

FINAL REPORT

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**MID-TERM EVALUATION  
OF THE  
SWAZILAND MANPOWER DEVELOPMENT PROJECT  
(SWAMDP: PROJECT #645-0218)  
Volume II of II**

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## PREFACE

In accordance with Project Paper requirements, a multidisciplinary team conducted a mid-term evaluation of the Swaziland Manpower Project (645-0218) during April and May of 1986. This final report, and accompanying Executive Summary, concludes that activity.

The team thanks all parties -- the Government of Swaziland, USAID, and the SWAMDP Contractors -- for the outstanding support we were given. We were able to maintain a very productive pace due to the cooperation we received from all quarters. Our sense of being welcomed as guests was especially assured through the efforts of the USAID Mission and the Kingdom of Swaziland via the Ministry of Labour and Public Service. For all the people whose names appear in Appendix A (and for a number whose names do not), Thank You.

In light of everyone's cooperation and support, we hope that all will use the mid-term evaluation as it is intended -- as a management tool built upon a critical analysis of SWAMDP. Indeed, as a "critique" the report does focus on "negatives"; this is an unfortunate consequence of evaluations. Positive findings need little or no elaboration. Negative findings, on the other hand, always require more documentation. The Mid-Term evaluation of SWAMDP is no exception to this rule.

But, the fact is that SWAMDP is achieving, or can achieve, much of what was conceived in the planning stages. For example, the Long-Term Participant Training program is meeting the U.S. policy objective of providing U.S. College educations for a Cadre of leaders who will be running the Swazi government for the next 15, 20, 25 years. Since approximately two-thirds of the total project resources are earmarked for this component, and although certain improvements are recommended, this component's relative success should be given due weight when reviewing the report itself. And, there are other successful features of the project.

In sum, the project is more successful than not. Where shortfalls do detract from or impede project success, they are identified along with appropriate recommendations. Indeed, this is the salutary side of a formative evaluation; the intent is to encourage programmatic improvements. Therefore, we hope that this report succeeds in being a positive force.

**The Evaluation Team**

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## SECTION 1.0: INTRODUCTION

Swaziland is a small, landlocked kingdom located at the northeast quadrant of the Republic of South Africa; it is bordered to the east by Mozambique. Its two major population centers, Mbabane [the Capital] and Manzini [the major center of commerce] have roughly equal populations of around 50-55,000 people. The other 80-85% of the population is primarily rural agrarian. In relative terms, per capita income and literacy rates are high. For a number of long standing reasons, Swaziland maintains close socio/eco/political connections with the Republic of South Africa. In this latter context, Swaziland is beginning to see increases in foreign capital investment by multi-national corporations seeking to shift their resource base from South Africa as a result of world-wide economic sanctions. In addition, the country appears to be relatively stable politically. This stability can be attributed in large part to the fact there is a single ethnic group, to the long-lived rule of the prior King, and perhaps to the dual form of government he established. The checks and balances of this dualism [i.e. "Modern Sector" and "Traditional Sector"] create an interesting "dynamic tension" within which the Swaziland Manpower Development Project [SWAMDP] operates.

### 1.1 BACKGROUND TO SWAMDP

The Kingdom of Swaziland has been the beneficiary of fifteen years of USAID-funded Human Resource Development efforts via four separate projects. The first and second projects were the Southern Africa Development Personnel and Training project [SADPT] and the Southern Africa Academic and Skills Training project [SAAST]. The third project, the predecessor to SWAMDP, was the Southern Africa Manpower Development Project [SAMDP]. The fourth and current project, the Swaziland Manpower Development Project [SWAMDP], is the focus of this report.

It is within the total socio/economic context -- fueled by a growing demand for private sector managers, movement to harmonize the governmental activities of the "modern" and "traditional" sectors, and a general need to raise the development consciousness of the Swazi nation -- that SWAMDP was created and implemented.

Furthermore, Swaziland, by virtue of its size, socio-economic good fortune, and political stability is an appropriate laboratory for USAID to develop, test, and fine-tune HRD approaches in the developing world. That USAID's efforts have been positive in this regard, there is no doubt. As a result of USAID funding [and to some degree, other donor funding], the Swaziland civil service is rapidly losing its dependence on expatriates. The SWAMDP project continues to build upon this momentum.

### 1.2 SWAMDP: PURPOSE AND SCOPE

SWAMDP is a large and complex endeavor which combines some standard

HRD elements with some approaches and processes which can be described as "experimental." It is an ambitious attempt to integrate a number of activities under a single project. As a consequence, it demands a fairly large share of the mission's administrative and managerial resources.

### **1.2.1 Project Purpose**

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

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

### **1.2.2 Project Scope**

The project was designed to have five specific elements. They are:

- Technology/Skills Transfer;
- Development of an Administrative/Leadership Cadre;
- Development Orientation for Traditional Leaders and Rural Womens Associations;
- Development Communications; and
- Institutional Linkages.

Descriptions of these elements are provided below as direct quotations [but in different order] from the Project Paper.

**1.2.2.1 Technology/Skills Transfer.** The approach to institution-building emphasized in the project is the development, through participant training, of a critical mass of knowledgeable Swazis capable of successfully directing Swaziland's development process. This is complemented by the transfer of knowledge and skills at the workplace through the provision of long-term and short-term U.S. expertise to various Swazi institutions. Operational Experts [OPEX] will be provided

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.

**1.2.2.2 Development of an Administrative/Leadership Cadre.** An average of 25 Swazi will be offered scholarships each year for long-term academic training abroad. Short-term non-degree/technical training in the U.S. and other African countries will be provided for at least 64 Swazis over the period of the project [averaging 10 per year]. In-country training will also be provided as the most cost-effective means of training relatively large numbers of Swazis and providing focused training for specific development institutions and units within those institutions.

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

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

**1.2.2.5 Institutional Development Linkages.** A new approach to institutional development -- linkage arrangements between Swazi training institutions and one or more U.S. institutions -- will also be supported

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

### 1.3 PROJECT RESOURCES

The Span of the Life-of-Project [LOP] is seven years [FY 85 through FY 91]. Project funding was established as follows:

AMOUNT	TOTAL	
AID: Cash Contribution	\$19.6 mm	74%
GOS: Cash and In-Kind Contribution	<u>\$ 6.8 mm</u>	<u>26%</u>
<b>TOTAL TO PROJECT</b>	<b>\$26.4 mm</b>	<b>100%</b>

There are four participating [signatory] members/entities which are contributing to the project. The relationships are as follows:

- USAID and GOS: Signatories to the Project Grant Agreement signed June 29, 1984 and valid until June 30, 1991;
- USAID and the Transcentury Corporation [TCC]: signatories to the prime contract, signed on 12/15/84, which runs to 12/15/89. TCC is responsible for delivering services and products relating to all but the Development Communication elements.
- USAID and the Academy for Educational Development [AED]: Signatories to the prime contract, signed on 12/15/84, which runs until 12/15/89. AED is responsible for delivering services and products relating to Development Communications.

### 1.4 MID-TERM EVALUATION

SWAMDP is now at its approximate mid-point. Aside from the Project Paper requirement for a mid-term evaluation, USAID has some very pragmatic reasons for having a formative evaluation conducted. First, the project contains certain features which are unique to SWAMDP and therefore merit review before the project ends. Second, as a project with strong forward momentum, if there is to be a successor project,

planning needs to start now. Third, there are extant project problems which need an action plan for resolution.

To this end, a project evaluation team composed of five specialists was assembled to conduct the evaluation. The specialties were: [1] Participant Training; [2] Manpower Planning; [3] Community Development; [4] Development Communications; and [5] Management Analysis.

## **1.5 ORGANIZATION OF THE REPORT**

The initial results of each specialist's field analysis were presented to USAID as individual draft reports. This report consolidates those individual consultant reports into a comprehensive whole organized according to: [a] the five project elements introduced in the Project Paper, [b] an encompassing management overview, and [c] various appendices. The report sections, in order of presentation, are as follows:

- Introduction;
- Technology/Skills Transfer;
- Administrative/Leadership Cadre;
- Traditional Leaders/Womens Associates;
- Development Communications;
- Institutional Development/Linkages;
- Management Analysis; and
- Appendices.

## **1.6 EXECUTIVE SUMMARY**

Also, note that this final report is denoted as Volume II. Volume I, produced under separate cover, is an executive summary of this document.

## SECTION 2.0: TECHNOLOGY/SKILLS TRANSFER

Funded for \$3,370,000, the Technology/Skills Transfer project element entails an over-lapping process whereby Swazi institutions will have been encouraged and enabled to build the capacity to sustain the momentum developed via SWAMPDP. The three major components of this element are:

- Long-term Technical Services;
- Long Term Operational Experts [OPEX]; and
- Short-Term Specialist Services.

In essence, these components represent professional skills and activities to be supplied to various Swazi institutions, via TransCentury Corporation [TCC] activities, as project inputs. Long- and short-term services for the Development Communications Project element are discussed separately in Section 5.0.

### 2.1 PURPOSE AND SCOPE

In terms of overall outputs, the project paper states that "A significant number of new technologies will have been transferred, and operational efficiencies will have been brought about, by or with the assistance of U.S. technical personnel." Specific inputs in this element of the project include the following:

- A Contractor Field Representative [Chief-of-Party] originally designated to serve in a variety of functions [to include an In-Country Training Manager role] for a total of five years [60 months];
- Five long term advisors were originally targeted for a total of 108 person months;
- 93 person months of short term advisors were targeted [30 person months for traditional sector activities and 63 person months for human resource development and in-country training]; and
- Up to nine expatriate operational experts [OPEX] were targeted over the five year period of the project [216 person months].

### 2.2 LONG TERM ADVISORS

Three of the long term advisors were identified in the original documents as a Manpower/Economist Planner, a Traditional Sector Specialist, and a Community Leadership Advisor.

In February of 1986, the original Transcentury contract was amended to: [a] change the estimated number of months for a Manpower Planner/Economist from 24 to 7 months; [b] delete reference to two technical advisors for 24 months each and add "Other Long-Term Technical Advisors" in its place; and [c] increase the total number of months in this category from 48 to 65. The provision for the recruitment of Ad Hoc Advisors in a contract amendment also provides for additional Long Term Advisors funded through other projects. These changes were made because of the decision to drop the position of the manpower/economist planner and to provide more flexibility to the mission with regard to long term technical assistance.

To this point, four Long Term Advisor positions have been filled [exclusive of TCC's Chiefs-of-Party]. They are:

- Traditional Sector Specialist -- 25 months;
- Manpower Planner/Economist -- 7 months;
- Manpower Development/Training Planner -- 24 months; and
- In Country Training Manager -- 24 months [projected].

Exclusive of any financial constraints, this would suggest that 52 months of long term technical assistance remains available under the SWAMDP contract.

### **2.2.1. Chief-of-Party**

There have been three Chiefs-of-Party [including the incumbent and an acting Chief-of-Party] for a total of 36 months [through May 1988].

Because the originally proposed Chief-of-Party [CoP] accepted another offer just before the contract was signed, TCC had to search for a replacement; it was approximately five months into the contract before the position was filled. That CoP served for 23 months, at which point he was replaced by TCC's Principal-In-Charge who filled the CoP slot on an acting basis for four months. At this point, the President of TCC stepped down from his corporate position and assumed the CoP slot on a permanent basis. This assignment was in effect for eight months until home leave was taken coincident to this evaluation. The Principal-In-Charge again became Acting CoP during this interim one month phase.

### **2.2.2 Community Leadership Specialist**

A citizen of Swaziland was to be appointed as the Community Leadership Specialist for 36 months. It is assumed that the Community Leadership Specialist was to take over skills transfer activities after the departure of the Traditional Sector Specialist and the GOS would

create a permanent position of Community Leadership Specialist starting in the fourth year of the project in order to institutionalize the function. However, the appointment was never made; the position apparently was intended for a retired GOS Civil Servant who died prior to the project start-up. Additionally, there is no activity on the part of GOS to create the government position.

Presuming that this position was intended as a quasi-counterpart function to be developed in conjunction with the Traditional Sector Specialist activities, it is not clear why this vacancy remains.

### **2.2.3 Traditional Sector Specialist**

The long term technical assistance advisor for traditional sector activities departed in August of 1987 after the scheduled two years of service. While neither the scope of work for the Traditional Sector Specialist nor the Transcentury contract required a final report, the requirement for on-going assessment of the activity suggested the appropriateness of an end-of-contract report by the Traditional Sector Specialist. A request was made to the former Traditional Sector Specialist and a report was submitted in April of 1988 [dated September, 1987]. Prior to the receipt of this report, a number of decisions were made with regard to third year activities in the rural sector component.

Before the departure of the Traditional Sector Specialist in August of 1987, USAID orally indicated that an extension request from GOS and the contractor for the long term advisor in the traditional sector would be approved. While this was not put in writing, this action by the mission implicitly approved an extension of this activity beyond the initial two years projected in the project paper.

Approval of traditional sector activities in the 1987 TCC workplan, with the exception of the development of a community development certificate course, but including, the commitment to recruit a new traditional sector specialist, was made on August 27, 1987.

Note, moreover, that a short-term consultant was engaged to fulfill the follow-on activities. The scope of these traditional sector activities is discussed in other sub-sections of this report.

### **2.2.4 Manpower Planning**

The project paper defined the original purpose of this activity as manpower planning and economic analysis. The Department of Training and Localization [now the Ministry of Labour and Public Service] had requested the services of Manpower Planner/Economist...

- To assist in undertaking an extensive review of present policies, programs and procedures used by the government of Swaziland in manpower planning for the public sector;

- To prepare and assist the GOS in implementing a work plan to assess current civil service manpower requirements and to forecast future requirements; and
- To assist the Department in liaising with the Department of Economic Planning and Statistics to assure the comparability of public sector and private sector manpower demand projections.

Within seven months after the Manpower Planner was in place, it was agreed by all parties [GOS officials, USAID and TCC] that it had been premature to place a Manpower Planner/Economist in government. The individual in question had not been able to go beyond an economic forecasting scope of work and it was decided to terminate the activity. With the departure of the Manpower Planner/Economist, the position was re-drafted as a manpower development/training planner position with a modified scope of work. Focus then shifted to human resource development activities.

The effect of this change was to shift the emphasis from linking training needs projects to economic projections [as was emphasized in the project paper] to the development of a capacity for sectoral training needs analysis in the public sector based on established positions and job descriptions.

### **2.2.5 Manpower Development and Training**

The job description for the re-defined position was sufficiently broad to include a number of different approaches to human resource development. The origins of the redefinition lie in an August 5, 1985 proposal in which the contractor requested that the manpower planner position be dropped and that the new position cast toward... "analyzing long and short term training needs, training individuals so as to institutionalize the training needs analysis function and the creation of operative models for translating training needs analyses into designs for training programs."

Approval and the request for the amendment to the contract followed on August 19, 1985. The individual recruited for this position arrived in February of 1986. The major tasks of the Manpower Development/ Training Planner [MDTP] were to be as follows:

- Review current policies of GOS with regard to manpower development and training planning and develop a model approach to human resource development;
- Work with a sub-set of Ministries to develop the capacity to create more effective and rational human resource plans;
- Identify policy or procedural constraints on human resource development for the government of Swaziland focusing on needs

that can be addressed by training;

- Work with contractor's chief of party to implement project training programs;
- Develop a basic computer based personnel system for training purposes;
- Provide advice and assistance to existing in-country institutions in the design and conduct of training activities; and
- Liaise with the private sector with regard to training plans.

The actual thrust of work during the two years the position was filled was somewhat narrower than that described in the job description. Focus was on an in-country training activity as it related to training planning capability development. A cadre-in-embryo of Training Officers and those assigned training responsibilities in Ministries were seen as the entry point to organizational development strategy of human resource development. The nature of the MDTP's involvement with the training officers will be addressed in the section of the report on in-country training. Here it is necessary to examine why the scope of the MDTP narrowed in the two years that the individual was in country [February 1986-February, 1988].

**2.2.5.1 Focus on the Training Officer Cadre.** First, it should be noted that TCC's contract states that the contractor will help training committees in the various development ministries of the GOS to develop ministry-specific training plans and criteria for the selection of candidates for overseas and in-country training. Thus, working with the training officers was a contract deliverable and could not and should not have been ignored. Taken seriously, as it was, this became a full time job for the MDTP. The organizational development work with the Training Officers is the one segment of in-country training activity which has had a significant impact upon GOS capacity.

**2.2.5.2 Lack of Strategic Plan.** The narrow organizational development focus in part relates to the absence of an overall strategy or conceptual framework that would link the manpower development activities to the project's in-country training and participant training components. There is still a need for such a strategic plan as the project moves to within 18 months of its scheduled completion date. It should be pointed out, however, that the MDTP's work with the Ministry of Labour and Public Service has contributed conceptually toward the development of a Government of Swaziland training policy and lays the ground work for a more broadly based in-country training strategy during the time remaining in SWAMPD.

The absence of an overall training strategy is in part related to the

original job description of the contractor's CoP. The job description of the chief of party [which has yet not been up-dated] entails direct responsibility for the management of in-country training activities. However, the demand for the CoP's active involvement in participant training [plus the functional interests of the first CoP] in a de facto manner changed the nature of the CoP responsibilities.

By November of 1986 the decision was made to appoint a separate In-Country Training Manager. The incumbent in that position arrived in Swaziland in October of 1987. In the meantime, no conceptual link was made in writing as to the relationship between the manpower development activities and an overall in-country training strategy under SWAMPDP.

**2.2.5.3 SIMPA As An Issue.** There has been a change of the USAID Mission's views on training institution development since the preparation of the project paper and the Transcentury contract. The TCC contract states that "the Contractor will work closely with Swaziland training institutions... to help them develop their abilities to plan, manage, and evaluate training programs." The MDTP was assigned to the Ministry of Labour and Public Service to assist in training planning and management training activities. The in-service training department of that ministry is the Swaziland Institute of Management and Public Administration [SIMPA]. However, the title is a misnomer because it is not a training institute but rather a department of government designed to provide in-service training. Note that legislation is currently pending in Parliament at this point which calls for the "establishment of... an Institute to be known as the Swaziland Institute of Management and Public Administration."

The issue of institutional development at SIMPA will be addressed elsewhere in this report but at this point it needs to be noted that a decision was ultimately made by the Mission not to support SIMPA -- "which [according to the mission] continues to function with such little local support combined with glaring management inefficiencies." This policy position, not changed, has been orally reiterated a number of times by the Mission.

Thus, the Manpower Development/Training Planner was located in a Ministry, which was to be the focal point of in-country training, but was not able to work with the constituent department in that Ministry responsible for management training. At the same time, project documents, including the Transcentury contract and the Manpower Development/Training Planner's job description, called for working closely with and for the provision of advice and assistance to existing in-country training and educational institutions. Thus, there was a contradiction between the written documentation on the manpower development and training position and the written and oral communications instructing the contractor not to work with the Ministry's department of in-service training.

**2.2.5.4 Manpower Analysis and Electronic Data Processing [EDP] Support.** Finally, officials in the mission continue to express concern about the need to

develop a capacity within GOS to be able to project long term manpower needs both sectorally and within GOS. However, it should be noted that the responsibility to develop a manpower training planning responsibility was built into the job description of the Manpower Development and Training Planner.

On June 17, 1986, four months after his arrival in the country the MDTP advisor addressed the issue of quantifying manpower training analysis and proposed the development of a computer-based management information system. On August 16, 1986, the Ministry of Labor and Public Service made a proposal to USAID for the development of a capacity to do quantitative analysis of establishment registry changes. Specifically, the Ministry, noting the terms of reference of the long term training advisor, requested assistance in the development of a "Personnel Management Information System." The detailed four page proposal requested specific assistance, including short term technical advisors and computer equipment. The purpose of the support was to develop Ministry capacity to provide basic training related data on staff vacancies, retirements by position, attrition, staff educational histories, and training needs.

Several points need to be made with regard to computerized training analysis capacity. First of all, the argument could be made that the TCC MDTP should have been able to assist the ministry in this area since two computers were made available to the Ministry of Labour and Public Service under another project. This activity is mentioned in both the 1985 and 1986 TCC workplans [including the five year projection of activities].

Given the organizational development responsibilities of the MDTP, however, it is not clear that there was time available for this activity. Should existing personnel in the contractors field team not have had either the time or skills, short term consultancy time was available for such an activity. This could only be undertaken with the approval of the mission. The contractor might have broken out this activity and prepared another separate proposal for submission to the USAID mission. However, given the lack of approval by the mission for this portion of the 1987 workplan, the contractor was constrained in delivering this component of manpower development activity. For almost two years the proposal remained with the USAID mission and the Contractor did not address this component of its manpower development responsibilities.

Officials in the Ministry of Labour and Public Service remain interested in the development of a computer based manpower training capacity both within the Ministry and government wide. However, TCC indicated [in its 1987 Work Plan] that it will not be possible for this to be implemented until [a] a survey of potential computerized analysis end users is made, [b] funds are released for computer hardware and appropriate software, and [c] authorization is made for a short term consultant or consultants for systems analysis and programming.

In May 1988, the Mission indicated that it approved the development of the computerized system. However, due to the completion of the Manpower Developer/Training Planner's contract, the ability to properly design and implement the system could be constrained.

**2.2.5.5 GOS Counterpart.** The Government of Swaziland identified a single counterpart to the Manpower Development Advisor even though such an action was not required under the terms of the long term technical assistance advisor program. This action could be taken to indicate GOS appreciation of the significance of the organizational development activity. The counterpart was sent overseas for short term training and has been working directly with the advisor since his return. He is not, however, fully able to take over the work of the Manpower Advisor at this time.

**2.2.5.6 Significant Impacts.** The manpower development and training advisor has had a significant impact upon the development of a training officer cadre within the GOS and among associated institutions. The officer produced three documents, Training Seminars Report and Recommendations, Draft Handbook for Human Resource Development, and Trainer's Manual for Developing a Human Resources Planning Process. In addition, a draft national training policy was produced by GOS with the advice and assistance of the advisor. All of these documents have been an integral part of the organizational development activity which was undertaken with the GOS training officer group.

## **2.2.6 Appointment of a Long-Term In-Country Training Officer**

Originally, it was the responsibility of the CoP to manage in-country training activities. However, other commitments, particularly for participant training, precluded sufficient involvement in in-country training. By early 1986, both the mission and TCC had come to the conclusion that it was necessary to separate the In-country Training Manager functions from those of the CoP.

TCC identified the need for a separate In-Country Training Manager in its workplan submission dated March 13, 1986. On December 9, 1986, TCC submitted a proposal to USAID/Swaziland to use one of the remaining long term technical advisor positions to recruit an In-Country Training Manager. A second, virtually identical, proposal was submitted on February 6, 1987.

**2.2.6.1 In-Country Training Officer Job Duties.** According to TCC, "The emphasis in this aspect of the project will be on planning, organizing, and arranging for the delivery of training, rather than on directly doing the training..." The draft job description submitted identified the major

tasks of the In-Country Training Manager as follows:

- Review existing in-country training efforts, analyze materials relevant to in-country training needs and proceed to implement in-country training activities already agreed upon;
- Seek out additional in-country training opportunities and make recommendations on future training activities to the contractor's chief of party;
- Plan and manage the project's in-country training activities;
- Liaise with in-country training institutes over the delivery of in-country training courses;
- Prepare annual training plans;
- Prepare reports on in-country courses completed, evaluate activities to date and make recommendations for the future; and
- Advise other members of the team on design and delivery of training.

As an addendum to the job description, TCC made it clear that "In carrying out the duties described above, the In-Country Training Manager would not be responsible for training carried out under the auspices of the Traditional Sector Specialist, unless specifically requested to do so and with the approval of the Chief-of-Party."

TCC's candidate for the position was approved on September 25, 1987 and the position was filled on September 29, 1987. At that point TCC was completing the third year of activities under the project.

**2.2.6.2 Blurring/Overlapping of Functions Performed.** A number of points that bear directly on this position need to be addressed. First of all, there is a clear overlap between the In-Country Training Manager's position and that of the Manpower Development/Training Planner activity. The MDTP served, in effect, as Deputy Training Manager to the CoP prior to the arrival of the In-Country Training Manager; the ICT Manager assumed responsibility for working with the training officers in government ministries upon departure of the MDTP in February of 1988. But, to this point, no conceptual statement has been made in writing as to the relationship between the manpower development activities and an overall in-country strategy.

It also must be noted that in practice, though the job description is quite clear, there continues to be disagreement between TCC and the USAID mission as to whether the In-Country Training Manager was to be a trainer or a training manager/conceptual specialist. In a memo to USAID on the

29th of June 1987, the contractor described the current incumbent as "a very practically oriented, hands on trainer, who has demonstrated a high degree of flexibility and creativity in developing and implementing training programs which establish an indigenous capability of skills and institutional capacity." In an interview with a member of the evaluation team, the In-Country Training Manager described his job in terms of design and implementation [and management] of training activities. However, much of his activity during the last eighteen months has involved manpower development and hands on training activities.

During the period from October 1 to March 31, the In-Country Training Manager worked on a variety of activities in several components of the project that had been authorized on August 27, 1987, including a number of traditional sector activities. Because of the mission's serious concerns about the 1988-89 workplan, there have been no authorized post-April 1, 1988 activities for the In-Country Training Officer other than the completion of a revised training assessment and any pipeline activities left from earlier phases of the project.

**2.2.6.3 In-Country Training Needs Assessment.** USAID officials have indicated to the evaluation team that the initially primary responsibility of the In-country Training Manager was the preparation of a written assessment of in-country training efforts under the project to that point in time, to be followed by a training needs analysis for activities looking toward the last eighteen months of SWAMP. Such an activity is referred to in the 1987-88 workplan. The Training Manager's job description states that "Within 90 days after arrival on post, [the manager will] review existing in-country training efforts and capabilities, review relevant documents and reports relative to in-country training needs and constraints..." While the job description does not make it clear that a written document [such as an assessment] would result, it seems clear from discussions with both contractor officials and USAID representatives that delivery of a written document was orally agreed upon by all parties.

At the end of November 1987, the In-Country Training Manager submitted a document entitled, "In-Country Training Needs Assessment" to the CoP. Several points should be noted with regard to this document. First, it was submitted to USAID [late December, 1987/early January, 1988] embedded within the 1988 workplan. The document should have been submitted separately to the mission so that feedback could be provided on that document outside of the context of the annual workplan review. Given that it was enclosed as a part of the workplan, the contractor should have requested, and the mission should have provided, written feedback on the ICT needs assessment outside of the workplan review.

The assessment document itself does not provide a great deal of conceptual clarity with regard to in-country training outside of traditional sector activities. A scant four pages is devoted to public sector training with two pages given over to the private sector and "other training." The document lacks depth and does not provide a clear strategy focus for in-country training for the public sector and the private sector.

Given that separate arrangements had been made for an impact assessment of traditional and women's association training, the in-country assessment prepared by the In-Country Training Manager should have been limited to analysis of in-country training needs not associated with traditional sector activities. The blending of the in-country training activities with those of the traditional sector has caused critical disagreements between the Mission and the contractor and has delayed activities in both areas.

### 2.3 SHORT TERM TECHNICAL ADVISORS

The project paper calls for 63 person months of short term consultancy services for the "modern" sector and 30 person months for the "traditional" sector over the life of the project. The purpose of short term activities was to provide an analysis of specific policies potentially leading to positive reforms, the analysis of the degree of impact on the transfer of technology and specialized skills and the potential for the introduction of technological and policy related innovations and or the potential for sustainability or replicability. The full list of all short term consultants funded under the project is provided as Appendix C. Also, at the end of Appendix C is a chart which demonstrates the approximate distribution of STTA effort to various TCC/SWAMDP activities.

#### 2.3.1 Short Term Technical Assistance in the "Modern" Sector

As of May, 1988, approximately four consultant months have been utilized for modern sector project activities. This suggests that, assuming the availability of financial resources, 59 months of short term specialist services remain available. The consultancies resulted in reports which focused on:

- An Assessment of Accountancy Standards and Training;
- The Potential for a Business Management Certificate;
- The Provision of Advice to the GOS on negotiations with South Africa with regard to water rights; and
- The Assessment of the Potential of In-Country Training.

**2.3.1.1 Accountancy Standards.** The Assessment of Accountancy Standards and Training examined the potential role that might be played by the Institute of Accountants in supporting training for accountants in Swaziland. The report recommended the appointment of a Technical Education Director, a position now filled by an OPEX on a two year contract, short-term technical consultants, additional OPEX and, [potentially], in-country training activities. This is a good model of integrated activities.

**2.3.1.2 Business Management Certificate.** The second short term consultancy, in August of 1985, examined the potential for a business management certificate at the University of Swaziland. The report put forth suggestions as to the nature of such a certificate and recommended that a certificate be established at UNISWA. To this point, no actions have been taken on this proposal.

**2.3.1.3 Water Rights and In-Country Training.** The third consultancy was funded by a PIO[T] as a pass through from another USAID project.

