2) No
- (3) Not sure, can't say

- (19) If yes to previous Q., how has training helped your group?

- (20) Can you think of any ways the workshops could be improved?

- (1) Yes
- (2) No
- (3) Not Sure

- (21) If yes to previous Q., How could workshops be improved?

- (1) More tours or visits
 - (2) More hands-on, learning by doing or role playing
 - (3) Better venue (Where? _____)
 - (4) Need follow-up (How? _____)
 - (5) Need more workshops, or more time for workshops or covering topics
 - (6) Need other topics (Which? _____)
 - (7) Other
-

- (22) Has most of your training at Home Economics workshops been relevant to your needs?

- (1) Yes
- (2) No
- (3) Don't know, can't say

- (23) If no to last Q., Please explain

(24) If you would like more government-sponsored workshops in the future, How many would you like to attend in a year?

- (1) 1-3
- (2) 4-6
- (3) 7 or more ("as many as available")
- (4) Does not want to attend more; Present number O.K.

(25) In the last Home Economics workshop you attended for Zenzele women, were the teaching materials useful?

- (1) Yes
- (2) No
- (3) not used

(26) Please explain, or elaborate on, answer to last question.

(27) Have you contributed money to your Zenzele group during the past 12 months?

- (1) Yes _____ (2) No _____

(28) If Yes to previous Q., about how much money did you contribute in the past 12 months? (Total, including joining fee, regular subscription, special fund-raising, etc.)

- (1) E1-10
- (2) E11-20
- (3) E21-30
- (4) more than E30
- (Write exact amount _____)

(29) Following from the previous question, for what purpose was the money collected? (You may check more than one)

- (1) income-generating project
- (2) Burial/funeral fund
- (3) child care
- (4) Meeting place, or costs directly associated with establishment or maintenance of Zenzele group
- (5) Other (Specify) _____

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(30) If you have attended more than one home economics workshop, have you trained or passed on your knowledge to other women in your home area?

- (1) Yes
- (2) No
- (3) not sure

(31) If yes to previous Q., how did you pass the knowledge on?

(32) If no to Q. 30, why did you not pass the knowledge on?

(33) What can you tell us about the support--or lack of support--of your chief for your zenzele group?

(34) What are the main obstacles to development in this area?

(35) Is contact between female extension workers and your Zenzele organization (Interviewers: read response options)

- (1) Frequent, regular
- (2) Occasional
- (3) Infrequent, irregular
- (4) Never

(36) What type of extension worker does your zenzele group have most frequent contact with?

- (1) Home Economics
- (2) Other Ministry of Agriculture person
- (3) Ministry of Commerce
- (4) Other (specify)_____

(37) Is contact between male extension workers and your Zenzele organization:

- (1) Frequent
- (2) Occasional
- (3) Infrequent
- (4) never

(36) What is your age?

- (1) Less than 25
- (2) 26-40
- (3) 41-55
- (4) more than 56

(37) What is your educational level? (how far did you go in school?)

- (1) none**
- (2) Some primary, or completed primary**
- (3) Some secondary, or completed secondary**
- (4) post-secondary**

APPENDIX K:

Follow-up Interview Schedule for Local Leaders

APPENDIX K

FOLLOWUP INTERVIEW SCHEDULE FOR LOCAL LEADERS

NAME OF INTERVIEWER_____

(Q1) Name of Region_____

- (1) Hhohho
- (2) Manzini
- (3) Shiselweni
- (4) Lubombo

NAME OF LOCATION/COMMUNITY_____

NAME OF CHIEF (ACTING CHIEF)_____

NAME OF INTERVIEWEE_____

DATE_____

(Q2) What type of leader is the interviewee?

- (1) chief
- (2) indvuna
- (3) umgijiimi
- (4) bandlancane
- (5) bucopho
- (6) committee member
- (7) other

(Q3) Have you become involved in any activity or project or group as a result of anything you learned or heard about in a workshop?

- (1) Yes
- (2) No

(Q4) If Yes to last question, in what kind of activity or project or group?

(Q5) Which local community people have responsibility for dealing with development problems? (More than one answer possible).

