

**Swaziland Manpower Development Project
Final Evaluation**

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(A.I.D. Project Number 645-0218)

**Volume I: Project Background, Executive Summaries
and Recommendations**

**Submitted to:
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PREFACE

This study of the outcomes and impact of the Swaziland Manpower Development Project (SWAMDP) was commissioned to Management Systems International under its Indefinite Quantity Contract #PDC-5317-I-00-8122-00.

The study was carried out between October 1, 1990 and January 15, 1990 by MSI Senior Associates:

- o Flemming Heegaard, Team Leader and author of the Participant Training component study;
- o Susan F. Reynolds, reseacher and author of the in- country training component study;
- o Dr. Edward Green, researcher and author of the study of the Traditional Sector and Zenzele Women component; and
- o Richard Towne, research and author of the Development Communications component.

The study was carried out in three phases:

1. A one-week team planning study in Washington, which included interviews with contractors' representatives;

2. Approximately 5 weeks in Swaziland, collecting data, interviewing contractors, former participants, Government of Swaziland and USAID representatives.

3. A draft report was submitted to the Mission on November 8, 1990 and a formal presentation of the findings was given on Friday, November 9. All evaluation team members recieved comments on this draft which have since been incorporated into the present version by the individual authors.

The team leader's responsibilities, as outlined in his MSI Scope of Work, has been to assemble the individual impact studies of the project under a common framework. This framework, outlined below, was agreed upon in the initial team planning session and was presented to USAID at the initial meeting in Mbabane on October 9, 1990.

Each section of the report shares the common framework of:

1. Component overview and historical background;
2. Summary of major impact;
3. Methodology of the impact studies
4. Component impact, results and recommendations.

Since this is very large and complex project, and since each of the investigators carried out exhaustive investigations of the project impact in their area, it was decided, for administrative convenience, to divide the study into two major packages, i.e.:

Volume I: Preface, Acknowledgements, Table of Contents, Executive Summary and Recommendations;

Volume II: Chapters I, II, III, IV Impact studies of the 4 project components, Bibliographies, Annexes and Appendices.

ACKNOWLEDGEMENTS

The team leader would like, on behalf of MSI and the team, to acknowledge our gratitude to the many, many individuals in both Washington and Swaziland who gave so graciously of their time and effort to make this study possible. The hospitality and friendliness with which the team was received by both Swazis and Americans was outstanding and will remain in our hearts forever.

While the findings, conclusions, and recommendations put forward in this report could not have been developed without the help of these people, the final responsibility for the findings and conclusions of this report rests solely with the evaluation team.

I. INTRODUCTION

Swazi Manpower Needs

The Kingdom of Swaziland borders South Africa and Mozambique and has a relatively small population of under 1 million inhabitants. It is 85% rural with most of the population scattered in homesteads located near rural farms.

Independent from British colonial rule for more than two decades, the country has made extensive and intensive progress in developing physical infrastructure and improving the quality of life for its population. During this period, the nation also made rapid progress in developing both its natural and human resources, e.g.:

- o Large plantations of conifers and other pulpwood trees now cover the hilly areas and wood products are a major source of export earnings;

- o Universal primary and secondary education has been introduced and the country has high rates of literacy and school certificate graduates. There is now a national university, UNISWA, with capacities for training teachers, nurses, agricultural extension workers, and, shortly, in part due to the USAID SWAMDP project, an expanded program in Business and Accounting;

- o There is a government-owned technical school, supported through the SWAMDP project, Swaziland College of Technology, (SCOT) whose output has increased 100% during the decade, from 300 graduates in 1981 to more than 600 in 1990.

In spite of this excellent progress, and in spite of the fact that the country is unified, nearly bi-lingual (sisSwati and English) and politically stable, there are many factors which could, if not dealt with, delay or set back the progress which has been, and is, being made.

The high birth rate of the country, estimated at about 3.3% (average 1976-86), results in a 30-year doubling rate of the present population, which is about 760,000 people. It also results in a population structure where 47% of the population is under the age of 15. This creates tremendous pressure to feed, educate, provide health care, clean water and sanitation, as well as employment for the great numbers who are unproductive at least until their mid-teens. (1990/91-1992-93 Development Plan)

Secondly, the absence of public secondary and higher educational facilities during the colonial period means that institutions created since 1968 are only now beginning to produce the supply of skilled and educated manpower needed to create the productivity required for improved standards of living.

Thirdly, the absence of indigenous technical human resources has resulted in a heavy reliance on expatriates, many of whom occupied management and higher technical jobs, during its early years of existence. The localization policy, which USAID is strongly supporting in a number of ways including the SWAMDP project, has had little impact on the reducing the number of expatriates. This is partially due to a general absence of technically and managerially trained

Swazis who can take their places, and partially due to a liberal Swazi government policy of continuing to use expatriates in a broad range of capacities.

Fourth, unemployment is a serious and growing problem in Swaziland. In 1981, it was estimated that the annual increase in jobs was 1.7%, or 1300 positions, while at the same time there was an equal number of school leavers of the same age unable to find jobs. This means that for every school leaver who obtained a job, there was one who became unemployed and had to seek work in South Africa or elsewhere (1986 National Development Plan).

The Fourth Plan (1983-88) estimated that only 25-30% of the working age population in the rural areas can be expected to become absorbed into formal sector employment. Most of this employment, moreover, is with the agro-industrial estate ventures which are highly rationalized in their production. This type of employment does not lead to increased savings, export earnings or the development of tertiary industries and businesses which would stimulate further growth and employment.

The components of the SWAMPD project listed below were, in the words of the USAID project manager, intended to provide "a wedge of support for the many HRD needs of the Swazi government", and at the same time provide HRD support for other mission activities "as agreed upon in the joint USAID/GOS strategy", and stated by the current USAID director. According to the PP for the project, this was to be accomplished partly through the creation, or strengthening, of institutions which could produce a supply of skilled, trained manpower capable of increasing productivity in the governmental, parastatal and private sectors.

The six pillars of the 1985-90 SWAMPD project are listed below. The discussion and evaluation of inputs and outcomes under these categories constitute the core of this report. The overall SWAMPD project under which these activities were carried out is a 10-year effort, originally intended for the period 1984-94, and extended in 1988 from what was originally a 7-year effort.

1. Degree and short-term participant training in the U.S. and African countries;
2. In-country training;
3. Training for traditional leaders and Zenzele women;
4. Training and technical assistance in Development Communications;
5. Linkages with tertiary training institutions;
6. Transfer of Technology;

Summary of Project History and Achievements

The SWAMPD project can be divided into two periods: 1985-88 and 1988-90.

While the project carried out its mandate for overseas training from the beginning, other project components, like in-country training (which only produced a few workshops early in the project), did not have a comprehensive strategy until late in the project.

The two contractors, TransCentury Corporation and The Academy for Educational Development, were essentially working independently of one another since their sub-components did not interface, with the exception of a few in-country and overseas training activities. Both contracts experienced unstable leadership in the sense that a number of Chiefs-of-Party took turns managing the project for periods of as little as 12 months in some cases, which was hardly enough to get command of the complex situation and environment in which the project operated.

The project was also operating in the midst of a complex political situation, with the political uncertainty and temporary regency following the death of King Sabhuza II. This meant that it was difficult, if not impossible, to try to influence policy changes within the Civil Service which was more or less paralyzed between 1982 and 1986.

In 1988-89 a local contractor, Khalifa Associates, was hired by TransCentury, under an amendment to their contract, to do a major follow-up and impact study of all USAID participants trained overseas since 1972, including those of SWAMDP. The design and implementation of a computerized participant tracking system which tracked returned participants was an outcome of this effort.

Beginning in 1988, there were substantial improvements in the project, due in part to the mid-term evaluation. There were also changes in the leadership both at USAID and with the two contractors, and the political situation of the government changed for the better with the crowning of the new King.

Early attempts to assist the GOS with Manpower Planning were abandoned when the Ministry of Economic Planning and the Ministry of Public Service could not agree on scope and placement of the consultant. Efforts were focussed instead on transferring technology which would help build the human resource development infrastructure of the government.

This effort, although slow, is now beginning to showing signs of paying off both in terms of the development and approval of an official government training policy and in better training needs assessments by the governmental "training officers". As part of this effort, ministerial training officers, who are in fact not really training officers since there are no formal positions designated for training officers (see recommendations), were trained to conduct training needs assessments and to formulate Ministerial and departmental training plans.

During the second half of the project, an ambitious scheme of in-country training was launched after considerable consultation between USAID and the contractor. As described in Chapter II, a large number of public, parastatal

and private participants were trained in Swaziland by Swazi and expatriate trainers. The Swazi trainers were either trained by the project, or were staff of local training organizations hired on a competitive bidding process to implement the training.

A strategy for the training of Home Economics and Community Development Officers to train Zenzele Women and traditional leaders was also worked out during this period, and became the basis for the ambitious and highly successful effort described in this evaluation.

An upper age limit was set by USAID for overseas participant selection and participant training became more targeted towards government priority needs, rather than individual needs. While a lot of the training was "menu driven", i.e. courses were often chosen because catalogues were available, there was an attempt to focus on both individual and governmental needs. Because the advertisements for scholarships appeared in the local papers, supervisors occasionally did not find out that their staff members had applied until they were contacted by the program, a mistake that has since been corrected.

The use of "Third country" African institutions for training was explored and, in some cases, found to be more appropriate than the U.S. for medical (M.D. and nurse) training. Short-term urban development courses in Zimbabwe were also utilized, since that country's housing and urban policy was being emulated by Swaziland.

Finally, Development Communications were strengthened and, as described in Chapter 4, substantial improvements were made in broadcasting aimed at improving agricultural, health and other practices of the largely rural population of the country.

In summary, the project has, on the whole, been responsive to the needs identified in the Project Paper and has generally succeeded in stimulating changes in GOI initiatives and policies in the direction of increased support for HRD.

There is evidence of increased technology transfer, more easily traced with short-term technical participants who can now operate newly introduced technical equipment, but also evident in the management of critical institutions such as University of Swaziland and other parastatals.

The 'linkages' program, by which U.S. institutions of higher learning help to select candidates for overseas programs, assist in delivering local courses and provide other support, appears to be effective and now requires no further donor assistance where it is in place.

The OPEX program of technical assistance is clearly a cost-effective innovation, popular with the GOS and its parastatal institutions which have benefitted much from the close interaction with the American experts.

The transfer of small business, "leadership" and applied behavioral science technology to the traditional sector, with its impact on local skills

and initiatives in planning and managing local self-help projects, is a particularly exciting innovation which could be looked at as a model by other donor agencies.

Other USAID Human Resource Development Efforts: 1979-86

Prior to SWAMP, USAID assisted Swaziland's Human Resource Development efforts with four projects over a fifteen year period: The Southern Africa Development Personnel and Training Project (SADPT), The Southern Africa Academic and Skills Project (SAAST), and the Southern Africa Manpower Development Project (SAMDP). SWAMP is the fourth project in this on-going effort. The fifth project in the series, STRIDE, which follows the same basic design, is being initiated as of this writing.

II. EXECUTIVE SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS BY PROJECT COMPONENTS

A. Participant, Long and Short-Term Overseas Training

1. Overview

According to the PP, the purpose of participant training in both the U.S. and Third Countries is to support the Mission's institution-building objectives by transferring knowledge and skills needed in the workplace to approximately 200 carefully selected Swazis. It is important to note, however, that overseas participant training is but one of the interventions chosen to support the institution-building objective. Other interventions employed in the project, also discussed and evaluated in this report, include the OPEX program, the in-country training, institution-to-institution linkage activities, as well as short-term technical advisory services.

As indicated in the USAID/Swaziland statement of overall strategy (CDSS) presented to Congress in 1985 (and updated and reinforced annually), human resource development and institution building are regarded as major intervention strategies in meeting the mission's key objectives of dealing with: (a) unemployment, (b) agricultural productivity, (c) population growth, and (d) high infant mortality.

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

Returned participants were expected, at the end of the project, to be working in the fields for which they were trained, with increased potential for promotion, and in positions with greater responsibility for institutional, technological and policy development (p.82). The quantitative targets set in the PP for Swazis trained in the U.S. and African countries were: 130 Swazis completing degrees (325 person-years), and 64 completing and returning from off-shore short-term, non-degree training programs over the LOP. The TCC contract, in contrast, called for slightly more modest targets of 125 degree placements, 50 short-term participants and 5 trained in the region annually.

Both the in-country and the off-shore training are part of a long-term, sustained activity and philosophy of U.S. assistance to Swaziland which should, as expressed in the 1988 midterm evaluation, provide a synergistic process whereby short and long-term training is not just an end, but rather part of a very long-term nurturing/reinforcement process (PP: p.24).