**2.3.1.4 In-Country Training.** The fourth consultancy was directly related to in-country training activities and will be discussed in the next section of this report.

### **2.3.2 Short Term Technical Assistance In the Traditional Sector**

A rough estimate indicates that short-term consultants have been used to support the traditional sector component for at least 30 person months. If correct, this means that no short-term technical assistance remains available for this component. The consultancies in the traditional sector are discussed in the next few pages.

**2.3.2.1 Follow-on to the Traditional Sector Specialist.** The departure of the Traditional Sector Specialist in July 1987 put a brake on the momentum established during his 25 month tenure. Further, it adversely affected both USAID and TCC's ability to assess the results of that 25 months of work in this area. Therefore, TCC proposed the engagement of a short-term consultant from September 15, 1987 to March 15, 1988 who was to: [a] coordinate on-going rural training; [b] design criteria for impact assessments of past and future workshop activity and apply such criteria for impact assessment report; and [c] plan specific rural training activities for phase four of SWAMP. The assessment was to address both traditional sector and women's association activities. In a memo dated September 15, 1987, TCC explained that this consultancy was to serve as a bridge following the departure of the Traditional Sector Specialist and to plan for activities in the last two years of the project. Finally, this memo noted that because of the newly reorganized contractor field staff, it was probable that a long term traditional sector specialist would not be needed.

On September 22, 1987 USAID approved the short term consultancy to "coordinate the rural training and traditional sector activities..." On March 16, 1988, USAID approved the extension of the consultancy to June 30, 1988 contingent, among other things, upon receipt and review of documentation related to the current status of the impact assessment. Attached to a memo of 23 March, 1988, a document by the consultant indicated that a decision had been made by TCC to concentrate only on the

impact assessment of rural sector activities on women's organizations. This was disturbing to the Mission because of what it saw as the interconnectedness of the work with the two groups. In a letter dated April 14, 1988, USAID made it clear that it viewed this as a unilateral reduction of the scope of work but approved in principle the extension of the consultant to June 30 assuming agreement on a revised scope of work. At issue is the extent to which there was any oral commitment to alter the scope of work for this short term consultant prior to the submission of the March 23, 1988 memorandum from Transcentury.

Furthermore, correspondence relating to the 1988 workplan and interviews with the In-Country Training Manager indicate that both the CoP and the In-Country Training Officer became directly involved in components of rural sector in-country training. To mid-May, 1988, however, no written material had been submitted to USAID on the impact assessment study on Zenzele women's organizations. The study will not be available until mid-June. No alternative arrangements have been made to carry out the impact assessment on traditional leaders.

**2.3.2.2 Status of the Impact Assessments.** The end of contract report, to have been produced by, or soon after, August 1987 by the Traditional Sector Specialist, arrived in April of 1988. The material within the report contained elements of a training impact study, inasmuch as it does contain information concerning attitudes and training needs expressed by rural leaders.

From the amount of data already available, delay in completing the impact studies should have been avoided. While face-to-face attitude surveys may have produced "better" qualitative data, the various reports produced by Hitchcock, Argo, Tomlinson, and even Home Economics [HE] staff could have been utilized to provide at least part of the impact assessment information sought by the Mission.

The original outline of methodology sent from TCC to USAID [8/6/86] was excellent. Had the work been undertaken accordingly, it would have produced a genuine assessment of the Zenzele's training program. However, the methodology was not followed; the consultant devised an open-ended thirteen question instrument with an apparent unstructured approach to administering it. There appears to be no cogent plan for data analysis.

It is doubtful that the new methodology will result in a viable impact assessment. Only six out of the thirteen questions would measure impact -- but then only if properly treated. Furthermore, there are no questions such as: the role of the HE field worker and the number of contacts made with same; whether income, new associations, or the number of committees formed has increased as a result of such contact; the number of new members joining the extant associations and committees since 1986; the number of requests for new projects and whom contacted; new skills used [carpentry, brickmaking, fertilizers] -- and so on.

Therefore, although TCC can quantify workshops and seminars held and number of Tinkhundla and Zenzele leaders trained, thus fulfilling its contractual obligations, it has not been able to produce what USAID has needed most -- a "hard" analysis of an experimental project element from which it could design and plan complementary efforts.

**2.3.2.3 Other Consultant Outputs.** Other Short-term Consultants were used primarily during the tenure of the original Traditional Sector Specialist. Some of the work was "hands-on" in nature and cannot be evaluated. Other activities resulted in written documents which were reviewed.

The Cooke report on media provided valuable information. The Ebert report on the use of aerial photography to survey land characteristics is over-sophisticated in terms of present needs for project sustainability. The concept, in principle, is a worthwhile one, and the methodology a useful and proven tool. However, while practical for an educated agriculturist, it is not a simple tool in the hands of the Community Development Associations [CDAs]. More important, the methodology requires periodic updating; GOS commitment to take aerial photographs at future intervals would be an expensive undertaking. It should also be noted that soil erosion and land conservation are being successfully taught worldwide at the grass roots level without the need for aerial photographs and their interpretation.

The Pfothenaur proposal and Curriculum for Certification for C.D.'s was pragmatic. Each topic [module] was thorough and directed at the educational level of the C.D. trainees. However, at this time, it does not represent a curriculum per se, but rather a detailed outline. The Tomlinson report on Zenzeles is very useful. The Training Manual for Rural Development workers is adequate, though very late in arriving.

The Patrick report appeared fourteen months late in final form. However, it is thorough and offers a menu of training needs as expressed by the rural leaders as well as an analysis of their attitudes concerning training already received at both seminars and workshops. The material within the Patrick report is most useful and could be said to be, in part, a training impact study, inasmuch as it does contain information concerning attitudes and training needs expressed by rural leaders, most of whom received some SWAMDP training.

## **2.4 OPERATIONAL EXPERTS [OPEX]**

Up to nine OPEX positions were to be identified by USAID in collaboration with the GOS and were to be communicated to the contractor through a Delivery Order. The Delivery Order would include a description of the responsibilities of the OPEX position along with minimum qualifications and other relevant information. The contractor was then to recruit, orient, and support the experts. The contract was amended to delete the restriction on recruitment of OPEXers for other than SWAMDP

and to provide for pass-throughs for "ad hoc advisors" funded from other projects.

#### **2.4.1 Purpose of the OPEXers**

According to the project paper, priority was to be placed on the recruitment of OPEXers for positions within high, policy level units and positions which provide an opportunity for substantive technical and/or policy input and where the OPEX would have a potential impact in terms of technology transfer, policy analysis and institutional development.

The recruitment of OPEXers was thus designed to be part of support for senior level management and was to be related to the development of the "leadership cadre" under SWAMDP. Under the project, USAID would supply personnel for key ministries [e.g., Finance, Labour and Public Service, and so on] who in some cases would fill in when key officials went overseas on training. The identification of OPEX positions was to be coordinated with plans for overseas and in-country training financed under the project.

#### **2.4.2 Output to-Date**

As of May, 1988, a total of eight operational experts and consultants [excluding the long term technical advisors] have been funded through SWAMDP or as pass throughs from other USAID projects. The list of OPEX and long term consultants is provided in Appendix C. It should be noted that four of those positions were originally administered through the Southern African Manpower Development Project and were subsequently transferred to the SWAMDP. In addition, three OPEX/consultants have been funded as pass throughs from USAID health or agriculture projects.

Also, it might be argued that one of the non-inherited OPEX placements, the technical education director of the Swaziland Institute of Accountants could be categorized as a Long-Term Technical Advisor because [a] the institute is a non-governmental organization [NGO], [b] the position was created for the expert, and [c] no Swazi salary is provided.

#### **2.4.3 Anomalies in the OPEX Process**

The process and mechanism of providing OPEXers through the project has produced a slight anomaly. The number of operational experts and consultants funded through SWAMDP to-date indeed suggests that the projected number of long term technical advisors will be met by the end of the project. However, financial resources provided for this activity will be significantly under utilized because almost all of the advisors and operational experts have been funded through and for other projects.

A major anomaly has been the absence of GOS of salaries -- one of the

definitional terms of OPEX. In at least five cases [including the Director of Technical Education at the Swaziland Institute of Accountants where the salary requirement for the first year was waived by USAID], the experts are not provided with Swazi salary. While the amendment providing for ad hoc advisors through SWAMDP was partly intended to address this issue contractually [TCC Contract Amendment 6, of March 1988], a possible rescission of the amendment would mean that this issue is still problematic.

The absence of OPEX, other than via pass-throughs, suggests that USAID/Swaziland and the GOS have not been able to identify such needs for SWAMDP. USAID officials had hoped that OPEX opportunities might have been identified through the contractor's involvement in long term technical support in manpower development activities in the Ministry of Labour and Public Service. However, the Transcentury contract makes it clear that the USAID mission was to take the lead on this activity.

## **2.5 RECOMMENDATIONS: LONG- AND SHORT-TERM ADVISORS**

Throughout the project there has been a lack of clarity in the responsibility of all of three of the long term technical advisors [including the TCC Chief-of-Party] for manpower development and in-country training activities, and when an In-Country Training Manager position was agreed to, the Chief-of-Party job description was never changed. It remains as it was written at the beginning of the project. Given these problems, USAID needs to review and take action regarding both the long- and short-term advisory functions. The actions range from [a] using available/budgeted slots, [b] re-activation of a dormant slot, and/or [c] reprogramming funds to enable continuing assistance in select areas.

### **2.5.1 Community Leadership Function**

If this function is deemed no longer necessary [a] TCC and/or GOS should provide a written rationale, and [b] administrative action should be taken by USAID to amend official documents to delete the requirement.

The review should take place within the context of: [1] What bridging capacity the CLS function was to have provided between TCC activities, project completion, and GOS institution capacity building, [2] current TCC activities in the traditional sector, [3] current TCC capacity/capability in the traditional sector, and [4] USAID's longer range plans for a successor project.

### **2.5.2 Traditional Sector Support**

In conjunction with [a] the void in the CLS function, [b] USAID's original implicit intent to extend the Traditional Sector Specialist function for 12 months, and [c] some serious problems concerning the

output of the current short-term Traditional Sector Consultant, serious consideration should be given to reactivating the Long-Term Advisor function in the Traditional Sector. It is also recommended that the contractor make clear to USAID as soon as possible what arrangements have been made for fulfilling the responsibility of the impact assessment of traditional sector training.

### **2.5.3 Manpower Planning**

A major conceptual and capacity issue is raised with the cessation of the Manpower Developer/Trainer function regarding: [1] the GOS counterpart who is no longer supported, and [2] how the Personnel Management Electronic Data Processing System [EDP] system will be built. The latter issue is serious because such a system should require system requirements and analysis input from someone familiar with the project, MLPS, and USAID systems. This input would be in addition to specialized short-term support from a senior systems analyst/programmer consultant.

Considering that developing a personnel EDP system could take a year or more to bring on line, USAID should give serious thought to reactivating the Manpower Development/Training Planner position.

### **2.5.4 In-Country Training Manager Function**

TCC should be mandated to deliver, as soon as possible, both a conceptually sound assessment of in-country training and a cogent strategic plan for training activities through December 1989. Assuming successful completion of the in-country training assessment plan within a reasonable amount of time, USAID and TCC should undertake either corrective action to assure that the In-Country Training Manager's current job description is fully met, or modify the current job description to reflect scope revisions acceptable to USAID.

In addition, and depending upon USAID action on other recommendations above, a conceptual [written] link between manpower development and in-country training should be articulated.

### **2.5.5 Chief-of-Party [CoP]**

As was mentioned earlier, original CoP job duties were spun-off to the Manpower Development/Trainer Specialist and to the In-Country Training Manager. Depending on USAID acceptance or rejection of recommendations to reactivate LTA slots, the CoP job duties should either be formally modified to reflect the situational changes which have occurred, or they should be "re-introduced" and enforced.

### **2.5.6 Short-Term Technical Assistance**

Considering the shortfalls in In-Country Training and Manpower

Development, it is very difficult to understand why more use was not made of short term consultants to supplement long term technology transfer. It is strongly recommended that in the last eighteen months of the contract this resource be utilized to ensure appropriate completion of end of project activities to support manpower development, training planning, and in-country training.

However, given the fact that the budgeted months of short-term consultancies for the traditional sector appear to have been used up, AID may wish to consider reprogramming some of the remaining modern sector consultant months to this project element. This could occur in concert with, or in lieu of, activities initiated within the context of the Community Leadership Specialist function.

### 2.5.7 OPEX Slots

With just over two years left in the SWAMDP project, it is recommended that the USAID mission carefully examine the need for OPEX with GOS and should such needs be identified, the positions should be filled with dispatch so as not to lose the opportunity for providing this technical skills transfer resource.

This needs assessment should be accomplished within the context of GOS civil service regulations which [apparently] constrain the OPEX placement process and thereby result in a significant blurring between OPEX and Long-Term Technical Advisor status.

Finally, the mission needs to decisively clarify the appropriateness of funding long-term OPEXers without a GOS or NGO salary as a precursor to the topping up arrangement.

## **SECTION 3.0: DEVELOPMENT OF AN ADMINISTRATIVE/LEADERSHIP CADRE**

This activity, conducted under the purview of Transcentury Corporation's contract, was funded for \$11,230,000 [\$10,230,000 for long-term participant training, \$730,000 for short-term participant training, and \$270,000 for In Country Training]. It contains four primary components:

- Long-term Academic Training abroad;
- Short-term non-degree/Technical Training in the U.S. or other African Countries;
- On-going support to returned participants; and
- In-Country training.

In general, the underlying philosophy of this project element is to provide a synergistic process whereby short- and long-term training is not just an end, but rather is to be one part of a very long-term nurturing/reinforcement process.

After the participants return, the nurturing/reinforcement process will be promoted through follow-on in-country training, alumni self-support groups, and some commodity support. The expected result of the process is to provide participants with initial academic skills, to enable the returnees to use the skills developed, assure continued personal broadening of those skills, and to set the stage whereby the returnees would be able to transfer skills to other persons within their organizations.

### **3.1 PURPOSE AND SCOPE OF PARTICIPANT TRAINING**

The Project Paper and associated Log Frame state that the purpose of this component is to "expand the capacity of selected Swazis and Swazi institutions, both public and private, to independently plan and direct development activities." At the end of the project "returned participants will be working in the fields for which they were trained, with increased potential for promotion, and in positions with increasing responsibility for institutional, technological and policy development."

To achieve the purpose, originally an estimated 130 Swazis were to complete long-term academic training [325 person years]; an estimated 64 [averaging 10 per year] were to complete short-term non-degree training. Training would take place in the U.S. and in African countries. In addition to the USAID funding, the GOS was to contribute \$750,000 in participant trainees' transportation costs [international air travel] and \$3,470,000 in participant trainees' salaries in addition to the imputed value of offices and related support for the participant training component of the project.

## 3.2 OUTPUTS: OVERVIEW

As of the evaluation period, the project appears to have developed a successful selection and placement record for long-term participants. The long-term Regional participant program is only marginally successful and probably will not meet End of Project Status [EOPS] targets. The short-term participant program has also fallen short of output expectation and furthermore lacks the coherency of the long-term participant process. The in-country training element has experienced considerable difficulties since the beginning of the project.

### 3.2.1 Outputs: Long-term Overseas

As of March 1988, 95 long-term trainees had been selected and sent for training to the U.S.; additionally, 20 long-term participants in the U.S. who had been managed by the Phelps Stokes Fund under SAMDP [545-0009] were transferred to TCC management under SWAMPD.

Thirty-six or 31% are women; this greatly exceeds AID's average of 18% world-wide. Twelve are from the private sector, four of which are from various Swazi banks. The degree objectives are: three Associates, 39 Bachelors, 55 Masters, and 17 Ph.D's.

Thirty-seven participants have completed their training and returned to Swaziland. Most of them have achieved high GPAs and are working for the government or the private sector as anticipated when they were sent for training. Only one participant has remained in the U.S. for further study without the approval of AID and the GOS. She is expected to return. Only two participants returned without completing their degrees. Two other participants who returned with their degrees are now in South Africa. One left a government position for the private sector in Swaziland; the GOS tried to obtain a refund of the monies spent for training from the company. The returned participant was then evidently fired from the company and left the country. The other is evidently looking for a job.

In addition, the SWAMPD selection process has produced three to five AFGRAD participants each year. The best of the selectees from each year's SWAMPD selection process are submitted to AFGRAD. Selectees who are not admitted under the AFGRAD process are placed by SWAMPD.

In terms of project outputs, the number of long-term participants trained seems to be on target. Note, however, that this may be subject to interpretation; the amendment calling for 35 placements per year could be viewed as requiring a total of 165 placements. Add the 95 sent for training, the 23 selected for the 1988 class, and the 15 projected for the class of 1989, the EOP total will be 133 long term participants likely to be trained under the project [exclusive of the 20 from SAMDP] -- 32 less than the upper limit target would suggest.

### **3.2.2 Outputs: Long-Term Regional**

TCC's contract calls for both long-term and short-term training within Africa. It was not expected that the project would fund more than five long-term participants in Africa in any one year, or a total of 25 during the life of the project. The degree areas being sought in Africa under SWAMP are human medicine, veterinary medicine and nursing education. These subject areas are not available at similar degree levels in the U.S. The five students presently in long-term training represent the total outputs to date.

**3.2.2.1 Special Requirements.** As is well known, the logistics of placing and supporting participants in third countries are much more difficult than in the U.S. AID Handbook 10 describes a system whereby sending and receiving AID Missions are to collaborate in the support process.

In this regard, considerable receiving Mission assistance has been provided in Zimbabwe and Zambia by handling university applications, moving along the admissions process, and giving advice on tuition and allowances. In addition, TCC has tried to alleviate the problem of monitoring and supporting long-term participants in the region by hiring consultants [part-time] who pay the institutions and participants, monitor and provide advice, and assist with housing and logistics. This has increased the marginal cost of the training.

**3.2.2.2 Zimbabwe.** TCC has asked that the consultant who is handling three participants in Zimbabwe be paid for not more than 160 hours at \$20 per hour, or a maximum of \$3,200 for CY1988. This is exclusive of incidental expenses such as telephone, telex and local transportation. Tuition at the University of Zimbabwe is Zdols 1000 to 4000 per annum for foreign students, depending on the degree level and field. The Zimbabwe Mission's suggested maintenance rate is Zdols 700 per month. The total imputed cost of \$6,500 to \$10,000 per academic school year appears relatively reasonable compared to training in the U.S.

Furthermore, these students could not be sent to the U.S. for the length of time [five years for human medicine and veterinary medicine] for which they can be funded in Zimbabwe. There are, however, problems concerning availability of books.

**3.2.2.3 Zambia.** Because of the nature of the Zambian economy and problems within the University of Zambia, there are very serious problems of food shortages and high prices, scarcity of books and other necessities, inadequate medical care and transportation problems. It is questionable whether any further A.I.D. sponsorship of participants to Zambia should occur. The Swaziland Ministry of Agriculture has also questioned the international acceptability of the Zambian veterinary medicine degree. There is a high probability that the veterinary medicine student will be moved to Zimbabwe; this will leave one Swazi participant in Zambia

[enrolled for a B.Sc. in Nursing Education] who, at this juncture, may not be able to gain admittance elsewhere.

### 3.2.3 Outputs: Short-Term [U.S. and Regional]

The contract requires that short-term "intensive, specialized training in critical technical areas will be offered for selected mid-level Swazis" as well as "observation/study tours for key decision makers in critical development areas." Participants were to be drawn from both the public and private sectors and placed in both the U.S. and other African countries.

Sixteen participants have been sent to the U.S. and three to other African countries for training. The first short-term participant, the MLPS Principal Personnel Officer, left for training in late 1985. Three more participants have been selected recently for training during the summer of 1988.

The reported reason for the slow progress in meeting the short-term training outputs of the project was that a great deal of time was consumed by both AID and TC in project implementation and in the selection and placement process for the long term training component of the project.

It is also reported that GOS and private sector employers are reluctant to fund the transportation costs of short-term training overseas which -- in relative terms -- is very high.

### 3.3 PARTICIPANT SELECTION PROCESS

Under previous A.I.D. participant training projects in Swaziland, the GOS played the primary role in nominating candidates. In the last year of SAMDP, the Mission advertised the availability of scholarships in the local newspaper; the subsequent [1983] evaluation of SAMDP stated:

"This had not been done before and was remarked upon by several participants as a definite help to potential applicants. Whereas previously government employees were dependent solely upon coming to the attention of ministry Training Officers [a function if not a title in each ministry] for nomination for scholarships, now the Swazis are aware of opportunities and can lobby in their own behalf for consideration for nomination."

The Participant Selection Process begun under SAMDP, and thoroughly implemented under SWAMPD for Long-Term Participants -- both for U.S. and regional training -- is a rigorous, formal process involving advertised outreach, testing, and interviews. The Short-Term Participant Process is shorter, and less formal, and more flexible. Part of the flexibility is to target occasional applicants from the Long-Term lists, or simply to respond to ad hoc requests from a ministry.

### 3.3.1 Long-Term Selection Approach and Process

During the first year of SWAMDP, USAID did most of the work including the placing of announcements in the media and arranging for tests without the assistance of TCC. In subsequent years TCC administered the process, with USAID and GOS providing periodic screening and actual selection. Because of the additional work, the contract was modified to provide additional in-country and home office participant training management.

The advertisements have generally been placed in the spring, less than a year and a half before the students are to commence studies. The selection process has included initial screening, a locally administered aptitude test, preparatory courses for and taking of the TOEFL, GRE or GMAT, further screening, collection of transcripts, employer endorsements and indications of support, and consultations between USAID and the MLPS and the MLPS with GOS Ministries and the private sector.

The present final selection process involves extensive reviews and interviews by both USAID and the MLPS. There are negotiations between the two which result in an agreed upon list. Compromises are made that balance Ministry priorities against USAID's. Candidates from the private sector are also included in the selection; until the past year, the Federation of Swaziland Employers was involved in recruiting and prioritizing candidates.

After the final list is agreed upon, a team comprised of a representative from TCC's home office and faculty from selected universities has come to Swaziland to interview candidates and supervisors. The purpose is to outline a training plan for each candidate to include recommended universities and complementary training.

**3.3.1.1 Timing and Logistics.** A problem which began with the first cycle, and one which neither the Mission nor TCC has been able to resolve, is insufficient time to conduct the entire process. For example, the process for the 1988 participant class was started fairly early [January 1987]. The final candidate list was agreed upon by mid-November of 1987 at which point the Mission wanted the interview team to arrive as had been scheduled; but a variety of problems delayed their arrival. According to TCC, the logistics of the mid-winter seminar it held, incomplete files, and slow Mission and GOS selection delayed the team arrival until January 1988. The Mission feels that TCC could have done more to facilitate the process. In any event, placements for the 1988 cycle are now just as late as in earlier years.

In April 1988, the advertisement for the 1989 scholarship program offered only Masters level training opportunities, reduced the eligible fields of study considerably, and required applicants to submit transcripts, references, a letter outlining reasons for requesting the training and an employer endorsement with their response to the ad. Only 49 applications have been received for the 15 funded slots.

The cause for this late start was due to delay in deciding whether there would or should be a 1989 long-term participant class. However, the Mission did not want to lose momentum for participant training. Since there are only 49 applicants, the selection process for the 1989 class should take less time to process.

**3.3.1.2 GOS and Private Sector Assessment of the Process.** A meeting with several Ministry training officers surfaced complaints that young, inexperienced recent graduates who test well may get selected over experienced long-term civil servants who need the training to perform important jobs. However, Ministries are involved and consulted from the beginning of the selection process and may propose candidates in addition to the ones that apply through response to the media. Test scores are not the only criteria used for selection; other criteria such as job position, job performance, letters of recommendation, career potential, priority of field of study are considered. Most selectees have had several years of experience in a position although students fresh from the university are not entirely excluded from being selected. They can be sponsored by the government or the private sector.

However, it should be noted that at this stage Ministry proposals of candidates are still somewhat ad hoc due to lack of training plans. Ministry training officers, if they are consulted, for the most part are not full time in their positions and/or are just now in the process, with the assistance of the manpower development/training planning element of SWAMDP, of learning training planning.

Similarly, the private sector also lacks training planning according to the executive director of the Federation of Swaziland Employers. A new law calls for coordination of planning and implementation for industrial and vocational training, but a board for that purpose has yet to be constituted.

**3.3.1.3 Utility of the Advisor Teams.** A number of sources feel that training plans have not always targeted the best universities either in terms of quality or appropriateness vis-a-vis the requirements of the participants' training plans. This can be explained partially by the fact that applications are usually made after most universities have made their normal fall selections. It can also be explained by the fact that the advisor teams do not appear to have the best background for making placement suggestions. None of the last advisors belonged to, or appear to be affiliated with recognized associations [e.g., the American Association of Collegiate Registrars and Admissions Officers, the National Association for Foreign Student Affairs, or the American College Personnel Association].

It is claimed that the university representatives do help with placements, particularly when application deadlines have passed. It is also claimed that they are familiar with the fields of study and can design appropriate plans. However, some participants seem to remember

the assistance they received in the interview process from TCC staff, not the university representatives. In fact, TCC in Washington makes the actual placement decisions reportedly using criteria such as excellence in field, international orientation, African student population, and cooperativeness -- though they are inhibited by lateness of the applications. Finally, Mission technical officers did not consider this year's training plans to be of very high quality. They criticized the choice of universities, the lack of suggestions for complementary training, and poor quality of documentation.

In conclusion, bringing three professors to Swaziland each year is a fairly costly process; four cycles of selection, using three University advisors, will cost upwards of \$100,000 during the life of the project.

**3.3.1.4 Qualitative Success.** Despite the problem of late applications and potentially questionable placements, 15 of the 20 interviewed participants currently in training said the institution they were attending was appropriate for their training plan; five felt the opposite.

Of the nine returned long term participants interviewed [initially placed by TCC] five were totally satisfied with the university they attended and felt the university was appropriate to fulfill the goals of their training plans. One was not initially satisfied but the training turned out to be appropriate.

Three of the nine were not totally satisfied. One did not have high enough test scores for the universities of choice; and, the participant's quantitative skills seemed inadequate for the selected field of study. Another was disadvantaged by having to rush through the program in order to return after a year at which point the salary was to be discontinued. A third thought that there were schools in the U.S. which had programs which better suited his needs than the one to which he was sent.

Some participants interviewed in the U.S. said that their training institutions were not prepared for their arrival, and that their advisors had not been assigned. However, most participants -- both returned and in training -- found university faculty advisors helpful and friendly. When the participants in training were questioned about the university officials, nine reported their experience was with "nice", "friendly", "sympathetic" people. Three specifically mentioned that their advisor was good, two said their advisor was bad. Two complained that their teachers were not interested or inspired and four said the college officials did not know much about or were not interested in an international program. Several mentioned being faced with isolated cases of racial prejudice. Some were lonely but the majority found activities to engage in other than study.

Interviews with USAID personnel, MLPS staff involved with the process, participants in training, and returned participants confirmed that the benefits of giving all Swazis a chance to apply for long-term training outweigh the disadvantages of a long, complex process of

testing, interviews, and so on, which whittle down the 1200-1400 applicants each year to 25 or 35 who are finally selected. Complaints about the long process were far outweighed by the number of people who said the process was fair and should be continued. Even though many applicants are disappointed, many also do not have the minimal qualifications; all are informed of the competitiveness of the process from the beginning, and are notified when their applications are turned down at the various stages of the process.

The outcome of the selection process seems to result in well-qualified participants, most of whom do well in their studies, and are endorsed by the GOS or a private company. Most of the selectees appear to be or have been designated for positions of priority by their employer.

### 3.3.2 Selection Process: Short-Term Participants

It was decided during the first year of project implementation to solicit competitive applicants for short-term training as well as long-term. A form letter was sent out by the MLPS in late 1985 to various Ministries and the Federation of Swaziland Employers with applications for the 1986 wave of short-term training opportunities. MLPS sent USAID a letter in February 1986 identifying seven approved candidates and stated more would be proposed later. Three of these applicants later went for training under the project.

Letters requesting 1987 applications went out to GOS Ministries and the private sector in January 1987, with response deadlines of March 1987. In May 1987, TCC sent to the MLPS 17 applications for short-term training. In June 1987, the MLPS sent USAID a letter with a list of 12 candidates. In September 1987, the Mission asked for more specific information on training objectives, specific training program or type of program being proposed for each of the individuals listed in the letter with the exception of those who had been placed or who had specific programs identified. The letter also asked for the timing and duration of the programs requested. The MLPS responded in October, reducing the list to eight [two on the list of 12 had already gone for training], and adding six candidates from the 1988 long-term selection process who were recommended for short-term training. The application forms were completed for the first eight, TCC was asked to obtain the others. This letter was given an interim reply in December 1987, indicating that USAID would be contacting the MLPS in the near future on placement for 1988 short-term participants.

In 1988 the MLPS has sent USAID three requests for specific courses, two in tax and one for the Swaziland Royal Insurance Company, which USAID has approved. Other participants from the Ministry of Finance and elsewhere have been sent for training based on requests that have been received outside the annual cycle of requests for applications. This has caused some resentment among Ministry training officers.