- (1) the chief
- (2) tindvuna
- (3) government or extension workers
- (4) various committee members
- (5) imisumphe/RDA/resettlement people
- (6) no one
- (7) bucopho or inkhundla representative
- (8) other (specify) _____

(Q6) List the number of development committees currently found in this chief's area (sive).

(Interviewer: Give exact or estimated number _____)

(Q7) Do you think there are more, or less, development committees now than 5 years ago?

- (1) More
- (2) Less
- (3) Don't know

(Q8) If there are more devel. committees now, what is the reason?

(1) training/workshops

(PROBE: _____)

(2) attitude or actions of chiefs or other local leaders

(PROBE: _____)

(3) increased capital available

(PROBE: _____)

(4) effects of education, formal schooling

(PROBE: _____)

(5) influence of radio

(PROBE: _____)

(6) influence of extension workers

(PROBE: _____)

(7) increased popular demand

(PROBE: _____)

(8) other

(Specify) _____

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(Q9) If there are fewer development committees now than in 1985, what is the reason?

- (1) Chief not active/supportive
- (2) Bandlancane not active/supportive
- (3) Money difficult to raise, people are poor
- (4) Money collected for development has gone missing
- (5) Money not spent as intended
- (6) Reasons related to extension workers
(Specify) _____
- (7) Other (Specify) _____
- (8) Don't know

(Q10) Is the chief of this area initiating development activities (e.g., school or farm shed construction, health or water systems, raising crops for sale, etc.) or otherwise participating in development activities?

- (1) Yes How? Comment _____
- (2) No How? Comment _____

(Q11) If yes to last question, is chief's participation in development more, or less, compared to 5 years ago or earlier?

- (1) More
- (2) Less

(Q12) Has the chief or group acting under the chief's authority collected money for any development projects for the community during the past 12 months?

- (1) Yes _____
- (2) No _____

(Q13) If Yes to last question, about how much money was collected from each homestead?

(Approximate amount) _____

(Q14) Are development topics ever discussed in the bandlancane?

- (1) Yes _____
- (2) No _____
- (3) There is a separate central development committee under the chief

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(Q15) If Yes to last question, are these topics discussed:

- (1) regularly/often?_____**
- (2) sometimes?_____**
- (3) rarely?_____**

(Q16) What is the responsibility of a chief in developing his area?

(Q17) What are the main obstacles to development in this area?

(Q18) (Respondent is:)

- (1) Male**
- (2) Female**

APPENDIX L:

Sample and Sampling Frame for Local Leaders Survey

**APPENDIX L
SAMPLE AND SAMPLING FRAME FOR LOCAL LEADERS SURVEY**

(With abbreviations indicating regions,
and [++] indicating selected chiefdoms)

<u>CHIEF'S NAME</u>	<u>NAME OF CHIEFDOM</u>
1. Magcolo Mabuza	Mgomfelweni-mz
2. Sidlani Sacolo	Ntfungula-mz
3. Mayezi Maseko	Nsangwini-mz
4. Mcakeni Tsela	Kazulu-mz
5. Mngcandzane Dlamini*	Pholonjeni-mz
6. Mandla Ntjalintjali*	Bhahwini-mz
7. Shadolo Mdluli*	Nciniselwnei-mz
8. Luke Nhlabatsi*	Ludvondvolweni-mz
9. Samson Zwane**	Logoba-mz
10. Lomahasha Dlamini	++Mkhulamini-mz
11. Salayedwa Gwebu**	Bhudla-mz
12. Sipho Nkambule**	Timbutini-mz
13. Gwevamanzi Mhlanga**	++Kwaluseni-mz
14. Msongelwa Vilakati**	Mafutseni-mz
15. Mthawe Msibi**	Nkiliji-mz
16. Velamuva Mdlulu**	Ngwazini-mz
17. Mchutjwa Shongwe**	Mdayane-mz
18. Mandinda Bhembe	Timbutini-mz
19. Choboza Ginindza**	Ekukhanyeni-mz
20. Mkhunjulwa Dlamini	Timbutini-mz
21. Samuel Dlamini**	Mdayane-mz
22. Mbango Mavuso**	Logoba-mz
23. Madalambane Dlamini	Butfongweni-mz?
24. Gcokorna Dlamini	mbelebeleni-mz
25. Sozisa Dlamini	Gudvwini-mz
26. Mfanyana Motsa**	Madlangempisi Nkhundla Ctr-mz
27. Elias Kunene**	" " "-mz
28. Mathamane Kunene	++Esisingeni-sh
29. Mavandlakazi Dlamini	Kadlovunga-sh
30. Mvulo Dlamini	Mampondweni-sh
31. Ncadaniso Dlamini	Madulini-sh
32. Sonjane Dlamini	KaPhunga-sh
33. Mbhekwa Dlamini	Nsingizini-sh
34. Mbhoke Mamba	Kamdhoke-sh
35. Mdliwa Nsibandze	Mahlalini-sh
Simon Simelane (with chief)	Mahlalini-sh