2. Achievement of Targets; Characteristics of Population Trained Abroad

As indicated below, a total of 157 Swazis have been trained outside the country under the SWAMPD project. There are also 61 participants currently abroad under the project, most, or all of whom are expected to finish under the

STRIDE project.

Of the 61 presently on study, only 1 is short-term, giving a total EOP status of 62 trained in short-term, out-of-country during the life of the project. The total number of degrees, assuming that all presently on study complete, is as follows:

AA	BA/BS	MA/MS	Ph.D	MD	SHORT TERM	
2	29	58	5	2	61	COMPLETED= 157
1	25	21	9	4	1	IN TRAINING= 61
3	54	79	14	6	62	TOTAL EOP= 218 TOTAL DEGREES= 156

When the data is looked at by field of study and by type of institution supported, it is evident that agriculture, education and management have, by far, received the majority of the training resources. When the data is analyzed in terms of organizations supported, government ministries had 93 fellowships, or more than 60% of the combined support of degree and non-degree overseas training. The private sector received 22 (about 14%), the parastatals 33 (about 20%), and other organizations (see below), about 5%. Women trained comprised about 30% of the total.

3. Regional Training

It was projected at the outset of the project that approximately 25 Swazis would be trained over the life of the project. This strategy for human resource development was pursued in part because of SADDC's offer of placement for qualified Swazi students in the region, and partly due to the conclusion on the part of USAID/S that training in certain fields, i.e. Medicine, Veterinary Science and nursing was both less costly and more appropriate than the U.S. alternatives.

As it turned out, placements were relatively easy in Zimbabwe, partly due to support of the AID mission there, which placed a number of medical students. Other regional institutions of higher learning proved to be considerably more difficult due to local conditions such as lack of books, cross-cultural problems or lack of space at the university.

While only 9 students were placed and earned degrees in the region, quite a bit was learned about the efficacy of these institutions which should prove valuable to the GOS and to successor projects. For instance, Botswana and Zambia were found to be good for nursing training, while Zimbabwe, Tanzania, Zambia and Kenya were found to have acceptable medical schools, provided qualified candidates could be found for enrollment.

In addition, the SWAMPD project provided the funding for 17 short-term participants to attend the Urbanization and Finance workshops conducted in

Zimbabwe. This workshop, according to several past participants, has had a significant impact on establishing loan criteria and other mortgage banking mechanisms for a major low-medium cost housing project being financed and implemented in Swaziland with World Bank funds.

The promise of using African countries both to save costs, and thus get more training for the same money, and to take advantage of more appropriate training, especially in the medical field, is still there. It seems likely, however, that this will be a slow, long-term development, rather than something which can be put in place over the 4 year life-of-project period.

The fact that nearly all of the participants sent either to the U.S. or to regional institutions completed their courses or degree program, and in most cases exhibited superior achievement, is a compliment both to the participants and to dedicated contractor, donor and host government staff who designed and managed a selection process which evidently succeeded in screening superior candidates.

4. Management of Participant Training Programs

The process of participant training involves a number of steps and a number of institutions, all of which must work effectively and integrate with one another if the result is to be individuals returning with training and skills needed to affect institutional performance. The key steps in this process, listed below, will be discussed in Chapter I.

- a. Development of human resource development infrastructure;
- b. Marketing of information on training opportunities;
- c. Screening and selection of candidates;
- d. Development of training plans and learning contracts;
- e. Nomination and placement of candidates with training institutions;
- f. Preparing candidates for learning experiences;
- g. Monitoring, supporting and enhancing programs of candidates to ensure learning goals are being met;
- h. Preparing candidates for re-entry;
- i. Preparing host-organizations for re-entry;
- j. Follow-up and support of graduates to maximize use of learning investments.

5. Recommendations on participant training - By Priorities:

a. Support for governmental Institutions Developing Human Resources

Donor support for the development of a human resource infrastructure system of the Government of Swaziland should be continued and strengthened. Further assistance to the MOLP, and to training officers carrying out needs assessments for both in-country and overseas training, is still needed if this input is to have the intended impact of making government agencies more capable of determining and meeting their own training needs.

A full-time OPEX advisor, working closely with training officers, department heads, top management and the governmental training institution, to determine more precisely the gaps between position requirements and the actual performance of the incumbents is needed. This advisor could complete the work of creating the critical human resource development infrastructure effort that was begun under SWAMDP by 1993, the final year of SWAMDP. Improvement and rationalization of the participant selection process in MOLP and strengthening of efforts to collect information and formulate a more effective Localization Policy, would also be key elements in this assignment.

RECOMMENDATION: That an OPEX-type advisory position for an expert in training and personnel management be created in the Ministry of Labour and Public Service, with responsibilities for improvement of institutional management extended to SIMPA, be created and supported by the GOS and a donor.

b. Assistance to The Swaziland Institute of Technology:

SCOT has made very good use of the assistance it has received under this project. The assistance in building its accounting program which has been proposed under the new project should be implemented, as there is both a high need and a very high demand for accounting graduates.

RECOMMENDATION: There is an overall need for management/institution-building assistance to the College which could probably be met by the assignment of a vocational/technical institutional OPEX consultant, attached to the Directory of Industrial Training at MOLP, as recommended by the GOS, to act as technical and managerial advisor to the Ministry and to its institutions. Since there are currently discussions on making SCOT into the Engineering School for UNISWA, such an advisor should be prepared to help develop the plan for this institutional upgrading, if this policy of the GOS is affirmed. If such a plan is approved, USAID should be prepared to support it with training to a relatively high level, e.g. at least several M.S. in civil, mechanical and electrical engineering.

The attachment of such faculty to U.S. 2-year technical colleges on an apprentice teaching basis for at least 6-months is also urged to give them full qualifications. At least one Ph.D in engineering should also be trained to head the department and to have equal status with other UNISWA department heads.

d. The Swaziland Institute of Accountants

The development of courses and accounting standards, used not only by this institute but also by SCOT, UNISWA and other accounting training institutions, is an important achievement for the SWAMPD project.

To build on this success, however, there is a need to look at other ways of expanding the very high need, and very high demand for training Swazi accountants. (there are at present only 5 Swazi's with the equivalent of a CPA in the country, vs. 56 expatriates with this level of training.)

RECOMMENDATION: a. USAID or other donors should consider supporting a pilot project for training tutors, purchasing materials and testing the "distance-learning" accounting modules currently being considered by the Institute.

b. In order to support localization, and in order to strengthen management and institution building, USAID or other donors should also consider additional training for the new Swazi director of the institution. Although he has a B.A. in business, an M.B.A. with a strong emphasis on accounting and management of training institutions, accompanied by a relevant work-study experience, would have a high pay-off in this case.

e. University of Swaziland

The Linkages program and the OPEX assignments have clearly been among the outstanding successes of the project in assisting this key institution to build its capacity.

The recent emphasis on agro-business and small farm management is clearly important and is already receiving technical assistance from USAID in the form of a visiting professor. There are, however, at present few if any Swazi faculty with expertise or credential in this area.

RECOMMENDATIONS UNISWA:

a. In light of the success of the existing OPEX assignments, and considering the fact that the university is clearly able to make good use of this relatively inexpensive resource, it is recommended that donors seriously consider the university's request for 2 more OPEX consultants to be placed in the university.

b. Secondly, it is recommended that faculty be sent for advanced training, preferably to the Ph.d level, to the U.S. to strengthen the university's capacity in Agro-Business. This should also fit well with the additional emphasis on the private sector in the STRIDE project.

If USAID decides to support the GOS emphasis on increasing engineering training, as stated in the GOS Manpower Policy Document currently under consideration for signature by the Minister of Labour and Public Service, then the selection of at least two candidates for graduate work in engineering would

be appropriate, provided that there are appointments available for these graduates on return. If these were nominated from UNISWA, this would also help support institution building for both of these institutions.

RECOMMENDATIONS: Participant Program Management

A resource library of current catalogues and brochures (for short-term courses) should be established by the contractor in Swaziland. If this is already available at USIS, these collections should compliment each other, not duplicate. This informational resource should be open to any Swazi and there should be a knowledgeable person available on staff to answer questions or, alternatively, who could request and obtain the needed information from the U.S. in a short time.

The contractor should make use of the resources of AID's office of International Training in Washington, D.C. to determine the quality and characteristics of specialty programs in various fields whenever necessary. If required, the USAID/S mission should request this cooperation be established.

Selected candidates and participants should be informed in time for their travel so that they all have the opportunity to attend the computer orientation course. Also, the medical examination should, to the extent possible, come early enough in the process to minimize costs and inconvenience to those who have gone through the process of selection.

A program of re-entry orientation and organizational change skills needs to be established in order to facilitate the transfer of new skills and knowledge. Such a program should be especially oriented towards the development of skills in how to introduce change, i.e. new ideas and practices in organizations.

Teaching/training skills would be highly valuable since the majority of returned participants are expected to conduct seminars and workshops in their workplace. This program should also ensure that the participant has a position to which to return and if not, should provide assistance in job placement in the few cases where this may be necessary.

The documenting and monitoring program for returned participants requires some changes to become a more useful tool. The system, while computerized, is only of limited usefulness in locating returned participants. It should be amended to include home, or permanent addresses since participants are shifting jobs and the mail forwarding system in Swaziland is apparently not too efficient. Secondly, a regular, routine follow-up should be established to update the system and to determine changes in the population of returned participants. A newsletter, put out by the Alumni Association with a SASE attached (which would also serve as renewal notice to the subscriber of the newsletter) may be one way of doing this.

Development of managerial knowledge and skills needs more attention in program design since most, if not all, participants will have considerable managerial responsibilities as they advance through their careers, regardless

of whether they are currently technical specialists, or work for government, parastatals or private enterprises.

All participants should have the opportunity for practical, on-the-job training with a relevant organization. The "acculturating" effects of experiencing a U.S. work-environment is clearly a powerful one for achieving management skills such as becoming aware of standards of performance and improved interpersonal relationships. The application of theoretical knowledge learned in formal courses as it is applied in the workplace is also an important learning.

It is specifically recommended that more resources be committed to individual PIO/T's by USAID and other donors for this type of learning and that contractors be assisted and encouraged in preparing for placement by building cooperation with industry, local and federal government organizations necessary to make this component a success.

In designing such programs, the "training contract" between the sponsor, the employer and the participant should not be executed until and unless there is a clear understanding of the management role and responsibilities which the participant is likely to face in the short and long-term of his or her career.

B. In-Country Training

1. Adequacy and Direction of Training Activities in Light of Project Goals and Objectives.

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

Courses were designed in modular sessions which allowed people to take 2-3 related courses. (Eighty percent of the questionnaire respondents indicated they attended multiple courses (modules) during the 1989/90 program.) Key members of the leadership cadre were identified from several organizations attempting to create a critical mass of at least 3-4 decision-makers from specific organizations. Returned participant training persons were also identified as part of the target audience.

Overwhelmingly, the in-country training participants felt they benefitted from the training they received and were working more efficiently in their positions as a result of the training. Although these people are making some contribution to their organizations, the organizational impact is another matter. Relative to the project goals and objectives, the in-country training lacked a clear focus and strategy until 1988, and it was 1989 before programs were implemented based on that strategy. Many people were trained in the 1989/90 programs, but as pointed out in another portion of this evaluation, not enough people could be trained in the relatively short time remaining in the project to create a critical mass, either horizontally or vertically, within and/or between organizations, to make a significant impact. Also, the length of time has been too short to evaluate what type of impact, if any, the training had on the organizations.

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

Another factor that indirectly affects the organizational impact is the lack of adequate management systems that were to have assisted in tracking SWAMOP participants and monitoring the status of the programs relative to the project objectives. Until 1988, a functional participant training tracking system was not developed that could be used to identify people for the in-country training programs. Returned participant training persons were included in the in-country training, but more often because of the positions they held rather than being specifically targeted.

In addition, an adequate monitoring and evaluation system was never developed for the in-country training program. Therefore, data was not available that could provide information as to who previously attended a program, from what organization they came, how many came from each organization, in what sector the organization was operating, or to what degree females participated.

2. Degree to Which In-Country Training Has Been Based on and Met Identified Needs.

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

The background laid in the organizational development effort contributed to developing a more effective process for identifying training needs which was used for identifying participants for the 1989/90 programs. For the 1989/90 programs, organizational training needs were identified by working with previous in-country training participants, various ministry officials, the training officers and by reviewing the training plans. Individual training needs were identified at the beginning of courses by asking participants what were their objectives for the course. This was followed up at the end of the course by asking for input in the next follow-on course. From a review of course evaluations and through the evaluation interviews, respondents indicated that their objectives were met most of the time.