What seems to be lacking is a defined and agreed upon set of manpower

development objectives [i.e., specific courses of study targeted to alleviate shortfalls in critical professional fields] and a corresponding set of criteria for short-term participant selection. As a consequence, the mission and GOS are not always in agreement regarding short-term participant training candidates.

### 3.4 RECOMMENDATIONS: PARTICIPANT SELECTION AND TRAINING

In general, the long-term participant selection process is sound and should be incorporated in any successor project. Additionally, USAID's 1985/86 report which provided a detailed process-flow of the participant selection process may have value for replication elsewhere. However, to enhance the selection process in Swaziland, and to improve efficiency, the following recommendations are offered for USAID consideration.

- The participants' applications must be prepared and sent to target universities by January 1st in order to meet deadlines for matriculation and enable reasonable success in being accepted at those schools which may provide better suited academic curricula and which have larger foreign student populations and associated university support systems.
- Consider using American trained faculty from Southern African Universities as an intermediate step in the training plan and university targeting process.
- Advisory group members who belong to one of the recognized associations [e.g., AACRAO, NAFS, ACPA, and so forth] may be better prepared to provide training plan and placement guidance. This imprimatur could also facilitate placements.
- USAID may want to examine the viability of convening the advisory groups in Washington where candidate folders would be reviewed to determine training plan and placement options [see the Research Management Corporation report which provides a "sidebar" analysis of this topic].
- Consult with USIS's education advisory office regarding its micro-fiche inventory of college catalogues.
- Maintain a database of all qualified applications. These applicants may deserve first consideration for following year cycles or short-term training. Share the database with other similar programs or donors.
- As a policy decision, USAID may want to consider using a charge-back system to re-capture costs incurred in supporting other similar efforts [e.g., AFGRAD].

Because the success of the long term regional component has been limited both in terms of output and number/quality of institutions being

used, for successor projects AID should therefore either lower its sights, or have its contractor, at a minimum, review the SADCC Regional Directory to determine the "inventory" of institutions and courses of study available. In sum, the concept of regional training probably should be encouraged for targeted fields [e.g., human medicine, veterinary medicine and nursing] where training opportunities are known to exist. It is also recommended that:

- In the near-term, the nursing student in Zambia should be offered an opportunity to transfer;
- If receiving missions do not have the resources to assist participants [i.e., payments, medical emergencies, registration, and so forth], the concept of using contractor paid consultants may be appropriate; and
- Considering the reluctance of both the private and public sectors in Swaziland to assume transportation costs for short-term overseas training, perhaps regional institutions should be targeted for more of the short-term training.

The marginal success of the short-term training component -- coupled with the failure of the in-country component -- represents perhaps the largest missed opportunity of SWAMPD. By definition, a "cadre" is a small, select -- and thereby isolated -- group. The cadre of 37 returned long-term and 19 short-term participants is entirely too small to expect it to meaningfully and effectively transfer technology. Therefore, it is recommended for the short-term [to December 1989] that USAID and GOS exert their influence, and provide expeditious support, to ensure that TCC meet the output targets for short-term training. Considering the time left, an ad hoc approach would have to be used. However, for the longer term [successor project], it is also recommended that:

- Short-term output targets be significantly increased to at least equal the long-term targets, if not double;
- AID may want to consider the viability of establishing a "regional network" using the Swaziland based Regional Training Council of SADCC, [RTC] -- perhaps promoted with grants -- to establish departmental targets in various institutions which could provide specific short-term training [e.g., building technology at one university, computer skills for managers at another institution, and so on]; and
- USAID and GOS jointly should develop concepts and plans which would result in definitive USAID and GOS policies and procedures for short-term training.

### **3.5 PARTICIPANT SUPPORT SYSTEMS**

The participants are to be provided major amounts of support for long

periods of time: GOS salary continuation and/or a subsistence allowance, TCC administered allowances, on-going advice and counsel, and alumni association support upon return. Considering that some of the returnees began with SAMDP, this support has lasted seven or more years.

### **3.5.1 GOS Support [Inputs]**

The Project Grant Agreement states that the GOS will pay full salaries during the first year of study. After the first year, dependent maintenance -- or half salary -- was to be provided for long-term participants. UNISWA Staff Development fellows did not qualify for continued pay. The private sector support was left flexible, but with an expectation that monetary contributions would be roughly equivalent to GOS inputs.

The GOS has been paying the participant's salary for one year but no half salaries thereafter. The GOS dependent allowance of about E25 to E30 per month per dependent child is felt to be so low by participants that some do not apply for it. This constraint has caused a number of married long-term participants to compress longer Masters programs into a year; this has resulted in missing preferred courses and abbreviating the opportunity to experience the U.S. culturally and socially. All of the GOS sponsored participants interviewed who had families considered the GOS policy for financial support to seriously impact on the program.

### **3.5.2 Transcentury Corporation Support**

The contractor has very adequately fulfilled the requirements of the contract concerning, orientation, monitoring, and support of participants. This appears to be the strongest component of the project.

**3.5.2.1 Pre-Departure Preparation and Orientation.** Long term participants have received both a two and one-half day computer familiarization course and a one day orientation course before departure. As part of the orientation, returned participants speak about their social and academic experiences in U.S. universities. The orientation course was originally one day. In 1987, upon assessment of the depth and detail of the orientation, USAID decided to extend the course to two days for future sessions.

Most participants -- in training and returned -- thought the orientation met all or most of their needs. A few felt that the returned participants who spoke at the orientations exaggerated the rigors of studying at U.S. universities, while one said she was not adequately warned. A minority found the orientation not that helpful.

A number of participants did complain that they knew little specifically about the university they were to attend before leaving Swaziland. They would have liked to see catalogs to know ahead of time

whether the selected school had the appropriate courses to meet their objectives. A number also felt they did not have much time between notification of acceptance and required departure.

**3.5.2.2 Orientation Upon Arrival.** TCC meets all participants in the U.S. and conducts several days of orientation in the TCC offices in Washington for small groups of participants. A major focus is university requirements for course registration, an unfamiliar concept for Swazis. Attention is given to the particular university to which the participant is going. Most returned participants interviewed found no fault with this phase of orientation. One said he wished more time had been spent on registration and other academic issues, rather than social issues.

**3.5.2.3 Ongoing Support While in Training.** Returned participants were highly complimentary about TCC support while they were in the U.S. Several participants said they received their maintenance checks before other A.I.D. sponsored participants with whom they were studying. They also were highly complimentary about TCC's responsiveness to their problems.

The only complaints centered around allowance issues, such as the inability to get a computer or insufficient monthly maintenance. However, these issues involve OIT allowance policy, not TCC's support system. A few complaints about slow reimbursement for expenses connected with research expenses and other activities were associated with participants not requesting prior approval for expenses exceeding normal allowances or requests getting lost in university mail systems.

Participants did comment on the difficulties of finding housing once they arrived at their campuses; if undergraduates chose not to live in a dorm, the difficulty of meeting expenses for off-campus living was especially cited as a problem. An OIT regulation requires undergraduates to live in dormitories if they are available. If the student elects to live off campus, then only the dormitory rate plus an allowance for incidentals is provided. The Mission has the option to waive the requirement on a case by case basis but it has not chosen to do so. A letter from the Mission to TCC was worded in a fashion which precluded TCC from providing housing allowances in excess of local dormitory rates plus the allowance for incidentals.

Some participants in training complained that they were no longer able to call TCC collect. TCC has always discouraged collect calls due to the expense; however, in emergencies they are accepted. Several participants said they wished they had just one person to deal with who knew their situation and would be accountable and responsive. There is one primary contact, but it would be unrealistic to expect that that one person would always be available.

**3.5.2.4 Special Features.** In 1987 TCC experimented with a monthly newsletter for Swazi participants -- basically clippings from the major

Swazi newspapers. This was evidently very well received by the participants who feel isolated from events at home and have no other access to news. USAID has authorized continued production of the newsletter by TCC's only secretary on a part time basis. It seems doubtful that the secretary will have the time to perform this function.

The mid-winter seminar initiated by TCC for all Swazi long-term participants seems to be popular. It is a chance for Swazis in U.S. training to get to know each other, to discuss problems and issues with AID and GOS representatives and to have an enjoyable break from study. The first seminar, however, was too heavy on management training for a Christmas season break between semesters. The seminar in 1987 had more time for cultural and sight-seeing activities and was judged to be more appropriate. The cost of the mid-winter seminar evidently did not exceed what it would cost to send participants to the OIT-sponsored seminars. As a result of getting together, Swazi students have now formed an association in the U.S. and have engaged in activities such as producing a newsletter. This is a very positive development.

**3.5.2.5 Alumni Association.** During the first two years of implementation of SWAMDP, an alumni association was formed which engaged in activities suggested in the project paper. One of the functions of an alumni association was to germinate ideas for and help organize in-country training courses for returned participants.

A computer course, several management/supervisory courses and a research methodology course were organized during the first two years of the project on recommendations of the alumni association. The alumni association played a role in the computer familiarization course which is part of the pre-departure orientation for new participants. Returned participants have participated in pre-departure sessions concerning what to expect at universities in the U.S. A quarterly newsletter, Luvatsi, was published. A library of periodicals was set up at TCC. A large, highly publicized, awards ceremony was held in late 1985.

The Alumni Association has an executive committee made up of five alumni, a member from USAID and a member from the GOS. It has a constitution and by-laws. There have been a number of subcommittees which have provided input to the periodicals, the awards ceremony, the newsletter and other issues. There have been four annual meetings of the association, as well as numerous executive and subcommittee meetings. USAID played a very strong leadership role in all these activities during the first two years of SWAMDP and provided \$26,000 in financing for association activities.

In the spring of 1986 it was announced at the annual meeting of the Alumni Association that TCC would be taking on the role that AID had played with respect to Alumni Association activities. TCC's contractual responsibility then became: supporting the alumni association; assisting its leaders in organizing meetings; facilitating requests for in-country follow-up training; and developing a capability of the association to

serve as a vehicle for in-country training opportunities.

An executive committee meeting was held in May 1987. Not all members attended. The committee was given a draft PIL with \$8,000 proposed to be allocated for periodicals and \$6,000 for an awards ceremony. USAID asked the executive committee to come up with a proposal for use of the funds. The committee has not responded to AID, so the PIL has not been issued. An Alumni Association general meeting held in the [North America] summer of 1987 was poorly attended because of other [apparently conflicting] activities being held in Mbabane; other problems also impeded attendance. As a result, elections for a new executive committee were not held because a quorum was unavailable. Nor has much else happened since then: the newsletter has not been published; there have been no awards ceremonies; the President, who was supposed to be replaced in the aborted election last year, lives in the Lowveld and can not easily spend time on alumni activities. The executive committee is composed of original members and a number would probably like to be replaced.

In late February 1988, TCC sent out a questionnaire to alumni asking them what they would like to see the association do. Of 330 returned participants in TCC's PTS alumni file, 62 responses have been received. There is considerable interest in in-country workshops in management, computers, and other fields. There is an interest in lectures, periodicals, social activities and another awards ceremony. Many returned participants seem to want to be able to network with other participants to discuss common problems and needs. In a meeting at UNISWA, a returned participant suggested that they organize in groups by subject area. It was also suggested that the alumni association executive committee be given a list of all alumni by subject area.

However, there is a concern about who will do the work required to organize alumni association activities. A number of the participants who responded both in person and in the questionnaire seemed to want to be on the receiving end of these activities without spending a lot of time organizing them.

Regarding this apparent dormancy, TCC claims that it has been waiting for guidance from USAID and did not know if USAID had given the Alumni Association any funds. The Alumni Association, without direct stimulation and encouragement, does not seem to have taken any initiative in the past year with USAID. USAID also does not seem to have pushed TCC specifically to do more in this area.

The project paper and the original TCC contract provided that equipment such as microcomputers and calculators be provided to returned participants to help them perform their jobs. This requirement was not included in the contract amendment.

### **3.5.3 Career Paths and Job Mobility**

Initially USAID played a lead role in planning for re-entry of

participants into their jobs or job market; TCC took on this responsibility via a contract amendment in 1986. However, TCC has not initiated an advocacy role in this area. USAID and GOS claim that they are often not aware that a participant has concluded studies until the participant returns.

However, due to both the unavailability of appropriate secondary data and the non-scientific sample of interviewees [e.g., no private sector participants were readily available], it is difficult to draw anything but general conclusions regarding re-entry. They are:

- A few returnees have had some problems finding appropriate jobs;
- Most GOS staff who returned to old positions had not received promotions due to lack of positions or the brief time they had been back;
- Most had been able to apply what they had learned without obstacle;
- Returned UNISWA faculty had received promotions; and
- There is some loss of GOS engineers to the private sector.

In the last case GOS attempted, apparently without success, to obtain repayment of training costs from one private sector employer. However, the incident rate of returnees not fulfilling a moral/ethical obligation to stay with the sponsoring employer for a reasonable period appears low. Perhaps for this reason GOS has not instituted the bonding process [as stipulated in the Grant agreement] which was conceived as a tool to be used to assure either that all participants returned to the sponsoring employer or costs could be recovered. Apparently legislation has been drafted, but not acted upon to implement the bonding requirement.

### 3.6 RECOMMENDATIONS: OUT-COUNTRY AND IN-COUNTRY SUPPORT

TCC's support to participants undergoing training in the U.S. appears to have a strong foundation. The Mission may want to consider having a brief descriptive report on TCC's process developed for inclusion into successor project requirements. Near term, the Mission needs to address the following items.

- GOS should be reminded of its responsibility under the Grant Agreement to provide "half salaries, after the first year of study." If possible, it should provide the half salary in lieu of dependent allowances.
- If the Mission has decided not to provide returned participants with equipment under SWAMP, that decision should be documented.

- The Mission should immediately clarify in writing the situation regarding allowable housing costs. When dormitories are not available, all participants should be granted the normal academic maintenance rate as is stipulated in the relevant Training Notice;
- TCC should develop a time-line indicating the arrival of each participant, confer in advance with GOS regarding appropriate job slots, and notify USAID of each case disposition;
- The Alumni Association should be reactivated and elections held immediately via TCC's intervention. Membership requests for specific training, and training approaches should be followed. It might be advisable, if alumni members do not have enough time, to recruit the various Ministry Training Officers for assistance. TCC's In-Country Training Manager should play an implementing role in this regard. Appropriate funding should be provided by USAID.
- The awards ceremonies, mid-winter seminars, and Tasekaya activities should continue.
- Though the problem of loss of personnel [non-returnees, to the private sector, or to other countries] has not yet developed into a problem of significance for Swaziland, it could in the future. For this reason, and because of U.S. regulations which cover participant training, the GOS should put a bonding system into law to ensure the return of participants to the positions for which they were trained. Otherwise, the Project Grant agreement should be amended to remove the requirement.

For the longer-term [i.e., successor project planning], USAID and GOS should engage in discussions regarding:

- The feasibility and impact of continuing full salaries throughout a participant's training period; and
- The effects of requiring married and/or older participants to live on campus and the advisability of continuing the requirement [note that OIT intends to review the policy for potential rescision].

### 3.7 ADMINISTRATION OF PARTICIPANT DATA

Administration of participant data occurs both in TCC's Washington, D.C. office and its field office in Swaziland.

#### 3.7.1 Data Administration/Washington

TCC's data administration function covers the basic scholastic

activities of the participants in the U.S.

TCC asserts that it has had to spend a lot of time in the past year on new OIT requirements, such as the complex calculations surrounding complying with the requirement that undergraduates live in dormitories, and the 1986 Income Tax Law. This assertion seems valid. However, its claims that it is carrying a participant case load higher than what had been contractually estimated has less validity.

TCC headquarters does produce an elaborate monthly report which includes hours required and earned for each participant, GPAs for their last term and cumulatively, and start and end date for all participants who are in training and those which have completed training. USAID has changed the format for this report a number of times. The monthly status reports at some points have evidently come quite late and some of the data in them are out of date.

Furthermore, several technical officers in USAID complained that TCC was often late in sending transcripts and other reports on long-term participants. This is a world-wide problem and is often the fault of the participant and the university.

TCC requested in a memo of July 20, 1987 an increase in staff time allocated to participant training. Subsequent requests have been made according to various options of numbers of new long-term and short-term participants to program. The requests seem justified.

### **3.7.2 Data Administration/Swaziland**

The TCC contract [as amended] calls for the development and maintenance of a computer tracking system to monitor selection, placement and academic progress of participants and follow-up on returned participants. The contract also calls for TCC to assist DET in setting up and maintaining a similar tracking system.

The TCC systems, the Participant Tracking System [PTS] in Swaziland and a system in TCC's Washington office, seem to fulfill the requirements of the contract regarding selection, placement and academic progress of participants. However, the PTS in Swaziland cannot count or list returnees by project or funding source. All returnees are placed in the alumni file which contains data on employer, position, and field of study but not AID project information. TCC was not asked to provide information on AID projects other than SWAMDP, but since all returnees are together in the alumni file, TCC seems not to be able to isolate data on SWAMDP returnees from the PTS in Swaziland. And, the person in TCC who knew the most about the system is no longer available.

At Mission request, TCC has included in its database information on more than 300 returnees for purposes of supporting the Alumni Association. There are probably considerably more data that could be entered. OIT's Mainframe System [Participant Training Information System

(PTIS)] might be able to provide more names, field of study, training institution, and dates of training [but not current addresses] of returned participants going back quite a few years.

OIT has developed a Participant Training Management System [PTMS] which is designed to enable USAID to track participants after initial selection through follow-up on return under all AID projects, whether Mission-, regionally- or centrally-funded. The PTMS can also forecast participants to be trained for the Congressional Presentation and other purposes [e.g., monitoring project implementation of participant training activities]. For the PTMS to be useful, however, there must be staff available to enter data on a regular basis. The PTMS does not contain all the data elements needed for the SWAMDP application screening and selection process, such as multiple test scores, letters of recommendation, O levels required, nor does it contain fields for placement status of selectees or semester hours earned while in training.

Both the PTMS and the PTS are programmed in DBase III. A paper in the USAID SWAMDP project correspondence files [1986] compares the PTS with an early version of the PTMS.

TCC has not provided assistance to the MLPS is setting up a computerized participant tracking system although AID has provided MLPS with a personal computer for this purpose using funding from another project.

### 3.8 RECOMMENDATIONS: DATA ADMINISTRATION

The TCC request for additional funding to support the Washington data administration function appears -- on the surface -- to be justifiable. AID may wish to give prompt consideration to the request. On the issue of the data system[s] in Swaziland, serious attention should be given by TCC to the participant data base to provide [a] the capability for which USAID has paid and [b] an assessment of what capabilities could be provided with additional funding. Suggested actions are:

- TCC should be asked to get precise statistics on how many SWAMDP returnees are without jobs or are in positions which are not related to their training. [The information obtained should influence decisions on AID funding of long-term training in a subsequent project];
- A more complete list of alumni should be computerized either on TCCs Participant Tracking System [PTS] or on the Participant Training Management System [PTMS] in AID. The latter has a more detailed program in it for follow-up activities [A computer print-out of alumni by subject area of major and job position should be prepared];
- AID should look at the capabilities of the PTMS, particularly after the Mission Training Assistant is updated on its

capabilities in AID/W in June 1988, and the TCC systems and decide on a division of labor between the two. This would include an analysis of whether the TCC PTS should be modified to fulfill Mission needs for reporting of SWAMDP participant activities. Staff availability for data entry is an important consideration for using either system.

- AID should hold discussions with the GOS on its computerized participant tracking needs, and decide what should be done to assist the GOS in the time remaining under SWAMDP. Consideration should be given to designing a system that could include all donor funded training, not just AID funded participants. GOS staff availability to make use of a system should be assured.

To accomplish the above, it should be noted that the recently departed Participant Process Officer represented TCC's only budgeted resource person capable of manipulating the database. A system/programmer consultant would be needed to perform any analysis. If one is engaged, USAID staff should work closely with him/her.

### 3.9 IN-COUNTRY TRAINING

According to the project paper, the overall purpose of in-country training is as follows:

"In-Country Trainees will be functioning at a higher level of skill and efficiency than before training."

In terms of quantifiable outputs, the contractor is to provide training for approximately 500 Swazis trained in about 40 in-country programs or courses averaging between 5-6 courses per year. In-country training is to be concentrated in order to enable one person to attend 2-3 courses during the life of the project. The following in-puts are to be provided as support to the in-country training activity:

- Long-term technical assistance was to be provided including support from the manpower development and training advisor and the In-Country Training Manager [prior to October 1987 the TCC CoP was responsible for this function];
- Short-term specialized trainers provided through the short term technical advisors component of the program were to support the training design and implementation activities under in-country training;
- Training staffs from in-country institutions are to be provided for the actual training activities;
- The contractor is to be responsible for the design of the curriculum of each course; and

- Commodities are to be provided to support in-country training activities.

### **3.9.1 Purpose and Scope of the In-Country Training Component**

Several points need to be made about the nature of the in-country training activity. First, it is the responsibility of the contractor to integrate all of the training financed under the project into a single coherent program. Secondly, the contract provides that the contractor will incorporate returned participants into in-country training programs sponsored under the project. Thirdly, training, especially in-country training, under this project was to be designed to reinforce institution-building efforts in other projects. Fourth, the methodology of the in-country training was designed to be experimental and based upon a problem solving approach.

Because the leadership cadre was targeted under this project element, priority was to be given to the following types of training activities in both the project paper and the Transcentury contract:

- Supervisory and management training for high level decision-makers; and
- Technology and skills transfer.

### **3.9.2 Outputs To-Date**

To this point, [May, 1988] a total of 133 people have attended 14 training courses. An average of four courses a year were organized by the Transcentury field staff. This would suggest that in, quantitative terms, approximately 367 more people should attend between 6-8 workshops prior to the end of the project. A list of courses organized is provided as Appendix C of this document. Quantitatively, TCC is behind schedule on the delivery of its in-country training program.

It also should be noted that six of the activities previously reported under in-country training [totalling 171 participants], were for computer familiarization courses. These courses are designed to provide out-going participants with a basic background in personal computers prior to their departure for the U.S. While those attending the course were middle level officials and "technical transfer" was taking place, these activities are directly related to participant training. It must also be noted that the in-country management seminars that were delivered were very short, in many cases only one day workshops.

Furthermore, part of the rural sector training [see Section 4.0] has included technical skills transfer activities within the Ministry of Agriculture and Cooperatives and the Tinkhundla for extension-level civil servants. In particular, community development officers and assistants and home economics officers and assistants have been supported or

directly trained to increase their efficiency in training traditional leaders and women's organizations. These activities were also erroneously reported as "In-Country Training."

These reporting dichotomies were observed by the mission prior to the evaluation team's arrival; it initiated corrective action and had TCC adjust its counts.

In addition to the above, there have been significant problems in implementing the in-country training components of the project. There are a number of inter-related reasons for this which will be examined in the next few paragraphs.

**3.9.2.1 Organizational Development [OD] and In-Country Training.** As was stated in Section 2.0, an overall, conceptually sound approach to in-country training is long over-due; the absence of a clear strategy has had a negative impact upon the in-country training component of the project. However, following from interviews with ministry staff, USAID officials and the in-country training manager, empirical evidence suggests that a narrowly focused OD intervention pattern [strategy] does exist. A number of the documents prepared by the manpower development/training planning specialist [MDTP] confirm this OD focus.

**3.9.2.2 Cause for the Narrow Focus.** The original design of SWAMP called for close collaboration with Swazi training institutions and in particular the Swaziland Institute of Management and Public Administration [SIMPA]. As was noted in Section 2.0, the decision was made in early stages of the project not to collaborate with SIMPA until it resolved certain organizational issues. Thus, with training institution building effectively put on hold, the focus shifted to an in-service strategy within the ministry using organizational development and training-of-trainers techniques. This is intended to build up ministry capacity to plan for training and to provide a limited capacity for management training in house. Consequently, to this point, the focus of in-country training has been on support for training planners rather than on training senior managers. Three of the seminars held were for training officers and focused on the use of the Handbook for Human Resource Development.

**3.9.2.3 Training Officer Cadre Targeted.** The major focal point of in-country training has been an intervention based on what is referred to as the "training officer" cadre. In some of the large Ministries such as Health and Agriculture there are established training officer positions. In other ministries there is not an established post but rather individuals are assigned collateral duties in the training officer function. In some cases these are personnel officers who are willing to serve in this capacity.

Contractor strategy for much of SWAMP has focused on the transfer of

skills to the Training Officers so that Ministries can develop a system of training responsibility. This is in line with the TCC contract which states that "the Contractor will provide advice and training in planning and managing training officers in public and private sector organizations in Swaziland." Training officers should be able to set priorities for their ministries, have a capacity to do training planning based on projections of establishment needs. The cadre should provide an improved understanding of training needs government wide and have an ability to communicate with other training officers.

**3.9.2.4 Impact of the OD Approach.** Interviews with USAID sectoral project staff and GOS training officers indicate that this aspect of in-country training indeed has had a significant impact upon the GOS capability to set training priorities. Nonetheless, such an impact is incremental and difficult to quantify; however, secondary evidence in two or three ministries suggests that there has been a major improvement in training planning capacity as a result of this activity.

However, one problem with the organizational development [OD] approach is the narrowness of contact in terms of the number of people involved. The activity is highly intensive and involves relatively few people. Spin off effects of the activity occur slowly and incrementally and are hard to measure. No more than 20-25 training officers have been directly impacted by the OD activity.

### **3.9.3 Outstanding Issue Regarding the OD Instruction**

One issue which needs to be addressed is the extent to which there is a GOS commitment to the creation of established posts of Training Officers who have responsibilities exclusively for training. At this point, the nature of the training officer's responsibility is at the discretion of each Ministry. The Project Grant Agreement makes the following commitment with regard to the creation of a civil service established training officer position:

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

Therefore, considering that the OD approach has produced benefits, and considering that the planned output falls within TCC requirements, its strengths and weaknesses should be analyzed -- the former to capitalize upon and the latter to correct.

**3.9.3.1 Need to Involve All Key GOS Institutions.** An overall strength of the organizational development intervention is that it is based on a "learning process" model by which the monthly meetings of the training officers plan for their own evolution. However, what is lacking some

three years into the project is both a look back at what the overall thrust of this part of the project has been and a look forward as to where manpower development and in-country training is likely to go as it approaches the end of project date. This needs to be done as part of the in-country training managers assessment.

It should be noted that thus far there has been no collaboration with Management Services Division of the Ministry of Labour and Public Service. It is this division of the ministry which is responsible for organization and methods activity throughout the government of Swaziland. The Director of the Management Services Division has indicated that he has had very little contact with the SWAMDP project. Given the organizational development focus of training thus far, and the inability of the project to work with SIMPA, it is hard to understand why this unit has not been involved in in-country training and OD activities.

There is a second problem with the concept of organizational development as a way of entering into a human capacity building strategy. Organizational development is not easy to understand or monitor externally and is not always understood by those not directly involved. Part of a strategy of organizational development must be to ensure that all parties -- including USAID -- be brought into the strategy and accept its basic premises. Interviews with USAID officials indicate that this has not been done. While USAID sectoral project officers in health and agriculture have indicated an appreciation of the strategy as it has effected the training capacity of their target ministries, others in the mission have less confidence in the strategy. A part of the contractor's responsibility must be to communicate this strategy to mission officials. They in turn should seek to understand the rationale behind both the theory and the practice of organizational development.

**3.9.3.2 Need to Define "Training Officer."** One area that needs to be cleared up is the question of what will be the primary responsibility of the Training Officer. In particular, will the primary responsibility be that of in-service training for the Ministry or will it be a training planner position with the actual training occurring at various Swazi institutions such as SIMPA, SCOT, and so forth. If it is the latter, then the question might be raised as to why it is proposed that they be given a "Training of Trainers" course.

The in-country training manager has indicated that one purpose of the training of trainers course is to sensitize the training officers to training problems and give them credibility as training planners and managers. While this is a valid argument, it must be kept in mind that the responsibility of this important cadre should not be spread too thin. Priorities must be set as the job description of the training officers evolves, and must be set within the context of the proposed national training plan for Swaziland.

With regard to the development of a training planning capacity and the training of trainers activity for the Ministry based training

officers, an issue which remains to be determined is what is the end point of the strategy in the project, and what is being done to ensure that this activity will be institutionalized as an on-going activity within Government. Given the fact that there is an incumbent counterpart to the former Manpower Development/Training Planner, activities beyond the training of trainers course should continue until the counterpart has received the appropriate skills to ensure the sustainability of the activity.

### **3.9.4 Overlap Between In-Country Training and Rural Sector Training**

There has been a significant overlap, both real and perceived, between the in-country training and rural sector training components of this project. This overlap has been complicated by the disagreement between the contractor and the mission over the definition of in-country training. This has had a negative impact upon the implementation of all in-country activities.