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36. Nkani Ngacampalala*	Kiholwane-sh	
37. Ben Dlamini*	Ezikhotweni-sh	
38. Ephraim Dlamini*	Ezikhotweni-sh	
39. Diza Mkhonta*	Makhwelela-sh	
40. Myekelwa Ntshangawe*	++Enkungwini-sh	
41. Daniel Nsibandze*	Zombodze-sh	
42. Naptal Mhlanga (with chief)	Mampondweni-sh	
43. Mhlaber Hlaphwayo*	Gege-sh	
Mapiti Hlaphwayo*	Gege-sh	
44. Sicelo Masilela	Mhlanguyavuko-sh	
Sibanga Magagula	Mhlanguyavuko-sh	
45. Milton Makhanya	Kupheleni-hh	
46. Petros Dlamini	Maphalaleni-hh	
Maphikalelo Dlamini	Maphalaleni-hh	
47. Siyaluza Mabuza	Jubukweni-hh	
48. Sobhiyoza Dlamini	Ekhupheleni-hh	
49. Mfanzile Dlamini	Singweni-hh	
50. Myengwa Nkhambule	Emfeni-hh	
51. Sunduza Dlamini	Emvembili-hh	
52. Molwane Dlamini	++Nsangwini-hh	
53. Mabola Ginindza	Emadlodlo-hh	
54. Mgcashula Nkhembule	Nsingweni-hh	
55. Mfanyane Dlamini	Mshingishingini-hh	
56. Mbilini Dlamini	Lobamba-hh	
57. Mabiteleni Malinga	Dlangeni-hh	
Princess Simangele	Dlangeni-hh	
58. Lushawulo Dlamini	Ezulwini-hh	
Nkomonembana Dlamini*	Ezulwini-hh	
59. Mohola Ginindza	Madlolo-hh	
60. Siyaluza Mabuza	Siyaluza/Jubukwani-hh	
61. Maplinkelela Dlamini	Maplukelela/Maplalaleni-hh	
62. Myengwa Nkhambwe	Myengwa/eMfeka-hh	
63. Molwane Dlamini	Mohwane/Nsangwini-hh	
64. Sobhiyoza Dlamini	++Sobhuyoze/Kupheleni-hh	
65. Cijo Zwane**	Ngonini-hh	
66. Chief Siphige Myeni	-lu	
67. Chief Sota Dlamini	-lu	
68. Chief Maphilingo Shongwe	-lu	
69. Chief Mhawu Ngcamphalala	-lu	
70. Chief Sowonjane Dlamini	++kaPhunga	-lu

- | | |
|---|-----------------------|
| 71. Chief Loyiwe Maziya (court pres./Siteki)
(Cristu Gamedze-indvuna) | Mapuwane-lu |
| 72. Chief Gcobobo Gamedze (deceased) | |
| 73. Chief Sisengwane Ndzimandze | Mpholongeni-lu |
| 74. Chief Mhawu Dlamini (works in Piggs Peak)
(Mbonani Mkhabela-Indvuna) | Emdumezulu-lu |
| 75. Chief Buvaka Dlamini
(Mmeli Matfunjwa-indv.) | Mpholongeni-lu |
| 76. Chief Macebo Duba | ++Mpholongeni-lu |
| 77. Chief Mlimi Maziya
(Ndzaleni Maziya--Acting Chief) | Kalanga-lu |
| 78. Chief Maja Mamba
(Joko Sibandze--Indvuna) | Ngudzeni-lu |
| 79. Chief Madlenya Gamedze
(Johannes Maziya--indvuna) | Siphofaneni-lu
-lu |

* = indvuna

** = rep.

APPENDIX M:
List of Persons Contacted

APPENDIX M

LIST OF PERSONS CONTACTED

Government of Swaziland

Topsile Baartjies--MOAC/HEO

Thandi Kunene--Min. of Comm., Handicrafts Div., Hhohho Coord.

