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PROJECT PAPER AMENDMENT  
EDUCATIONAL POLICY, MANAGEMENT AND TECHNOLOGY PROJECT  
(645-0230)

**A. SUMMARY PROJECT DESCRIPTION**

USAID/Swaziland authorized a six year, \$6,900,000 grant to the Government of Swaziland for the Educational Policy, Management and Technology Project (EPMT) on August 15, 1989. The project goal is to establish an efficient and high quality human resource base for sustained development and economic growth in Swaziland. The project purpose is to improve the quality and efficiency of basic education. EPMT is designed to achieve this purpose through activities grouped into five components: 1) design and introduce a system of continuous assessment for English and mathematics in all seven grades of primary school; 2) improve school management; 3) strengthen career guidance in upper primary and in secondary school; 4) develop a reliable management information system to support education policy; and 5) organizational development within the Ministry of Education to identify and support the policies and practices necessary to improve educational management to achieve the project purpose. The EPMT project contributes to the achievement of the Mission's second strategic objective to "Increase the number of Swazis who effectively direct, manage and participate in national development." The Institute for International Research (IIR) was selected through an open and competitive process to implement the project. IIR's field team arrived in Swaziland in August 1990.

As of May 1992, the time of this amendment, the project has made good progress towards achieving its purpose. A comprehensive management information system has been developed and is being used by senior members of the Ministry of Education (MOE), the headmaster training program has trained 200 headteachers in a five week management course, the career guidance unit has developed job resource files for primary and secondary schools and the continuous assessment testing unit at the National Curriculum Centre (NCC) has completed pilot testing of grade 1 English and math criterion referenced tests. Difficulties have included the lack of counterpart staff in the Research and Planning Unit and Career Guidance Unit and delays in starting the development of continuous assessment materials and training program.

**B. PROJECT AMENDMENT DESCRIPTION**

This amendment will (1) extend the Life of Project (LOP) for one year from August 15, 1995 to August 14, 1996; and (2)

revise the project paper End of Project Status Indicators (EOPS) to more clearly state project objectives and to be consistent with the Mission's Action Plan and Appraisal of Program Impact (API) targets and indicators. The project's goal, purpose and outputs remain the same.

No additional funding above the \$6,900,000 already authorized is required for this amendment. An additional year of project implementation will, however, increase earlier estimates of project inputs. The planned level of technical assistance will be increased to maintain a project field office and provide additional short term technical assistance and to increase inputs for teacher training, including extending the training program into the seventh year of the project. A no cost extension is possible due to lower than expected costs during the first two years of the project, particularly in the areas of technical assistance, training and studies. The revised financial plan shows the reallocation of authorized resources to finance an additional project year and to adjust the project budget in light of the experience over the first two years of project implementation.

#### Rationale for the Amendment

1. Extending the LOP from August 15, 1995 to August 14, 1996

A one year extension of the LOP is needed to complete activities required to achieve the project purpose. The success of the project relies on the adoption and use of standardized criterion referenced tests in all seven grades of primary school. Developing test materials and training teachers to use them will take longer than projected at the time of project design. Allowing sufficient time to introduce and consolidate the use of continuous assessment in primary schools is the principal reason for the extension.

Continuous assessment was delayed at the start of the project by a shortage of MOE staff to develop, test and disseminate the new criterion referenced tests. The MOE and contractor spent much of the first year of the project establishing a new Testing Unit at the National Curriculum Centre (NCC) and recruiting staff capable of developing and pilot testing the materials and training teachers how to use them. The creation of seven new posts at the NCC for a new Continuous Assessment (CA) Unit was an important accomplishment during the first year of project implementation.

The support the CA Unit has received from the management in the MOE demonstrates a high level of commitment to reforming the testing system. However, the time devoted to establishing the Unit and the consequent delays in starting the test development process has resulted in the postponement of national implementation of CA in grade one from January 1992 to January 1993. Even without these delays it is likely that this component would have proceeded slower than originally planned. The project designers underestimated the amount of time necessary to design criterion referenced tests keyed to each grade's English and math curriculum, to pilot test materials, and to clear the tests through subject panels. The amount of time needed and the difficulty of scheduling training for teachers was also underestimated.

In spite of these delays, significant progress towards introducing national standardized criterion referenced tests has been achieved and plans are on track to introduce the grade one tests in January 1993. Thereafter, tests will be introduced to two grades per year. The one year extension will provide the additional time necessary to ensure that the CA system is fully developed for all seven grades of primary school. It will also help ensure the production of quality tests and materials by eliminating the need to rush products to schools before they have been properly tested in an effort to meet the current project deadlines.