3. Extent to Which the Training Efforts Have Been, or Should Be Institutionalized.

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

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

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

4. Extent to Which Participants are Applying in Their Workplace the Skills Taught in the Training.

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

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

- Lack of cooperation from line manager.
- Difficulty/fear of diverting from the organizational culture.
- Shortage of qualified personnel.
- Difference in the language of the trained and untrained.
- Reluctance by supervisor to accept new concepts in the line of administration.
- Lack of cooperation from the heads of departments.
- Time constraints to explain to support staff adequately what has been learned.
- Changed positions and no longer applying skills.
- Lack of policy from top manager regarding application of new ideas.
- Lack of training for peers.
- Superior never attended training and is threatened by the new ideas.
- There are established procedures which restrict the carrying out of new ideas.

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

5. Extent to Which Follow-Up Activities to Reinforce Skills are Adequate and/or Needed.

Although there was supposed to be an understanding with the trainee's employer that there would be on-the-job follow-up to identify constraints in using the skills taught and to identify further training needs, there was no indication that this required follow-up was communicated to the employers or that follow-up to the training occurred to any great degree in any of the organizations, except for a couple of the larger private sector organizations that already had "follow-up" systems in place.

Several of the public sector evaluation questionnaire respondents indicated that "follow-up" activities in their organizations meant writing and submitting a report to a supervisor - which may or may not be read - or engaging in informal conversations with colleagues.

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

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

The trainers from the workshops provided some informal follow-up - that is, training participants could contact them if they had additional questions as a follow-on to the workshop. However, participants seldomly used this opportunity.

In addition, 27 (66%) of the evaluation questionnaire respondents indicated that the courses they attended were too short. The objection was not to the

length of time, but to the intensity of the course which was too fast and often too much to absorb the new concepts and ideas.

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

f. Recommendations

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

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

The recommendations are as follows:

Courses

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

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

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

The Swazi Federation of Employers produces a monthly newsletter which includes a section on training and often lists courses to be offered. It also has a standing committee on training through which potential participants could be identified and materials distributed. Members of the Swazi Federation of Employers are primarily from large companies, but several are also from the smaller companies.

Different approaches need to be taken with the larger and smaller

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

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

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

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

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

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

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

5. Training Institutions

a. To increase the capacity of local training institutions, organizations should be identified who can deliver certain levels of management training.

Where there are gaps, outside consultants should be retained to work with the training institution in developing and delivering the training program at the desired course level.

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

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

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

6. Program Management

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

A recommended data collection form for the in-country training courses is included in Chapter II which describes in more detail the evidence for the impact of the in-country training.

C. EXECUTIVE SUMMARY AND RECOMMENDATIONS FOR TRADITIONAL SECTOR TRAINING

I. ZENZELE WOMEN

1. Training targets. Training targets under the Home Economics subcomponent have been greatly exceeded: 4,982 participants, or roughly 1,660 women (eliminating repeats) attended 143 workshop between 1987-1990. It must be acknowledged that quantitative training targets were very modest in the project documents due to changes in the scope of training, still the project's training record is impressive by any yardstick.
2. Institution building: HE has received training under the project which has expanded its capabilities far beyond the traditional home economics areas of cooking, childcare, hygiene, sanitation, etc. A cadre of Home Economics Officers (HEOs) and Ass't. HEOs (AHEOs) has been developed with (a) new technical skills in income-generation, small business development, commercial handicrafts and applied behavioral science; and (b) new participatory and experiential training skills which are being used to effectively transmit the new technical skills.

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

There is every reason to expect that training will continue after SWAMDP funding ends. HE's contribution to funding zenzele workshops has risen from nothing in the first two years of the project to £50,000 in 1990. HE has been allocated £100,000 for training in the next FY--the first post-SWAMDP year. Since TransCentury's funding declined to \$15,000 (c. £45,000) in 1990, there will actually be more training funds available in the first post-project year than in the last year of SWAMDP.

3. Small Business and Income Generation. There has been project impact in the important area of training rural women to become involved in the very activities they themselves reported they wanted to become involved in at project start-up, namely income-generation and small business enterprise. Some such projects are barely off the ground, while other zenzele groups have built a £10,000 roadside market or have raised nearly £6,000 toward the downpayment for a gas station. However uneven the impact of training, it seems evident that an important process has begun (or significantly accelerated under the project): rural women are gaining the requisite self-confidence and

business skills to generate income on a scale greater than has been possible from the sale of handicrafts.

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

4. Leadership Training. There is evidence of important impact resulting from Leadership training. Tototo's experience elsewhere in Africa has been that such training must precede any form of business training because rural African women usually lack the self-confidence and perhaps assertiveness to attempt new income-generating and business ventures. Although it is hard to measure, Swazi women have indeed gained self-confidence from leadership training, and this enhanced self-confidence has significant consequences in their lives generally. The human resource development attributable to Tototo training has: (1) provided women a measure of liberation from the constraints of traditionalism; (2) provided women enough self-confidence that they will attempt business ventures; (3) had unforeseen spill-over beneficial effects in womens' lives, such as helping them solve family and community problems; (4) encouraged women to question information rather than passively accept it.

It is noteworthy that these results demonstrate that the basics of applied psychology and sociology (often regarded as advanced academic subjects) are at least as teachable and immediately useful and applicable in the lives of semi-literate rural African women as, for example, gardening, sewing or handicrafts. As noted in (5) below, women are even willing to pay for training in these subjects.

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

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

The TOT system of trained groups training other groups--and these groups training still other--has the potential to develop into a self-sustaining system requiring only minimal inputs from HE, and nothing from donors. But such inputs must be of the right kind; for example care must be taken not

to create dependency on outside resources. And however encouraging the "Shiselweni TOT model," the system has not yet begun to develop in this way in most areas of Swaziland.

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

PROBLEM AREAS

1. There is very uneven performance on the part of HE Officers and Assistants. Among a few we found negative attitudes, lack of commitment to rural extension, and reluctance to make field visits. Regarding the latter, some cited lack of vehicles, lack of "proper introductions" to the community, lack of buses or of busfare, as well as other excuses for not visiting their assigned zenzele groups. There are indeed real constraints to extension worker mobility, yet one can find HE extension workers who find ways to overcome these constraints and regularly visit more than 10 zenzele groups. It appears that with commitment and motivation coupled with flexibility, improvisational ability and a measure of humility (i.e., one is not too proud to take public transportation), AHEOs and HEOs can meet their assigned groups on a regular basis. Indeed this is what HEOs did before donor-donated vehicles became more widely available, as older zenzele members themselves can testify.
2. Most zenzele groups seem to remain fairly dependent on extension worker contact. The relatively intense training effort sponsored by SWAMDP over the past five years may have perpetuated or even increased such dependency. This is to be expected in a period when a great deal of new learning has been absorbed, and this in turn has resulted in trained women venturing into new realms of income generation, small business and savings clubs.
3. Selection of workshop participants needs improvement in some areas. We found evidence of workshop planners mixing those previously trained with those never trained in the same workshop. This makes it impossible to properly gear training to either group.

4. Some possible negative effects may have resulted from the project (although such effects are by no means unique to SWAMDP). For example, the project may have fostered dependence on USAID funds and vehicles. In a few areas there may be somewhat fewer weekly visits to zenzele groups nowadays than in the recent past--judging solely by the comments of some zenzele women--even though the project should have eased transportation problems by workshop and other funding. Some AHEOs are now reluctant to make field visits unless a vehicle is made available.

CONCLUSIONS and RECOMMENDATIONS:

There has been very impressive project impact in a variety of areas, impact that in importance far outweighs the few problem areas identified. Most of the project impact, both on HE as an institution and on the ultimate beneficiaries of training, has resulted from training that has occurred since the mid-term, that is, within the past two years. It should be no surprise that impact on zenzele women has been uneven when viewed regionally and sub-regionally. This is to be expected, given the short time frame, the difficulty in reaching many zenzele groups, the importance of the local AHEO, and the uneven performance of HE extension workers.

The accomplishments with zenzele womens' organizations-- impressive though they are--are still very fragile and need careful nurturing in order to flourish where they are presently found and to take root throughout Swaziland. Such nurturing is the responsibility of Home Economics, and SWAMDP-supported staff development of HE should make this possible.

Yet the process can be assisted by the right kind of USAID technical assistance. The leadership and business training of organized rural Swazi women appears to be at the developmental stage where specialized technical assistance is needed more than money or vehicles (lamentations about lack of transportation notwithstanding). HE does not need what might be cynically termed a USAID "shot of morphine," creating more dependency on donor funding of workshops and vehicles.

TA should be provided by someone well-familiar with Swazi culture, nonformal education in rural Africa, and the issues associated with Women in Development including income-generation and small business development.

There needs to be better monitoring and supervision of HEOs and AHEOs. HE, with advice from the new USAID contractor, ought to develop and institute a system rewards and recognition that includes career advancement for HE extension workers who: (1) regularly meet their assigned zenzele groups; and (2) produce results such as those described in Shiselweni where zenzele groups are training at no direct cost to HE or any donor.

CARE/Swaziland will be assisting HE in supporting small business enterprise development among women's organizations once SWAMDP ends; it is said to currently be involved in developing training materials for savings clubs. It appears that CARE will be unable to support Zenzele workshops; this may not be a bad thing since it could promote the institutionalization of

zenzele training in Home Economics. It is expected that HE will continue workshops from their recurrent budget, which for the forthcoming FY is expected to include E100,000 for training.

Regarding savings clubs, before proceeding much further with SC training, HE and CARE should combine with ACAT to evaluate the experience of the 55 ACAT-assisted savings clubs that have developed since 1982.

The training of zenzele women, like that provided for traditional leaders under Community Development, seems to have the potential for fundamental and far-reaching changes in Swazi society. Social egalitarianism, the empowerment of women including their economic emancipation from their husbands, and democratic elections as practiced in many zenzele groups are all somewhat contrary to fundamental patterns of Swazi traditionalism such as subordination of women, passive acceptance of authority from above (especially on the part of women) and social stratification based on birthright. All parties involved in training should be aware of this.

II. LOCAL LEADER TRAINING/COMMUNITY DEVELOPMENT COMPONENT

1. Magnitude of training. 2,980 participants, or at least 1,000 individual traditional and local leaders were trained under the project. This far exceeds the original training targets.

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

3. A brief but carefully sampled follow-up survey of 50 local leaders who had been exposed to project-sponsored training showed that the positive trends found some 18 months earlier in an impact evaluation of such training are still continuing. For example, it was agreed during the design of SWAMDP (1984) that the (mean) average number of development-related organizations per randomly-selected community would be used as a general, objective, quantifiable measure of development activity on Swazi Nation land. This would also serve as a general impact indicator for the project.

The average number of such organizations rose from 5.5 in 1983 to 11.5 in April 1989, to--as we found in the evaluation survey--17 in October, 1990. The apparent significant growth during the last 18 months of project support may be partly a statistical irregularity due to our relatively small sample, but the growth trend can be said with confidence to be continuing.

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

5. Since 1989 there has been a measurable rise in income-generating and in committee-formation activity, findings corroborated by the preceding section showing significant growth in economic activity on the part of zenzele groups.

D. EXECUTIVE SUMMARY AND RECOMMENDATIONS FOR THE DEVELOPMENT COMMUNICATIONS COMPONENT

The Development Communications (Devcom) component of the SWAMDP project has succeeded in strengthening twenty one ministry sub-units and NGOs by establishing and operating the Swaziland Center for Development Communications (CDC). The component's bilateral objectives included:

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

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

The component has not fully institutionalized a self-sustaining training program to meet the communications needs of development agencies. Recent personnel changes at SBIS, and the on-going Communications Studies initiatives at the University of Swaziland, show potential for full institutionalization.

ACHIEVEMENTS

At its inception, the component was considered a cross-sectoral experiment. Project objectives were included under the umbrella of SWAMDP but the project was administered by a separate contractor; the Academy for Educational Development (AED). The component's feasibility study was very ambitious and utopian in design. Although Swaziland has a history of development communications dating to 1966, it took a major effort to establish the value of

development communications in the eyes of the Government of Swaziland and the key development sectors of the USAID mission.

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

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

Short-term consultants were effectively employed to provide on-the-job training for engineers, information officers, technical staff, devcom producers and SBIS management. A variety of workshops and forums were organized to expose senior officers to the concepts and practical applications of development communications. Both of the contractor's devcom specialists acted as Chief of Party and provided high-quality direct assistance to participating ministries and NGOs.

TRAINING

A tracer study of in-country and long-term training participants was completed for this evaluation. All forty eight training graduates were located, thirty six were interviewed in depth.

Sixty five percent (31/48) of the graduates are continuing their efforts in devcom. In all, nine have been promoted to posts (including management and training) with greater devcom duties. Fourteen are employed by SBIS, seventeen are employed by ministries or NGOs.