Nomakhosi Mlambo, Regional HEO, Manzini

Mrs. Matsebula, AHEO, Manzini

Zodwa Baartjies--Asst. HEO, Shiselweni

Sibongile Dlamini, Regional HEO, Shiselweni

Ms. Matola, AHEO, Shiselweni

Ms. Mkhwanazi, AHEO, Shis.

Ms. Mitchel Mkhaliphi, HEA, Manzini

Ms. Dlamini, HEA, Manzini

Mr. Msibi, Regional Handicrafts Officer, Manzini

Ms. Nomakhosi Mlambo, RHEO, Manzini

Ms. Khanyisile Mabuza, HEO, Hhohho

Ms. Janine Ward, Volunteer Community Development Worker, Mhlume

Mr Anton Kienle, Handicrafts Officer, Ministry of Commerce

TransCentury

Ms. Marilyn Richards, Chief of Party, SWAMDP

Mr. Lon Muffit, In-Country Training Manager, SAWMDP

Miscellaneous

(Representatives of twenty-two zenzele groups and four savings clubs throughout Swaziland).

APPENDIX N:

**Case History of Zenzele Group Illustrating Various
Problems in Training and Turning a Profit
in Income-Generating Activities**

APPENDIX N

CASE HISTORY OF ZENZELE GROUP ILLUSTRATING VARIOUS PROBLEMS IN TRAINING AND TURNING A PROFIT IN INCOME GENERATING ACTIVITIES (Excerpted from field notes)

10/29/90

Mafucula

Lubombo Region

This Zenzele group is called Ntamakuphila ("trying to make a living," loosely interpreted). It costs E10 to join the group and E100 a year for "shares." They are visited irregularly by an AHEO (see below), and the wife of a Mhlume sugar official who serves as a kind of community development volunteer.

This group used to live some miles away on relatively large and wealthy homesteads before Mhlume Sugar Estates expanded onto their traditional lands in 1983 and the community had to be relocated. A deal was worked out and the people were theoretically compensated, but as with every other relocated group the people were dissatisfied with the outcome. For one thing, they are not near a natural source of water, and for another their fields are much smaller than those they previously worked. The community is engaged in family-based commercial cotton farming.

This Zenzele group existed before the relocation. It probably began 17 years ago. The original group had 30 or so members and they were involved in grass work, sewing, knitting, making girls' dresses and bead work. The first AHEO assigned to them imparted these skills.

The relocation disrupted not only the community but the Zenzele group as well. Soon after the move, the group dwindled to 11 members (today there are 20 regular members). They are now engaged in cotton farming, sewing school uniforms, and candle making. (Grass work was dropped due to a lack of a market or indeed a way to easily get to a town).

The former HEO (they're now on their 3rd) helped them market their products by personally taking them to town, selling them, and returning the cash. That has not been possible with the current HEO, plus the procedure keeps local women dependent on outside resources. The "informal" community development volunteer is trying to re-direct women's efforts toward activities that can generate income locally so that problems of transport and access to towns are mitigated. The women agree that there is a local market for both candles and school uniforms. They have an arrangement with local schools to sell uniforms to parents of students.

Around 1984, four women who were present today attended a week-long workshop run by HE. Those who attended--and who were elected by the group--said the training was useful. They learned about traditional HE topics such as hygiene and homestead cleanliness. They went on to mention a period when HE sponsored annual contests for having the cleanest homestead that possessed a toilet, a garden, etc. The contests inspired them to practice HE

principles and they liked receiving prizes. The income-generating activities they heard about at the workshop "were good," but afterwards they still didn't know how to sell their products. They improvised at this stage by persuading their AHEO to sell their products in town for them.