The other components of the project are on track. No major new activities are planned during the extension in the other components. The extension will, however, provide additional time to institutionalize other project-supported activities and should strengthen sustainability. This will be especially useful in the MIS and Headmaster training components.

## 2. Revision of Project End Of Project Status Statements

The amendment revises current EOPS to more succinctly and understandably express what the project seeks to achieve. The revisions do not alter the project's goal or purpose or change the substance of the current intended EOPS and strategy for achieving the project purpose. Nor do the revisions alter the outcomes necessary to achieve the EOPS. The restated EOPS are consistent with the Mission's Action Plan and API. This will simplify and improve the Project Office's and the Mission's ability to measure and report on project progress and facilitate project monitoring and evaluation.

The Project has the following nine EOPS:

1. Increased number of Swazi students will be fluent in English and will have mastered the basic skills of reading and mathematics and the application of these skills to real-life practical situations.
2. Logistics management in schools improved as indicated by an increase in the timely availability of required instructional inputs and a standard set of commodities.
3. Headmasters engaged in improved instructional leadership as indicated by improved student test scores and an increase in the number of primary schools offering home economics and agriculture courses.
4. Effectiveness of instruction improved as indicated by student test scores.
5. Teachers actively engaged in instructional activities at least 90 percent of their classroom time.
6. Better analysis and implementation of educational policies.
7. Repetition and dropout rates reduced by 30 percent.
8. Increased cooperation among teachers, headmasters, and communities.
9. Increased awareness among students and communities of career choices and resources for identifying options.

These EOPS are generally difficult to measure. As can be seen some of the EOPS overlap making them more numerous than necessary to assess the accomplishment of the project's objectives. Since they were framed before the Mission developed its Action Plan and API they do not correspond to the impact indicators specified in these plans. Thus, the Mission is in a position of measuring program impact with one set of indicators and reporting on project progress with another, not wholly compatible, set.

In order to more succinctly and precisely state what the project is designed to accomplish the nine existing EOPS are restated in the five revised EOPS shown below. The revised statements are keyed to USAID's API and address each of the five major objectives in the project.

1. The number of children who complete 7 years of primary school on time increases from 160/1000 to 200/1000.
2. Student achievement is improved in grades 1 - 7 math and English.
3. Primary and secondary schools are better managed.
4. MOE is using empirically generated data to make policy and planning decisions.
5. Increased awareness among students of career choices and resources for identifying employment options.

These revised EOPS directly measure achievement of the project purpose. The first EOPS is a measure of efficiency, the second a measure of quality. The other three EOPS are intended to measure achievement of major project objectives that were identified as necessary to overcome binding constraints to the improvement of educational quality. Specific indicators and strategies for assessing progress towards accomplishing each of these revised EOPS are described in the amended monitoring and evaluation plan.

### C. FINANCIAL PLAN

The financial plan is revised to allocate authorized funds over seven years and to adjust budget categories to reflect expenditures and the lessons learned during the two years of project implementation. No additional funding is needed to extend project activities for one year.

Table 1  
Expected AID Expenditures by Project Year  
(Budget Years Begin in August 1990)  
Rounded Figures in U.S. Dollars

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	LOP
<b>Technical Assistance</b>	100	835	870	813	713	572	377	4280
LT	0	809	825	595	463	357	327	3376
ST	100	26	45	218	250	215	50	904
<b>Training</b>	0	47	156	420	420	394	138	1575
US	0		30	150	150	124	50	504
Incountry	0	47	126	270	270	270	88	1071

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	LOP
Commodities	13	97	258	153	116	54	29	720
Studies	0	11	7	8	8	8	8	50
Project Management	0		5	20	20	5		50
Audit and Evaluations	0			75			150	225
Total	113	990	1296	1489	1277	1033	702	6900

Changes in line items are explained as follows: technical assistance has cost less than expected and savings in this line account for the ability to extend the project for a seventh year at no cost. The contract award fee is included in this line. In contrast, the training line item was underestimated at the time of project design. Training the teachers to use continuous assessment will take longer than initially expected. The savings in the studies line result from contributions from other donors and the MOE to the school mapping survey in 1990 and to greater use of local consultants. The Mission did not draw on project management funds until October 1991, resulting in some savings.

The GOS contribution to the project exceeds the required 25 percent contribution. No additional contribution is needed. Savings in the the amounts budgeted during the first year of implementation are reallocated to the seventh year.