The misunderstanding, only recently resolved, has contributed to delays in the development of a conceptual framework for in-country training and certainly has influenced the workload for the in-country training manager. It also impeded efforts to examine rural sector training within the overall context of a strategy of national human resource development, institutional development and the preparation of a leadership cadre both from the perspective of the GOS and in terms of the SWAMDP project. Such a strategy needs to be developed prior to the end of the project.

It is also clear that the sheer volume of activity that had occurred under traditional sector training took field staff time away from in-country training outside of the rural sector. When the new CoP and the new In-Country Training Manager arrived in the country they found a pipeline of activities on the traditional side: leadership seminars; a Training of Trainers course for CDOs; the development of a potential CD Certificate Course; and work that had to be completed on the Patrick Report [survey of chiefs].

Thus, because of the pipeline but also because of the capabilities of the incumbent as a hands on trainer, the In-Country Training Manager became heavily involved in "traditional sector" training activities as it relates to CDOs and CDAs. While it is expected that this workload will decline, it is clear that commitment to this traditional sector activity occurred at the expense of the in-country training analysis and planning for the middle- and upper-levels of the civil service.

### **3.9.5 Mid-Point Status of In-Country Training**

At the mid-point of the project, the in-country training element has been very poorly implemented. The major problem to this point is that TCC lacks an overall conceptual framework for in-country training as it

relates to the original targets -- middle and senior level managers. There are two inter-related questions which need to be addressed.

- What is the relationship between in-country training and the manpower development goals of the project?
- What is the relationship between in-country training, leadership development and long term participant training?

These questions should have been answered by now. The fact that TCC has not been able to is evident in its output to-date.

**3.9.5.1 Output Limited.** Beyond the organizational development strategy, the in-country training activities under the in-country training component of SWAMDP have been meager. One course, "Computer Concepts for Managers," was put on for the Swaziland Institute for Personnel and Training Managers at the Mananga Agricultural Management Centre using Mananga personnel. Four Basic Management and Supervisory courses were put on in August and September of 1986 for officials in government ministries and the private sector. Cadres of officials were not targeted for these courses. Rather, participants were solicited from GOS ministries and departments and the private sector by a nomination process in which units were asked to nominate officials for the courses.

The responsibility for conducting the courses was contracted out to a firm entitled Executive Development (Africa) [PTY]. The content of the courses was straight American public administration. There was no attempt to introduce African or LDC content into the course or put management concepts within a development management framework, despite the fact that there is now a significant amount of material specific to Eastern and Southern Africa; in-country training activities should be regionally and development management specific.

**3.9.5.2 In-Country Training Assessment.** There have been two unsuccessful attempts to assess the in-country training needs of Swaziland. The first attempt was made by a short term consultant who carried out an assessment of in-country training needs in an un-dated and somewhat disappointing paper entitled "Recommendations for In-Country Training within the Swaziland Manpower Development Project." The document shows little evidence of a detailed knowledge of the SWAMDP project paper or of a close examination of the many needs assessments sponsored by USAID, the World Bank, the United Nations Development Program or the International Labour Organization. The consultant did recommend the appointment of an in-country training manager and stressed the need for an in-depth coverage of specific management topics. However, the cornerstone of his proposal was the development of a training of trainers program for the staff of the some ten training institutions that provide in-service training in Swaziland. This proposal was never implemented in part perhaps because of the opposition of the mission to support SIMPA. Since there are a number of training of trainer elements scattered throughout

SWAMDP, it would make sense to develop a ToT capacity within Swaziland that could be utilized in future in-country training activities.

The second and most recent attempt has been the assessment exercise undertaken by the in-country training manager that was discussed in Sub-Section 2.2.6.3. To reiterate, a sketchy, less-than-adequate training needs assessment plan was imbedded in TCC's 1988 Work Plan.

**3.9.5.3 Planning Issues: In-Country Training.** It should be noted that the workplan in question does provide some insight to current contractor thinking with regard to in-country training. Four goal related activities are identified in the plan.

- The contractor would put on a Training-of-Trainers course for the training and personnel officer cadre.
- The training officer cadre, with the assistance of the contractor, would organize a round table at the senior policy level to seek policy direction from Principal Secretaries with regard to training needs and management skills.
- Specific training activities for the last 18 months of the project would then come out of this roundtable.
- The contractor would use the end of project training activities to begin to build training institution capacity at such institutes as SIMPA, DEMS, and IDM.

The weaknesses of the current workplan as it relates to in-country training are apparent. One problem with this scheme is that so much depends upon the Principal Secretaries' round table. Also, to this point the roundtable has not been recommended to the Principal Secretaries by the training officers. When this is done it has to go to the Under Secretary in the Ministry of Labour and Public Service, then to the PS of that ministry and finally to the Secretary to Cabinet. What immediately comes to mind is what happens beyond the training of trainers course if there is no round table? What alternative strategy is available for setting training priorities. It should be noted that it is very late in the project to be trying to identify training needs.

**3.9.5.4 Definitional/Conceptual Issues: In-Country Training.** A more general question relates the current workplan to activities during the first three years of the project and to commitments made in earlier workplan statements. There are a number of issues -- or questions -- that must be addressed that relate to the 1988 workplan:

- What are the major differences here between USAID, the contractor and GOS?
- To what extent are gaps in perceptions and the nature of

requests between the contractor and the mission? The "packaging" of the current workplan differs considerably from earlier workplans. It may be that this packaging, and the blending of traditional and public sector activities may suggest more differences than actually exist. It might be worthwhile for the contractor to "re-package" the workplan using the project paper and the logframe as a guide.

- To what extent do the requests made in the current workplan contradict commitments made in earlier workplans and drop activities listed in the five year plan?
- To what extent are contractor requests [proposals] deviating from the purpose of the project?
- What is the current mission view of the status of the Project Paper and to what extent can it be used as a guide during the last 18 months of the project? There is some evidence the the mission management during the first three years of the project did not follow the project paper closely in a number of significant areas.
- What effect, if any have budgetary changes [and shortfalls] had on activities as they relate to end of project status.

### 3.10 RECOMMENDATIONS: IN-COUNTRY TRAINING

Given the resources committed to the Training Officer group and the importance of training activities to the overall development of the public service in Swaziland, GOS should firmly commit to the establishment, in all ministries, of a cadre of full time training officers who are able to plan and develop priorities for in-country and overseas training. This should be done in conjunction with the development of a computerized personnel and training analysis capacity.

The first CoP produced a detailed set of observations and conceptual outlines for In-Country Training in February 1986. It appears that this early work provided an approach which is consonant with the project paper and the TCC contract. It is recommended that it be resurrected by TCC and used as the nucleus of an ICT plan.

A concerted effort has to be made to bridge the differences that have developed between the contractor and the mission with regard to in-country training over the past nine months. The contractor must address the justified concerns raised by the mission over both public sector and rural sector training. The mission, in turn, must ensure that the contractor has ready access to mission officials and the mission should provide timely responses to contractor proposals and requests.

USAID mission personnel need to establish close continuous contacts with GOS senior and operational officials in order to ensure that the two

governments set priorities in all human resource development areas. A prompt resolution of the issues indicated above is essential to the successful conclusion of the SWAMPD project.

Finally, resolution of current shortfalls both in the contractor's approach and quantitative outputs of the ICT activities must be accomplished within a critical conceptual framework -- the ICT activity should be a reinforcing and nurturing process which incorporates all the activities addressed in this section of the evaluation report.

## SECTION 4.0: DEVELOPMENT ORIENTATION FOR TRADITIONAL LEADERS AND WOMENS ASSOCIATIONS

This project element focuses on two distinct groups; Womens groups [Zenzele] and traditional Leaders. It is funded at \$1,060,000 by USAID partly as an experimental effort -- the models for such an intervention are few. Also, due to the relationship between the traditional sector and the Government of Swaziland, there is an interest on the part of GOS to rationalize [i.e., integrate] the workings of traditional administration as it affects development.

### 4.1 BRIEF HISTORY OF RURAL DEVELOPMENT IN SWAZILAND

Between the years 1965 and 1981 a total of 25 one day traditional sector seminars were held in all four regions, some by the Community Development Office [CDO] of the Ministry of Agriculture and Cooperatives, some by SEBENTA, [the adult education program] and the others by the District Commissioner's Office. In the mid 1970's, the Tinkhundla headquarters [Tinkhundla are traditional local councils] began to be utilized as a venue for these seminars. From the beginning, the objectives of rural leadership training were:

- To provide chiefs with information on government development policies;
- To involve chiefs in development efforts in their areas and to promote cooperation between chiefs and government personnel; and
- To provide chiefs with improved administrative skills.

The seminars were never systematically organized, so that some chiefs attended several seminars, while others attended one or none. Traditional leaders have made recommendations, over the past decade or so, which were consistent in their message: [1] seminars and workshops should be held more regularly; [2] other members of the local councils should also be invited; [3] extension workers should communicate more and respond more quickly to requests made by the Chiefs; [4] all Home Economics Officers (HEOs) should have demonstration plots; [5] all development projects should go through the chief; and [6] more discussions should be allowed during the seminars.

Zenzeles [Rural Women's Groups] were introduced in the 1950's and, in contrast to the chiefs, have a long tradition of working as a cohesive group. Though individual members come and go, the group remains. Their primary motivation, then and now, is income generation.

The above phenomena have been outlined to point out that not very much has changed with respect to the attitudes and desires of rural

leadership since before independence. Hitchcock, in his 1985 research paper, cited almost identical responses to those of traditional leaders of an earlier generation. According to the Community Development Officers [CDO] and Home Economics Officers [HEO] in the rural areas, the same resolutions are being vocalized by the leaders in 1988 as were vocalizes over the last twenty years.

#### 4.2 PURPOSE AND GOALS

The Project Paper, the TCC contract, and other related documents express the broad objectives of this part of the project to be:

- 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.

#### 4.3 QUANTITATIVE OUTPUTS TO-DATE

The following is a list of completed outputs [from August 1985 to March 1988] per TCC letter to the Deputy Director, USAID, Swaziland dated 1/12/88.

- 1,171 rural leaders have received training totaling 4849 training days. 3,945 Zenzele women have received training for a total of 12,473 training days.

- 478 GOS civil servants have received training in the CD sector and 546 in the HE sector, representing 1,945 training days and 2,978 training days respectively.

All CD and HE staff recipients as well as local leaders who were interviewed [April 26 - May 11, 1988] were unanimous in their positive attitudes towards the training they had received. In sum, and operating on the premise that TCC provided both the expertise and momentum, the output exceeds the contract requirements.

#### 4.4 INTEGRATION OF EFFORTS

GOS coordination of activities in the rural areas with other in- and out-country institutions has been continuous since the incipient stages of the contract. Examples are the Peoples Participation Program [PPP], the Maize Youth Groups [Lutheran World Federation], and the Women in Development [WID] program, Adult Education [SEBENTA], Agricultural Extension Services, Handicraft Officers, Social Welfare Services, Family Life Association, and the Range Management Officers.

CD, PPP, and WID share office space at Tinkhundla [local councils] and have regular contact with each other. Funding for the PPP comes from the UN while WID is funded through FAO. The respective supervisors from all three organizations meet at the TCC training sessions, sharing problems and ideas. Training sessions were held for the Youth Maize Groups, and numerous women's sewing groups from the Rural Education classes were also provided with training.

TCC has been instrumental in designing a Community Development certificate course. A curriculum outline was completed in March, 1987; Either UNISWA [DEMS] or SIMPA is projected to become the institute responsible for providing the inputs for the certification training.

##### 4.4.1 Integration with the Development Communications Element

Programs on nutrition, sanitation, government policy, and announcements of upcoming meetings, seminars, and so forth have been taped and turned over to the SBS for dissemination to the rural communities throughout Swaziland. These programs are broadcast at times set by SBS management and are repeated once at a different time slot in an effort to reach the widest audience [see Appendix G]. Even so, it is possible that some programs are broadcast during hours when target audiences are away from the homestead. However, a recent SBIS program schedule does indicate that development oriented programs do occur in the evening.

Many trainees feel, however, that audio media presentations move too quickly for them to be able to absorb most of the content.

#### 4.4.2 Serendipitous Outputs

The potential for rural economic growth as a spin-off of the traditional sector training program lies in the sometimes inadvertent efforts on the part of the rural leaders to bridge the economic gap between the traditional and modern sectors of the government. This occurs at those workshops and seminars where rural leaders from various areas are brought together and given the opportunity to meet and exchange ideas and problems as well as news, thus helping to break down former hostilities and suspicions, both of which are detrimental to development. This is especially true for those chiefs residing in the areas of resettlement.

There is some evidence that the CD and HE training seminars and workshops are playing a part in breaking down these barriers to entrepreneurialism in the rural areas. People at the grass roots are slowly becoming cognizant of the changing environment from subsistence to an income-producing economy.

#### 4.5 ASSESSMENT OF PLANNED ACTIVITIES AND APPROACHES

Phase III and IV Work Plans indicated the general responsiveness of TCC, GOS, and the mission to traditional sector needs. Business management and leadership motivational training were emphasized, as well as development know-how and income-producing activities. On the HE side, marketing, management, pig raising and poultry raising were addressed. The CD training has shifted its emphasis from nutrition, health, and education to income-generating agricultural projects. In both the CD and the HE side, the requests for such training have doubled within the last twelve months.

Plans also call for upgrading health and nutrition training. However, the rural population, because of poverty, may not be able to take advantage of the "upgraded" nutrition and health information that will be presented. Nor are they able or likely to put into practice what has been taught. A perusal of the Tomlinson, Hitchcock, Patrick surveys and the TCC work plans [Phase III and IV] suggests that though it was intended that there be follow-up activities with earlier trainees, this has apparently not occurred.

Soon after the original Traditional Sector Specialist's departure, a planning session was held between TCC and GOS. It was at this time that management and leadership skills, as well as leadership and technical skills, were added to the current contested work plan. In addition, the 1988-89 work plan describes: [a] new directions for the Community Development Division; [b] a certificate course for community development assistants; [c] technical training in planning and implementing improved self-help projects; [d] special training of trainers (TOT) course for the Principal Community Development Officers and for other all community development officers and assistants [to be held at SIMPA]; and [e] possible introduction of the fixed amount reimbursement [FAR] system for

construction of self-help projects. As of May 1988, only short term training for the principal community development officers and senior CDOs, and financial support for on-going workshops were approved.

The newly-initiated training-of-trainers [Tot] program, if expanded will be a positive promoter of HE and CD self-sufficiency. However, the HE office would like to see this supplemented with: [1] a two-week workshop in management and leadership for HE officers; [2] three-month intensive course in sewing and weaving for HE staff; and [3] that the GOS provide the regional offices with a vehicle and a budget to carry on her programs.

Overall, a strong momentum has developed in the traditional sector training areas.

#### **4.6 GENERAL EVALUATION OF THE TRAINING TO-DATE**

Workshops and seminars appear to be thorough, well-thought out, and the content is geared to the expressed needs of the trainees at the time of their production. As the needs for training have shifted, the training curriculum has concurrently been adjusted so as to meet these needs in a timely fashion. For example, as a result of the Loughran-Argo survey, TCC added the business management course in September, 1986. Beekeeping was introduced into the Zenzele workshop training courses in January of 1987 and business management in May of 1987, for both the CD and Zenzele groups.

##### **4.6.1 Increased Awareness**

Considering the overall number of workshops and seminars provided since the beginning of the project, TCC has substantially exceeded this segment of its contractual responsibilities. Before 1986 there were 90 Zenzele groups in Swaziland; there are now almost twice that number. The HE office attributed this increase to the results of the SWAMDP/TCC training program. Prior to SWAMDP, Zenzele leaders had to announce meetings. Now, people are asking when the next meeting will take place. However, weaknesses were found [1] in an ability to provide adequate monitoring and follow-up; and [2] in the quality or paucity of training materials produced and distributed.

##### **4.6.2 Weaknesses in the Training Strategy**

There is always a question, in terms of training strategy, as to whether to cover many topics lightly or only a few in greater depth. The answer is dependent on two factors. One, will there be several seminars on the same topic for the same audience? Second, is the purpose of the training to merely expose the trainees to ideas, or to encourage them to intelligently discuss and ultimately to act upon them? As it stands now, the TCC training workshops and seminars, as well as those provided by the

HEO's, CDO's and their respective staffs, are not offered to the leaders and Zenzeles more than once or [rarely] twice a year.

In all the surveys [e.g., Fine, Hitchcock, Patrick], as well as the evaluation team's findings, one of the major complaints of the trainees concerned the lack of follow-up. It is quite normal for trainees to feel that they have understood a simple lecture, but when the time arrives to transfer or apply this information, they often cannot do so without further assistance. In this vein, a common complaint is that the prior Traditional Sector Specialist devoted too much time to research and not enough assistance in the various seminars. This was also frequently heard with respect to the current short term consultant.

Furthermore, although the overall quality of the training was considered to be good, most of those persons interviewed felt that the direction of training should be shifted, with more emphasis placed on agro-business management, income-producing skills [poultry and pig raising, and so forth] and modern agricultural techniques [truck gardening, intensive farming]. This is a logical outcome of the training received inasmuch as the felt-needs are for income producing skills and activities and the accompanying skills needed to organize and implement such activities.

Finally, some Zenzele women as well as some rural leaders have commented that in the workshops and seminars there is too much formal lecturing without adequate discussion. Many of the participants have observed that demonstrations are worth a hundred words in terms of their capacity to comprehend and digest the materials offered.

#### 4.6.3 Training Manuals

The consensus of the end-users concerning the manuals and training materials is that the quality was not adequate and the quantity far below expectations. It would appear that the number of man months devoted to this endeavor would have produced more than four or five manuals. What is most notable is that none of them were ever pre-tested. Reference here is to the brickmaking, brickhouses, nutrition, and CDA manuals, especially those written bilingually [Loughran-Argo].

The Ebert Environmental Education Study is overly sophisticated for the focus audience. The outputs [manuals] of Argo and Loughran are relatively small in relation to time expended. These manuals were never pre-tested and as a result, the HEO found them not to be useful for her needs.

The Workplan Phase III called for a consultant for manual writing. This would have been an unnecessary expenditure. FAO, UNESCO, and WHO have developed excellent manuals for grass roots-level instruction which, assuming they are available, could be utilized.

## **4.7 FIELD OPERATIONS**

Aside from isolated and general problems, the two primary constraints proffered by every field officer interviewed dealt with transportation and funding, though not necessarily in that sequence.

### **4.7.1 Transportation**

As early as July, 1985 a TCC monthly report mentions transportation as a constraint on the effective use of extension personnel. It is now May, 1988 and the problem remains endemic.

GOS has not provided transport for traditional sector training activities. With no transportation, CD and HE field activities virtually come to a halt, thus severely constraining the momentum which has recently been gained.

For this [and other] reasons, only half of the anticipated income-producing projects have materialized due to the constraints of the unavailability of transportation for the staff and funds for meals and transportation costs for the trainees. Each HE field worker is responsible for five to seven Zenzele associations, each of which comprises five to twenty members. With no transportation, their effectiveness is reduced and they are unable to carry out needed monitoring and follow up functions.

### **4.7.2 Funding For Operations**

The other cause for delay, and a more serious constraint, has been the lack or long delay of funding theoretically allotted to the various training projects. In one region [Manzini], of thirteen planned training workshops during the past two years, only six were held. The other seven had to be canceled for lack of funds. Similar stories are told of seminars at which only a fraction of the expected number of trainees arrived, the others failing to show up for lack of money for bus fare.

Often, a great deal of time and effort, as well as money, is put into the planning and organizing of the community, prior to a seminar. Too often long delays on the part of GOS delay the implementation of the activity. Finally, money for the lunches of the HE workers when away from home is not provided, apparently creating a hardship for them.

### **4.7.3 Traditional Sector Breakthrough**

Towards the end of the original Traditional Sector Specialist's two-year tenure, success in developing a measurable "development awareness" -- particularly with traditional leaders -- began to accelerate. What remains in question is how this apparent breakthrough occurred. The answer is quite simple. Realizing that lectures on

nutrition, sanitation, and health were of little if any interest to the Tinkhundla leaders, the Traditional Sector Specialist conducted a survey and found that the leaders were mostly interested in efforts that produce economic benefits. He reached the natural conclusion that added income in the poor rural areas could only be obtained through income-producing development projects such as pig or poultry raising and introducing modern agriculture technology. For those requests where increased income was not the issue, he responded to other felt needs with construction projects [meeting halls, small irrigation, and so on]. Once the leaders had come to the seminars and once the requested projects had been discussed, health and sanitation were then delivered to the "captive" audience.

This is a device employed by development project personnel [low, middle, and high echelon] throughout the world. Finding it frustrating not to be able to organize a group for training [the farmers say that they are "busy" or not interested in a lecture on sanitation], the field worker promises an incentive [a project] to entice them to the meeting. This ploy can easily backfire, causing a loss of prestige not only for the HE or CD worker, but also for the local leaders who have passed the word on to others in their respective communities. In other words, this tactic should not be used unless GOS and USAID are prepared to meet a number of rising expectations. And, there is evidence that rising expectations have developed.

Fortunately, the HE field workers have not felt the need to employ these tactics. The Zenzele associations are organized and enjoy meetings and seminars.

#### **4.7.4 Community Development Training Versus Rural Development**

A related question is the extent to which current workplan activities go beyond the scope of work under SWAMDP with the proposal of "sub-projects" which slip into rural development activities. Some officials in the Mission regard this component of the project as more experimental in nature than other project components and feel that activities would not continue throughout the life of the project. At the end of the two year period, it was expected that the contractor would turn over the skills transfer activities to the Swazi community leadership specialist. On going assessment and an impact assessment at the end of the second year would determine any further USAID support for traditional sector activity.

In late 1987, at the end of the initial two year period, the contractor, in a paper submitted to the mission raised the concept of traditional sector Sub-Projects. While mission representatives claim interest in these activities, mission officials also indicate that they have expressed concern to the contractor that this activity was not appropriate under the project and that commitments should not be made in this area to GOS officials. Nothing was put in writing on this point, however; the Workplan followed on January 8, 1988 with "sub-projects"

included. They were not approved by the mission.

This type of debate over traditional sector activities correlates with inter-related problems that have developed in connection with other in-country activities under SWAMDP. First, there has been a failure to ensure that agreed changes in project activity are put in writing. This has caused a great deal of confusion over project implementation responsibility both within the mission and between the mission and the contractor. Secondly, during the last eight months a "communications gap" over traditional sector activities has developed between the mission and TCC which will have to be addressed as the project approaches its last eighteen months.

In that it is possible that spin off projects might be developed out of rural training activity, it makes sense to ensure that traditional sector activities continue through to the end of the SWAMDP Project. As such, the two impact assessment activities should be completed as soon as possible so that priorities can be set for support for on going activities through the end of the project.

#### **4.7.5 General Issues**

Finally, there are some general problems, although not severely constraining, which deserve mention. They are presented below.

- HE regional staff were not called in during the planning phase of the SWAMDP project. Had they been, they would have requested more intensive training workshops for middle echelon and HE field workers.
- The CDA's expressed frustration at trying to get the leaders to coordinate in those areas of resettlement where boundaries and jurisdiction overlap.
- A promise made by TCC to take all HE field workers and Zenzele association leaders on a tour of operating projects has not materialized.
- Unique to CD is its responsibility for three other regional projects: [1] The Peoples Participation Program [sponsored and budgeted by FAO]; [2] the Women in Development Program [sponsored by the U.N. but with no funding]; and the GOS self-help project. These over-lapping responsibilities could divert attention or focus from SWAMDP funded activities.

#### **4.7.6 Mid-Term Project Status**

In the traditional sector of the SWAMDP project, and in terms of both inputs and outputs, TCC has met much of its quantitative contractual obligations. If one measures the outputs of training in terms of the

growing awareness of government resources and the myriad of requests for more training on the part of the rural leaders, it must be concluded that the training workshops and seminars have been successful.

It might actually be concluded that too good a job has been done inasmuch as neither TCC or GOS is in a position to meet, respectively, the increase in demands for more training or the funding and logistical support for such training. This overachieving has created a potential problem for maintaining momentum.

Unfortunately, due to TCC's inability to produce the needed impact assessments, much of what it proposes in its Phase IV work plans for ongoing and/or additional traditional sector training is difficult to seriously consider or support because many proposed actions cannot be justified by impact data.

In early May, 1988, USAID did respond to the Phase IV plan. Most of the proposed activities were disapproved.

#### **4.8 RECOMMENDATIONS FOR TRADITIONAL SECTOR ACTIVITY**

Short- and long-term recommendations for the traditional sector represent a transitional process. That is, the focus for the short-term is primarily on tying-off loose ends for project completion. The long-term recommendations focus on concepts or philosophies pertinent to a follow-on project.

The most direct relationship between the short and long-term recommendations lies with the need to complete any and all traditional sector assessments.

##### **4.8.1 Recommended Short-Term Actions**

In essence, the field/support segments of the Traditional Sector element have been successful. The main items which need attention between now and projected completion are addressed in the following paragraphs.

**4.8.1.1 Impact Data.** The activity requiring immediate attention is the completion of the impact assessment activity. However, considering the time remaining, no new field data collection should occur. Rather, usable impact data currently exists from which a credible report could be written. The Hitchcock and Patrick reports would serve as two sources of data. Additionally, a list should be compiled of the number of trainees in both seminars and workshops, in terms of their position in the community [e.g., chief, indvunas, and so forth], the subjects that each were taught, and the amount of time devoted to each topic. If possible, the list would denote frequency of workshop attendance per individual.

These data would serve as a much needed baseline for current and future impact analyses. They should be available at MOAC and Tinkhundla or at their respective regional offices.

**4.8.1.2 CD Certificate Program.** The USAID mission currently has a proposal from GOS and TCC to provide support for the development of a certificate program in community development for CDOs [and perhaps other grass roots level officials]. While the mission looks favorably on the concept of a CD certificate, a final decision on the matter has been deferred pending University of Swaziland acceptance of the proposed course and discussions between the mission and the University on the issue.

UNISWA, rather than SIMPA, is the preferable location of the certification program. It has expertise in short-term training, and in long-term training followed by long-term fieldwork [Distance Education]. The University has a competent staff, is relatively inexpensive, and is eager and willing to do it.

Serious thought should be given to including HE workers in the certificate course. Despite the fact that they have, on the average, more education [diploma] than their C.D. counterparts, they nevertheless should be exposed to the courses offered.

**4.8.1.3 GOS Budget Inputs.** A recurring budget needs to be made available on a timely basis to both CD and HE in order to enhance abilities to plan programs accordingly and thus learn restraint and discipline when working within the framework of their respective allotted budgets. This last item is an important ingredient in the planning and management process at the regional levels. USAID should impress upon GOS the importance of complying with the terms and conditions of the Grant Agreement. Project funds cannot continue to be relied upon to finance recurrent cost items.

**4.8.1.4 Training Manuals.** No further manual-writing expenditures should be approved; funds should be allocated for the purchase and modification of the already-existing myriad of training materials available from other donor organizations. It would be far less costly to procure 100 copies of a dozen or more manuals and then to allow the CD and HE personnel to make the minor modifications to fit the rural leaders' needs.

**4.8.1.5 Tours of Projects.** All trainees expressed a need to be shown a successful project at which venues they would be able to talk with other participants to exchange problems and successes encountered in their respective daily duties. Transporting leaders to other areas, either in-country or in neighboring countries, where they will be provided with an opportunity to see successful projects, is important. A lecture on how to succeed does not carry the weight of a demonstrable success. TCC promises to CD and HE should be carried out and the number of tours increased.

**4.8.1.6 Resource Allocation and Training Focus.** If additional funds are to be made available to maintain training for both the Zenzele and the traditional leaders, then USAID should consider consolidating the TCC effort. This could occur by:

- Concentrating solely on Tribal Leaders;
- Concentrating solely on Zenzele;
- Selecting the most successful groups from each component; and/or
- Selecting marginally successful groups and providing reinforcement.

Naturally, if such a resource allocation is made, it would require lengthy discussions between the signatories because emphasis on select targets will entail loss of momentum in other areas. Therefore, the third and fourth bullets above may present the optimal approach. Programs with frequent follow-up have a much better chance of success than those given less attention. It has also been demonstrated that once a project is successful, there occurs a "trickle out" process. Namely, leaders in the surrounding areas observe or hear about the success and come forward to request help in obtaining the same. In short, success breeds success. At this stage, the expertise can be passed on from one leader to the next without using the short staffed extension service personnel, who would then be free to concentrate their efforts in other more needy communities. Therefore activities should be concentrated on a few target groups rather than spread thinly over a larger area.

Given the interrelatedness of the traditional sector/women's sector activities, a mix of HE and CD trainees should be included in as many workshops and seminars as is expedient. This would assist their need to share problems and ideas, but more important, it would help in breaking down the present feelings, that they are in competition with one another rather than cooperating towards mutual goals.