More than once the women mentioned problems associated with relocation. The new location was more remote, lacked water, was not accessible to transportation, had no clinic, etc. They say there were no business opportunities here. The effect on the Zenzele group and on the community in general was said to be confusion and disorganization. Between 1983-86 the group was moribund. At this time there was no AHEO. It's not clear whether this was due to the group's new inaccessibility or to the group's disorganization and apathy. Some women commented that life was so difficult getting adjusted to a new area, clearing fields, etc., that there was no spare time to give to Zenzele.

In 1986 a new HEO came and asked the women to revive their Zenzele group (note this was Year 1 of SWAMDP). Its revival was slow due to the problems of settling in the new area. For their first income-generating activity they attempted to grow and sell maize. They ended up with no profit after 2 years of this. Apparently the new AHEO initiated this idea and helped train the women (note lack of feasibility analysis for growing maize in an area with no water source). The Zenzele women themselves asked the AHEO how they could grow maize so far from a river. The AHEO is said to have not really listen to this concern and was simply guided by directives from HE headquarters. She is alleged to have been told something like, "here is your seed allotment. You must use it or we'll have to give it to some other group.") The AHEO may have led the women on by hinting that the government might help build an irrigation pond.

Apparently there was no prioritization of local needs, using practical suggestions and inputs from local people.

In 1988, the group received project-supported leadership training from HE and they were seemingly promised business skill training. "Leadership" consisted of advantages of working together, how to organize themselves, the value of self-reliance, independence from AHEOs, how to reach collective decisions, etc., according to the women. When we got into this topic, the women spoke of the burning house exercise, the donkeys pulling in opposite directions, human personality traits as found in animals such as the giraffe, etc., as if they had just heard them the other day. They said they liked learning by these parables and examples, and they especially enjoyed role-playing, "kakhulu!" They were excited by the insights they gained and the practical applications they found in promoting group solidarity.

But all this began to fall apart when the follow-up workshop on business skills never came and all the other problems and constraints persisted. Some positive impact apparently remains: the lessons learned about working together has resulted in lightening the workload during weeding season because women will take turns helping each other.

Other problems persist in the community and with the Zenzele group. The women themselves say that many of them are lazy. They say they will call a meeting and only 2 or 3 will show up. It's also hard to get women to become committed to collective as opposed to individual enterprises. They say that traditionally the rule is every woman for herself.

We interrupted to ask if the AHEO has been able to advise on this. At this point we still didn't realize that the AHEO seldom visits the area, so we got an ambiguous answer about the AHEO trying but nothing resulting as yet.

At this point, two Zenzele members approached us on their way to the local store, but apparently when they saw us, they turned and began to slink off. Gama called them over and persuaded them to sit down. We tried to get them to tell us why they're not active in the group (the others told us that these two have paid their fees but have never attended a meeting, although they did attend the HE workshop a few years ago). They were very reluctant to say anything. Finally they agreed with others present that they were simply lazy. We asked them to join our two interviewers (who had been conducting one-on-one interviews privately and separately) for private interviews held out of earshot of our conversation.

The active Zenzele women then told us that many women want quick results. They fail to understand how working together eventually pays off--although those explaining this admitted that their income-generating ventures have not really paid off. The 2-year maize experiment flopped. The next major economic venture was commercial cotton. This was attempted both through a collective cotton field worked by the group and by a number of husbands allocating a portion of their cotton fields to their wives for Zenzele income generation. Cotton earned them about E1000 last year, but this year some heavy rains destroyed the crop and they ended up with nothing. Such investments followed by failure "have a way of not attracting new members to your group," a woman commented.

The women reiterated that people are used to individual business endeavors, therefore this inhibits cooperation in group endeavors.

In spite of all their hardships and setbacks, we asked if they had tried to share what they had learned in leadership training to other women. Some said they tried to pass along what they learned when meeting non-local women in church, but these women wanted to see results of how collective action can benefit them. They said, "First show us your success!"

Their main project at present has been saving money for a bus, using Zenzele joining and subscription fees as well as the E1000 from last year's cotton earnings. They seem unsure about the exact price of a bus but they have saved E2300 so far. The bus is intended to overcome isolation and specifically to be able to transport their products to markets in town.