Thirty five percent (17/48) of the graduates have little or no direct responsibilities for devcom. Four from this group have been promoted to management or training positions. (Note: one is now a training officer for South Africa Broadcasting Corporation in Pretoria, another provides communications training to the public and private sector in Swaziland.) Eleven have transferred laterally in their agencies to positions without devcom duties. Two have resigned their positions for personal reasons.

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

Interviews with the graduates' supervisors revealed strong institutional impact at seven out of ten ministries or NGOs. This impact was detected in the institutional ability to organize activities over the radio, as well as in the use of radio to support print communications and field workers. Organizations that use development communications have been well served by the project (see report for details). Institutionalization is readily apparent and the results are exciting. Every supervisor interviewed said participants are more focused and clear in their communications work. They report that the component improved their employees' skills in research and planning.

PROBLEM AREAS

The in-country training was marred by a controversy over the level of recognition afforded graduates of the program. The participants believe that a specialized course of this duration, offered at the university level, is worthy of a diploma. In turn, a diploma gives professional recognition and the capability for promotion. Participants were awarded certificates with a transcript verifying degree-level credit at SDSU, rather than a diploma.

The controversy surfaced after the initial intake of trainees, creating doubt among participants and their supervisors over their level of commitment. To this day, participants say they have not received a satisfactory explanation of this issue. SDSU has been clear on the topic: by California law, SDSU can not issue a "diploma" for the training. The impact of the controversy is two-fold. One, it demoralized the participants and dissipated CDC momentum. Two, it has left the participants with an unfulfilled desire to complete the training that was started.

Two early initiatives faltered and were abandoned. One was to establish an inter-ministerial advisory board to guide national development communications policy. The other was to establish a governmental "scheme of service" for devcom professionals. Even though these initiatives were unsuccessful, the dedicated work of component employees, SBIS and training participants has successfully institutionalized the tenets of development communications at the grassroots level.

In late 1987, the CDC conducted a national listenership survey, documenting the habits of radio listeners and the impact of devcom programs. This was a vital step for CDC and SBIS because no recent audience information existed. The survey report was not issued until December 1988 and contains enough anomalies to cast doubt on the validity of the findings.

SBIS listenership is low in non-directed questions (between 15 and 33%) but much higher in directed questions (96%). This should have been detected as a skew from courtesy responses. Devcom programming awareness is reported as a percentage of the higher (directed) responses. This resulted in a finding of low impact among the people actually listening to SBIS.

Technically, the timing of the listenership survey was wrong. The training program was only half completed. SBIS was functioning without engineering support while their two engineers were receiving degrees in the U.S. Signal

quality was sub-standard. Project engineering consultant Mike Starling and the returned engineers found the national system "on the brink of transmission collapse" in February 1989.

Starling has technically documented the design flaws and coverage inadequacies of SBIS transmitters but this should not have been "news" to anyone in Swaziland. A USAID sponsored survey from earlier in 1987 shows that reception was a problem. Resuscitation of the system by Starling and the returned engineers allowed greater coverage and signal strength. The listenership survey is not useful as a baseline measurement of devcom program performance. An accurate baseline survey should have been made in mid-1989 so subsequent surveys could measure impact.

The problems with the survey are important. A survey taken today would more accurately SBIS coverage and the project's impact. A May 1990 survey on health seeking behavior in Swaziland's lowveld (Center for Disease Control and the MOH; Tangermann, et.al.) reports that 68% of the population (371/548) list radio as their source of information. The next closest responses were, "told at clinic", 60% (331/548) and "radio and clinic", 26% (189/548). Although the survey to not ask which radio station the information came from, it is clear that development communications is penetrating.

INSTITUTIONALIZATION OF THE CDC

In terms of institutionalization, the component has been very successful in all regards except one. The CDC has not operated as an adequate center for training or for devcom activities since the departure of the component's CoPs. This is mainly due to the appointment of a kind but unqualified Swazi counterpart CDC coordinator. It is true that the counterpart did not receive the level of training envisioned in the original contract but responsibility for this appointment must be shared by all parties to this project.

The counterpart was unwilling and/or unable to provide information on CDC activities since the CoP's departure in December 1988. From in-depth interviews and three full weeks direct observation at the CDC during the evaluation period, it is apparent that the CDC has not provided training as envisioned in the contract. It should be noted that the counterpart has resigned his position at CDC, effective November 1, 1990.

In the early stages of the component, a qualified Swazi candidate was overlooked for the directorship at CDC. This person served as the public relations officer for SBIS and as the chairman of the National Association of Development Program Producers (NADPP). It is unnecessary to fix blame for this decision. What is important is that the impact of the decision coupled with the diploma controversy and the failed initiatives for a national advisory board and scheme of service, flattened the NADPP and stunted the proper development of the CDC.

CONCLUSIONS AND RECOMMENDATIONS

All of the devcom pieces are present in Swaziland. Communicators are trained, SBIS is stronger, delivery systems are functioning and most participating

ministries and NGOs are reaping the benefits of clearer communications. These benefits accrue directly to the Swazi people. Important work is underway at SBIS, the ministries and the NGOs. The component has succeeded but Swaziland is left with a need for a functioning development communications center.

It is recommended that:

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

Any follow-on to this project should begin with a listenership survey;

Assistance be considered to the UNISWA Communications Study program so that diploma level devcom training is institutionalized;

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

The recommendations in Mike Starling's 1989 engineering report are seconded here. Commodity support should be provided to SBIS transmission and audio facilities so devcom radio messages can continue to reach their intended audience.

**Swaziland Manpower Development Project
Final Evaluation**

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(A.I.D. Project Number 645-0218)

**Volume II: Project Component Impact Studies
and Appendices**

**Submitted to:
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CHAPTER I: IMPACT ASSESSMENT OF OVERSEAS TRAINING

A. Impact Assessment

Three methods of collecting data needed to assess the impact of the overseas long and short-term training were employed in the evaluation:

1. Questionnaires

Questionnaires were mailed to 118 returned participants (approximately 75%), who were selected as representative samples from among fields and institutions as follows:

RETURNED PARTICIPANTS: SAMPLING FRAME

	GOV/DEGREE	GOV/NON-DEGREE	PRIV.SECTOR	PARAST	UNISWA
MOE	16	2			
MOF	6	12			
MOA	6	3			
MOH	9	3			
MOL/PS	2	1			
MOW	4	1			
AUDIT	1				
COMM	1				
COL/TEC	2				
NAT/RES	3	7			
SBU		3			(16)
			(23)	(9)	
ECONPL		1			
TINKH		3			

Questionnaires, designed to elicit responses in the following areas of impact assessment, solicited information on:

- Basic information on when, where and what had been studied;
- Changes in jobs from pre to post-training;
- Training needs assessment and participation in choice of institution;
- Pre-departure preparation and orientation;
- On-the-job and other practical training while abroad;
- Re-entry courses;
- Use of overseas training to employing organization;

* **Recommendations for improvement in the program.**

The survey forms varied slightly for each type of organization, and for each type of training, in order to control for the type of organization.

2. **Evaluation Workshops (Focus Groups) with Samples of Participants by Type of Training and Type of Organization**

A total of 78 individuals from the total universe of returned participants were then invited by telephone to 4-hour meetings. A total of 5 separate meetings were held, with an average attendance of 8-10 returned participants. The workshops were divided as follows:

- a. Government workers who received degrees;
- b. Government workers who went on short-term technical training;
- c. Parastatals (degree/non-degree);
- d. UNISWA (degree/non-degree);
- e. Private sector (degree/non-degree);

In these 1/2 day intensive workshops, issues of how knowledge and skills learned abroad were being applied in the organizations were explored, as was the administration of the fellowship program. In the latter part of the workshop participants were asked to act as a task-force to recommend strategies and improvements in the program for their type of organization. A form was used to stimulate the group discussions, held in Siswati, and to rate the value of the workshop.

Participation and interest in these workshops was very high and a good deal of useful material was gathered both in written recommendation and in the group consensus sessions.

Evaluation workshops were attended by representatives of both the MOL/PS and USAID, in all cases Siswati speakers, who listened carefully since they had a stake in getting as much useful feedback from the participants as possible.

The workshops were thus not only intended to be a means of gathering data on the impact of the overseas training, but were also part of an Action-Research process where information on program impact derived from former participants was provided not only to evaluators but also to individuals representing organizations with responsibilities for making corrections in the way the programs were being administered.

Finally, employers from key institutions receiving assistance in the form of overseas training, were interviewed by evaluators and COS representatives on the impact of the training on individual performance and organizational effectiveness.

Governmental Agencies

As indicated earlier, a total of 156 degrees were awarded by U.S. institutions of higher learning to Swazis sponsored under the SWAMPD project. Of these, the great majority were B.A./B.S.'s or M.A.'s, primarily in fields of Agriculture, Education, and Management. Almost 50% of all degrees awarded under project sponsorship were for government employees.

In order to assess the impact of this investment questionnaires were sent to a sample of returned graduates (see chart above on sample size), and two workshops were conducted, (a) With a sample of returned graduates, and, (b) with a group of training officers and supervisors of the returned graduates. This latter workshop was also used to evaluate the effects of short-term and in-country training on government employees.

A detailed analysis of this voluminous data is still pending, however, based on a reading of the forms returned, and based on the workshop focus groups, individuals interviews and discussions, some tentative conclusions about the impact and effects of this training can be put forth.

It should be stressed, however, that many of the degree participants have returned only recently, and neither they nor their supervisors have a clear idea of what the long term effects on careers and organizations may be.

A longitudinal study of the effects of overseas training, following up participants from all previous projects sponsored by USAID, was done in 1989 by a local consulting firm, Khalifa Associates. While SWAMPD EOP evaluation did not, in general, find any major disagreement with the findings of the Khalifa study, there are differences in some of the results, and, we believe, some interesting new findings which may have significance for the management of the STRIDE project.

Finally, the sample of participants who returned questionnaires is somewhat biased since it is limited to, (a) those still in the jobs they had on return, and, (b) Those who chose to respond to the questionnaire. Resources did not permit a complete tracer study and interview of all returned participants, also, it was found that a number of participants had since left the government service with no forwarding addresses available.

Impact and Effects of Degree Training According to Participants

- More than 50% had received increased responsibilities after training, as defined by the number of employees supervised. This was true even where they reported that they held the same post as before training;

- About 20% reported that they had a choice in the institution which they attended, the remainder reported little or no choice. This was a major source of frustration and was an important topic of discussion in the workshops;

- When asked how much they knew about the institution before enrolling, most responded that they were only somewhat, or half informed compared to what they felt they should have been told;

- The field of study, however, was in most, or all, cases, fully the choice of the candidate for the government participants;

- The majority attended the pre-departure computer course and gave it high marks for usefulness;

- With very few exceptions all candidates attended the TransCentury U.S. based orientation and found it excellent and useful;

- Short courses and seminars fitted in around university course work got high marks for usefulness to the job. Many requested more programs of this type in the workshop discussions;

- Practical training was expected by most participants and there was general disappointment that so few were able to obtain it. Those who did have this experience considered it very important in closing the gap between theory and practice;

- When asked about what was most and least useful in the training to their organization, management skills were found to be most useful. Second was technical training, research, and training skills. Of least use, one found the short-term training of little value, and another, a course on adult education. The remainder did not have any aspect they did not find useful.

The written recommendations given by the participants can be summarized as follows:

- More information on schools and fields of study was needed;
- There was felt to be a lack of choice by candidates in choosing a school; more involvement by participants in choosing programs was strongly felt to be needed;

- There was a lack of continuing education, e.g. follow-up courses for those returning with degrees from abroad;
- Cut of government pay after 12 months was a problem, especially for those studying for M.A. or Ph.d degrees;
- Others felt that Ph.d program should be available for government employees and others outside the university;
- The selection process was found to be too long and costly, especially for those living outside Mbabane;
- Graduate students need intensive preparation for the GRE tests to help them improve their scores;
- More and longer practical training is needed, e.g. for engineers. Placement in jobs, as is done for U.S. students under Cooperative Education programs, is needed for foreign students as well (those who return without practical experience are currently penalized by the Swazi government in their pay, reported one returned participant);
- Architects felt a need for more travel to see examples of structures to determine what is appropriate for Swaziland;
- A policy of penalty-free home leave is needed for students abroad for 18-24 months, such as USAID permits for its own employees working abroad.

C. Training Impact

- The increase in management skills by returned participants was enabling them to more effectively introduce change;
- Returned graduates were dealing more democratically with people;
- They were bringing more enthusiasm and energy to the job;
- There was confidence that change could and would be made;
- There was willingness to train colleagues and colleagues were willing to be trained;

D. Program Management Recommendations by Focus Group

Not surprisingly, but useful in terms of verifying information received from mailed in questionnaires, focus group participants had high agreement on changes and improvements needed in the

Manpower Project. The workshops, however, were highly useful in the sense that active, and sometimes heated, discussion in both English and siSwati, brought out additional feelings, comments and recommendations.