#### **4.9 END OF PROJECT: RECOMMENDATIONS FOR THE FUTURE**

The over-riding goal of the traditional sector element of SWAMDP is sustainability of GOS capabilities to continue the effort on its own. There are strong indications that this sustainability is possible. Nonetheless, there will still be some area of weakness which will remain at project completion. The need is definitely there, and it is the poor rural farmer who will suffer, not the modern sector, should training, monitoring, and financial assistance be terminated. In this case, the CD and HE programs would then have to depend on other NGO's for support. All present indicators read that, were support from the NGO's to dry up [a very real possibility], the GOS would not give the training programs high priority and entropy would occur.

Assuming that GOS changes its priorities with regard to rural sector training, it is recommended that some follow-on effort be considered either in a contract extension or a newly designed project successor. This follow-on should have a recognized development focus.

#### 4.9.1 Development Focus Recommendations

There has been a concern that TCC work plans have drifted too much towards rural development rather than training. However, it must be noted that according to the Project Paper, the purposes of traditional sector and women's association [Zenzele] activities were to provide improved management capabilities to traditional leaders, to increase their awareness of development issues and activities, and to encourage traditional leaders to use their positions of leadership to support such activities carried out through GOS and non-governmental PVO organizations.

This can be done in a classroom, but is best accomplished by doing. Development is the logical sequel to training capabilities. It is a concomitant component of training, working in tandem with the lecture. Leadership and management training are important, but must have their *raison d'être*. As such, it is not possible to completely disaggregate traditional sector training from the rural development implications of that training.

A number of statements in various documents [GOS Fourth National Development Plan, Project Paper, Grant Agreement] indicate an interest in development; [a] ...to motivate the rural people to activate, develop and apply...to provide training in income-generating skills..; [b] "...traditional leaders will be playing an active role in development..; [c] "...a significant number of technologies will have been brought..; and [d] ...the degree to which development issues are effectively emphasized."

The point of the above discourse is that if a SWAMPD successor project occurs, then a development focus will be a natural [and apparently desired] theme. In the interim, in order to continue to generate interest for training in the rural areas there should be some development related outputs to the activity.

As is well known among Swazis, and affirmed by the chiefs themselves, women are the bulwark in the rural economy. As one chief expressed it "If there is income to be made, you can be sure that the women will make it." Therefore, income-producing training and management skills should be encouraged, inasmuch as this is what both the Zenzeles Associations and rural leaders have expressed as their felt needs.

This is exemplified by the CD initiative with the Youth Maize Groups for workshops which are funded and overseen by the Lutheran World Federation. Fifty chiefs were contacted prior to the initiation of these projects and the vast majority were in favor and willing to cooperate, primarily because it was an income-producing development enterprise.

Although continuing efforts are being made by MOAC to modernize agricultural activities in order for the farmer to grow more marketable surplus crops such as cotton, and although there is also a shifting of emphasis to expand activities in vegetable gardening, which is likely to generate income, MOAC has a very limited training staff which is not able to adequately cover wide areas.

Requests from traditional authorities tend to be for construction [e.g., schools, meeting halls, and irrigation canals]. Since there are few artisans in the country, a training program for artisans may be worth considering.

#### 4.9.2 Market Orientation to Training Design

If a follow-on project occurs which does include transferring of specific income generation or construction related skills, both course content and desired output should be carefully considered before implementation. For example, while sewing and weaving are potentially major income-producing activities for Zenzele associations, existing skills are minimal and cannot be acquired in the existing short-term workshops.

However, according to the Tomlinson Report, "finding markets and determining the distance to viable markets for the Zenzele creative outputs will be a major constraint... since all Zenzele members are engaged in income-producing handicrafts... Most appear to be in deep financial trouble... The only successful ones are those who have managed to obtain access to credit."

Therefore, before developing training for income-producing activities, great care should be exercised in terms of advising the HE division concerning the need for pre-researching the availability of markets, and the fact that each introduction of a cottage industry should be planned, not with the one Zenzele in mind, but with the national or regional ability to absorb the product or products. The HE worker should bear in mind that others would be inclined to manufacture or produce the same product, once they learn that it has become profitable. The Ministry of Commerce should be consulted to determine the extent of demand for such products. Otherwise, over-supply could easily occur.

A beginning list of training courses for consideration is: [a] small enterprise management training for home economics officers and assistants and Zenzele associations; [b] leadership training for Zenzele associations; [c] skill training in advanced beekeeping, trench gardening, food preservation, dairy production, and goat raising; [d] training in operation of child-care centers; [e] advanced training in leadership and business management for the Principal Home Economics Officer (in Mombasa); and [f] possible introduction of model credit schemes for Zenzele associations.

### **4.9.3 Resource Inputs: Integration and Development**

The current project treats the Zenzele and Traditional Leader efforts as distinct and separable. This division was further solidified when the Community Development function was transferred from MOAC to Tinkhundla. The Home Economics section remained with MOAC. However, the two components do not operate in isolation. Furthermore, since the Traditional Leaders will continue to exercise their prerogatives to approve HE sponsored workshops, the Traditional Leaders are, de facto, involved. Therefore, it would be logical, and not necessarily politically unviable, to consider an integrated effort which would enable one major benefit -- sharing of scarce resources. Furthermore, to remedy the perception at the field level that not enough input to project design was requested and to take advantage of the wealth of information the field workers indeed do possess, it is recommended that the HE and CD staff be brought into the planning loop.

It is assumed that some consideration will be given to a follow up activity to rural sector training. The three suggestions for potential post-SWAMPD activities are presented below

**4.9.3.1 Utilize Local Talent.** More attempts should be made to utilize local talent in the various ministries who could well serve as training consultants -- particularly for construction projects. It is true, however, that these GOS personnel are busy performing assigned ministry work, and might not be available when needed. This could be resolved by a revision in job descriptions, thus allowing them to devote a few days a month to traditional sector training.

**4.9.3.2 Other Sources in Africa.** For some small scale construction projects, it may be necessary that a basic construction engineer be recruited from an African country [if expedient] for the training of those artisans who are needed to meet the needs of the growing development project demands. Or, considering the Peace Corps initiative with self-help programs, USAID might consider including it either for planning input, or for inclusion in training and Technical Assistance implementation.

**4.9.3.3 Provisions of Separate TA to CD and HE.** Assuming a follow-on to the existing project, the overall training [and monitoring] capability may require two rural training specialists, one for HE and one for CD, both areas being as extensive as they are. Even though the original contract called for only one such specialist, complaints proffered by the regional CD and HE staff members concerning the frequent unavailability of SWAMPD consultants would appear to justify this additional level of support. Whatever other consultant activity might occur, every effort should be made to assure some form of counterpart skills transfer.

## SECTION 5.0: DEVELOPMENT COMMUNICATIONS

The Development Communication [DC] element, funded at \$1,710,000, is relatively isolated from the rest of SWAMDP by virtue of being implemented by another contractor [the Academy for Educational Development]. This is a rational split in that DC is a specialized field; applications to the mainstream activities of SWAMDP are peripheral.

### 5.1 BACKGROUND

The idea of establishing a Center for Development Communications [CDC] was proposed at a meeting in October, 1982 attended by those Swazis with DC responsibilities in their organizations. Representing many of the institutions which currently use the DC element of the project, most, if not all, formed the nucleus of the current National Association of Development Program Producers [NADPP]. The NADPP was officially formed in 1984. The objectives of the NADPP include the creation of a professional identity, the acquisition of professional training, and the establishment of a professional DC career track with official recognition and officially established opportunities for advancement in the civil service. It was this group which felt the need for professional training in radio production, and who consequently set about seeking sponsorship from international aid agencies to provide such training.

These efforts were juxtaposed with those of AED which had been experimenting with DC radio production in collaboration with the Ministry of Health. The experiment included the operation of a small make-shift and short-lived studio at SBS. These two streams of interest merged with the inclusion of the DC component in the Swaziland Manpower Development Project.

The general terms of reference of the component were set forth in AID's project paper and the subsequent contract with AED. The detailed specifications of strategy were to be determined after contract award by a feasibility study to be conducted by AED.

### 5.2 DEVELOPMENT COMMUNICATIONS PURPOSE AND SCOPE

The stated purpose of the Development Communication [DC] component of the Swaziland Manpower Development Project is to engender the capacity to plan, prepare, disseminate, and evaluate development communication activities in those government ministries and non-governmental organizations [NGOs] mandated to bring development to the people of Swaziland. Pre-eminent among such public and private institutions are the Ministries of Agriculture and Cooperatives, Health, Education and Justice, Interior, and the National Provident Fund, the Red Cross, Save the Children Fund, and the Family Life Association of Swaziland. Many of the communicators in these agencies are also members of the National

Association of Development Program Producers [NADPP]. Since a main goal of the project is to give all these institutions access to the use of mass media production facilities, primarily radio, they shall hereinafter be known as "user institutions."

Justification for the DC component was drawn from observations that user institutions were constrained by:

- The lack of personnel adequately equipped with the knowledge and skills needed to produce DC programs for mass media dissemination; and
- Where personnel were performing in a DC role, they lacked adequate and regular access to mass media production studios and equipment.

### 5.2.1 Project Objectives

To address these deficiencies, the project created a set of objectives centered on the creation of a Center for Development Communication [CDC]. The CDC was to serve as:

- A base for training user-institution personnel [30 plus] in media production techniques and technologies by mounting periodic workshops [three to four per year] and seminars of varying duration and purposes including arranging long- and short-term training opportunities abroad;
- An agency for helping to strengthen DC planning and implementation capacities of user institutions [three to five per year];
- A technical advisory service by directly assisting personnel to design DC strategies to support their development initiatives;
- A liaison between SBS and other user-institutions, on one hand responsible for negotiating increased air time for DC programs and, on the other, for providing technical support for user institutions in radio and ancillary mass media;
- A forum where user institutions could meet in neutral territory to compare DC notes, exchange ideas, criticize each other's work, and undertake joint integrated activity across sectors; and
- A research facility for gathering audience information and allied data by undertaking listenership surveys and making assessments of the development needs of the Swazi people.

It was also expected that the CDC would provide DC support to TCC and other USAID sponsored activities.

Also, the need to strengthen SBS's capacity to accommodate this increased volume of radio production activity was clearly necessary. SBS's production resources, comprised of insufficient and under-trained personnel and aging studios [six out of nine had fallen into disuse], were already hardpressed to meet own on-going needs without adding to the burden by accommodating DC production. Needed was the provision of modest quantities of equipment and commodities and the training of selected production staff and technical operators.

## 5.2.2 USAID Inputs

USAID technical advisory inputs to attain these ends were estimated to require a long-term technical advisor [39 person months] and several short-term advisors [39 person months] spread over five years. The LTTA's budgeted 39 person months will be used up as of December 1988, one year prior to contract completion. As of May 1988, approximately 88 person months of STTA have been used. Over half of this time was used to conduct the listenership survey. However, regardless of the measure for STTA utilization, some funds for this activity remain available either for additional STTA or for re-programming.

**5.2.2.1 Long Term Advisor.** The Long Term Advisor, hereafter called the Chief-of-Party [CoP], in addition to helping GOS and the various user institutions to establish suitable DC policies, was to manage the early and formative stages of the CDC. The CoP was to be on hand continuously during the first year of operation and, thereafter, intermittently over the remaining life of the project during which time management of the CDC would be increasingly shifted into Swazi hands. The CoP, together with a the CDC counterpart [Coordinator], was to be responsible for conducting repeated in-service training workshops of short duration aimed at increasing and up-dating the DC knowledge and skills of professional Swazi communicators. Graduates of the longer term in-country training program would, under the supervision of the CoP, be encouraged to do likewise in their own institutions.

**5.2.2.2 Short-Term Advisors.** Various short-term advisors, technicians and instructors, some under a subcontract with San Diego State University [SDSU], were to be provided in order to:

- Undertake an initial pre-implementation feasibility study to determine the appropriate SBS-CDC relationship, to work out the nature and timing of technical assistance required, to establish the number and level of positions needed to staff the CDC along with the amount and type of training required for the staff, to specify the equipment and commodity support required, and to offer a work plan for the first year of activities;
  
- Supervise installation of studio equipment and provide

in-service studio care and maintenance training for SBS staff;

- Conduct a listenership survey to determine the radio audience habits of Swaziland;
- Provide on-the-job radio production follow-up for fledgling DC professionals; and
- Serve as faculty [via the SDSU subcontract] to provide in-country coursework on several DC topics to trainees sponsored by the user institutions, selected SBS professionals, and some rural journalists.

**5.2.2.3 Long-And Short-Term Training.** Long term training inputs were to include five fellowships for degree training in the USA.

- One in Development Communication for the CDC Coordinator;
- Two in journalism for other CDC professionals; and
- Two in educational broadcasting for other SBS or Ministry of Education professionals.

Other short term training for Swazis was to be funded separately by USAID and was to include sending participants to DC oriented workshops of one to two months duration in the USA or elsewhere in Africa, or site visits to other successful DC projects outside of Swaziland and to professional conferences related to DC.

**5.2.2.4 Equipment.** Inputs of technical equipment were to include the renovation and re-equipment of two radio SBS studios, the provision of portable cassette and reel-to-reel recorders for outside production, the installation of a high speed cassette duplicator presumably to support educational broadcasting, general equipment for a training classroom and production studio along with reference library commodities such as books, audio tapes and training materials.

### **5.2.3 GOS Inputs**

The primary GOS responsibilities included providing administrative oversight for the CDC and its production activities and housing it physically in SBS. This was to include two operators to run the DC studios, adequate space for offices, a reference library, a teaching classroom, a production training studio, and two on-air production studios -- one to be reserved exclusively for user institutions and the other set aside for priority use by the same institutions.

Additionally, both the USAID Project Paper and the AED post-award feasibility study indicate an expectation that other CDC personnel were

to be provided by GOS: [a] a CDC Coordinator to serve as the CoP's counterpart; [b] a typist; and [c] staffing needs were to be reviewed after the first year. Also, in apparent conjunction with the outcome of the Feasibility Study, Article 4., Section 4.2 of the Grant Agreement indicates that a "feasible staffing and organizational plan" was to be established. It is inferred that [a], [b], and [c] above are somehow connected to this requirement; but, no documentation to support the inference appears to be available.

The CDC Coordinator position was to be established as a new position. The Coordinator was to participate in the management of the CDC and to serve as liaison between SBS and User Institutions. Qualifications for the job were to include experience in broadcasting, in administration and management, in scheduling and training, and in working with foreign donors.

A key concept promoted in AED's post contract award feasibility study was the instillation of GOS responsibility to establish a scheme of service for DC professionals similar to those already existing for accountants and administrators. The goal was to create a cadre of professional communicators with its own posts and promotional grades obtainable anywhere in government service, thereby affording DC professionals with clear-cut promotional ladders for advancement within their profession.

Lastly, to maintain supervisory oversight for all the CDC activities, the project monitoring plan envisaged establishing both a National Development Communication Council at the level of Principal Secretaries to provide policy guidance and a DC Steering Committee at the level of department heads to provide operational guidance.

### **5.3 PROJECT OUTPUTS TO DATE**

At this stage, the project presents both a positive side with a number of successes as well as some problems which could affect long-term sustainability.

#### **5.3.1 Successes**

Looking solely at the short-term outputs that were to have been achieved up to this point in time, then the DC project may be described as successful in realizing most of them. The CDC has been provided adequate office space within the SBS. It has a Counterpart Coordinator and a typist and has regular if not quite exclusive access to two newly operational DC studios [officially opened in September, 1986] which have been much used for training and for production by user institutions.

**5.3.1.1 In-Country Training Outputs Exceeded.** It has fulfilled, and on occasion exceeded its primary training mission for the short-term. AED has

held four to five workshops per year on topics ranging from sample testing, interviewing and school's broadcast script writing to voice training, radio performance and public relations practice. The provision of in-service training in studio care and maintenance for SBS technical staff was successfully completed over a period of six months by a technical advisor from the USA. Two operators were especially trained to take charge of the two new DC studios. A national listenership survey has been professionally undertaken and the results are currently being tabulated.

Close to 50 participants, 20 more than had been projected, will have successfully undergone comprehensive DC training by June of the present year under the SDSU subcontract. They have been provided a sound foundation upon which, if they so chose, to build increasingly sophisticated levels of DC professionalism. The user institutions from which they were drawn have as a result become stronger in their capacities to undertake DC initiatives and are capable, with the proper support, of institutionalizing this new found capacity.

**5.3.1.2 Project Goodwill.** User institutions claim to notice a professional difference in work habits of those who have undergone training. Observations of a taping session of a complex radio mini-program involving a cast of five provided a validation of these claims. Users have professed readiness to take further and continuing advantage of the service, some previously skeptical senior and supervisory staff are even intending to enroll in coursework if ever it is offered again. A groundswell of support and enthusiasm has developed over the past year. This includes UNISWA, where a course of study leading to a degree in communications was adopted and is planned to go into operation this coming academic year.

In sum, the DC component has garnered for itself an enviable quantum of goodwill from its primary clients [the user institutions], from those officers in the USAID Mission responsible for the sectors of health and agriculture, and from the adult training community at large. It must, nevertheless, be pointed out that most of this goodwill is based on those successes attributable to the efforts of the Chiefs-of-Party -- particularly the current CoP.

### **5.3.2 Problems**

However, there is evidence that the project has not been able to secure for itself long-term viability.

**5.3.2.1 Long-Term Training Shortfalls.** Efforts to provide selected Swazi with long-term degree training abroad have not been fruitful to date. The CDC coordinator received only six months of largely inappropriate freshman-level training in SDSU's Continuing Education program. Two SBS engineers are currently persuing B.S. [engineering] degrees at SDSU

instead of the four other professionals who were to have undergone training in journalism and educational broadcasting. However, AED apparently plans to place three participants in long-term training via TCC's next placement cycle. These three, one at the bachelors level and the other two at the masters level, will receive training in communications. Also, participants in the SDSU in-country courses were promised diplomas for successfully completing work but were given certificates which lack "marketability."

Apart from the Coordinator's short period of study in the USA, little advantage has been taken on the short term training for Swazis in the USA or elsewhere in Africa. There is no record of any Swazi participation in any DC related professional conference anywhere nor is there any evidence to indicate that the project management is taken any steps to identify any.

**5.3.2.2 In-Put Shortfalls.** One of the two staff trained to operate the DC studios has been re-assigned elsewhere within SBS. Facilities ostensibly earmarked for exclusive use by CDC are periodically used by a religious group. Of 18 portable recorders provided for use in outside production, only 12 are currently available. The other six were signed out, but never returned. Efforts to retrieve them have been unsuccessful. A few reference books do exist in the CDC office where library space is indeed available; but the bulk of library materials have yet to be acquired. Some reference cassettes have been provided.

Apart from the recorders, the teaching and training materials that exist are the syllabi and course materials for each of the six SDSU courses. In addition, there are teaching materials for each of the six workshops given in 1988. Although training equipment is listed separately in some of the project documents, in fact all the equipment in both studios is used for hands-on training. CDC is still without permanent classroom facilities. A large empty hall in SBS is earmarked for conversion to a training facility but plans are not yet beyond the drawing board.

**5.3.2.3 Scheme of Service Not Established.** The first CoP vigorously explored the scheme of service which would establish a cadre of professional communicators in Swaziland. Such scheme of service would provide communicators with clear job descriptions focused on communication and with a clearcut advancement ladder and possibilities for promotion in the field of communication.

This scheme of service concept has been discussed in the various SDSU courses. Not surprisingly, the concept has been enthusiastically received by the development communicators; concomitantly, their expectations have been raised.

Unfortunately, the concept has not been embraced by officials in government -- particularly those in the ministries of Labor and

Interior. The lack of GOS support for the concept goes back to at least November 1986 when the CoP organized a conference to which all permanent secretaries were invited. The purpose was to form a high level inter-ministerial policy guidance committee to supervise CDC and to pursue the scheme of service concept. However, most ministries sent low-level representatives; the Ministry of Interior and SBIS refused to send any official representatives.

#### **5.4 PROJECT DESIGN AND IMPLEMENTATION**

A project can achieve short term success and nonetheless be a long term failure if sustainability beyond the life of the project is not assured. For this reason, certain design and implementation assumptions made at the outset of the project now need re-thinking; they are:

- The assumption that radio above all other mass media is pre-eminent in the field of development communication;
- That the SBS was the most logical place to locate the CDC;
- The probability of continuing project momentum after the GOS counterpart takes over the project; and
- San Diego State University as the deliverer of specialized DC support.

##### **5.4.1 DC Versus DSC**

A major conceptual issue exists regarding project design and implementation, however, at issue is not so much design, but rather emphasis on certain approaches. What follows is a discussion of Development Communications "versus" Development Support Communication.

**5.4.1.1 Radio-Based Development Communications.** The viewpoint of an increasing number of communication for development scholars and professional practitioners is that radio-based DC represents only one side of a two-sided coin. It is the side concerned with providing general information to the general public about development innovations, initiatives, activities, and policies and possibilities -- any or all of which might prove beneficial to one or another segment. It is the side which seeks to foster in the minds of the citizenry a climate of acceptance of the necessity for life-improving change.

It is also the side which participates in the campaigns of user institutions to promote specific health and agricultural techniques and technologies by providing awareness-creating and attitude-changing air cover for the user institution extension forces concerned with bringing about behavioral change. Radio, with its capacity to blanket every square inch of a country is particularly well suited to these ends.

However, world-wide diffusion research over the past quarter of a century has left little doubt that radio's effectiveness is suited to awareness-creation and consciousness-promotion -- but not to teaching new behaviors or effectuating changes in old behaviors other than those of the simplest variety usually dealt with in commercial advertising. Complex behavioral changes [e.g., the adoption of such health and sanitation practices as oral rehydration therapy and the VIP pit latrine or of such agricultural innovations as hybrid seed maize with its up to fifteen scientifically precise growing steps] are simply beyond the scope of radio. More appropriate for such purposes are the media which not only tell but also show. These include the audio-visual electronic media and the illustrated print media both of which in turn depend upon close coordination with group and interpersonal forms of face-to-face communications.

**5.4.1.2 Development Support Communications.** This form of communication for development is gradually coming to be known as Development Support Communication [DSC]; it represents the other side of the coin. It is the side concerned with providing specific knowledge and skills about specific innovations targeted to specific segments of the general public. It involves a marriage of two kinds of expertise: That of the subject-matter specialists who are not professional communicators [e.g., nutritionists, epidemiologists, agronomists] and communications specialists who are not subject-matter specialists. Therefore, radio, with its limited capacity to tell but not show is one, but certainly not the most important, ingredient of a multi-media mix which best serve the purposes of DSC.

From the outset the project has emphasized the need to provide essentially the DC side of the coin, a side which corresponds very well to how SBS normally functions as a news disseminating medium. Given that radiomen are frequently loath to spend hours and hours working with subject-matter specialist, it makes sense to equip user institutions with a capacity for this aspect of communication for development so as to increase their self-reliance and reduce their dependency on SBS personnel. But it is still only one side of the coin and it leaves the other activity completely unattended. However, it should be noted that DSC-type of activities were not ignored in project design. The Project Paper indeed addressed other media [e.g., rural newspapers], but these activities did not occur with measurable frequency outside TCC's activities in supporting development-based print media.

**5.4.1.3 Evolution from DC to DSC.** Nonetheless, by fiat, the project has now begun to involve the second side of the coin. The AED contract had envisaged the same DC Specialist [Chief-of-Party] throughout the life of the project. As it transpired, the first CoP left the project in May, 1987. She was briefly replaced by a temporary project assistant until August, 1987 when the current CoP was appointed. This unforeseen management change occurred in conjunction with a modification of the original contract terms which had required the CoP to serve for a

continuous year and thereafter intermittently for the remaining five years until the 39 person months were exhausted. Instead, the remaining person-months were consolidated into one time block so as to allow the successor continuous tenure on the project through December, 1988.

The change had its fortuitous consequence. The former CoP was a radio professional of long standing whose approach epitomized the DC approach to communication for development as it was spelled out in the project paper and other supporting documents. As an aside, the CoP was apparently an excellent course instructor in radio-based DC.

The successor, on the other hand, is a Third World national with a predilection toward DSC approaches to communication for development, thereby supplying the project with many of its missing elements. Nevertheless, room for her to maneuver more freely on the DSC side of the coin remains limited by the project's overwhelming orientation to radio.

#### 5.4.2 Location of the CDC in the SBS

Given the emphasis on radio as the main tool of DC, the location of the CDC within SBS is not surprising. The idea was to gain access to radio production facilities for user institution DC professionals which obviously existed in the SBS. A logical extension of this reasoning was to locate the training component at SBS to be close to the studios. Indeed, physical location of the CDC at SBS does make some sense.

However, it may have been a strategic error to place what essentially was an operation used by many ministries, requiring multiministerial guidance and steering committees, under the control and direction of SBS, a relatively subordinate division of the Ministry of Interior. At the least, this appears to have ignored inter-organizational protocol.

Furthermore, with the possible exception of the Director [at that time], there appears not to have been little enthusiasm within SBS to take on the responsibility of CDC. Key management personnel who have been on board since the early planning stage of the DC project have had major reservations about the DC component's place and privileged status within SBS. In general, the reservations are twofold: [1] too many of the operational aspects of the DC component were imposed rather than negotiated with SBS operations management, and [2] the contrast between the relatively well-endowed project and the rest of SBS created an environment where the host is continually made aware of the advantages of its guest.

SBS's lack of interest in CDC appears to be confirmed its actions. Either singularly, or in conjunction with AED, it bears responsibility for the continued use of CDC space by a religious group; the hall earmarked for to the CDC teaching classroom and training studio remains unconverted thus forcing the CDC to relocate its training to SIMPA; it has maintained a passive position regarding the CDC Coordinator's performance of duties.

Additionally, SBS views itself as a news [and entertainment] broadcast medium. In that context, DC is viewed as a second class broadcast function. SBS's refusal to associate itself with the NADPP appears to confirm this viewpoint.

All of this is often cited by others in GOS as evidence that SBS is interested in the studios, but not in the CDC which is a burden that it will ignore after the project ends.

#### **5.4.3 GOS Counterpart**

The GOS counterpart was to play a critical role in the project. Development and transfer of the skills required to run the CDC upon the end of the project must occur if the DC functional capacity is to have any sustainability. This transfer of skills has not occurred, and from all indications, will not occur by the time the CoP leaves in December 1988. From the beginning the Coordinator's role has been minimal. Two factors may have contributed to this: [1] the qualifications originally envisioned for a counterpart did not guide the selection process; [2] the responsibilities set forth in the job description require someone with training in D.C..

#### **5.4.4 Observations on the SDSU Delivery Capability**

In accordance with the Project Paper, contract, and Feasibility Study, AED reports that it conducted a search of U.S. institutions having the capabilities to deliver the required in-country DC training. On this basis, SDSU [a sub-contractor to AED on other projects] was selected. SDSU's Department of Telecommunications and film [TCF] was to develop and administer the six modular courses which have been the centerpiece of training to-date. However, actual implementation has been by the Center for Communications, a non-profit arm of SDSU,

**5.4.4.1 Capability.** The Center for Communications is a research rather than a teaching institution. It has no mandate to offer courses or to issue diplomas or certificates of any kind. The course numbers and descriptions it used for the Swaziland project do belong to the TCF department, but this department claims no special DC expertise nor does it have a well known reputation as a center of DC scholarship in the USA. The TCF department, apart from allowing its course numbers and descriptions to be used [indirectly through the continuing education department], appears to have participated in neither the design nor the implementation of the curriculum used in Swaziland.

All but two of the faculty eventually recruited to serve in Swaziland were from universities and radio stations other than SDSU. One of the SDSU-connected specialists was relieved of his duties two days after arrival by the first CoP, who subsequently taught the class. She went on to teach a second course, this one on Planning for Development Communication.

**5.4.4.2 Course Curricula and Instruction.** The selection of courses appears to have been the collaborative effort of SDSU and the feasibility study team. The fleshing out of individual courses was left to the course instructors. In all, seven foreign staff participated in the two sets of the SDSU in-country training programs conducted to date. An examination of their CVs has shown them all to have been qualified for their assigned tasks.

Importantly, the Swazi students seemed genuinely satisfied with their course content and instruction. Furthermore there is little doubt that the Swazis got the training in DC that they were promised. Successful students were able to earn a maximum of 18 SDSU credits--three apiece for each of the six modular courses. They have all been issued with SDSU official transcripts showing the letter grades earned for each course.

**5.4.4.3 Diploma Versus Certificate.** What the students did not get was the diploma they claim to have been promised. The 18 credit hour program was essentially built by the Center for Communications without collaboration with SDSU. Therefore, the program did not conform to any formally approved program of study called DC at SDSU. At best, SDSU was prepared to issue a document certifying that only 18 credit hours had been earned. As a result, the students claim that the value of the program has been misrepresented. The problem arises from Swazi Civil Service guidelines which recognize a diploma for upward mobility and promotions -- but not a certificate.

Furthermore, many participants claim that they were told that those who graduated successfully would be entitled to admission to SDSU, other U.S. universities, or the University of Swaziland even though they did not otherwise qualify under normal entry requirements of admission.