What do the husbands do? Some of the Zenzele women are widows; most of the others are married to men who farm cotton. Several complained that their husbands overwork them and so they lack sufficient time to engage in Zenzele activities. One woman said, "Husbands need these workshops too. It is they who need to learn about cooperation."

In answer to my question, it seemed that a few men in the area attended local leader workshops run by Community Development. The women said this was helpful but that old habits die hard; the local leaders need more workshops.

Another project led by Mrs. Ward is the building of a creche. The local women are supposed to contribute labor to this but apparently are not doing so.

APPENDIX O:

List of Persons Contacted (Devcom)

APPENDIX O

LIST OF PERSONS CONTACTED AND DOCUMENTS REVIEWED

AED/San Diego State University

John Witherspoon, Dir., Ctr.for Comm., San Diego State Univ.
Michael Starling, Sr. Eng./Consult., Nat'l.Pub.Radio, Wash.,D.C.
Judy Brace, Senior Program Officer, AED
Polly McLean, CoP, Devcom
Ken Mason, Radio Prod./Consult., Wash.,D.C.

GOS

Ezrome Khumalo, Deputy Director, SBIS
Barbara Mthethwa, SBIS Studio Operator for devcom studios
Joseph P. M. Gama, Editor, Umbiki magazine at SBIS
Michael Mtshali component Counterpart Director, CDC
Cyril J. Ma-Thokoza Kunene, Sr. Mgmt. Services Consultant, MLPS
Thabo Mpama, MLPS
Tars Makama, Under Secretary, Ministry of Interior
Jabulani Mdziniso, Principle Programs Officer, SBIS
Philip Skosana, Public Relations Officer for SBIS
Enos Mavuso, Prin. Secty., Ministry of Interior and Immigration
Phindile Dlamini, Prin.Plan.Off., Min. of Int./Immigration
Abner Tembe, Director of SBIS.
Dumisa Dlamini, former Head of Programs, SBIS
Tembi Hlophe, Studio section, SBIS.
Pitnero Methembu, Prin.Info.Off.Health Ed.Unit, MOH
Donald K. Hlophe, Agric. Info. Off., MOAC
Jane Dlamini, Community Development Officer, Tinkhundla
Z.Z. Mkhonta, Training Officer, Tinkhundla
A.B.K Mavuso, Lang. Arts Dept., Nat. Curr. Committee/MOE.
Norman Malinga, Prin. Secty., MOWC, former Director, SBIS.

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UNISWA

Ed Mills, Physical Planner
Michael Prosser, Professor of Mass Communication
J.I.M. (Jim) Davy, English Department Head
Almon Mandlakhe Mkhwanazi, Dir. DEMS
Alex Fort, Physics Department

Miscellaneous

Mary Pat Selvaggio, '85-'89, USAID/S Health, Pop. and, Nutri. Off.
William Msibi, Director, Save the Children Fund
I.I. Ginindza, Principal, Emalalatini Development Centre
Cynthia Dlamini, Coord., Swaziland Assn.of Sav./Credit, CODEC
Peter Dlamini, Consu.Lect., CODEC
Siphiwe E. Motha, Nat.Dir., Baphalali Swaziland Red Cross

APPENDIX P:

List of Development Communications Documents Reviewed

APPENDIX P

LIST OF DOCUMENTS REVIEWED

Application For Programme Approval, for USAID, by Esta de Fossard, AED Development Communications Specialist for Swaziland Devcom component, August 1985.

Assessment And Recommendations, by Douglas Moore, Broadcast Management Consultant, Academy for Educational Development, May 1990.

Communications Database Search, UNISWA Department of English, Communication Studies Sequence, by Dr. Polly McLean, SWAMDP, Development Communications Component, May 20, 1990.

Contract (Usaid/AED), SWAMDP Devcom component, December 15, 1984.

Correspondence from John P. Witherspoon, Director, Center for Communications, San Diego State University to Roger Carlson, Director, USAID/Swaziland, May 15, 1989.