Table 2  
Expected GOS Expenditures by Project Year  
(Budget Years Begin in August 1990)

Rounded Figures in U.S. Dollars

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	LOP
Technical Assistance	2	8	40	52	42	45	19	208
Training	1	32	106	193	183	202	120	837
Commodities	1	2	5	21	25	28	10	92
Studies		11	0	6	6	6	5	34
Operating Expenses		60	70	204	236	250	175	995
Construction				105	120	138		363
Total	4	113	221	581	612	669	329	2529

**D. REVISED PROJECT INPUTS**

Although no additional funds are needed for this extension, adding a seventh year to the project will increase the project inputs above the level initially projected in the project paper.

**1. Technical Assistance**

Long term technical assistance was originally estimated at a total of 144 person months. An additional 24 months of external long term technical assistance will be provided to extend the Chief of Party for one year and extend the continuous assessment advisor for one year. During the fifth, sixth, and seventh years of the project it is expected that the Chief of Party will be the only foreign technical advisor in the contractor's field office. 60 additional person-months of local long term staff time is being provided. 24 person-months will be used to extend the locally hired secretary and administrative assistant in the contractor's field office for a seventh year. 36 person-months will be used to hire a local production manager/artist to assist in the production of test and remediation materials for the three remaining years of scheduled test development.

Short term technical assistance, initially budgeted at 55 person months, is increased to 75 person months. The Ministry of Education, in consultation with USAID, will have the discretion to allocate these person months of short term TA among the five project components to best accomplish the project objectives. An illustrative plan for short term consultant's is shown below. Where possible, preferred dates for the consultancies are included:

**Illustrative Short-Term T.A. (excluding subcontracts)**

Probable Source	Task	Dates	Duration
<b>YEAR 4</b>			
U.S.	TSC	Oct 92	3 wks
U.S.	TSC/CA	Oct-Nov 92	6 wks
U.S.	TSC	Feb 93	6 wks
U.S.	TSC/CA	Feb-Mar 93	3 wks
U.S.	HMT training		5 wks
Regional	Guidance		4 wks
Local	Policy Stud.		4 wks
<b>YEAR 5</b>			
U.S.	HMT training		5 wks
U.S.	CA #1		4 wks
U.S.	CA #2		4 wks
U.S.	Guidance		5 wks
U.S.	CA/MIS		3 wks
Local	Policy Stud.		4 wks

YEAR 6	U.S.	CA	4 wks
	U.S.	CA/MIS	3 wks
	Local	Policy Stud.	4 wks
YEAR 7	Local	Policy Stud.	4 wks
	U.S.	MIS/CA	6 wks
	Local	CA	12 wks

**E. REVISED IMPLEMENTATION PLAN**

The implementation plan is amended to take into account project experience to date, including the delays in the continuous assessment component, and to show activities planned for the seventh year of the project. The project year runs from September 1 to August 31. The amended plan begins with year two of project implementation. An asterisk next to a planned action indicates the activity is an award fee benchmark in IIR's contract.

<u>Action</u>	Completion Date	Responsible
<u>Year 3 (September 1991 - August 1992)</u>		
*Annual workplan submitted	September 1991	MOE Contractor
Cycle one Headmaster training begins	September 1991	MOE Contractor
*Place two members of CA testing staff in 6 month internships in U.S.	September 1991	Contractor
*Decision-Process Seminars (Hold Annual Conference)	December 1991- May 1992	MOE Contractor
Two CA interns return from US	February 1992	Contractor
*Complete development of Grade 1 maths and English tests	March 1992	MOE Contractor
Pilot Test grade 1 CA tests	March 1992	MOE Contractor

*Procure supplies for headmaster training	May 1992	Contractor
Educational Costs seminar	July 1992	Contractor MOE
Cycle 2 of headteacher begins	June 1992	MOE Contractor
*Place two participants in MA programs in the US	June 1992	Contractor

Year 4 (September 1992 - August 1993)

*Annual workplan submitted	September 1992	MOE Contractor
Construction of first TIDC begins	September 1992	MOE
*Procure equipment and materials for first TIDC	October 1992	Contractor
Midterm Evaluation	October 1992	USAID
*Train grade 1 teachers to use and administer criterion referenced tests and use the results for remediation.	December 1992	MOE Contractor
Pilot Test grade 2 and 3 CA tests and remediation materials	March 1993	MOE Contractor
CA English and Maths introduced nationally in grade 1	March 1993	MOE
*Distribute first set of grade 1 test results to Regional Education offices and MOE management	May 1993	MOE Contractor
Second cycle of Headmasters complete training	May 1993	MOE Contractor
*Place two participants in MA programs in the US	July 1993	Contractor

*Place two members of testing staff in 6 month internships in U.S.	August 1993	Contractor
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Year 5 (September 1993 - August 1994)