As agreed upon by the groups and recorded by them, the recommendations were as follows:

- Programs must have an internship;
- Participants must be allowed to participate in the selection of schools and programs. There must be alternative choices available;
- The curriculum must be appropriate to Swazi needs and conditions, e.g. crops, climate etc.
- The university offerings must be sufficient to meet the needs of qualification in field, there must be access to information on Swaziland or other special study materials needed for theses and dissertations;
- It should not be necessary for everyone to go to Washington, D.C. on return;
- More conferences and seminars are needed in addition to the Mid-Winter Seminar. There is too much down time (e.g. Thanksgiving, Christmas, Summer breaks, etc.);
- There is a very strong need for post-training follow-up and support, e.g. conferences, meetings, professional journals and other contacts with professionals;

F. Supervisors' Evaluation of Impact on Graduates' Performance

Government supervisors and training officers, invited to a focus group meeting of their own, were asked to assess the performance of the returned SWAMPD participants. Clearly, Swazi participants have taken seriously their charge of using at home what they learned abroad. Most, if not all, as reported by the supervisors, were engaged in on-the-job training of the staff of their agency. There was some indication of frustration with this extra work load but it was evidently taking place, and in some cases, e.g. taxation, had given new life to the departmental training program.

They were also reported to have gained in confidence, were more highly motivated, and had more job satisfaction and more creativity than before.

A few examples may be illustrative:

- In the Geology Department, participants brought back Laptop computers and demonstrated what could be done with such "little wonders". The Department subsequently bought computers and they are now in general use in the division;

- In the Tax division, the result of the Harvard Tax Seminar was that staff can now deal with the foreign companies operating in Swaziland and have consequently increased revenue collection. It has also created a demand for training of the 6 revenue officers who did not go abroad for training;

- One participant who went to Botswana for word processing training, came back and introduced the system, convinced the government to purchase computers and train staff in word processing. This was, incidentally, reported by many, using different examples, as a clear indication of how the process of the transfer of technology works through overseas training.

Government Supervisors' and Training Officers' Recommendations on Improving Training

- International donors and sponsors, such as USAID, should attempt to be more fair, and more concerned with critical needs of the country, e.g. not be so biased towards the "soft" areas of social sciences and humanities, but should pay more attention to engineering and hard sciences needed by the country;
- The STRIDE project must strengthen the Training Needs Assessment process begun under the SAMDP project;
- Enough staff must be trained in a function so that change will occur, the "critical mass" is needed to change many things. There is also a loss as people leave due to opportunities created by the training;
- Short-term overseas training must not be discontinued. The transfer of technology which occurs through these is very important. They are also more feasible than degree courses since they take less time;
- More should be done to use local resources for training. There should be a survey to determine who is available with what expertise (a sort of talent bank?);
- There is a strong, urgent need for better integration of staff and higher management in the training. Higher level staff often do not go along with changes proposed

by newly trained staff, since they do not understand the issues due to not having been to the training;

- Those who plan training must have an organizational strategy and, as part of that strategy, must consider how to phase the training so as to not interrupt operations;
- Donors should use OPEX to replace staff on long-term training, help train staff; provide support for major changes in structure, policy, etc.

F. Government Short Term Overseas Training: Returned participants' reactions:

Another workshop was conducted with returned short-term participants. As with degree candidates, it was found that most of the returned short-term (1-6 months, in most cases) have been promoted in their jobs or have left for other, usually higher, positions. Incidentally, most transfers, it was found in all the workshops, have been within the same Ministry or within the government. In order to obtain promotion, this generally means moving to another job to get more pay and increased responsibility.

Short-term participants had less strong feelings about the institution to which they were sent than did degree candidates, understandably, since they were making much less of a career investment.

Many reported that they had had some choice in selecting the course(s) which they attended, hence there was less dissatisfaction since they were more focussed on getting the training that they needed.

G. Illustrative Examples of Overseas Short-Term Training:

- A Department of Agriculture meat inspector went to Texas A&M for meat and poultry inspection. He considered the course and subsequent visits to meat inspection plants in the U.S. more "fact finding" than training, and found it very useful to learn the U.S. specifications, especially the emphasis on Microbiological examination.

Since Swaziland is a major exporter of meat to the EEC, and since more emphasis is placed on cutting than on bacteriological analysis, this training tour would probably have been more useful if Swaziland were involved in meat exporting to the U.S. He is using the training, as well, to initiate a new program of inspection in township abattoirs which, according to the Ministry of Agriculture meat inspector, need upgrading.

• Another participant who took an income tax course in the U.S., found that the way in which U.S. tax laws are written is potentially very useful to Swaziland. The fact that U.S. laws back tax collection on an equal basis was impressive to the participant. Change in this area was found hard to introduce, but efforts are continuing.

• A participant trained in computer applications works with the Examinations Board. She attended training at the U.S. Census Bureau, but found the training only remotely related to her needs to computerize exam results. She did determine, however, what training she actually needed to make a major change and rationalization in the way exam results are collected, stored, secured and received, and has made arrangements to return for Master's degree in Education Administration.

• One participant, who works for Royal Swazi Airlines, went to meet the people he has been corresponding with at the FAA in Florida, and attended a course in Aviation Business Administration. His job is Traffic Controller and pilot trainer, as well as Search and Rescue Services. The training he received there was very useful, he reported, in understanding and using changes in aircraft maintenance regulations. Business contacts were also made at the time, which he found useful.

II. Summary and Conclusions: Government Overseas Training

In trying to assess the value and impact of this large portion of the SWAMDP project, it is difficult to put a finger on what it all adds up to, in spite of the obvious benefits and impacts on individuals and on the functions which they serve.

The long-term effects, especially on leadership, are not hard to predict. From training carried out in other African countries in the early Sixties, e.g. Kenya, we know that in African countries where very few have advanced degrees, those who are graduates or post-graduates will, all other factors being equal, rise to high level positions, whether in politics, government service or elsewhere in their countries.

Managerial skills, especially for those with higher degrees, are thus of paramount importance since they will almost undoubtedly have ever increasing responsibilities, ever larger staffs, and increasing amounts of money under their control.

Because technical training has, by and large, been the aim of the project, in spite of the fact that most of those trained are already moving into more managerial posts, there seems to be some loss of potential impact since most technically trained people are not, with out some additional training and experience, ready to take on major managerial responsibilities. Thus, there is a strong

need to take a close look at the assumptions underlying the training strategies of projects such as the Swaziland Manpower Development Project by looking at the projected careers of those selected for training.

The participants' plea for more practical training and hands-on experience in businesses and organizations while they are abroad is a valid claim, if we accept, as Dennis Rondinelli did in his seminal study for AID entitled, Development Administration and U.S. Foreign Policy. Studies in Development Management, the assumption that the practice of management is a craft backed by a relevant knowledge and experience base (p. 164). This point is also discussed in Appendix A, under Institution building.

I. Paraatatal Organizations

1. University of Swaziland

A total of 10 faculty and staff recieved training in the U.S. under the SWAMPD project, and all were back working at the university at the time they were interviewed for the evaluation.

There were four Ph.D's, 3 in administrative areas, 2 in Agricultural Administration in leadership positions in the Agricultural school, and one, the current Registrar Dr. Correl Sukati, with a doctorate in Educational Administration from Harvard. The fourth, Dr Marilyn Habedi, did her graduate work in Home Economics at Ohio State, the UNISWA linkage institution.

Nine questionnaires were received from the university faculty with whom a workshop/group interview was conducted on campus. In addition and reported separately below, the deans, who both returned with Ph.D's in Agricultural Education, were interviewed on the agricultural campus.

On the question of the contribution of training to career advancement, there is no question that, due to the shortage of Swazis with advanced degrees in the university system, the SWAMPD participants are on a fast track to advancement. Three graduates are already deans with significant administrative responsibilities, and most others are heads of departments, or soon will be. One of the deans expressed it well:

"It added the confidence I require to stand the pressure and demands of the position of a senior administrator."

They were also asked, as were all participants interviewed, about the relative value of a U.S. degree compared to that of other donor countries. Recognizing that those with a considerable investment in a U.S. degree may be somewhat biased, their comments are nevertheless interesting since most have an opportunity to

compare their own capacity with that of colleagues trained in other systems.

An American education, it was felt by the returned participants, had a better mix of theory and practice than did, for instance, training in the U.K. In the last 8-10 years, the former has generally become favored as more appropriate to Swazi needs because of its practical approaches to learning problem solving. This was heard, incidentally, not only from the UNISWA SWAMPD graduates, but from other focus groups, e.g. the private sector group.

On transferring skills and knowledge, as the group pointed out, a university is clearly the ideal place to maximize the transfer of skills and knowledge. Those training teachers particularly felt that their education was enabling them to change the curriculum, values and attitudes of the teachers with respect to how they, the neo-teachers, dealt with their students. Some of the faculty also find their skills useful in consulting outside the university (see below for example).

Some felt that they were hindered in the transfer of skills and knowledge by the lack of books, funds, equipment, and software. Others felt that university traditions and inherent conservatism were often hard to change. An example was given of the attempt to establish a pre-school day-care program which was turned down as too different and radical.

The strongest views were reserved for the SWAMPD placement process. Virtually all expressed the view that they should not only have advance information on the school in which they were to be placed, but should also have a choice in the placement. A number of them expressed strongly that, knowing what they now know, they would have chosen a different and more appropriate school.

Among the reasons mentioned for this were: Some schools have little or no knowledge of Africa in general, or Swaziland in particular, and have few Africans enrolled; some schools are not adequate in the course selection offered and, when participants tried to attend another university for a semester, it was reported, it was not possible due to lack of funds in their training budgets.

Most participants tried to do their thesis work using problems and data related to Swaziland and found that there was little information in their university libraries. Ph.D candidates were allowed to go home to collect data, and thus solved the problem. Master's degree candidates were most frustrated on this issue since the program did not allow them to go home for data collection.

Many, if not most, claimed that they arrived late in the U.S. and had missed both in-country and overseas orientations. When asked whether they had had an opportunity to attend post-graduate

in-country (Swaziland) courses, all of them said that they had not, requesting at the same time that they receive notices about upcoming courses.

Short-term courses, it should be noted, are a high priority with the faculty as a means of professional development. The experience of the school of Agriculture in this regard (see below) is an excellent example of how this can be done.

Other comments were that there were considerable hardships in not being able to bring their families for such long stays abroad and not being able to earn money in the U.S. There were requests that USAID reconsider their policies in these areas.

2. University of Swaziland School of Agriculture

The School of Agriculture has been the recipient of overseas graduate training, an OPEX professor, and a linkage arrangement with Ohio State University. This institution-building effort owes much to the cooperation and individual and collective efforts of Swazis, Americans and other nationalities working together to build the institution literally from the ground, up.

As recently as ten years ago there were virtually no Swazis qualified to teach agricultural subject at the undergraduate or graduate levels. As Dean Barnabas put it: "If these people (i.e. U.S. trained graduates) were not trained, who would be teaching here?"

Although U.S. support for the development of the institution pre-dates SWAMDP, (four professors were trained under this project, finishing under SWAMPD) it is, on the whole, a product of the U.S. mission's intensive human resource development policy during the 1980's. It is, therefore, a good example of what can be done in institution building when sufficient resources are applied, over a sufficiently long period, in a planned and coordinated fashion.

During the SWAMDP project, two professors, both deans of departments now, went to the U.S. for B.Sc, M.Sc and Ph.D's in the field of Agricultural Education. This considerable investment appears to be paying off well in the sense that both teaching and administration has improved considerably under their guidance and former participants are in leadership positions at a relatively early age.

Under the 'linkage' program with Ohio State, three workshops on teaching methods in agricultural education have been implemented for the faculty. The deans mentioned above, professors Barnabas and Similani, are now preparing to conduct these workshops without outside assistance.

UNISWA/AG faculty and staff have found these workshops to be

an effective way to transfer technology and skills from the linkage institution. Co-teaching the workshops between U.S. and Swazi faculty, as has been the practice, has also been found to be an effective way to adapt the technology to local conditions. For the future, the school is planning new workshops on Agri-business technology.

Other effects of the training of faculty and staff in the U.S. have been:

- Improvements in communications in agricultural extension work;
- The U.S. practice of Supervised Occupational Experience is being introduced in the secondary schools via the university training of the vocational teachers;
- The teaching skills and practices of the returned participant-professors are reported to be much improved; and,
- Faculty has been invited, and have participated as full consultants, to USAID in partnership with U.S. short-term consultants on research and investigation in Swaziland.