Development Communications In Swaziland: The Role Of Radio, by Dr. Polly McLean, School of Journalism and Mass Communications, University of Colorado, Boulder, 1990.

Evaluation (Mid-term), Development Communication Component, SWAMDP, by Joseph Ascroft, Professor, School of Journalism and Mass Communication, University of Iowa, April/May 1988.

Feasibility Study: Swaziland Development Communications Project, By Esta de Fossard and Allan M. Kulakow, AED, March 12, 1985.

Final Report On Swaziland Development Communications Project, by Polly McLean, January 1989.

Final Report On Motsa/Dlamini Training And SBIS Technical Evaluations, by Michael Starling, July 1989.

Fourth National Development Plan, 1983/84 - 1987/88, GOS.

Knowledge And Attitudes Regarding Malaria And Health-Seeking Behavior In Fever Cases In The Low-Veld Area Of Swaziland, draft # 2, 20 July 1990 by Rudolf H. Tangermann, CDC Atlanta, Caroline Ntoane, CDC Atlanta, and Amos Zwane, MOH.

Memorandums To USAID/S Director, (#1)from Judy Brace, AED home office backstop, Aug 2, 1988; (#2)from Polly Mclean, Devcom CoP, Nov 14, 1988.

Mid-Term Evaluation Of The Swaziland Manpower Development Project, by John C. Williams, Louis A. Picard, Elizabeth A Carter, Joseph Ascroft and Howard K. Kaufman, November 1988.

The Nine Year Programme Of Instruction For English, by Swaziland Ministry of Education, 1990.

Preliminary Survey And Pilot Test Of Interactive Radio English, Final Report, by Stuart Leigh, Radio Learning Project, Educational Development Center, May 1990.

Programme In Communication Studies, For Department of English, UNISWA, by members of Department staff, 1989.

Quarterly Reports for SWAMDP Development Communications Project. Jan/March, April/June, July/Sept 1988 by McLean.

Report Of Informal Review of Swaziland Devcom Project, by Clifford H. Block, USAID S&T/ED., Feb. 1987.

Rural Swazi Women In Development: A Report On The Zenzele Women's Project Survey, by Robert K. Hitchcock, Fernando Sophi Dlodlu and Home Economics Section, Ministry of Agriculture and Co-operatives, GOS, 1987.

Student Evaluations of Devcom short-term, in country training modules provided by SDSU, 1987 and 1988.

Summary Of Activities, by John Wark, 1988.

Swaziland Development Communications Project Workplan, July 1986-June 1987, author not identified.

Swaziland Development Communications Project Workplan, by Esta de Fossard, January 1987.

Swaziland Development Communications Project, Academic Certificate Course Description And Schedule, San Diego State University and AED, 1987-88.

Swaziland Manpower Development Project Paper [645-0218], June 28, 1984.

Swaziland National Listenership Survey: Final Report, by Polly E. McLean, December 1988.

Trip Report, by Polly E. McLean, September 1989.

ADDITIONAL DOCUMENTS:

Development Communications Graduation Ceremony Programs for 1987 and 1988 in-country trainees.

Limited Country Development Strategy Statement FY 1991, August 1989.

Overview Of Development Communications Component, by Judy Brace, AED, October 1990.

Swaziland Training And Institutional Development (STRIDE) Project Paper, Draft version.

APPENDIX Q:
Devcom Interview Format

APPENDIX Q

TOWNE/DEPTH INTERVIEWS WITH IN-COUNTRY DEVCOM GRADUATES USAID/SWAMDP/AED/DEVCOM; MBABANE, SWAZILAND; OCTOBER 1990

OBJECTIVES: **ACHIEVEMENTS; TRAINING MANAGEMENT; and IMPACT
ON THE INDIVIDUAL, INSTITUTION and POPULATION**

SECTION 1. IDENTIFICATION

- a. Intake 1 _____. Intake 2 _____.
- b. Title, civil service grade, supervisor, department and employing agency at time of training.
- c. Duties prior to training.
- d. How did you come to be involved with the training?