*Annual workplan submitted	September 1993	MOE Contractor
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*Place two members of testing staff in 6 month internships in U.S.	September 1993	Contractor
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Cycle 3 of Headmaster begins	September 1993	MOE Contractor
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Construction of second TIDC begins	October 1993	MOE
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*Procure equipment and materials for second TIDC	November 1993	Contractor
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*Complete development of Grade 4 and 5 maths and English tests	December 1993	MOE Contractor
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*Train grade 2 and 3 teachers to use criterion referenced tests and use the results for remediation.	December 1993	MOE Contractor
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Pilot Test grade 4 and 5 CA tests	March 1994	MOE Contractor
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CA English and Maths introduced nationally in grades 2 and 3	March 1994	MOE
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Distribute CA test results for grades 1 - 3	April 1994	MOE
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Develop grades 4 and 5 remediation materials	June 1994	Contractor MOE
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Year 6 (September 1994 - August 1995)

*Annual workplan submitted	September 1994	MOE Contractor
Construction of third TIDC begins	September 1994	MOE
*Procure equipment and materials for second TIDC	October 1994	Contractor
*Train grade 4 and 5 teachers to use criterion referenced tests and use the results for remediation.	December 1994	MOE Contractor
Pilot Test grade 6 and 7 CA tests	March 1995	MOE Contractor
CA English and Maths introduced nationally in grades 4 and 5	March 1995	MOE
*Distribute CA test results for grades 1 - 5	April 1995	MOE
*Complete development of Grade 6 and 7 maths and English tests	August 1995	MOE Contractor

Year 7 (September 1995 - August 1996)

Annual workplan submitted	September 1995	MOE Contractor
Train grade 6 and 7 teachers to use criterion referenced tests and use the results for remediation.	December 1995	MOE Contractor
Distribute CA test results for grades 1 - 7	April 1996	MOE
Final evaluation	April 1996	USAID

\*\*Submit Final report August 1996 Contractor  
Contract Team Departs August 1996 Contractor  
Prepare PACR November 1996 USAID

F. PROCUREMENT

The contractor assisting the MOE to implement the EPMT Project, the Institute for International Research (IIR), will be extended to continue and conclude implementing the project during the additional year authorized by this amendment. This is in accordance with the FAR. When necessary, funds may be added to IIR's contract on a routine, incremental basis.

G. MONITORING AND EVALUATION

Monitoring and evaluation of the project is facilitated by the restatement of the project EOPS into fewer, more measurable terms. The first EOPS will be measured by tracking two indicators: primary student repetition and drop-out rates. Increased student achievement should result in fewer repeaters and drop-outs and so improve efficiency and reduce educational costs. By tracking repetition and drop-out rates the number of children finishing school on time can be determined. Because these two variables are inter-related no attempt is made to predict percentage decreases for each variable. Rather, the overall effect on system efficiency will be measured. The second EOPS will be measured using the results of the standardized criterion referenced tests being introduced by the Ministry of Education with the help of the project. This continuous assessment system will be introduced in grade one in 1993 and will establish a baseline for that grade. Baseline test results for subsequent grades will be established annually as the tests for each grade are introduced. These tests will provide the first real opportunity for the Swazi education system to measure student achievement and compare achievement across years. However, since the baseline results for grades six and seven will not be established until the final year of the project, the accomplishment of the EOPS must necessarily be based on an assessment of the trend in achievement in earlier years. Final evaluation of the impact of the project's reforms on improving primary students' academic achievement will have to be done two or more years after the project's completion. Two other proxy measures can be used to assess student achievement. First,

decreases in student repetition will indicate increases in student achievement. Second, the Mission can look at the Primary Leaving Exam results as a tentative basis for judging increases in student achievement that might result from such project interventions as improving school management and improving education policy formulation and implementation. The third EOPS will be measured by the results of independent assessments conducted as part of the headteacher management training program. These assessments use external evaluators to determine whether the training program is resulting in visible improvements in the schools. Also, headteacher performance in the training program offers a measure of headteacher understanding of school management principles and practices. The best measure of improved school management will be improved student achievement and reduced repetition and drop-out rates. The fourth EOPS can be easily measured by keeping track of the number of requests for information received by the planning unit from policy makers such as the Principal Secretary, Director or Regional Education Officers. The project office keeps a log of these requests and other analysis that they are asked to carry out. The fifth EOPS will be measured by the mid-term and final project evaluations of student use of project supported career guidance materials and activities.

The monitoring and evaluation plan described above allows progress in achieving project EOPS to be related more directly to the Mission's annual assessment of program impact (API). The final evaluation, now scheduled for February 1995 will be moved to April 1996 to correspond with the distribution of test data for the full seven grades of primary school. This will be an objective indicator that continuous assessment is being used in all seven grades of primary school.