The awareness that knowledge of subject matter is a necessary, but not sufficient, condition to communicate the knowledge, skills and practices needed to be effective in the field, is perhaps the most important by-product of the exposure of the institution to the American system of education.

Many returned participants, both within the university and in other institutions exposed to the U.S. culture and system of learning, that a pragmatic spirit had been transferred, which the returned participants were applying to the transmission and adaptation of knowledge and skills in their institutions.

Presently, the school is planning more post-doctoral training in the teaching of Home and Agricultural Economics. There is also a new emphasis on the introduction of farm-management and Agri-business teaching, an area where the school hopes to involve and benefit from Ohio State, its linkage partner.

Relations with TransCentury appear to have been good and returned participant-faculty interviewed reported that they had participated in pre-departure orientations. Those who went early in the program, and did not benefit from the advice of returned participants, said that they wished they had had this kind of assistance when they went abroad to minimize culture shock.

It was also reported that when the returned participants and faculty from the 'linkage' partner school were used, the selection of individuals and programs improved considerably. This approach has been tried since about 1986. In this regard, it should also be mentioned that even before the linkage project began, the

university had the benefit of the presence of a University of Ohio professor who, while visiting in a capacity as adviser to a Ph.D candidate, took it upon himself to advise and assist in the selection and placement of a number of students.

There was also strong reinforcement of the need to continue the practice of allocating sufficient funds for Ph.D candidates to return home for a period of collecting data needed for their dissertation. Where, as in some cases, this can also be reinforced by having the candidate's advisor make a field visit, this will not only improve the quality of the research but will also serve to strengthen the linkage partner institution's knowledge of local, African, problems and conditions.

Criteria for choosing universities for Swazi graduate training were also explored, with the general consensus that priorities should be: first, quality of teaching; second, high standard in fields relevant to Swazi problems and conditions; and third, relevant climactic conditions. The fact that Ohio State, much farther north than Florida (which is more similar to Swaziland than the midwest) came out much higher in preference, gives some support to the priorities in placement cited above.

At this time, (December, 1990) UNISWA/AG wants to expand the present "memorandum of understanding" with Ohio State into a full partnership arrangement with more reciprocity in the agreement. UNISWA/AG for instance, is planning to offer a M.Sc in Agriculture and would like some students to take courses at O.S.U.

At the same time, there is a pressing need for faculty to keep up with their field. A semester abroad where they could teach 1-2 courses at O.S.U., attend conferences in the U.S. or internationally, and generally get caught up in their areas of specialization would be very valuable. Other possibilities of a full partnership would include American students taking courses and conducting research in Swaziland under the arrangement.

1. Summary and Recommendations: UNISWA

It is clear, for the reasons cited above, that USAID/SWAMDP assistance to UNISWA has been successful in initiating institution building. In order to sustain the progress made, however, and to avoid creating a long-term dependency on USAID support, considerable effort should be made to:

- Strengthen efforts to move linkage arrangement with O.S.U. into more of a full partnership, as described above;
- Continue to fund graduate training for the development of teaching staff in fields where there is a high need for expansion. In light of both COS and USAID joint priorities for economic growth, and given the USAID emphasis on private sector development

expressed in the CDSS statement, USAID may want to consider support for the Agri-business farm management initiative.

- There is a high need to begin the training of engineering professors who can help staff a new department. They could also act as instructors and advisors to SCOT which has had discussions with UNISWA recently about becoming the engineering school for the university (see below).

- Inform staff of upcoming in-country short courses in time for them to be able to participate;

- Consider continuing a number of the Master's degree candidates to the completion of Ph.D's. Given the lack of depth in many critical fields in the country, and given that the university will almost undoubtedly, as has been the case in many developing countries, become the pool from which many cabinet and other top leaders will be drawn to exercise national policy making positions, it would be imperative that there is at least one individual in the country who has complete command of the subject.

4. Other Parastatals

a. SCOT (Swaziland College of Technology)

SCOT is a technical college which began as Mbabane Trade School in 1946. It has a current enrollment of approximately 600, mostly residential, of whom 25% are female. It trains both secondary vocational teachers, mostly in business/commerce, carpentry; as well as electricians, carpenters, auto mechanics and secretaries/word processors for government and industry.

Under the SWADP project, SCOT received linkage assistance under a contract with University of Western Carolina in North Carolina. The following describes the overseas training, institution-building and support activities, and assesses their impact on the capabilities of the organization:

In 1986 and 1988 respectively, an auto mechanics lecturer was sent to the U.S. for two-years of training at community colleges in North Carolina. Placements were made by U.of W. Carolina, Highpoint Community College, Piedmont and New College, N.C., for this training.

The need for this training, according to the Principal, Mr LuXhele, was to upgrade the teaching of auto mechanics to the point where there was a significant improvement in the pass levels on the London Guilds exam.

As a result of the training, there has been a significant increase in the performance of both teachers and students and the pass level on exams has increased substantially. New tools were

bought by the participant-teachers (with their own or the institution's funds--it is not clear which--but not USAID funds, it appears.)

Some of the SWAMDP inputs to the institution were:

- Two female instructors were trained in the United States on the use of computers for word processing and spreadsheet technology. One has since retired, and the other is working with a Peace Corps instructor teaching classes in computer skills.

The college now has 13 computers, 6 donated by the Peace Corps and seven by German aid, all being used in the class observed by the evaluator.

- The head of the Commercial Training Department also went to Western Carolina University and was enrolled in a 1-year A.A. degree, which he did not complete.

In spite of this, the impact, again according to the principal, has been considerable since the College is now teaching the modern A.A.T. method of bookkeeping, in contrast to the outmoded and much less used Pittman's system.

- The vice principal also attended W. Carolina where he received a B.S. and M.S. in Electrical Engineering. On return to Swaziland, he worked with the College for 6 months before taking another position as technical manager of the British International Voluntary Services (IVS).

- The principal went to N. Carolina for one month to study the administration of 2-year technical colleges in the U.S. and has, as a result of this experience, developed a handbook of administration for the College based a model seen in the U.S.A.

- Three other teaching staff have gone to the U.S. under the USAID/SWAMDP/LINEAGE program: i.e. 2 B.S.'s in Mechanical Engineering and one M.E. in Electrical Engineering, the latter judged by the principal to be an outstanding instructor as a result of the training.

Summary observations on SCOT

SCOT is an institution bent on growing in both quantity and quality. The general impression is that in the past 5 years, largely as a result support from the USAID/SWAMDP project, there has been a substantial increase in the quality of the teaching of the institution in areas where instructors have received overseas training.

In spite of some losses of the U.S. trained staff (see above), and in spite of having to do with some seriously outmoded

equipment, SCOT is making progress in improving the quality of its technical training.

In spite of these improvements, Swaziland industries and parastatals are still sending their technicians to The Republic for State-of-the Art training since the College is still some ways behind the state of development of industry. There is little industry participation on the Board of Advisors and little cooperation and support from the private sector in the form of up-to-date equipment or internships. As a result, most employers still do most of their own training of entry-level employees.

The school has applied for para-statal status in the hope that this will not only free it from its image of being a branch of the government and therefore not up to the standards of private industry, but will also enable it to earn more revenue and pay more competitive salaries.

A library extension is currently under construction, but there are few funds for books and contemporary journals. 15% of the staff are still ex-patriates. There is little likelihood of reduction in the number of expatriates in the near future since, as with most institutions in Swaziland, there is heavy attrition of staff trained abroad to the private sector. Of 8 trained abroad, (none with U.S. funds,) 2 have gone to government ministries and 6 to the private sector. The latter, interestingly enough, did not want these instructors for their teaching skills but are employing them in technical capacities.

There is still, according to the principal, too much theory in the curriculum and not enough practical. Part of the reason for this may be due to a shortage of work-stations for practice, most classes have 15 or more students, too many for hands-on experience, given the equipment and space allocated to the learning. Perhaps because this is a government institution, there seemed to be little flexibility in using the available resources: e.g. at 3pm on a week day hardly any of the laboratories, with the exception of the computer lab where the Peace Corps instructor was busily instructing, were in use.

For the future, the College has set its course on expanding its specialized courses in the direction of eventually becoming an engineering school. According to the principal, UNISWA is favorable to this, perhaps in view of the high cost starting an engineering school from scratch at the university. In line with this objective, and supported by the Ministry of Public Works, the immediate priority is to develop a course, this would require training one or more instructors in highway technology/civil engineering.

SCOT management expressed some concern that both the longer and short-term objectives of focussing primarily on developing engineering training, may not be reflected in the types of schools

which are being sent the bid documents by USAID for the next round of linkage negotiations with U.S. institutions of higher education.

J. Summary and Recommendations: SCOT

It appears that where training has been carried out in the U.S., and the instructor is back on the job, it has been highly effective in improving the quality of the teaching. While there have been some losses to the institution, the participants are apparently still in the country and are benefitting the government and private sector without their loss crippling the target institution.

The linkage program also appears to have worked very well, with W. Carolina University having played a useful and significant role with modest resources available. The linkage model appears very useful and should be explored as an alternative, and maybe more appropriate model for institution-building aims, in contrast to contractor or mission placement of participants.

Institution-building, however, as a major objective of this project, has only been assisted in a limited, and tenuous way, with the training of a few key instructors. Considerably more could, and should, be done by donors in assisting this institution move in the direction of:

- Developing and selling a plan to government and industry for how to operate as a more autonomous, parastatal institution. This is presently under consideration, however, the Principal and staff could use a helping hand in researching and writing this proposal;

- Developing much stronger linkages with the private sector, to the extent where the private sector has some say in the curriculum, in the equipment used for training, and in the qualifications and training of the instructors. A very good model for how can be done can be found in UNISWA where Dr. Georgia Bowser, the OPEX advisor, has developed just such a linkage between the business school and the private business community.

- It would appear that, as we have recommended, an OPEX assignment, by an expert in the management of vocational and technical training institutions, with strong experience in privatizing such an institution in a developing country would be appropriate and probably very effective at this stage.

- The basic, long-term objective of moving in the direction of becoming an engineering school should be listened to carefully by potential donors. If agreement on supporting this goal could be achieved it would tend to focus all future assistance in the direction of a more specific target for institutional development,

Other Parastatals:

A sample of 6 returned participants from a variety of parastatal institutions participated in a 4-hour focus group workshop. In addition a number of questionnaires mailed to parastatal organizations were returned for analysis. A number of these organizations were also visited, thus giving a basis for drawing conclusions and recommendations on the impact and effect of the overseas training on the parastatal sector.

The participants interviewed represented a cross-section of Swaziland parastatal organizations, e.g. Central Bank, Town Treasurer of Mbabane, SIDC housing planner, Water and Sewerage Board, among others.

A number of the participants have been promoted since training, e.g. from personnel officer to personnel director, cadet engineer to planning engineer, others were already in upper or senior posts before leaving for training, some are doing research at the same grade level but with increased skills.

In most cases, the incumbents are among the few in the organizations who are actually trained for the jobs which they are supposed to do since most managers of governmental or parastatal organizations are generalists with little specialized training.

On the whole, there was satisfaction with the management of the training by this group. Most felt that they had sufficient choice of the program and the institution of training, two felt they needed more choice. Almost all of them attended the orientation and felt fully or adequately informed about life and culture in the U.S.

Specialized, practical training and follow-up courses in Swaziland were the two areas where the group focussed their concerns and recommendations. The group's agreed upon set of recommendations, which fits closely the questionnaire information received, were as follows:

- There should be a quota of AID scholarships set aside for parastatals;
- The parastatal organizations need to conduct needs assessments and should submit training plans to MLPS;
- Parastatal training officers must attend regular monthly meetings at MLPS;
- Donors need to insure that there are OJT attachments during vacations or after classroom portion of short-term course(s);

- Scholarships should only be awarded to natural born Swazi's in order to keep graduates in the country;
- All candidates must go through selection process on an equal basis;
- Candidates must have information on training institutions sufficient to determine if it would be right for them, must participate in the choosing of their institution;
- Swazi's in the U.S. must not be too isolated, must either be put with other Swazi's, or arrangements for regular meetings must be made;
- Sponsors and contractors must send applications to institutions on time to avoid being placed in inferior schools as a last resort;
- Only schools with housing, international student advisors and other support systems for foreign students should be used by the program.
- The contractor needs to have a toll-free number for emergencies.

Swaziland Institute of Public Administration and Management (SIMPA)

The upgrading of SIMPA was specifically mentioned in the Project Paper as a means of reaching the sector goal of 'assisting Swaziland realize the full potential of its human resources'. Evaluation of this goal, the PP suggested should be evaluated on (a) whether institutions such as SIMPA, et al., were staffed with better employees, as well as more efficient, and (b) whether more and better programs were being planned by Swazis with a minimum of expatriate assistance.