SECTION 2. TRAINING

- a. Describe your experience in the training courses.
- b. Do you have any comments on the management of the training?
- c. How did attending the classes and the follow-on assignments affect your work during the period of instruction?
- d. Positives: Liked best? Most useful?
- e. Neutrals: Did not apply?
- f. Negatives: Liked least? Least useful?
- g. Given the choice, would you say that you are satisfied or unsatisfied with the training?
- h. What suggestions can you offer to improve the training?

SECTION 3. AFTER THE TRAINING CLASSES

- a. Describe the impact of the training on your previous duties.
Did it change your job status?
- b. Describe the impact of the training on development communications at your agency.
- c. Describe your activities since graduation.
- d. Current activities?
- e. Describe the impact of training on the people your agency serves.
- f. Is there any documentation at your agency related to your work?
- g. Future goals and objectives?

SECTION 4. ADDITIONAL TRAINING AND ACTIVITIES

- a. **Describe your participation in the development communications workshops.**
- b. **Have you participated in any formal, on-the job, regional or non-formal training activities.**
- c. **Describe your participation in the Center for Development Communications.**
- d. **Describe your use of the Development Communications resource library.**
- e. **Have you participated in cooperative efforts with other development communicators?**

SECTION 5. ADDITIONAL COMMENTS

- a. **Is there anything else you would like to add?**

Ngiya Bonga (thank you)

APPENDIX R

SWAMDP OPEX

APPENDIX R

SWAMDP OPEX

<u>OPEX (PIO/T)</u>	<u>FUNCTION</u>	<u>START DATE</u>	<u>END DATE</u>
Argo, Peter*	Rural Reconstruction Roads Rehabilitation Engineer (Ministry of Works and Communications)	1 Oct. 1984	30 Nov. 1987
Kramer, Terrence*	Rural Reconstruction Roads Rehabilitation Engineer (Ministry of Works and Communications)	24 Oct. 1984	31 May 1987
Adams, Kermit*	Lecturer, Agricultural Education (University of Swaziland)	1 July 1985	30 June 1987
Jenkins, David*	Hydrologist (Ministry of Natural Resources)	28 Sept. 1985	27 Sept. 1987
Hoadley, William	Public Health Engineering Advisor (Rural Water Borne Supply Project)	1 Oct. 1986	30 Sept. 1989
Reed, Robert*	Technical Education Director (Swaziland Institute of Accountants)	16 Feb. 1988	15 Feb. 1992
Byron, Tarr	Director Public Enterprise Unit Ministry of Finance	17 July 1990	16 July 1992
Bower, Georgia	Head of new business program UNISWA	1989	Present

CONSULTANTS (PIO/T)

Vuuren, David Van	Equipment Repair and Maintenance Specialist (Central Transport Authority)	1 Oct. 1985	30 Sept. 1987
Herbert, Peter	Master Mechanic Inspector (Central Transport Authority)	30 Jan. 1986	30 Sept. 1987

* The PIO/T, originally administered by TransCentury under the Southern African Manpower Development Project, was transferred to the Swaziland Manpower Development Project.

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APPENDIX S
GOS Cash Contributions

APPENDIX S

GOS Cash Contributions

The GOS cash contribution to SWAMDP divided between salaries for OPEX staff, participant airfares, costs of the in-country training programs, and costs of the Home Economics and Community Development training programs.

OPEX Staff

Tarr (includes computer)	\$17,488
Adams	7,500
Jenkins	12,000
Reed	15,600
Bowser	40,000
Kuhn	<u>35,000</u>
ESTIMATED TOTAL	\$127,588

Participant Airfares

129 one-way tickets (Swaziland/USA) est. \$600	\$77,400
102 one-way (USA/Swaziland) est. \$800	81,600
39 round trip, est. \$1,500	58,500
7 one-way regional, est \$200	1,400
19 round-trip regional est. \$400	<u>7,600</u>
ESTIMATED TOTAL	\$226,500

Costs of In-Country Training Program

Estimated at	\$ 29,501
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Costs of Home Economics and Community Development Training Programs

Beginning in 1988, HE and CD budgeted E50,000.
On April 1, 1991, this amount increases to E100,000.
More information is to be forthcoming from TCC via the ministries.

TOTAL ESTIMATED GOS CASH CONTRIBUTION
TO SWAMDP PROJECT 1985-90 \$593,589