In actuality, all that was earned from SDSU was 18 credit hours for which a transcript has been issued and which could be applied to some future degree at SDSU or other U.S. universities, entry to which must still be gained the normal way. So far as UNISWA is concerned, the SDSU transcripts could at best be used to improve the chances of acceptance of those seeking admission under the Mature Program; Priority is given UNISWA to those who can demonstrate serious efforts at intellectual or professional self-improvement.

## **5.5 CONCLUSION AND RECOMMENDATIONS**

This is not to conclude that some of the current problems cannot be resolved. There is deep and sustaining interest in the DC effort; this interest may be of sufficient strength so that USAID, GOS, and AED may be able to effectively solve a number of the short-term problems before project completion. Therefore, presented below are three options which range from no new inputs to major new inputs entailing additional project years.

- Short Term Option -- Conclude AED Activities in December 1988;

- Intermediate Term Option -- Provide another year's funding to enable resolution of intermediate-term problems and to assure attainment of EOP goals; or
- Long-Term Option -- Provide another year's funding as a bridge to a follow-on project.

### 5.5.1 Short-Term

The first option entails providing no additional funding for the CoP [Development Communications Specialist] beyond the current contract budget. This would essentially end contractor presence in Swaziland in December 1988 -- one year prior to the scheduled end of the project. This would necessitate that the CDC and its equipment would be transferred to government a year early. Nonetheless, by then it is conceivable that the project would have achieved its primary short-term goal of providing user institutions, both public and private, with capacity to "plan, prepare, disseminate and evaluate" radio communication initiatives in support of their development programmes. This will have been done by equipping selected personnel with the requisite training necessary for them to become practicing DC professionals within their own institutions. SBS will be left a better place than it was found--better off by two up-to-date radio production studios, by two engineers trained to a degree level in the USA, by technical operators trained in studio care and maintenance, and by several of its production staff having received the formal training they lacked in the art and craft of radio production, broadcasting and performance.

If this option is selected, what will remain is a new appreciation, and even respect, at levels of government from Principal Secretaries downwards for the necessity for trained DC professionals in those public and private institutions dedicated to bringing about development among the Swazi people. This interest probably will not wane -- continued GOS financial support, however, would be problematic.

### 5.5.2 Intermediate-Term

The second option would entail funding to retain a CoP, perhaps an assistant, and a counterpart for one more year to December 1989. This would enable sufficient time to assure that targets are met for long-term training of DC professionals; at least two, if not three long-term fellowships still need to occur to satisfy original output requirements. Ideally, recruitment should occur from the ranks of those who have earned the 18 hours of in-country credits.

An important action to be initiated in this option would be to assemble at least a steering committee, if not also a governing council to provide, as originally envisaged, policy and operational guidance for the CDC. Any such council or committee must involve to the largest extent possible the very entities for which the CDC created -- the user

institutions and their designated professional communicators. It should also entail creation of a scheme of service establishing a cadre of professional communicators in the Swazi civil service.

Finally it is suggested that the one year extension entail retaining the current CoP for all the obvious reasons; learning curve, current goodwill, and capability.

### 5.5.3 Long-Term

The third option basically follows from the second option. That is, providing another year of funding [to December 1989] would provide a bridge whereby problems resolved and lessons learned could be applied to successor project planning. The objectives, to be articulated in successor project design, would be fourfold:

- Expand the orientation to include Development Support Communication.
- Determine the necessity and feasibility of relocating the CDC to another venue with a greater measure of self-regulating autonomy. Any move should make sense to, and involve the active, decision-making participation and approval of all the user institutions.
- Inter-Institutionalize the CDC's day-to-day management by building an advisory board comprised of representatives from each of the major sectors to be developed [food and agriculture, health and sanitation, family planning and community development, commerce and industry and so forth]. In practical terms, this means allowing at least the main development ministries--for instance, health, agriculture--to place one of their professional communicators on the team, thereby also giving indirect representation to those NGO's allied with them.
- Develop an affiliation with a bona fide in-country institution accredited to oversee the CDC's DC/DSC training curriculum and to issue appropriate diplomas and certificates recognized by the Department of Training and Localization [DTL] for purposes of promotion and up-grading.

This last option reflects the viewpoints of all the user institutions plus such other interested parties such as DET and UNISWA. Its conceptualization incorporates suggestions made by all of them, especially by those who have been closely associated with the CDC since its inception and who continue to harbor a strong personal commitment to its survival. User institutions generally expressed interest in expanding the scope of the project from its narrow bias towards radio to include knowledge and skills associated with the show-and-tell media as well as with interpersonal intervention.

User institutions are unanimous that one location more appropriate for housing the CDC than the SBS is the campus of the Ministry of Labour's SIMPA training complex. It is well known for its facility which is dedicated to training. It is located within easy reach of most user institutions. And, it has in fact served as the site of all of the CDC training to date. However, as an appropriate administrative site for the CDC, SIMPA has services drawbacks; to at least one senior DTE official, it presents the same disadvantage as SBS -- it is a small department of a single ministry.

An alternative location which also seems to make sense to some user institutions is placement of the CDC at UNISWA. One of the primary functions of the CDC has been academic training at university level in order to render it useful for promotions and upgrading. Now that UNISWA is preparing its own degree course of study in communications--through its Department of English -- it would seem well suited not only to provide appropriate certification for the CDC courses but also to maintain curriculum quality control. But this alternative also has drawbacks. For one thing, the university is removed from where most of the user institutions are located. For another, placement of the CDC in the Department of English where it would be at the disposal of DC trainers, would seem to violate the dictum against locating the CDC within a potential user which therefore may not be a neutral institution.

A compromise combining the best features of these two alternatives seems quite feasible and promising of gaining easy approval from all the user institutions. This involves locating the CDC physically at SIMPA for easy user institution accessibility but administratively under UNISWA's Division of Extramural Studies [DEMS] through which course certification and curriculum oversight could be provided. DEMS gives UNISWA its distance teaching outreach to benefit the mature non-academic public and would therefore find little difficulty administering an off-campus, SIMPA-based CDC. Both the registrar of UNISWA and the head of the English Department would entertain this concept.

However, this would mean giving up the studios at SBS and building production studios at SIMPA along with a teaching classroom and library facility. Funds -- already committed -- for equipping not only such a studio complete with cassette tape duplicator but also a teaching classroom and a book and tape reference library would need to be provided to enable this upgrade. In addition, a separate production facility as distinct from one strictly for training would be needed exclusively for user institutions; it is not good practice to use the same studio for both professional production and for training beginners.

Furthermore, if the project is to mature into a doublesided DC/DSC component, a print media emphasis should be considered as an ingredient of the communication for development media mix. This would mean the planning and specification of additional CDC facilities to include graphic design and the computer-based preparation of camera-ready copy, photography and the audio-visual presentation of slide-tape sets and filmstrips, and off-set printing and stencil-duplicating paraphernalia.

It would also mean expansion of the current academic courses to include professional training in the print emphasis.

Finally, commensurate with practice in developed countries, the long term academic training of communication professionals should accrue to an institution in Swaziland. To this end consideration during the interim planning period should be given to the idea of providing UNISWA with the equipment necessary for the training of professional communicators. This would mean helping the Department of English to acquire its own radio production training studio and its own photographic and offset printing capability. It could also entail sponsoring the training of at least two faculty members to the level of MA/PhD in the area of DC/DSC.

## SECTION 6.0: INSTITUTION BUILDING AND INSTITUTIONAL LINKAGES

The final element of the project is the linkages activity; it was funded at \$500,000. According to the Project Paper, the purpose of this element is as follows:

"Institutional Linkages will be contributing to the development, organizational efficiency and operations of selected Swazi training institutions."

### 6.1 PURPOSE AND SCOPE

According to the workplan, about six U.S. training institutions are to establish linkages with the same number of training institutions or programs in Swaziland. This is a portion of the project which is directly managed by the mission. At this point only one linkage has been developed. This is between the Swaziland College of Technology and Western Carolina University. It involved two WCU personnel who spent one and three months each at SCOT and four Swazi at WCU for periods of three and one-half years, one year, six months, and one month. The reported benefits to SCOT were management and technical assistance provided to the Office of the Director and identification of general library needs. For the three Swazi who went to WCU (on the short-term basis), they described the experience as a good opportunity to observe a U.S. community college organization. The only minor problem (from the USAID) perspective concerns the SCOT employee who began a long term training program under the auspices of the linkage program -- rather via the proper procedures established for the participant training program.

In sum, from the Swazi perspective, the linkage was fruitful. Some transfer of knowledge clearly took place, but perhaps to the extent that a demand was created which exceeds the available supply of linkage support.

There are currently four other possible linkages contemplated, or at least mentioned:

- The Swaziland Institute of Accountancy with an as yet unidentified U.S. institution;
- The Agricultural faculty at UNISWA and Ohio State University's School of Agriculture;
- The Division of Extramural Studies of the University and a U.S. community development program; and
- SIMPA/ and a U.S. University with in-service, non-degree training targeted at LDC development management techniques.

It must be noted that the institutional linkage program probably will

not reach its stated goal in the time left in the project. Given the limited amount of resources available for the activity and the management responsibilities of the mission staff, a decision should be made as to how high a priority should be placed on the completion of this activity. While the initiative for the linkage has been left to the institutes it is not clear that there is a wide knowledge of the linkage program either within Swaziland or among potential U.S. institutions. Nor is it clear, given the absence of salary support in this component, as to how much interest there might be among universities for this activity. Assuming a serious mission commitment, it should be a major priority of the USAID Mission to publicize this activity and ensure that appropriate linkages occur prior to the end of the project in 1991.

## 6.2 INSTITUTIONAL DEVELOPMENT AS A COMPONENT PART

The institutional linkage program raises a broader question as to the extent to which SWAMDP is an institutional development program as well as a human resource development program. The evidence is mixed. One view is that the key to institution building is to develop the leadership cadre throughout the Swazi system. However, this has not been applied to either in-country training activities or to in-service training institutions.

At present, the USAID mission views SWAMDP as primarily a training program. Any institutional development which occurs is viewed as a side benefit. Thus institutional development, particularly of training institutions, has not been a major concern under SWAMDP. It is not at all clear that mission views on this matter reflect the original intention of the project design team. That is, according to the project paper, a sub-purpose of the project is that...

"Selected Swazi institutions will have an increased capacity to carry out the training functions using Swazi personnel."

A close examination of the project paper supports the view that, at least as it was originally designed, SWAMDP was intended to have a very strong institutional development component. In terms of in-country training, the project paper makes clear that, to the extent possible, the teaching staffs of the various Swazi training institutions would teach the courses supplemented only as necessary by short term specialist trainers from the U.S. or other African countries.

Further it was the intent of the designers of SWAMDP that evaluations of the project should examine the extent to which in-country activities could be sustained after the completion of the project. To quote from the project paper:

"During the course of this project, the Mission will be experimenting in various ways in order to institutionalize this project element. Unlike long- and short-term overseas training, USAID/Swaziland has a limited track record insofar as ICT is

concerned. From this experience it appears that what is needed is the institutionalization of specific, sectoral-level training programs allowing for follow-up activity and shared experiences. Potential programs for ICT therefore will be judged against criteria as stated above as well as the GOS' ability to continue the activity."

Likewise, the contractor was given the following mandate: "...the Contractor will work with Swaziland training institutions and training officers to help them to develop their abilities to plan, manage and evaluate training programs." Further, all local level training for the rural sector, including community development and home economics training, was to be institutionalized within the Swazi system.

### 6.3 ISSUES

All of this would suggest a clear commitment to sustainability. In view of this, the USAID mission should reexamine the institutional development issue in part because it seems clear that one component of the end of project evaluation will be examination of the sustainability of project components.

A specific set of issues which need to be addressed both within the context of SWAMDP as well as USAID follow up activities in public service training relate to the Swaziland Institute of Management and Public Administration [SIMPA]. What is the specific status of SIMPA at this point and what are the policy constraints which have to be removed before it can be served under the project?

The Ministry view is that the training officers in government should do the training planning and projections while SIMPA and other training institutions should do the line training. The USAID view is that until certain policy constraints have been removed there will be no direct assistance to SIMPA. The policy constraints which are usually mentioned are as follows.

- Passage of the Semi-Autonomy Bill for SIMPA would provide for a degree of financial autonomy for the institute and allow for the employment of part-time lecturers. At present the bill is now dead and must be re-submitted to Parliament.
- GOS must address severe SIMPA staffing vacancies where there are two major problems. Except for two expatriates and a Swazi Principal SIMPA has only very junior staff, almost all of whom are on overseas training. In addition there are 8 vacancies out of 11 established posts.
- GOS must address the pay issue as it relates to the recruitment of more senior qualified staff. Current salary classifications do not motivate capable senior individuals to join SIMPA.

The view of SIMPA's leadership and officials in the Ministry of Labour and Public Service is that SWAMDP has ignored the institute. For example, GOS officials point out that SIMPA's nominations for overseas training under SWAMDP have all been turned down. In addition, in-country courses were not held at SIMPA. In a number of cases, courses were held at hotels "as though we [SIMPA] did not exist." Contractor response is that SIMPA was not willing to provide the venue for SWAMDP training.

Further, SWAMDP often was offering the same courses that SIMPA was scheduled to give. Thus the project was in competition with the local institution. Courses such as the Basic Management and Supervisory course are offered by SIMPA as well as the Institute of Development Management and on occasion by the Eastern and Southern African Management Institute in Swaziland.

The argument from SIMPA and the Ministry of Labour and Public Service is that discrete training activities held separately from an institutional base cannot be sustained after the end of the project. This point is well taken. In-country training in the form of short courses will have only a very limited impact upon the individual. In this way it has to be distinguished from long term participant training. Training is cumulative both for the individual and society. In-country training as a single, discrete exercise will not meet the goal of having administrators functioning at a higher level of skill and efficiency than before training. This can only occur if there is a sustainable capability to train both the current incumbents in government over their careers as well as future generations of administrators and professionals.

#### 6.4 CONCLUSIONS AND RECOMMENDATIONS

The Ministry's goal with regard to SWAMDP has been to have the contractors mount courses jointly with SIMPA and bring in people from MLPS to teach with overseas trainers where SIMPA cannot provide staff. While USAID's concerns with regard to SIMPA are well taken, it is impossible to get seriously involved in in-country training support without re-examining the issue of SIMPA. The issue needs to be addressed within the context of SWAMDP. Further, should a follow on activity include public sector, in-country training, an attempt will need to be made to address the structural and staffing problems of this institute.

With regard to in-country training capacity, consideration should be given to the idea of using the Institute of Development Management [IDM] to assist SIMPA in the development of training courses on a consultancy basis. The IDM is a relatively developed regional training institution, with financial autonomy decentralized to the three country campuses. Further, if there is a follow up project after SWAMDP which includes private sector or local government training, serious consideration should be made strengthening IDM in these areas.

Finally, With regard to institution-building, both the University and SCOT have been targets for institutional development under SWAMDP.

These are both examples where a relationship has developed out of a linkage between participant training and technology transfer in an institutional development mode. It is a model that should be more widely applied.

In particular, considerable resources have been provided to the University of Swaziland under SWAMPD; this includes topping up for U.S. professors teaching at UNISWA and participant training opportunities for staff development fellows. There are a number of discrete activities [or potential activities] which link the University and SWAMPD. The problem is that there is lack of focus with regard to university support. There is as yet no strategic plan for institutional development of UNISWA under SWAMPD and assistance does not fit into an overall plan to maximize the assistance. This again relates to the absence of an institution building strategy under SWAMPD.

## SECTION 7.0: MANAGEMENT ANALYSIS OF SWAMPD

There are a number of parameters which are covered by the term "management". For the purposes of the management analysis of SWAMPD the parameters will be delineated as follows:

- Organizational context;
- Planning and budgeting;
- Resource allocation and Implementation;
- Monitoring and Control; and
- Outcome measurement and analysis.

The management analysis of the SWAMPD project will be presented within this framework. It should be noted however, that the third and fourth items will be the primary focus of the report. They are the focus for two reasons; [1] They are where the more obvious management problems exist; and [2] this mid-point evaluation offers the opportunity to improve upon them.

### 7.1 ORGANIZATIONAL CONTEXT

Although the total environment within which SWAMPD has operated has remained relatively stable, changes have occurred within the Mission over the past four years which have bearing on how the project has and is being managed.

Beginning in 1984, the Mission's staff and portfolio began to grow rapidly. In February 1986, with the delegation of contracting authority transferred from the REDSO office to Mbabane, the Mission began to assume a wider regional role [Southern Africa]. Prior to this time, full fledged Controller and Legal Advisor functions were developed. However, perhaps because these functions were in an evolutionary state, their support has only gradually begun to be fully utilized.

This evolutionary process had attendant problems. Most of the problems which have occurred can be viewed as a natural part of the evolutionary process. In essence, all organizations which are in a growth mode can expect problems. The set of problems which the Mission is now working to resolve are:

- Prior management philosophy regarding contractor monitoring and control; and
- The extent to which loose project controls are allowed as a trade-off for flexibility.

### 7.1.1 Management Philosophy

Prior mission management philosophy was to cede a great deal of autonomy to contractors who were encouraged to develop and maintain lead roles with the various ministries. And, perhaps owing to the pre-growth state, contractor Chiefs-of-Party were able to by-pass Project Officers and deal directly with the Mission's front office. Furthermore, the Contracts Officer function and Legal Advisor function were not encouraged to provide vital internal control processes. All of this was exacerbated by informal practices whereby programmatic decisions were made -- generally agreed upon and followed -- but insufficiently documented.

Beginning in 1986, with a simultaneous staff turn over and increase, attempts were initiated by mission staff to apply more controls on the contractors. There were some successes, but at the price of continued resistance -- and apparently some sense of confusion -- from the contractors who apparently had become accustomed to fewer controls.

However, the signals were mixed partly as a consequence of continued notions regarding flexible applications of the contract.

### 7.1.2 Flexibility

As organizations grow, so do the requirements for new or additional administrative procedures. A small and "flat" organization can rely on informal communications and loose administrative procedures because the institutional memory is self-contained and shared. However, the Mission evolved into a traditional pyramidal structure where institutional memory became fragmented.

Nonetheless, "old habits [indeed do] die hard." Not surprisingly, there is a carryover refrain from the "old" organization best characterized as the need to be "flexible." In practice, this means that vestiges of informal communications styles and relaxed contracting standards still exist. The result is scant documentation and problematic contract compliance issues. The body of this report contains other examples of the negative impact of the informal communications process. However, one recent contract action is worth describing.

Amendment 6 of the TCC contract was ostensibly designed to tighten up amorphous language regarding use of OPEXers and Technical Advisors which had been introduced in TCC Contract Amendment 2 [February 1986]. However, the result was to enable use of OPEXers and Technical Advisors for other projects on a pass-through basis. It also relaxed the requirement for GOS payment of salaries. So, on the one hand, the amendment did provide mission flexibility to better manage allocation of resources; on the other hand, in some respects it will complicate project-specific monitoring and control. The amendment was conditionally passed by Counsel and signed by the Contracting Officer who was about to rotate out.

However, the new Contracts Officer, who came on board March 1988, and the existing Legal Advisor are now reviewing the amendment for possible cancellation or modification.

This is an important benchmark. The importance, organizationally, is not in the review of Amendment 6, but rather that two critical organizational oversight functions are now exerting more control.

## 7.2 PLANNING AND BUDGETING

The SWAMDP Project Paper presents the comprehensive plan and budget for SWAMDP. From project start in 1984 to PACL June 30, 1991, it effectively establishes the guidelines for division of roles and responsibilities of AID, GOS and the project contractors. It should be noted, however, that the project paper becomes superceded by the binding documents signed by GOS, the contractor, and USAID. The binding agreement between USAID and GOS, the Project Grant Agreement, provides the specific terms and conditions to which both parties are held responsible. Similarly, the binding agreements between USAID and the contractors are comprised of: [a] the contractors' proposals; [b] the contracts and amendments; [c] any approved implementation plans and/or work plans; and [d] approved statements of work pertaining to technical advisors, consultants, or contractor staff.

These points are presented to make the distinction that the project paper is USAID's "planning and budgeting" document only, and that it does not legally pertain to bilateral obligations specified in the grant agreement, the two contracts, and other related documents mentioned above.

The distinctions indeed are important because there exists some minor inconsistencies or variations, [i.e., in inputs, outputs, responsibilities] across common topics. Some of these inconsistencies have created contractual problems between the Mission and the contractors.

### 7.2.1 Project Paper

The Project Paper, inclusive of project description, logframe and budget annexes is a baseline planning document -- perhaps somewhat redundant in places -- with which AID began the project and which it uses to track and measure project outputs. It has been updated or modified in substantive ways via modifications to the Transcentury Corporation [TCC] and Academy for Educational Development [AED] contracts. The key modifications were:

- TCC

- Amendment 2 broadened/changed scope and accessibility to OPEXers, consultants, advisors, and revised responsibilities for participant management;

- Amendment 5 changed indirect cost rates;
- Amendment 6 further broadened scope and accessibility to consultants, OPEXers and advisors.
- AED
  - Amendments 1,2,3, and 5 were financial in nature; incremental funds were obligated; consultant pay levels were set [Amendment 4 is either missing, or #5 was mis-labelled].
- GOS
  - The six amendments to date increased project grant obligations to a total of \$16,415,829 [85% of planned USAID input].

Inherent to any long-range plans are their mutability. With a seven year PACD period, SWAMP has had changes, as evidenced by the above amendments. However, in varying degrees, the project is proceeding according to the original logframe. The deviations which have occurred are discussed in prior sections of this report.

#### 7.2.2 Transcentury Plans

TCC plans began with the proposal and contract. However, the key planning documents are, or should have been, the five year implementation plan and one year work plans. TCC's inability to deliver these plans either on a timely basis, or in substance acceptable to USAID is seen as a major problem.

The contract was effective December 15, 1984, but the five year implementation plan and phase I work plan [revised] was not delivered until October '85. This delivery, nine months into the project, was mostly due to the fact that the first chief of party did not arrive until June 1, 1985. Phase II, Phase III, and Phase IV were delivered late. None of the yearly work plans were approved in their entirety. Rather, approvals have occurred for discrete elements -- but not necessarily for all -- during the course of each "operating" year.

#### 7.2.3 Conclusion

The TCC planning process began as a minor problem and has become a major problem. It confounds USAID's ability to plan out-year activities either on a pro-active or reactive basis. There also exists an apparent inability of TCC to develop plans in congruence with its contract and with the various statements of work of its various advisors and consultants.

Conversely, USAID has contributed to the problem by either lack of action, or partial action on TCC documents or requests. The problem is further exaggerated by the lack of documentation when verbal approvals have been made. Furthermore, TCC makes apparently reasonable claims that it cannot always differentiate between matters of substance or format when the Mission rejects a workplan.

This dynamic between USAID and TCC, where the two parties cannot decisively come to terms with this particular problem, clouds their mutual ability to bring SWAMP to a smooth close.

#### **7.2.4 AED Plans**

Past AED work plans have also been problematic; the second Block report [February 1987] characterized Workplan problems as minor. AED's latest workplan [patterned on the Logframe] has been accepted by USAID and work is progressing accordingly. However, some of the action items presented in Section 5.0 [Development Communications] of this document, if acted on by USAID, will require actions outside and beyond the current work plan. Furthermore, given the problem AED has had in fully actualizing the capability of the GOS Coordinator, there is serious doubt about the sustainability of the Development Communications effort once AED concludes its activities.

#### **7.2.5 GOS Plans**

The GOS plan is the Project Grant Agreement. It is basically a fixed, point-in-time document which is only up-dated through Project Implementation Letters and Grant Amendments; the six grant amendments to date have incrementally increased funding obligations. However, there are a number of GOS inputs which do not appear to be in place; this has created attendant problems for the contractors. This absence represents a compliance problem regarding planned GOS inputs.

**7.2.5.1 GOS Budget Cycle.** The GOS budgeting cycle is a fiscal year process [see Appendix I for an illustration of the process flow] and, therefore does not easily accommodate the project's need for long term planning, or in some instances, to enable the contractor to provide services to their various constituent groups. This is further complicated by the mechanism established for allocation of funds to the participating ministries.

The funds allocation process begins when a recurrent line item is established for the Ministry of Labour and Public Service. In turn MLPS, distributes budgeted amounts to itself, the Ministry of Agriculture, and the Ministry of Interior. Interior distributes to the Swaziland Broadcasting and Information Services [SBS], the site of the development communication project. Agriculture, due to the organizational shift of the Community Development Office from MOAC to Tinkhundla in 1987, now distributes funds to the Community Development office through Tinkhundla.

**7.2.5.2 GOS Budget Process Impact.** The budget cycle and allocation process described above, though not unusual, has proven to be unresponsive to project needs. There is a consensus at the project operating level that GOS monetary contributions are not being made available either in the amount expected or on a timely basis.

The problem seems to lie in using a single ministry as the implementing agent. In theory a good idea, as a practice it has resulted in a bottleneck. Either funds are released late, or when they are released, project implementors may not receive their Order Books; the Order Book contains order forms [i.e., blank purchase orders] which are filled out with appropriate purchase details. Once approved, the order form is presented to a vendor or supplier in exchange for the goods or services. The order form becomes the invoice to be sent by the vendor/supplier to GOS for payment. However, it is claimed that many vendors or suppliers simply will not accept the order forms as a transaction mode. It is not clear whether the purported private sector dissatisfaction is based upon "slow pay" or "no pay".

Whatever the root cause, this problem has resulted in workshops being canceled, HE and CD officers having to travel by bus rather than by government transport, vendor invoices not being honored, and so forth. A major reaction on the part of both the contractors has been to absorb costs which AID maintains, and which the grant agreement appears to substantiate, are clearly GOS responsibility.

Also, a notion has been perpetuated that "government will pay back.." either the contractors or AID. Naturally, this practice does little to promote the concept of sustainability.

A number of project personnel within USAID, GOS and contractor organizations have mentioned trade accounts, or "revolving funds" as a solution. This, however, would not address the problem of institutionalizing [i.e. creating a recurrent budget line] for targeted project elements. Furthermore this would raise other questions best addressed by the either the USAID Financial Management Officer, Contracts Officer, or Legal Advisor.

**7.2.5.3 Change in the GOS Budget Cycle.** The issue of the yearly cycle, however, may change for the better. The Ministry of Finance is preparing, for Parliament's consideration, proposed legislation which would create a rolling three-year planning and budgeting process. If the bill is able to surmount a constitutional question, it would greatly enhance the GOS capability to plan -- and commit -- funds on a longer term basis for projects such as SWAMP.

## **7.3 RESOURCE ALLOCATION AND IMPLEMENTATION**

The various planning documents project usages of resources [people, capital, and real property] over the life of the project. Long range

plans, by definition are subject to change; the change may be either in the nature or availability of the resources [inputs] or in unanticipated environmental and institutional phenomena affecting the desired results [outputs]. Obviously there is a circular relationship.

In the case of SWAMP, the environment and target institutions have remained relatively stable. Certainly the desire on the part of AID and GOS for the planned outputs has not changed. And in a number of instances, logframe outputs have been or will be met or exceeded. In other instances, there are problems which require attention because they have affected project implementation; some of the issues will continue to affect implementation for the remainder of the project if not addressed. The issues are as follows:

- Within USAID
  - HR/GDO project management /oversight severely impeded by long periods of sick leave in addition to normal leave and TDYs;
  - SWAMP Project Management Officer operating at half the level indicated in the project paper; and
  - Training Officer slot intermittently filled.
- Within TransCentury
  - Discontinuity in Chief of Party slot;
  - Under-utilization of long and short term consultancies; and
  - Poor transition of personnel in key slots.
- Within AED
  - Change of Chiefs of Party resulted in a major shift in Development Communications approach; and
  - Lack of a properly trained and credentialed GOS appointed Coordinator who can assume the development communications responsibility.

### 7.3.1 USAID

SWAMP was to have been managed and staffed [see Project Paper pp 53-55] with the [a] Human Resources Development Officer, [b] Education Officer/Assistant Project Manager, and [c] Training Officer.

While it is impossible to judge -- in a vacuum -- whether or not the staffing level was or is sufficient, there have been and continue to be discontinuities, some major, at each level which make the current

staffing pattern an issue needing resolution.

**7.3.1.1 HRDO.** The position is now referred as the Human Resources/General Development Officer [HR/GDO]. This AID direct hire is responsible for four bilateral projects plus the bilateral implementation of two regional SADCC activities, in addition to SWAMP. Since the departure of the earlier HRDO in June of 1986, acting HR/GDOs have been appointed for large blocks of time [two weeks to two months]. The total FTE portion of time required for this back-up management support has been approximately 25%. The reasons for this were, or are: [a] a lag between the predecessor's departure, [b] major long-term illnesses, and [c] normal leave and TDY. Some of these junctures occurred around critical points of contractor turn-over in Chiefs-of-Party.