SIMPA is, and has been since its founding, the staff college department of the Ministry of Labour. It is thus a government department with no income sources other than the essential funds for salaries and maintenance of the its facilities which it receives in its annual budget.

In practical terms, this means that the institution is severely handicapped in responding to training needs since it is limited to the expertise of its in-house faculty without funding to pay university faculty and other scarce expertise for the conduct of courses and seminars.

To deal with this issue SIMPA has produced a plan for converting the institute to parastatal status, this would permit it

to charge for services and to use the revenue to support an expanded program of training services by Ad Hoc faculty..

After a long period of trying to convert the institution, it appears, according to its Director, that the institution, already approved by Parliament, will receive final approval for parastatal status in early 1991.

USAID has not, for the reasons stated above, been willing to invest in SIMPA's human resource development during SWAMPD project. Nevertheless, the institute now has, in addition to its Director who has a Ph.d in Public Administration from the U.S., 2 Swazi faculty, one with an M.A. in Public Administration, the other with an M.A. in Management Learning. The section on Development Administration/Economic Development is headed by a Swazi lecturer with a B.A.

The Accounting Section is headed by an expatriate with a CPA, and the library is staffed with 3 Swazis with B.A.'s and no additional training.

There is no OPEX advisor assigned to the institute, in spite of the expectation early in the project that the TCC chief of party would act in this capacity and would operate out of the SIMPA facilities.

SIMPA also did not experience the potential benefits of learning and institution-building anticipated in the PP since it did participate in the bidding or implementation of the in-country training. As described in Chapter 2 of this evaluation, the institutions chosen for this work were already capable and did not need the support which these contracts brought.

While the withholding of U.S. resources has probably been useful as a lever by which to have some impact on moving the institution in the direction of much needed structural reform, it is not too late for sponsors to consider a number of steps which could potentially make the institution a more useful tool for improving the management and efficiency of public, parastatal and private institutions in Swaziland.

There is evidence of slow but promising development of useful functions and activities of the institution which sponsors could re-enforce and expand upon:

In accounting, for instance, it has been the beneficiary of the development of standards developed by the OPEX consultant and is now beginning to teach to those standards. The training of a Swazi accountant to the level of CPA, either by the Institute of Accountancy in Swaziland, or, preferably, in the U.S. would not only strengthen the institute but would also be an important step in the localization of a critical function.

Courses in management, similar to those taught by the IDM, or ESAMI, have been mounted by Institute faculty, but need additional development and strengthening.

Recommendations on support for strengthening SIMPA:

Provided that the parastatal status is approved in 1991, as expected, sponsors and donors may want to consider the following steps:

- Negotiate an OPEX position for an advisor with a strong background in Public/Development Administration and Training;
- Provide assistance in developing an institutional plan for enhancing institutional capacity, including staff development, overseas training, new courses, seminars and linkages with client institutions;
- Select at minimum two faculty members for advanced training overseas (e.g. M.P.A. and C.P.A.).

Conclusions on Parastatals

Parastatal organizations represent a hybrid type of organization between the governmental organization and the private firm. Created to provide essential services to the public and the nation, and having less restrictions than governmental bodies without at the same time being profit making, there is heavy demand for efficiency and management control on these organizations.

As with government organizations, it is clear from talking with individuals, including directors and staff of parastatals, that the SWAMP program is contributing to increased efficiency and improved management in these organizations, where this within the purview and powers of the program graduates.

Since the numbers of individuals trained from these organizations is relatively few, and the organizations are large and complex, it is likely that the impact will only be felt over a period of time. However, since the parastatals tend to be more Swazi managed than are the private firms, the problems of the "glass ceiling" preventing upward mobility, discussed under the private sector, is less likely to be a factor and the SWAMPD parastatal graduates are, all other matters being equal, likely to rise relatively rapidly in ranks.

The use of management focussed graduate level training, combined with internships or OJT in U.S. or other Western organizations of a similar nature, is clearly a good investment for long-term institutional improvement.

Short-term technical training, especially where the organization is facing a technical upgrading and lacks understanding of what is involved, as was pointed out by the participant the Water and Sewerage Department, is also likely to be a very productive investment in Human Resource Infrastructure.

Finally, as several participants pointed out, degrees and technical training have enabled a number of Swazis to occupy positions previously occupied by expatriates, thus localizing the position as is the aim and policy of both GOS and USAID.

Recommendations for the Parastatal Sector

- Selection of participants from the parastatal sector should give priority to qualifying Swazis for senior level positions previously held by expatriates. Organizations with a high proportion of expatriates in senior technical and managerial positions should be targeted for Swazi selection and training, since this the localization criterion, more than any other variable, can help the institutions become more productive by using local talent more effectively. (see private sector for more discussion of this issue)

- Management training, whether as the focus of the degree or as specialized, short-term training, combined with internships in organizations of a similar nature to the employing organization, is extremely important for employees in this sector.

- Overseas training for the training officers and other teaching staff of the parastatals is also a high priority, especially in the design and implementation of training needs assessments (TNA's), training plans, training course implementation, training evaluation and, last but very important, platform skills, presentation and public speaking skills.

K. Private Sector Development Training Impact Assessment

The PP calls for support of human resource and institutional development in public, parastatal and private sector organizations. The latter represent a wide range of organizations, from hospitals to private voluntary organizations multinational corporations and South African owned enterprises.

In the focus group session conducted with eight returned participants currently working in the private sector, a number of interesting and valuable examples of the impact of the training on performance and productivity came out:

- Leonard, trained in X-ray Tomography scanning, finds himself in very high demand as he is apparently the only person in the country competent to use the highly sophisticated equipment needed

to diagnose pregnancy complications. He is aware that the training is extremely important since he is aware that the proper diagnosis he is helping to provide is saving lives of mothers and neonates, but is unhappy with the pressure and high level of responsibility which comes with being the only person with the skills in the country.

- Another, a nursing instructor who ended up with a double B.S in order to obtain the skills needed for nursing teaching, reports that she has added confidence in her teaching, and is adapting the curriculum she learned in the U.S. to introduce a more human, interpersonal, approach to patient care among her student nurses, a major improvement in hospital administration in Swaziland, she feels.

- A mortgage banker was trained after his promotion and went to a number of institutions, e.g. Fell's Institute of Local Government in Philadelphia, as well as the Housing course in Zimbabwe which was attended by 17 other Swazi's, funded by USAID, where he gained a valuable perspective on how and why mortgage banking works as it does. This, he finds, is highly valuable in training loan officers, and in explaining to clients why the bank must go through certain procedures in extending loans and credit.

In this latter case the training, at least for computerization, is ahead of the practice, but he expects to help introduce computerized mortgage loan systems in the near future.

- In another, somewhat unusual case, a young Swazi was studying in the U.S. under private (family) sponsorship, was funded for the last 2 years of his B.A. by USAID, did an internship with Coca-Cola in the U.S. and ended up as a "Management designate" with the local Coca-Cola in Swaziland. He has been told that he cannot be further trained or promoted until he is older. (he is in his early-mid twenties now.)

- Two returned participants earned Chemical Engineering M.S.'s in the U.S. and both are employed by Uautu Pulp Company. While they report that they were clearly hired to replace expatriates, and are thus a plus on the localization score card, they also report that they are highly doubtful that they can be promoted into management positions in their company. Supervisors, all expatriates with less education than themselves, they report, are clearly not interested in training them with a view to advancement and the expatriate supervisors have been replaced several times with other expatriates, mostly technicians with long years of service in the company.

The recommendations made by the private sector focus group, after several hours of very intense discussion, are worth repeating here since they summarize the key points that were discussed:

Overseas Training Impact as reported by a Private Sector focus group:

- There is now more confidence in practicing skills on the job;
- Company productivity has increased as a result of training;
- Co-workers are being trained by returned participants and graduates;
- Lives are being saved; (X-ray, possibly nursing training);
- Localization is being enhanced through degrees and certification;
- The ability to increase personal income, improve living standards, has been enhanced;
- Many have, and are, now moving into management, (with constraints as described,)
- Training has increased mobility and ambition;

Private Sector Focus Group Recommendations to government and sponsors:

- The government of Swaziland should pursue a more aggressive localization policy, should insure that there is no "glass ceiling" (i.e. it is there, only you cannot see it);
- Short term programs must include computer preparation course;
- The AID contractor must insure that internships, OJT and other practical training is in fact implemented;
- Donors should select and train enough to cover the need. One individual trained in a critical area is not enough;
- There is a need to advertise, screen and select some bright, ambitious people before they enter private sector to insure that they will get enough education to get ahead in the company. Private sector companies will not release employees for B.A. or M.S. degrees since they take too long;

- Government, Contractors and Donors must insure that they are not repeatedly sending the same people for training. Some individuals, it was reported, have been abroad for training many times;
- It is important to send younger people, too ensure a good, long-term HRD investment for the country;
- Some positions need credentials, not just training. donors and contractor must be aware of what is needed to be able to use knowledge and skills gained;
- Before selection, the position must be guaranteed on return. Contractor and/or sponsor must help insure that it is still there when participant returns.
- Health screening must be done before going through entire process, too costly to find out at the end that the candidate has aids or other factors which could eliminate from consideration.

Swaziland Institute of Accountants

The Institute was formed in April 1985 by authority of the Swaziland Accountants Act No. 5 of 1985. Its primary function is to qualify individuals to practice as auditors, accountants, tax experts or accounting teachers. The clientel is primarily the private sector, although many graduates also work for the government and parastatals.

Beginning 2 1/2 years ago, the Institute developed a working relationship with several London Institutes of Accounting, e.g. A.A.T. and A.C.C.A. which conduct examinations and certify accountants and auditors.

The Institute began with no students in 1985 and now has an enrollment of 295. In spite of this, the Institute has little capital for its own development. The business community has contributed R 30,000 and there is a small income from annual professional fees charged for maintaining certification.

Beginning 3 years ago, USAID has provided an OPEX consultant, Mr Robert Reed, C.P.A., who serves as Technical/Education Director for the Institute. During this period, and under the guidance of the OPEX consultant, the Institute has developed the guidelines and examination criteria, along with the materials needed to qualify Swazis for the certifications in the field of accounting.

Accounting courses at SCOT, SIMPA and the university are now using the guidelines and materials and have examination papers developed through this assistance.

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

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

Ironically, the Institute itself, which is associated with a South African institution, is not fully localized since it only recently hired a Swazi to be executive director as well as counterpart to the OPEX consultant. This individual has a B.A. in Business Administration, and has lived and worked in the U.S. for ten years.

Lately the Institute, under the guidance of the OPEX consultant, has developed a correspondence course which has a current enrolment of 110 students. There are also presently 35 enrolled at the Institute, 50 at the last level of technician training, as well as 80 at the A.A.T. level, all of which means that there is a good reservoir from which to turn out more Swazi Chartered Accountants.

The Chartered Institute of Certified Accountants in the U.K., which has been operating in Africa since the 1930's, has recently spent about \$5,000,000 developing a distance education program in accountancy. The Institute is currently looking at this program as a possible avenue to expand and decentralize its training throughout the nation. The materials and equipment needed by tutors, as well as the training of tutors, is beyond the reach of the financial resources of the Institute.

This effort is a good indication of the efficacy of the use of OPEX consultancies as a relatively inexpensive means to institution-building. While the individual effort of consultants such as Mr Reed has been excellent, (he even went to London at his own expense to appear before the London Boards to get the certification needed by the Institute), additional support is needed if this institute is to fulfill its promise as the source of a supply of qualified Swazis to localize foreign dominated businesses and stimulate Swazi private sector development.

Recommendations for Swazi Institute of Accountants:

• The newly appointed, Swazi executive director, should be selected for advanced, overseas training in management and accounting. An M.B.A. may be appropriate if tailored to the requirements of the position and the needs of the institution. This should be done before the OPEX advisor leaves, preferably with at least 6 months overlap between them.

• USAID or other sponsors may consider making available the resources needed to carry out a pilot project to train tutors and test the distance learning materials of the C.I.C.A. The OPEX'er and his staff are anxious to plan and cost out and implement this enterprise.

Recommendations: Private Sector overseas training

It is hard to argue with the participant's recommendations, clearly they are in a good position to know what is important in order to make the training pay off. It should be mentioned, however, that they are apparently unaware that some of these issues are being dealt with, e.g. re-placement with employers was recently improved by USAID and TCC holding a meeting for all employers of recently returned participants, with, apparently, favorable results.