Although the mission carefully delegated backstop responsibilities to other USAID direct hires [who have full workloads], in essence, the responsibilities devolve to personal service contractors [PSC] who are also busy. Considering the fact that the mission's staff resources appear to be stretched, this situation seems to have constrained the ability of USAID to closely monitor and manage some of the more mundane elements of the project.

**7.3.1.2 Assistant Project Manager.** The Project Paper refers to this slot as an Education Officer/Assistant Project Manager; the budgeted amount indicates a full time assignment to SWAMP. From the project beginning, the slot has been filled with PSC personnel whose dedicated time to the project is only 50%. This is further complicated by the current PSC's past employment with AED; to avoid potential conflicts of interest, the PSC does not have any involvement with the AED contract.

Furthermore, the current PSC, whose contract title is Project Management Officer, is assigned responsibility for only parts of the TCC activities. The HR/GDO maintains direct management responsibility for all AED activities and other elements of TCC activities. Therefore, during absences of the HR/GDO, project responsibility has been assigned to the Program Officer, or more frequently, the Deputy Director.

However, to further illustrate the system constraints, as of May 5, 1988, the assigned PSC went on two months leave, the HRGDO remains on sick leave, another PSC, [dedicated to two small enterprise projects] is now nominally responsible for some day-to-day SWAMP operations. This is further complicated by the Mission Director's departure May 10, 1988 on bereavement leave. All this occurs at a critical point of the project:

- mid-term evaluation team is on site;
- attempted resolution of serious problems with TCC's most recent work plans is occurring; and
- possible delivery problems exist with an important impact

analysis [already late] being produced by TCC.

**7.3.1.3 Training Officer.** The Training Officer slot, currently filled by an FSN, has also suffered some discontinuities either as a result of turn-over and/or as a consequence of the need to provide paraprofessional training for each replacement.

### **7.3.2 Transcentury Corporation [TCC]**

The TCC operation is divided into two components, a field staff and a Home Office staff. The home office element has apparently run smoothly, whereas the field component has had problems.

**7.3.2.1 Home Office Support.** TCC's home office provides both a support function to the participant training component as well as some administrative support to the field activity. There has been strong continuity. Three individuals, providing approximately a 1.4 person level of effort since the beginning in December 1984. Another slot, having had one turn-over, has also been providing approximately a 0.1 to 0.2 person year level of effort since December 1984. Note that in June of 1987 additional Home Office support was requested by TCC.

**7.3.2.2 Field Office.** The Chief-of-Party slot has been a source of problems from project inception. Just prior to contract sign-off, TCC's proposed Chief of Party accepted another position, this resulted in a lapse of over five months before a Chief-of-Party arrived in country [June 1985]. This also meant that no five-year Implementation Plan nor Phase 1 work plan was available for either the Manpower Planner/ Economist, who arrived in February 1985, or TCC's Principal-In-Charge who brought in a team to work on the first round of overseas participants in January/February 1985. As it was, the original Chief-of-Party missed the 90-day delivery date [September 1, 1985]. A "Revised" version dated 1 October 1985 is available, but apparently was acceptable only in part. This, however, is not to say that this particular problem was unique to the first TCC Chief of Party; the two successors have had the same problem.

After 23 months [May 1987], the first Chief-of-Party was replaced by the TCC Executive Vice President [and Principal-In-Charge], for a period of approximately 5 months [May - September 1987]. The third Chief of Party, who relinquished the corporate position of President of TCC, arrived in September 1987. He was on leave during the mid-term evaluation; the Principal-In-Charge was Acting CoP during this period.

Except for the tenure of the Traditional Sector Specialists, there has been poor continuity or transition in many of the slots TCC is authorized to fill. The poor transition seems to be caused by re-definitions of job duties for incoming individuals who, ideally,

should be providing follow-up to activities initiated by prior consultants.

**7.3.2.3 Conclusions.** The period of highest productivity [in-country] occurred during the tenures of the first Chief of Party and Traditional Sector Specialist. It was during this period that an intensive amount of work was accomplished.

Unfortunately, for both USAID and TCC, the departed Traditional Sector Specialist, upon departure, failed to deliver necessary final reports pertaining to activities under his purview. Consequently, USAID authorized the engagement of a consultant who was to have begun conducting an impact assessment of the Traditional Sector component.

Since that period, the following events or activities are noted:

- The departed Traditional Sector Specialist's report, nominally due in August 1987 arrived in April 1988 [dated September 1987];
- A consultant assessment on the Traditional Leader program nominally due early 1987, was just produced in edited final [May 1988] by the In-Country Training Manager; and
- The consultant hired to produce a Traditional Sector Impact Assessment has ignored the Traditional Leader component, and has still not completed the expected impact analysis of the Zenzele component.

Two other functions also represent problems: The In-Country Training Manager function and the Participant Training Manager.

The In-Country Training Manager is, at present only fulfilling some of the duties required in the job description/scope of work. Furthermore, some of his time apparently has been diverted to editing the Traditional Leader assessment report mentioned above. The Participant Process Selection Manager, whose two year contract ran out -- with request for renewal denied by USAID -- has left a void regarding the current round of participant selections. Furthermore, the Participant Process Selection Manager apparently acted as a "gatekeeper" of the PTS computer system; the consequence of his departure has been to leave TCC with no apparent ability to readily access or manipulate the data base.

The 12 month period between July 1987 and May 1988, and by extrapolation, up to July 1988 has reached the crisis point. And, it is a paradoxical crisis. That is, the traditional sector component, to many outward, subjective appearances, seems to be a relative success within the context of the Log Frame. However, the absence of the required impact analyses has created a dilemma. Lacking comprehensive, objective analyses of the Traditional Sector, USAID has had no rational grounds from which to make important programmatic and funding decisions regarding

the traditional sector.

Finally, at the request of USAID, TCC has been providing participant selection support to the AFGRAD program; plans to provide similar support to a Penn State program were recently cancelled by the HR/GDO. On the one hand, one can view this support [outside contractual requirements] as synergy or as a probable economy of scale effort; on the other hand, lacking concrete evidence of how much of a resource drain this effort represents, there is no way to determine if it makes sense. Furthermore, considering TCC's problems in delivering contractual requirements, the cooperative effort has to be questioned.

In sum, regardless of all USAID/TCC debates regarding clarity of direction by USAID, TCC's management of its resources has to be questioned.

### 7.3.3 AED: Discussion

In relation to TCC, AED is a much smaller project component. Home Office support is basically a logistics and accounting function. The field office is staffed with The Chief of Party, an office assistant, and currently a radio broadcast consultant. The AED staff is supplemented by a GOS official, who serves as Coordinator, and a typist.

A major problem looms in this regard. The Chief of Party, who spends a large amount of time in a training/teaching mode will soon lose the support of the consultant -- who at times absorbs some of the administrative duties not fulfilled by the Co-ordinator. The Chief-of-Party is scheduled to return to a University post in the States where tenure is probable. This means that as of January 1989, the project will essentially become "headless". At this point it is extremely doubtful that project activities will be sustained. Consequently, USAID needs to closely examine its position regarding continued support. Recommendations pertaining to continuation of this project element were presented in Section 5.0.

## 7.4 MONITORING AND CONTROL

SWAMDP has been described as a complex project; and in many respects it is. However, the complexity has more to do with financial data and less with substantive, programmatic components. For the most part, the project components are discreet and easily viewed and analyzed [monitored and controlled] as segments of a larger whole. However, the various pricing structures for the TCC contract, some of which depend upon situational judgment calls, are indeed complex. For example, fee only is charged to OPEXers on the pass through basis; but, when recruitment and other administrative efforts occur, a G & A cost is also applied. Or, how should the created position of Executive Officer be counted -- against overhead, or as a fully funded project staff position? These types of questions confound USAID's ability to monitor and control.

But, the financial monitoring and control element of management [as a means to an end] is the most critical at this mid-term stage of the evaluation. It is the management element which, if improved, could greatly increase the efficiency, viability, and credibility of SWAMDP. In sum, it is USAID's greatest single weakness as regards keeping SWAMDP on track.

This is not to say that USAID does not track delivery of required inputs or requests, nor does it mean that records are not being kept. Management and staff are very aware of project status, and problems as they occur; also, corrective action is generally taken or attempted when a problem surfaces. However, it is the lack of a system which confounds USAID's ability to avoid problems through effective monitoring and control. What seems to be lacking is:

- A system for reporting of those GOS inputs required under the Grant Agreement;
- Commonly accepted definition of terms regarding GOS in-kind and cash contributions;
- Commonly accepted definition of terms regarding cost components for purposes of cost allocation of contractor expenses;
- Single source document [using commonly accepted terms] to record contractor expenditures on an actual versus budgeted basis by point-in-time [voucher period] and cumulatives;
- Tracking system used to trigger USAID action on contractor [and GOS] inputs, reports, and so forth not produced according to mutually agreed schedules.

#### 7.4.1 Monitoring GOS Inputs

There apparently is no question that GOS is not providing some specific line-item inputs. On the other hand, it is meeting the major cost inputs for international air travel for participants. It also may be providing support in areas outside the Grant Agreement requirements. However, in the absence of GOS reports on required inputs, USAID has not been able to effectively monitor support to all the various project elements. As a result, it is difficult to determine the degree of shortfalls, and from that, to be able to specifically request corrective action. Over and above the GOS obligation to support the project components, a reporting mechanism to record in-kind and cash contributions will benefit both GOS, USAID, and the project. If the project is to achieve eventual sustainability, then GOS and USAID must know the actual support costs in order to rationally incorporate the desired project elements into the government budgeting process. Conversely, if the project is continued to be viewed as an "AID effort", then it will not be effectively transferred.

## 7.4.2 Monitoring Contractor Inputs

The Gonson Report represented an attempt to get a grasp on project elements as they relate to contractor cost allocations. The author had to create assumptions based on data from the various project source documents, contractor invoices [TCC], and ad hoc guidance from various AID personnel. As a result, assumptions concerning cost allocations for specific project components had to be subjective and therefore are still open for fine-tuning.

Nonetheless, the report is useful because it provides a beginning baseline [and budget forecasts] for continued analysis. For example, it correctly identified some erroneous project cost allocations made by TCC. Conversely, it illustrates the fact that there is no consensual baseline within AID from which end-of-project cost analysis could be conducted.

The Gonson Report, however, does miss the mark in a few areas for this reason. Furthermore, it is a point-in-time measure; the Mission relies on its accounting system reports [MACS] to continuously track and compare budget to ongoing actual expenditures. This is further complicated by the fact that TCC invoices USAID with four vouchers; Participant expenses and delivery orders for OPEXers are presented on a cost per item plus general and administrative costs; Participant Management and Technical Services/In-Country Training are broken down into Home Office and Field Office costs. An example of the type of problem this poses is the difficulty in allocating those portions of Home Office expenditures to the field elements to which Home Office personnel provide direct support. Another example of the allocation difficulty is how to allocate TCC Chief-of-Party costs to the various project elements.

In conclusion, up to this the mid-point of the project, the lack of a sound financial control mechanism perhaps was not critical -- particularly considering that a number of the project components were experimental and therefore in a state of flux. However, the project has hit that stage where it is at "the neck of the funnel." It is important that some form of manual or electronic spread sheet be developed and utilized.

## 7.5 RECOMMENDATIONS: MID-TERM

The size and complexity of SWAMP does not have to imply that administrative and management requirements need be proportionately complex. Put simply, the administrative requirements are basically the same for a \$2,000,000 project and a \$20,000,000 project. There might be twice the detail to track and absorb in the larger project, but certainly not ten times the amount. In other words, with some relatively easy fixes, SWAMP can be brought on track.

### 7.5.1 TCC Workplans

USAID and TCC should make a concentrated, joint effort to close on a workplan which is clearly understood by both parties. Since the contract ends December 15, 1989, the plan should run to that date. The objective should be to identify all activities inclusive of staff and consultants and their associated timelines [and costs]. Authorization to proceed should cover all activities; incremental action should occur only to terminate an activity, or to modify an activity. Ideally, the plan should be in effect by 1 July 1988.

It is strongly recommended that discussions between the Mission and TCC concerning contractual requirements [and related functional definitions] be held in the presence of the Contracts Officer; the CO should be the final arbiter. If possible, his decision should be rendered during the time of the meeting[s].

### 7.5.2 Cost Allocation Tracking System

In order to effectively measure [and monitor] contractor costs against project line items, it is recommended that a PC-driven spread-sheet should be developed; one such spread-sheet was developed in order to generate the Gonson Report. First, however, would be some steps which should occur in order to administer the spread-sheet. These steps are:

- Identify and define [in concert with the contractors] all direct project component costs.
- Develop allocation algorithms which will enable pro-rata associations of ODC's, Project Management, G & A, and so forth against the specific project components.
- From the above, develop a pro-forma schedule which depicts budgeted amounts on a monthly or quarterly basis.
- Input incoming voucher data into the spreadsheet to compare actuals against budget.

### 7.5.2 GOS Contributions

AID should gather more detail on the proposed legislation to change the GOS budget to a rolling three year cycle; it is given a fair chance for passage prior to the 1989-90 fiscal year. A three year budget cycle could provide an excellent opportunity to lock-in longer-term funding, particularly if some SWAMDP components are extended. In this respect it should be noted that the three-year rolling plan will be tied to the GOS National Development Plan. Thus, a SWAMDP tie-in probably would have to be associated with elements of the Development Plan.

There are two primary ways a tie-in could be approached. One would be to seek a definitional way in which to denote certain SWAMPD elements as capital items. It has been proposed that locking in SWAMPD inputs as a capital line item would provide better assurances of reliable, ongoing funding [only for three years]. The other way would be to negotiate recurrent budget lines for all participating ministries. The latter approach would be more congruent with the intent to institutionalize certain SWAMPD cost elements [e.g. CD and HE workshop costs] as re-current costs.

Concurrently, in order to enable [at least for] end-of-project accounting, a reporting system should be developed to measure GOS inputs to the project. The initial steps would be:

- Identify all required inputs by type, number or frequency, and when required;
- Segregate, where necessary, the inputs according to project element;
- Develop cost algorithms to quantify in-kind contributions;
- Develop allocation algorithms which will enable pro-rata associations of in-kind to variable real costs [in effect, overhead multipliers];
- From the above, develop a pro-forma schedule which depicts budgeted contributions on a pro-rata basis; and
- Work with GOS accountants to determine the most effective means to access expenditure data to enable timely reporting.

The process would be:

- Government would report expenditures;
- Contractors would report the actual supply of in-kind services;
- USAID would input the data into either an electronic or manual spreadsheet; and
- USAID would distribute the budget-to-actual report to GOS and the relevant Chiefs of Party.

### 7.5.3 AID Resource Allocation

AID is at a critical juncture where it is: [a] attempting to rectify current contractor performance problems; [b] developing a strategy to bring the project to a smooth close with additions or deletions of scope and funds; and [c] incorporating lessons learned into

a potential SWAMPD successor project. In this regard it is recommended that action be taken to strengthen and broaden the role of Project Management Officer. The recommended changes are:

- Increase the level of support up from 50% to a 100% dedicated slot [as per the project paper];
- Delegate all day-to-day administrative and oversight functions [for the entire project] to the PM;
- Ideally, the assignment should be delegated to someone with current familiarity with the project;

## 7.6 OTHER RECOMMENDATIONS

Items which might be typified as "housekeeping" details, but which deserve brief mention as recommendations are:

- Develop a manual or electronic timeline which consolidates and charts all expected contractor deliverables [i.e., special reports, workshop schedules, corrective action items, consultant tenure, and so forth];
- Ask the contractors to begin producing brief monthly activity reports [however at this time they are not contractually obligated to do so]; and
- Reconcile the dichotomies which occur between the Project Paper, contracts, and contract amendments [e.g., the Project Paper requires that 64 students, averaging ten per year, be sent for short-term training; this language was carried over to the TCC contract; however is TCC obligated to send 50 (5 times 10) or 64 short-termers?]; settle on what the actual contractual outputs should be well prior to the close of the contracts to better enable final project evaluation.

Furthermore, but in a longer-term context, the items addressed above can or should be kept in mind for successor project RFP development. The RFP which initiated SWAMPD was not written and arranged in the standard U.S. federal government format and, therefore, in some cases, did not contain some of the usual safeguards. It was very difficult to ascertain how, when, and where reports would be produced and delivered, for example. Pricing and cost allocation instructions were absent. And, as cited above, contradictory requirements occurred. A tightly defined RFP -- and eventual contract -- is the best protection for both contractor and USAID.

Finally, the most dominant longer-term issue is whether to split a successor project into component parts, or to maintain the current umbrella concept. The natural tendency may be to view some of the current operating problems as having been caused by too "large and

complex" a project. However, before USAID comes to a conclusion that down-sizing and compartmentalizing is the necessary approach, it should carefully consider all the pros and cons.

The major consideration would be the inherent expectation that a functional expert would also be a competent and politic administrator and manager; smaller projects can force such a combined requirement. And, unless local recruitment is possible, filling a management slot on a part-time basis is not feasible. In the same vein, a larger project with more staff enables contractor management to allocate professional time across related functional lines or even for ad hoc -- that is, the usual unforeseen -- requirements.

In conclusion, how USAID structures a successor project should be determined only after careful analysis of all factors. It may find that the objective evidence will point to a large, centrally managed project.

**APPENDIX A: BRIEFINGS/MEETINGS/INTERVIEWS  
CONTACT LIST [April/May 1988]**

**US EMBASSY**

Harvey Nelson, Ambassador

**USAID SWAZILAND**

Roger Carlson, Director  
Leticia Diaz, Human Resources and General Development Officer  
Alan Foose, Regional Health Development and Population Officer  
Michael Kenyon, Regional Contracts Officer  
Harry Johnson, Deputy Director  
Joan Johnson, Program Officer  
Lili Martella, Agriculture Development Officer  
Richard Solloway, Regional Financial Management Officer  
Edward Spriggs, Regional Legal Advisor  
Max Gonson, Program & Financial Analyst [PSC]  
David Martella, HRGDO Project Management Officer [PSC]  
Jan Rockliffe-King, HRGDO Project Management Officer [PSC]  
Mary Pat Selvaggio, Assistant Regional Health Population & Nutrition  
Officer [IDI]  
Phumlile D. Shongwe, Participant Training Assistant

**MINISTRY OF LABOUR AND PUBLIC SERVICE [MLPS]**

Andreas Fakudze, Principal Secretary  
C.S. Ceko, Head, Management Services Division  
Ephraim Hhlope, Former Undersecretary  
Futhi Kuhlase, Undersecretary, Department of Training and Localization  
Kenneth Magagula, Principal Personnel Officer, Department of Training and  
Localization  
Dr. Joseph Ziyane, Principal, Swaziland Institute of Management and  
Public Administration

**MINISTRY OF AGRICULTURE AND COOPERATIVES [MOAC]**

Christobel Motsa, Chief Home Economics Officer

**TINKUNDLA**

Robert Mdluli, Principal Secretary  
Prince Phuhlaphi L. Dlamini, Undersecretary  
Jane Dlamini, Chief Community Development Officer

## APPENDIX A Continued

### **SWAZILAND BROADCASTING INFORMATION SERVICE [SBIS]**

Norman Malinga, Director  
Ezrome Khumalo, Deputy Director  
Phillip Skhosana, Public Relations Officer  
Michael Mtshali, CDC Coordinator

### **OTHER MINISTRIES/INSTITUTIONS/ORGANIZATIONS**

Christopher Adams, Technical Advisor, Ministry of Finance  
Bheki Dlamini, Country Director, Institute of Development Management  
Peter Dodd, Federation of Swaziland Employers  
Trusty Masuku, Training Officer, Ministry of Health  
Robert Reed, OPEX, Swaziland Institute of Accountants

### **UNIVERSITIES/COLLEGES**

Leonard Lukhele, Principal, Swaziland College of Technology  
Dr. Lydia Makhubu, Vice-Chancellor, UNISWA  
Almon Mkhwanazi, Director, DEMS, UNISWA  
P. Kingsley, Lecturer, UNISWA  
R. Kuhn, Lecturer, UNISWA  
V. Similane, Registrar, UNISWA

### **TRANSCENTURY CORPORATION**

Louis Mitchell, Chief-of-Party  
Marilyn Richards, Principal-In-Charge  
Joy Christie, Executive Officer  
Michael Colson, Participant Process Selection Manager  
Fay Cowan, Participant Coordinator  
Sheila Grant, Assistant Participant Coordinator  
Robert Hitchcock, Former Long-Term Advisor, Traditional Sector Training  
Sharon Ladin, Consultant  
Vera Maziya, Assistant Participant Process Selection Manager  
Leon Muffet, In-Country Training Manager

### **ACADEMY FOR EDUCATIONAL DEVELOPMENT [AED]**

Alan Kulakow, Director, African Projects  
Polly McLean, Chief-of-Party  
Esta Nelson, former Chief-of-Party  
John Wark, Radio Broadcast Consultant

### **CURRENT AND GRADUATED STUDENTS [INTERVIEWEES]**

Interviewees not listed to ensure anonymity

## APPENDIX B: MATERIALS REVIEWED [APRIL/MAY 1988]

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**APPENDIX B Continued**

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## APPENDIX B Continued

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**APPENDIX C: TRANSCENTURY/STAFF, STTA, and PIOTs  
[As of 5/88 and with amendments provided 9/13/88 by TCC]**

<b>HOME OFFICE</b>	<b>FUNCTION</b>	<b>START DATE</b>	<b>END DATE</b>
Marilyn Richards	Principal-in-charge	15 Dec 84	15 Dec 89
Faye Cowan	Participant Training Coordinator	15 Dec 84	15 Dec 89
Dana Danowski	Project Coordinator	1 Jun 87	15 Dec 89
Sheila Grant	Program Officer	15 Dec 84	15 Dec 89
Pamela Parmer	Project Coordinator	15 Dec 84	30 May 87
<b>FIELD OFFICE</b>			
Louis Mitchell	Chief-of-Party	23 Jul 88	15 Dec 89
Marilyn Richards	Acting Chief-of-Party	1 Apr 87 22 Apr 88	22 Jun 87 Jun 88
Robert Stoltz	Chief of Party	1 Jun 85	31 Mar 87
Michael Colson	Participant Process Manager	26 Feb 86	30 Apr 88
Laurence Coore	Manpower Economist Planner	Feb 85	31 Aug 85
Robert Hitchcock	Traditional Sector Specialist	1 Jul 85	31 Jul 87
John King	Manpower Development/ Training Planner	17 Feb 86	16 Feb 88
Leon Muffett	In Country Training Manager	29 Sep 87	15 Dec 89
Vera Maziya	Assistant Process Selection Manager	16 May 86	15 Dec 89
Joy Christie	Executive Officer	2 Jun 86	15 Dec 89
Phindile Dlamini	Secretary	1 Nov 87	15 Dec 89
Kensey Mtetwa	Secretary	1 Oct 85	31 Mar 86
Mabis Masuku	Office Housekeeping/ Janitorial	1 Oct 85	30 May 87
Matildah Mofokeng	Office Housekeeping/ Janitorial	1 Jul 87	15 Dec 89

APPENDIX C Continued

STTA [PART TRNG]*	ACTIVITY	REPORT	DATES	DAYS
Ayton, Trevor	Computer Orientation	N/A	Nov 85 May-Jun 86 May 87	11
Balzer, Mildred	Toefl Workshop	N/A	Oct 85	5
Cohen, Janet		N/A	Oct 85	1
Fisher, Jeanne	Participant Training, Toefl, etc.	N/A	Oct-Nov 86	10
Jenkins, Karen	Participant Support [Zambia]	N/A	Sep 86-Dec 87	24
Lewis, Shelby	Participant Support [Zimbabwe]	N/A	Mar 86-87	15
Mayisela, Nelson	Computer Orientation Workshop	N/A	Nov 85, May 86, May 87	9
Myeni, Dr. Annie	Participant Training, Toefl, etc.	N/A	Oct-Nov 86, Jun 87	10
Ndlangamandla Shaka	Computer Training, Workshop	N/A	Nov 85, May 86 May 87	9
Neill, Dolapo	Participant Training, Toefl, etc.	N/A	Oct-Nov 86, May-Jun 87	11
Nsibande, Eunice	Participant Training, Toefl, etc.	N/A	Oct-Nov 86	11
Richardson, David	Computer Orientation Workshop	N/A	Nov 85, May 86 Jun 86, May 87	11
Stoltz, Douglas	PTS Computer System	Yes	Feb 86-Jan 87	240
Wallace, Emily	Participant Training, Toefl, etc.	N/A	Oct-Nov 86	11
White, John	Participant Training, Toefl, etc.	N/A	Jun 87	10**
			<b>TOTAL</b>	<b>388</b>

\* Does not include Advisory Groups convened to develop training plans and placement recommendations

\*\* Unknown, assumed 10 based on other data

**APPENDIX C Continued**

<b>STTA [ICT/OTHER]</b>	<b>FUNCTION</b>	<b>REPORT</b>	<b>DATES</b>	<b>DAYS</b>
Apostolides, C.	Computer Assistance	N/A	Apr 87-Dec 88	44
Argo, Jan	Handicrafts Needs for Rural Women	Yes	May-Jun 86	22
Bjorck, Bjorn	Block Making Handbook	Yes	Oct 86-Feb 87	30
Cook, Gayla	Planning & Training	Yes	Aug 86 Oct-Nov 86	30 50
Dludlu, Siphon	HE Data Analysis	Yes	Jun-Jul 86	10
Ebert, James	Remote Sensing	Yes	Jun-Jul 86	28
Fisher, Jeane	Research/Write/Edit Zenzele Training Materials	See Cook	Oct 86-Sep 87	19
Garder, Robert	Assess ToT Design/ Seminars for HRD Handbook	Yes	Jul 86 Feb 87	55
Garber, Laura	Tasekhaya Newsletter	N/A	Sep 87-Jun 30 88	57
Ginindza, Thoko	Zenzele Training Materials Preparation and Translation	See Cook	Oct-Nov 86 Mar 87	30
Kelly, Barbara	Training HE for rural Women's Associations	See Cook	Oct-Nov 86	23
Kgasi, Tsidi	Training HE for rural Women's Associations	See Cook	Oct 86-Jan 87	35
Ladin, Sharon	Zenzele	In Process	Oct 87-Jun 88	196
Lougran, Lisbeth	Handicrafts Needs for Rural Women & Workplan	Yes	May-Jul 86 Feb-Mar 87	34
Memper, Willie	Video of Gayla Cook/ Barbara Kelly/ Activities	Video	Nov 86	5
Miller, Beatrice	Graphic Artist Illustrations and layout	Yes	Jun-Sep 86 Feb-Apr 87	40

**APPENDIX C Continued**

Nelson, Robert	Bus, Management Certificate Course Assessment	Yes	Aug 86	16
Patrick, Richard	Survey of Chiefs	Yes	Mar 86-Jan 87	62
Pfotenhauer, Allen	Assessment of CD Certificate	Yes	Oct 86-Feb 87	35
Sangweni, Margaret	HE Data Analysis	Yes	Jun-Jul 87	5
Soden, John	Institute of Accountants	Yes	Sep-Nov 86	23
Stoltz, Camilla	FMS Computer System	Yes	Jul/Aug/Oct 86	27
Tomlinson, Jane	Business Management Training Assessment	Yes	Sep-Oct 87	20
			<b>TOTAL</b>	<b>896</b>

### APPENDIX C Continued

OPEX [PIOT]	FUNCTION	START DATE	END DATE
Argo, Peter*	Rural Reconstruction Roads Rehabilitation Engineer [Ministry of Works and Communications]	1 Oct 84	30 Nov 87
Kramer, Terrence*	Rural Reconstruction Roads Rehabilitation Engineer [Ministry of Works and Communications]	24 Oct 84	31 May 87
Adams, Kermit*	Lecturer Agricultural Education [University of Swaziland]	1 Jul 85	30 Jun 87
Jenkins, David*	Hydrologist [Ministry of Natural Resources]	28 Sep 85	27 Sep 87
Hoadley, William	Public Health Engineering Advisor [Rural Water Borne Supply Project]	1 Oct 86	30 Sep 88
Reed, Robert	Technical Education Director [Swaziland Institute of Accountants]	16 Feb 88	15 Feb 90

### CONSULTANTS [PIOT]

Vuuren, David Van	Equipment Repair and Maintenance Specialist [Central Transport Authority]	1 Oct 85	30 Sep 87
Herbert, Peter Thomas	Master Mechanic Inspector [Central Transport Authority]	30 Jan 86	30 Sep 87

\* The PIO/T, originally administered by TransCentury under the Southern African Manpower Development Project, was transferred to the Swaziland Manpower Development Project.

[APPENDIX C Continued]

PERSON-DAYS SHORT-TERM TECHNICAL ASSISTANCE

	1985	1986												1987												1988			
	O N D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A
CD TECH ASSIST		<u>28</u>																											
CD ASSESS/ANALYSES		<u>97</u>																											
HE TECH ASSIST														<u>278</u>															
HE ASSESS/ANALYSES														<u>211</u>															
ICT TECH ASSIST														<u>23</u>															
ICT ASSESS/ANALYSES		<u>91</u>																											
GEN. COMP. TECH ASSIST														<u>44</u>															
FMS COMP. TECH ASSIST		<u>27</u>																											
GRAPHICS		<u>20</u>												<u>20</u>															
NEWSLETTER																										<u>57</u>			
COMPUTER ORIENTATION	—	—												<u>40</u>															
PART. TRNG TOEFL WKSHP	—													<u>69</u>															
PART. SUPPORT [AFRICA]														<u>39</u>															
PTS COMP. SYS		<u>240</u>																											

115

**APPENDIX D: TRANSCENTURY/SWAMDP  
IN-COUNTRY TRAINING [ICT] COURSES [6/85-5/88]\***

Title	Dates	Participants
1. Computer Familiarization	Jun 28-Jul 1, '85	40
2. Computer Familiarization	Oct 24-27, '85	32
3. Computer Familiarization	May 16-18, '86	31
4. Computer Familiarization	Jun 20-22 '86	13
5. Basic Supervisory/ Management Course	Apr 7-11, '86	18
6. Basic Supervisory/ Management Course	Aug 11-15, '86	18
7. Computer Concepts For Managers	Aug 20-23, '86	18
8. Basic Supervisory/ Management Course	Sep 8-12, '86	18
9. Basic Supervisory/ Management Course	Sep 29-Oct 3, '86	18
10. Seminar on Handbook For Human Res. Development	Feb 9-13, '87	15
11. Seminar on Handbook For Human Res. Development	Mar 16-20, '87	13
12. Seminar on Handbook For Human Res. Development	Apr 27-May 1, '87	15**
13. Computer Familiarization	May 15-17, '87	33
14. Computer Familiarization	May 13-15, '88	22
<b>TOTAL</b>		<b>304</b>

\* Source: TCC

\*\* Estimate -- The contractor has not been able to locate the list of participants.

**APPENDIX E: SWAZILAND MANPOWER DEVELOPMENT PROJECT  
LONG TERM [ACADEMIC] PARTICIPANT QUESTIONNAIRE**

**I. GENERAL BACKGROUND**

Name: \_\_\_\_\_

Address: \_\_\_\_\_  
\_\_\_\_\_

Telephone: \_\_\_\_\_

Age: \_\_\_\_\_ Gender: \_\_\_\_\_

Marital Status at time training began: \_\_\_\_\_

Number of children: \_\_\_\_\_

Period of training from \_\_\_\_\_ to \_\_\_\_\_

Training institution \_\_\_\_\_

Location \_\_\_\_\_

Field of study \_\_\_\_\_

Degree obtained \_\_\_\_\_

Level of education before training \_\_\_\_\_

**II. SELECTION**

A. What were you doing in Swaziland before you were selected for this program? [government \_\_\_\_\_ private sector \_\_\_\_\_ Other \_\_\_\_\_]

B. How did you learn about this program? \_\_\_\_\_

C. How were you selected to be a participant? \_\_\_\_\_

D. What did you think of the selection process? [fair, too complex, etc.]  
\_\_\_\_\_

APPENDIX E Continued

III. MONITORING AND SUPPORT

A. ORIENTATION IN SWAZILAND

1. Did you attend an orientation session or sessions in Swaziland?

No\_\_\_\_\_ Yes\_\_\_\_\_

2. If yes, What did it [they] include?

3. Was there anything in the orientation that you wish had been included, excluded?\_\_\_\_\_

4. Was the orientation helpful in preparing you for your studies in the U.S.?

Very helpful\_\_\_\_\_ Somewhat helpful\_\_\_\_\_ Not very helpful\_\_\_\_\_

B. ARRIVAL IN THE U.S.

1. Did you have any problems on arrival in the U.S.?

No\_\_\_\_\_ Yes\_\_\_\_\_ If yes, please explain\_\_\_\_\_

2. Did Transcendental give you an orientation in the U.S.?

No\_\_\_\_\_ Yes\_\_\_\_\_

3. If yes, do you wish the orientation had covered more or other subjects?

No\_\_\_\_\_ Yes\_\_\_\_\_ If yes, what?\_\_\_\_\_

C. TRAINING

1. Was the training institution appropriate for your training plan?

Yes\_\_\_\_\_ No\_\_\_\_\_ If no, please explain\_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

APPENDIX E Continued

2. What did you think of the institution regarding:
- a. living arrangements? \_\_\_\_\_
  - b. social? \_\_\_\_\_
  - c. transportation? \_\_\_\_\_
  - d. language difficulties? \_\_\_\_\_
- \_\_\_\_\_
3. How were you treated by the University/College [administration, faculty, other students, officials, etc.]? \_\_\_\_\_
- \_\_\_\_\_
4. How often were you contacted by Transcentury in a year?
- Times a year \_\_\_\_\_.
5. Did you contact Transcentury about problems or questions?
- Yes \_\_\_ No \_\_\_
- If yes, how many times \_\_\_\_\_?
6. If yes, were you satisfied with the help you received?
- Yes \_\_\_ No \_\_\_
7. If no, please explain. \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_
8. What type of financial support did you receive from your government while you were in training?
- [a] first year/full salary \_\_\_\_\_
  - [b] second year 1/2 salary \_\_\_\_\_
  - [c] second year family subsistence \_\_\_\_\_
  - [d] third and other: years 1/2 salary \_\_\_\_\_

APPENDIX E Continued

- H. If your employer is not the same, please explain. \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
- I. How appropriate was the training to your job responsibilities?  
Very appropriate \_\_\_\_\_ Appropriate \_\_\_\_\_ Inappropriate \_\_\_\_\_
- J. How would you rate the quality of your academic program?  
Excellent \_\_\_\_\_ Satisfactory \_\_\_\_\_ Poor \_\_\_\_\_
- K. What was lacking in your training program that you need to perform your job? \_\_\_\_\_
- L. Are you using new techniques or methods in your job? \_\_\_\_\_
- M. Have you had problems in your office applying what you learned?  
Yes \_\_\_\_\_ No \_\_\_\_\_. If yes, please explain. \_\_\_\_\_  
\_\_\_\_\_
- N. Did you have practical or complementary training? Yes \_\_\_\_\_ No \_\_\_\_\_
- O. How useful was it to prepare you for your responsibilities?  
Very useful \_\_\_\_\_ Useful \_\_\_\_\_ Marginally useful \_\_\_\_\_
- P. Have you trained your colleagues since you returned home?  
No \_\_\_\_\_  
Yes \_\_\_\_\_ If yes, please explain how [OJT, lectures, informal] \_\_\_\_\_  
\_\_\_\_\_

**V. FOLLOW-UP SUPPORT AND RECOMMENDATIONS**

- A. Have you had any additional training in Swaziland to help you perform your job? No \_\_\_\_\_ Yes \_\_\_\_\_ If yes, how many times? \_\_\_\_\_.

APPENDIX E Continued

B. If yes, by whom was it presented and sponsored?

	Sponsored	Conducted
[1] employer	_____	_____
[2] Trancentury	_____	_____
[3] A.I.D.	_____	_____
[4] Other	_____	_____

C. If yes, please describe the training \_\_\_\_\_  
\_\_\_\_\_

D. What contacts have you had with A.I.D. since you returned from training? \_\_\_\_\_

E. Do you need professional support or assistance from A.I.D.?

No \_\_\_ Yes \_\_\_ If yes, please explain \_\_\_\_\_

F. Do you have any recommendations to make for improving the SWAMPD training program? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**APPENDIX F: SWAZILAND MANPOWER DEVELOPMENT PROJECT**  
**SHORT TERM [TECHNICAL] PARTICIPANT QUESTIONNAIRE**

**I. GENERAL BACKGROUND**

Name: \_\_\_\_\_

Address: \_\_\_\_\_  
\_\_\_\_\_

Telephone: \_\_\_\_\_

Age: \_\_\_\_\_ Gender: \_\_\_\_\_

Marital Status at time training began: \_\_\_\_\_

Number of children. \_\_\_\_\_

Period of training from \_\_\_\_\_ to \_\_\_\_\_

Training institution \_\_\_\_\_

Location \_\_\_\_\_

Field of study \_\_\_\_\_

Level of education before training \_\_\_\_\_

**II. SELECTION**

A. What were you doing in Swaziland before you were selected for this program? [government, private sector, other?] \_\_\_\_\_

B. How did you learn about this program? \_\_\_\_\_

C. How were you selected to be a participant? \_\_\_\_\_

D. What did you think of the selection process [fair, too hard, etc.]?  
\_\_\_\_\_

APPENDIX F Continued

III. MONITORING AND SUPPORT

A. ORIENTATION IN SWAZILAND

1. Did you attend an orientation session or sessions in Swaziland?

No \_\_\_\_\_ Yes \_\_\_\_\_

2. If yes, What did it [they] include? \_\_\_\_\_  
\_\_\_\_\_

3. Was there anything in the orientation that you wish had been included, excluded? \_\_\_\_\_

4. Was the orientation helpful in preparing you for your studies in the U.S. or third country?

Very helpful \_\_\_\_\_ Somewhat helpful \_\_\_\_\_ Not very helpful \_\_\_\_\_

B. ARRIVAL IN THE U.S. [OR THIRD COUNTRY]

1. Did you have any problems on arrival in the U.S.[or third country]?

No \_\_\_\_\_ Yes \_\_\_\_\_

If yes, please explain \_\_\_\_\_  
\_\_\_\_\_

2. Did TransCentury give you an orientation in the U.S.[or third country]?

No \_\_\_\_\_ Yes \_\_\_\_\_

3. If yes, do you wish the orientation had covered more or other subjects?

No \_\_\_\_\_ Yes \_\_\_\_\_ If yes, what? \_\_\_\_\_  
\_\_\_\_\_

APPENDIX F Continued

C. TRAINING

1. Was your training institution appropriate for your training plan?

Yes \_\_\_\_\_ No \_\_\_\_\_ If no, please explain \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

2. What did you think of the institution regarding living arrangements?

social? \_\_\_\_\_

transportation? \_\_\_\_\_

language difficulties? \_\_\_\_\_

\_\_\_\_\_

3. How were you treated by the training institution [administration, faculty, other students, officials, etc.]? \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

4. How often were you contacted by Transcentury?

5. Did you contact Transcentury about problems or questions?

No \_\_\_\_\_ Yes \_\_\_\_\_ If yes, how many times? \_\_\_\_\_

6. If yes, were you satisfied with the help you received?

No \_\_\_\_\_ Yes \_\_\_\_\_

7. If no, please explain. \_\_\_\_\_

\_\_\_\_\_

8. What type of financial support did you receive from your government while you were in training?

[a] first year/full salary \_\_\_\_\_

[b] family subsistence \_\_\_\_\_

[c] other \_\_\_\_\_

**APPENDIX F Continued**

9. Did you have any problem regarding your financial support from your government? \_\_\_\_\_ Transcentury? \_\_\_\_\_

Please explain \_\_\_\_\_

Did not arrive with regularity \_\_\_\_\_

Was not what promised \_\_\_\_\_

Was insufficient \_\_\_\_\_

Other \_\_\_\_\_

10. If you had problems, how were they resolved? \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

**IV. PROFESSIONAL EXPERIENCE ON RETURN TO SWAZILAND**

A. What was your employer before training? \_\_\_\_\_

\_\_\_\_\_

B. Job position [title] before training? \_\_\_\_\_

\_\_\_\_\_

C. How many people did you supervise? \_\_\_\_\_

D. Who is your present employer? \_\_\_\_\_

\_\_\_\_\_

E. Present job position [title]? \_\_\_\_\_

F. If your employer is the same as before you left for training, have you received a promotion or more responsibility as a result of your training? \_\_\_\_\_

\_\_\_\_\_

G. If your employer is not the same, why not? \_\_\_\_\_

\_\_\_\_\_

H. What are your job responsibilities? \_\_\_\_\_

\_\_\_\_\_

APPENDIX F Continued

- I. How appropriate was the training to your job responsibilities? \_\_\_\_\_  
Very appropriate \_\_\_\_\_ Appropriate \_\_\_\_\_ Inappropriate \_\_\_\_\_
- J. How would you rate the quality of your program?  
Excellent \_\_\_\_\_ Satisfactory \_\_\_\_\_ Poor \_\_\_\_\_
- K. Are you using new techniques or methods in your job? \_\_\_\_\_
- L. What was lacking in your training program that you need to perform your job? \_\_\_\_\_
- M. Have you had problems in your office applying what you learned?  
Yes \_\_\_\_\_ No \_\_\_\_\_ If yes, please explain \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
- N. Have you trained your colleagues since you returned home?  
Yes \_\_\_\_\_ No \_\_\_\_\_ If yes, please explain method [OJT, lectures, informal]  
\_\_\_\_\_  
\_\_\_\_\_

**V. FOLLOW-UP SUPPORT AND RECOMMENDATIONS**

- A. Have you had any additional training in Swaziland to help you perform your job? No \_\_\_\_\_ Yes \_\_\_\_\_ If yes, how many times? \_\_\_\_\_
- B. If yes, by whom was it presented and sponsored?
- |                | Sponsored | Conducted |
|----------------|-----------|-----------|
| [1] employer   | _____     | _____     |
| [2] Tracentury | _____     | _____     |
| [3] A.I.D.     | _____     | _____     |
| [4] Other      | _____     | _____     |

APPENDIX F Continued

C. Please describe the training \_\_\_\_\_  
\_\_\_\_\_

D. What contacts have you had with A.I.D. since you returned from training?  
\_\_\_\_\_

E. Do you need professional support or assistance from A.I.D.?

Yes \_\_\_\_\_ No \_\_\_\_\_ If yes, please explain \_\_\_\_\_  
\_\_\_\_\_

F. Do you have any recommendations to make for improving the SWAMPD training program? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**APPENDIX G: AED STAFF/STTA/OTHER [as of May 1988,  
and with amendments provided 9/26 and 10/18/88 by AED]\***

HOME OFFICE	FUNCTION	DATES	DAYS
Allan Kulakow	Project Director	12/84-present	222
Esta del Fossard	Project Planning	12/84-2/85 12/84-present	47
Administrative Staff	Support		<u>324</u>
		<b>TOTAL</b>	<b>593</b>
<b>FIELD OFFICE*</b>			
Esta De Fossard	Chief-of-Party	2/85-5/87	476
Polly McLean	Chief-of-Party	7/87-present	216
Temp Clerical/Guards/ Messenger/Driver	Support	12/84-present	<u>931</u> [est]
		<b>TOTAL</b>	<b>1,623</b>
<b>AED STTA/OTHER*</b>			
Richard Allen	Listenership Survey	10-12/87	47
Kim Hodgson	Course Assessment	3/87	3
Ken Mason	Studio Technician	7/86-1/87	117
Michael Stokes	Initial Planning Study Preparation	2/3/85	14
John Wark	On-The-Job Training	12/87-7/88	143
John Woods	Review SBIS Info Section	11/85	10
Philip Bennet	Consultant	6/86	3
Dr. C. Brown	Survey Design	10/87	8
Estelle Dlamini	Translator/Instructor	1/88	7
Phindile Dlamini	Translator	4-11/86	4

\* An earlier AED Field report noted that approximately 185 days for L. Lander, J. Rockcliffe-King, and L. Garber [Acting in Administrative functions] were "erroneously" charged to STTA. This has been revised to reflect AED HQ accounting.

**APPENDIX G Continued**

<b>AEDSTTA/OTHER</b>	<b>FUNCTION</b>	<b>DATES</b>	<b>DAYS</b>
E. Fakudze	Photographer	1/88	15
Thoko Ginindza	siSwati Workshop	10/86	2
I. Hall	English Instructor	8-9/86	2
Beatrice Miller	Graphics	12/85-9/86	20
Nozipho Mkwanzani	Graphics	11/85	5
Elizabeth Mthembu	Workshop Facilitator	4/87	2
Sven Pederson	Workshop Facilitator	1/87-6/87	7
Alice Sigfrids	Translation/Mailing	May '86	1
42 Interviewers	Listenership Survey	11-12/87	630
10 Field Coordinators	Listenership Survey	11-12/87	150
17 Coders	Listenership Survey	11-12/87	238
8 Coders for additional coding		2-4/88	<u>43</u>
		<b>TOTAL</b>	<b>1,471</b>
<b>SDSU STTA*</b>			
John Witherspoon	Technical Assistant	12/05-present	82 [est]
Kim Aubry	Radio Production	10-11/87	25
Eldean Bennet	Writing	9-10/87	23
Louise Bourgault	Research/Eval	7-8/87	25
Christopher Hassett	Writing	2-3/85	21
Kim Hodgson	Radio Production	1-2/87	25
Ken Jones	Writing	6-7/86	25
Nancy Keith	Writing	4-5/87	25
Polly McLean	Research/Eval	6-7/87	<u>27</u>
		<b>TOTAL</b>	<b>278</b>

\*For Participant Training [In-Country]

## APPENDIX H: EXAMPLE OF WEEKLY SBIS PROGRAMME SCHEDULE [Spring 1988]\*

### MONDAY

TITLE OF PROGRAM	B/C TIME
TALENA NALENA	05.15
TEMISEBENTI YETANDLA	06.10
WOTA NENDLEBE	08.00
INKONZO	08.45
INHLONIPHO [RPT]	10.00
UYATI YINI [RPT]	10.15
TISHO TESISWATI [EMAGAMA]	11.00
LUTSANGO [RPT]	11.30
TEMINDENI [RPT]	12.00
TOP 20 LOCAL [RPT]	14.00
NAWE ULIPHUYISA [RPT]	15.00
EGUMENI [RPT]	15.45
SIYAJIKELETA	16.30
KUGUGA AKUMEMETI	18.15
<u>BAPHALALI [RED CROSS -- HEALTH]**</u>	18.30
TINGOTI TEMGWACO	18.45
TIMEMETELO TESIVE	19.15
TEMIDLALO NEMIPHUMELA	19.30
TIMEMETELO TEKUFA	20.00
LIKUSASA LAKHO	20.30
TEMABHIZINISI	20.45
TEMPHUMALANGA AFRICA	21.00
TELUVEVE	22.00

\*Source: AED

\*\*Translation provided by Mission staff

APPENDIX H Continued

TUESDAY

TITLE OF PROGRAM	B/C TIME
TALENA NALENA	05.15
TIMEMETELO TESIVE	06.10
TEMIDLALO	06.30
TIMEMETELO TEKUFA	07.10
VUK'UGCASHIYE	08.00
INKONZO	08.45
EKHATSI NEKHATSI	09.15
SCOUTS	10.00
IMPHILO YETILWANE [RPT]	10.15
LIDLELANTFONGENI [RPT]	10.45
INGABISA	11.30
NGICELA INGOMA	14.00
TEMATIKO LEHLUKENE	15.15
SIVULO INDLAMU [TIBITELO]	16.00
SIYAJIKELETA	16.30
LUGOTJWA LUSEMANTI	18.45
TISHO TESISWATI	18.45
TIMEMETELO TESIVE	19.10
MDUMBADUMBANE II	19.30
TIMEMETELO TEKUFA	20.00
<u>TENTFUTFUKO [COMMUNITY DEVELOPMENT]**</u>	20.30
AFRICAN SOUND	21.10

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\*\* Translation by Mission staff

APPENDIX H Continued

WEDNESDAY

<u>TITLE OF PROGRAM</u>	<u>B/C TIME</u>
TALENA NALENA	05.15
TIMEMETELO TESIVE	06.10
TIMEMETELO TEKUFA	07.10
SHINTJA MLALELI	08.00
INKONZO	08.45
NGACALA KANJE [RPT]	09.15
<u>ZONDLE [HEALTH]**</u>	10.30
IMIHAMBO [RPT]	11.00
LIVE LIYENG CAYELWA [RPT]	12.00
INDLAMU [RPT]	12.15
LETIPHOLILE	14.00
<u>TEBANTFWANA [HEALTH - Children]**</u>	15.15
SISEKHAYA [RPT]	15.45
SIYAJIKELETA	16.30
TEMAPOSI	18.30
<u>AYIHOLOME [HEALTH - Prevention]**</u>	18.45
TIMEMETELO TESIVE	19.15
<u>BAPHALALI [HEALTH - Red Cross]**</u>	19.30
BALIMI [AGRICULTURE]	19.45
TIMEMETELO TEKUFA	20.00
TEMIDLALO	20.30
<u>TENTFUTFUKO [COMMUNITY DEVELOPMENT - Cooperatives]**</u>	20.45
TEMAKWAYA [RPT]	21.30

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\*\* Translation by Mission staff

APPENDIX H Continued

THURSDAY

TITLE OF PROGRAM	B/C TIME
TALENA NALENA	05.15
TIMEMETELO TESIVE	06.10
TEMIDLALO	06.30
TIMEMETELO TEKUFA	07.10
NGITA NENGOMA	08.00
INKONZO	08.45
<u>TELUBAMBISWANO [AGRICULTURE - Cooperatives]**</u>	09.15
NGABE NGIKO NA	10.00
BAFANA BETIMBAMBO	10.15
UMGUBHO	11.30
MGUMBADUMBANE [RPT]	12.00
REGGAE	14.00
KUGUGA AKUMEMETI	15.15
TENTELE MAKE	15.45
SIYAJIKELETA	16.30
LIDLELANTFONGENI	18.30
NAWE ULIPHOYISA	18.45
TIMEMETELO TESIVE	19.15
INHLONIPHO	19.30
<u>TEMPHILO [HEALTH]**</u>	19.45
TIMEMETELO TEKUFA	20.00
<u>TEBALIMI [AGRICULTURE - Farmers]**</u>	20.30
TAKHO NGWANE	21.10

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\*\* Translation by Mission staff

APPENDIX H Continued

FRIDAY

TITLE OF PROGRAM	B/C TIME)
TIMEMETELO TESIVE	06.10
TIMEMETELO TEKUFA	07.10
TEMPHUMALANGA AFRIKA [RPT]	08.00
INKONZO	08.45
TAKHO NGWANE	09.15
TINGOTI TEMGWACO [RPT]	10.00
LUGOTJWA LUSEMANTI	10.30
NASI SISWATI [RPT]	11.00
LUBHACA [RPT]	11.30
MDUMBADUMBANE [RPT]	12.00
TENDZABUKO YE AFRIKA	14.00
LIKUSASA LAKHO [RPT]	15.15
TEMFUNDVO [RPT]	15.45
TEMISEBENTI YETANDLA [RPT]	16.30
IMPILO YETILWANE	18.15
EGUMENI	18.40
TIMEMETELO TESIVE	19.10
TEMIDLALO LETAKO	19.30
TAKASEBENTA	19.45
TIMEMETELO TEKUFA	20.00
TALABASHA	20.30
TOP TWENTY [S.A.]	21.10

APPENDIX H Continued

SATURDAY

TITLE OF PROGRAM	B/C TIME
LUBHALISO	05.15
TALENA NALENA	05.30
TIMEMETELO TESIVE	06.10
TIMEMETELO TEKUFA	07.10
NGACALA KANJE	07.30
AYIGUGI LENGOMA	08.00
INKONZO	08.45
<u>TEBANTFWANA [HEALTH - Children]**</u>	09.15
WATINI	09.30
SIDLA LIKHEFU	10.00
<u>KUDLIWANI [HOME ECONOMICS - Food]**</u>	10.30
<u>TEMINDENI [HEALTH - Family Life]**</u>	10.45
ASIKUDLALELE	11.30
TEMIDLALO LETAKO [RPT]	12.00
TIBINGELELELE	12.15
KUYIWA EMBILI	13.40
REGGAE MUSIC	14.00
TEMTIKO LEHLUKENE	15.30
TEMPHILO [HEALTH]*	16.15
UMDANSO	16.30
NGICELA INGOMA	17.00
TEMABHIZINISI	18.30
<u>AYIHLOME [AGRICULTURE - Prevention]**</u>	18.45
TENTELE MAKE	19.15
NGABE NGIKO NA	19.45
LIVE LIYENGCADELWA	20.00
<u>TELUBAMBISWANO [AGRICULTURE - Cooperatives]**</u>	20.30

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\*\* Translation by Mission staff

APPENDIX H Continued

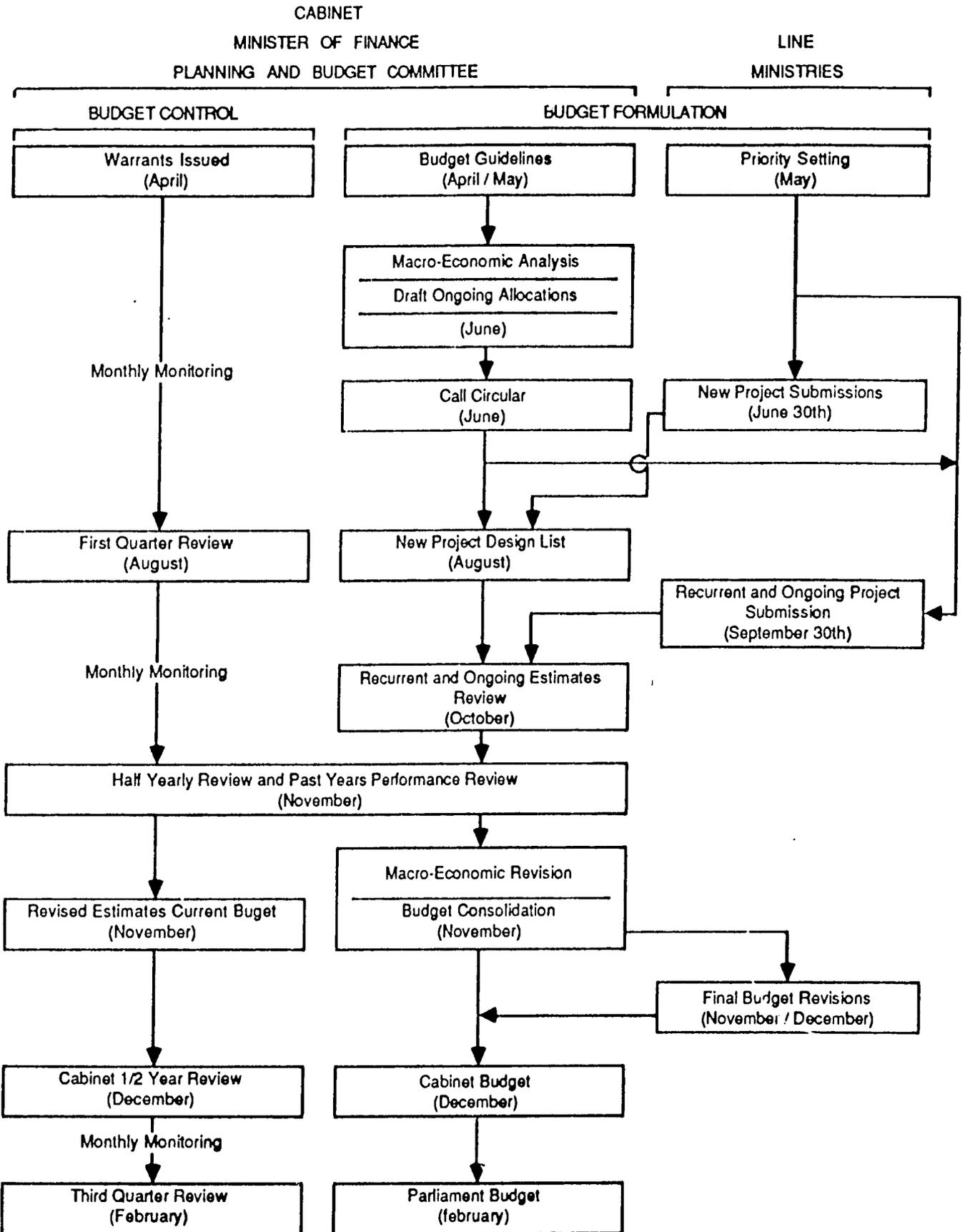
SUNDAY

TITLE OF PROGRAM	B/C TIME
UMUSA WAKHE	05.15
TEMABANDLA	06.10
INKONZO	07.30
LITIKO LETEMFUNDVO	08.00
SCOUTS	08.30
SUNDAY SCHOOL	09.10
TETIKOLO	09.30
INTFUTFUKO [RPT]	10.00
LUTSANGO	10.30
TEMDZABU	11.15
ZONDLE	12.00
LUCINGO	12.15
<u>TEBANTFWANA [HEALTH - Children]**</u>	13.15
SIYADVUMISA	13.40
TIBINGELELELE	14.30
TAKASEBENTA [RPT]	15.15
UMBHOLOHO	15.30
LUBHACA	16.00
SISEKHAYA	16.30
NGISHAYELE LUCINGO	17.00
LUBHALISO [RPT]	18.15
ESANGWENI	18.30
IMIHAMBO	19.15
INKONZO	19.45
MDUMBADUMBANE	20.15
TEMAKWAYA	21.10
COUNTRY 7 WESTERN	22.00

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\*\* Translation by Mission staff

# APPENDIX I: GOS BUDGET CYCLE



Source: Prior AID Document

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