In terms of priorities of institution-building, however, especially in view of the strong private sector priorities expressed in both the 1990 PP and, consequently, in the design of the STRIDE project, it would seem that the following should receive special emphasis:

• Localization support should be the "tail that wags the dog" in this case. Unless qualified Swazis can get ahead, particularly in the foreign owned enterprises which are the majority in Swaziland's private sector, the USAID investment is not likely to pay off very well in the long term. There is particularly a need for:

• Hard data on how many expatriates there are, and in which organizations and which positions they work. This is badly needed

if USAID's resources are going to be aimed at localization;

- Before any more high cost training for the private sector is initiated, binding contracts need to be made with employers for re-employment rights of trainees. If these contracts are not honored, the companies should be excluded from any more participation in the program and their breaking of the agreement should be made publicly known by the GOS and to government agencies which renew operating licenses.

- Priorities for training should be made where there are tracks leading directly to responsible management positions. This would include M.B.A.'s from well known schools of business administration in the U.S. (Harvard, Columbia, Stanford etc) where graduates could hardly be said to be unqualified.

- Overseas internships with U.S. affiliates of multinationals (such as the Coca-Cola example above), or equivalent businesses in other sponsors countries, are crucial in order to deny foreign owned companies operating in Swaziland the option of rejecting Swazis promotion to middle and upper management for lack of relevant experience or degrees.

CHAPTER TWO: IN-COUNTRY TRAINING

A. INTRODUCTION

B. IN-COUNTRY TRAINING PURPOSE AND OBJECTIVES

1. Participants
2. Courses
3. Training Institutions
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C. EOP QUANTITY AND CHARACTERISTICS OF IN-COUNTRY TRAINING

1. Participants
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APPENDIX A

Data Collection for In-Country Training Evaluation;
Questionnaire; Responses to Questionnaire; Evaluation
Workshops - Findings and Recommendations

APPENDIX B

In-Country Training Program Course Statistics

CHAPTER TWO: IN-COUNTRY TRAINING

A. INTRODUCTION

In this section, the In-Country Training Component of SWAMP will be assessed as to its effectiveness and the impact on training participants, the organizations from which they came and the training institutions utilized during the project. The scope of this section covers all in-country training activities except those presented for community development officers (covered in the "traditional sector" component) and staff of the Swazi Broadcast Services (which is covered in the "development communications" component). Since several of the in-country training participants are also returned participant training persons, the relevancy or interaction between the two programs will be discussed as appropriate. Otherwise, any discussion regarding the participant training program will be found in that component.

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

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

For the methodological approach used in the data collection, see In-Country Training - Appendix A.

B. IN-COUNTRY TRAINING PURPOSE AND OBJECTIVES

According to the Project Paper¹, the overall objective of this project was to expand the capacity of selected Swazis and Swazi institutions - both public and private - independently to plan and direct development activities. By the end of the project, the in-country trainees were to be functioning at a higher level of skill

¹ This entire section was specifically drawn from the portions of the Project Paper that refer to the In-Country Training program.

and efficiency than before the training.

1. Participants

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

2. Courses

Approximately 40 in-country courses³ (5-6 courses per year) were to be delivered. These courses were to be concentrated to enable one person to attend 2-3 courses with the prior understanding with the trainee's employer that there would be on-the-job follow-up to identify constraints to using the skills taught and to identify further training needs.

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

3. Training Institutions

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

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

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

sector individuals to assist with the training program.

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

4. Organizational Development and Institutionalization

Over the long-term, by increasing the efficiency of individuals and by drawing 3-4 persons from each institution, a larger pool of personnel were trained both at one time and collectively, with the additional benefit of a spread multiplier effect throughout the institution.

The in-country program was also to complement the long and short-term academic programs, and thus constituting a coordinated approach to improving the efficiency and effectiveness of Swazi development institutions (public, private, parastatals, and training institutions). The coordinated in-country training program was also to have a moderate beneficial impact on the indigenous private sector and the process of localization in the private sector.

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

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

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

1. Participants

Number of Participants

'85	'86	'87	'88	'89	'90		Est. Total
72	134	213	55	460	191	-	1,127
(68)	(128)		(198)		(58)	(418)	(178)

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

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

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

In 1988, a new direction was taken to target the group as set forth in the project paper. Therefore, since 1989, courses were developed both for senior and mid-level management: Principal Secretaries, Under Secretaries, senior supervisors, divisional heads, personnel/human resource officers, training officers, and financial control officers (including equivalents from private and parastatal organizations).

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

The 1989 courses were also the first clear attempt at identifying and inviting previous in-country training and returned participant training persons (this was in fulfillment of the project paper stating that in-country training should enable one person to attend 2-3 courses over the life of the project and that the in-country training should complement that of the returned

training participants). Prior to this time, an adequate returned participant training tracking system did not exist that would enable them to be identified and invited to in-country training.

Throughout the life of the in-country training program⁴, participants indicated that they benefitted a great deal from the mix of public, private and parastatal organizations. The only exception to this was one comment made by a private sector training manager who indicated that if the course appeared to be primarily for, or dominated by, public sector employees, his company would not approve attendance for their managers/supervisors because they felt that the public sector people would attend without a serious intent of getting the maximum benefit from the course, but rather were there for their "free lunch." (This perception, be it right or wrong, is not uncommon in the private sector.)

Data was not collected over the life of the program to clearly show the organizations from which the in-country participants came, or the percentages from public, private and parastatal organizations. A sampling of the organizations represented are:

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

One report produced in 1989 indicated that for that year 67 percent (308) of the participants (not total number of persons) were from government, and 33 (106 + 46) percent were from private and parastatal organizations (approximately 10% (46) were from the private sector).

2. Courses

Number of In-Country Training Program Courses

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

The estimated total of 55 surpasses the target figure for the program. Included in this figure were 8 computer familiarization

⁴ In this paper the term "project" refers to the entire scope of SWAMP. The terms "program" and "component" were used interchangeably and refer to the In-Country Training portion of SWAMP.

courses, which were pre-departure courses for the participant training program. Five other courses included were for Community Development Officers. Although those five courses were actually more closely related to the "traditional sector" component of this project, they were counted as in-country training because they were for senior-level Community Development Officers.

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

Courses presented each year were:

In 1985, two Computer Familiarization courses were presented for pre-departure participant training persons.

In 1986, again two Computer Familiarization courses were presented along with one course entitled Computer Concepts for Managers and four courses in Basic Supervisory/Management Skills.

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

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

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

In 1990, one Computer Familiarization course was presented along with two Ministry of Labour and Public Service Computer Training courses, one Ministry of Labour and Public Service

Organizational Development Training Retreat, one follow-up retreat, three modules of a three-module Management/Organizational Development course, two modules of a two-module Management/Organizational Development course, one module of a four-module Management/Organizational Development course and one Supervisory/General Management skills for Senior Community Development Officers course. (All of the courses for 1990 were not included in this list because some courses were yet to be presented in completing the contract.)

Sample Outline of Course

A sample outline of one course is:

Financial Management and Control Skills, November 13-17, 1989

Conducted by Mananga Agricultural Management Centre,

Course Director was Sam Harmon

Held at the Forester Arms Hotel

Attended by 23 Officers from Government and Private Sector

Objectives of Participants:

- to be able to use the balance sheet and financial statement in making decisions on investment;
- to acquire an in-depth study of critical financial decisions;
- to read, analyze, and construct financial tools; and
- to approach projects on financial decision making.

Objectives Met:

61% indicated "Fairly Well"

30% indicated "Almost" or "Entirely"

The course was held over five days starting with breakfast at 7 A.M. each day. Classes were held from 8 A.M. - 5 P.M. and the day was concluded with dinner at 7 P.M.

In preparation for the course, participants were asked to review a document entitled "Mananga Agricultural Business Game, Rules and Procedures." That document prepared the participants for a computer simulation activity that featured prominently in the course.

The overall objective of the activity was to give participants an opportunity to make decisions in the field of finance, production and marketing, and to submit records of these decisions to a financial controller. The activity included preparation and analysis of all the financial management and control documents that were discussed in the first and second modules.

Overall Rating Of The Course:
78% indicated "Excellent" or "Very Good."

Methodologies

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

Several of the respondents indicated that the group discussions, case studies, etc. improved their ability to communicate with staff and co-workers and enhanced their decision-making skills.

As stated by them:

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

Development Of A Needs Assessment And A Clear Strategy

When the In-Country Training Manager came on-board in 1987, a training needs assessment was needed and developed, and included in the April 1988 - 31 March 1989 Workplan. According to the Mid-term Evaluation, the assessment did not provide a great deal of conceptual clarity with regard to in-country training outside of the traditional sector activities. As a follow-up, an In-Country Training Strategy Statement was developed which set-forth a well-documented "analysis of the need" and, finally, a strategy for implementing the in-country training program relative to the project purpose.

Prior to 1988, the in-country training program lacked a coherent focus or a clear strategy. This was apparent from the initial computer familiarization courses presented for the pre-departure participant training persons and then the training of trainer's courses, mostly for public sector institutions. Although those courses met specific training needs and satisfied the basic parameters of the contract, they were not a clear reflection of the project purpose. (See also Mid-term Evaluation, p. 44, for a

discussion on the Training Officer/OD focus.)

Modular Courses

Courses that would enable one person to attend 2 or 3 related courses over the life of the project were not developed until 1989 when modular courses were developed and presented in units of two to four modules for 5-6 days each and spread over a few months (36 (88%) of the evaluation questionnaire respondents indicated that each one attended at least 3 modular courses).

Selection

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

Three evaluation workshop participants indicated that their employers (2 private sector, 1 public) told them on the Friday before the workshop was to begin on Monday that they would be attending a basic supervisory/management course. At the time they were told they would be attending the course, they did not even know what the content was let alone what they should be getting from the course relative to their jobs.

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

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

For the 1989 and 1990 courses, a much more "active" approach was taken to selecting participants. In addition to the "passive" nominations and self-nominations conducted through letters, course notices and newspaper advertisements, individuals - from specific

levels or grades - who would make up a "critical mass" within an organization (primarily public sector) were identified and specifically invited to the training programs. The identifications were made in conjunction with staff from the ministries, the training officers and based on input from in-country training course evaluations. In some cases, the ministries have reasonably developed training plans, and these contributed to the participant selection.

Marketing The Program To The Private Sector

Identifying program participants from the private sector is different than identifying participants from the public sector and parastatal organizations. First, it needs to be noted that the private sector and parastatal organizations were lumped together for the purposes of targeting audiences and tracking. These organizations are very different from one another and should not be treated in the same manner, especially for program marketing purposes. The parastatal organizations, in some cases, are newly formed and still perform and have an environment of a public sector organization.

In marketing programs to the private sector, the in-country training manager sent letters to several of the organizations, contacted the Federation of Swazi Employers and bought their mailing list, contacted the Swazi Institute of Personnel and Training Management (SIPTM) and the Chamber of Commerce, placed newspaper advertisements, plus more. Even with all of this, there was not a high response from the private sector.

There are several reasons why the response was so poor from the private sector. First, the private sector was treated the same, no matter the size of the organization. Letters explaining SWAMPD and advertising the courses were usually sent to the principal of the organization, whether it was a 2,000-person company or a 10-person company. All of the larger company evaluation interviewees indicated that a letter to the principal in their organization would not likely be passed on to the person responsible for training. At best, it was forwarded to personnel, but still unlikely to be forwarded to the person responsible for training. Even in the smaller companies, a general manager indicated that he may or may not pass the information along to the other employees because they had no formal or informal arrangement for exchanging information about training programs.

In addition, the letters that were sent out 1 February 1990 appear as though they are actually directed toward the public sector (even though it states "private sector") and that the training planners are more knowledgeable about the public sector. The first part of the letter states that SWAMPD is "especially for individuals in the private sector and in parastatal organizations."

In reading further, it states, "only individuals with the approximate rank and responsibility level of Grade 24 - 26 in the civil service are eligible for this training; as a general guideline for individuals in the private sector and parastatal organizations, this would include the top three individuals in the company or parastatal." While the direct message of this letter says that the training includes the private sector, the indirect message says that the primary focus is the public sector and that the program planners are more familiar with public sector rankings than they are private sector positions. (An assumption is also made that the meanings of public sector rankings are common knowledge.) This may seem to be a "picky" point. However, when marketing a program to a specific target group, their perceptions of the course come from the materials that are sent to them and their responses will be based, in part, on their perceptions and not just on the words that are on the paper. This criticism is also relevant to the "general curriculum for the training" that was included with the letter and the newspaper advertisements that were placed.

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

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

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

Fourth, newspaper advertisements tend to target individuals who might self-nominate. In some cases in the larger companies, the employee can self-nominate if s/he indeed can establish that the training is directly related to the job that s/he is doing. However, some human resource development officers in larger

companies indicated that they might very well see the advertisement, but that they would be less likely to respond to the advertisement on behalf of their organization. Instead, they would expect some sort of formal correspondence.

On the other hand, two owners/managers of smaller companies (each about 12 employees) who attended the evaluation workshops indicated that they would and did respond to a newspaper advertisement. The issue for both of them was how relevant the course was to the smaller businesses. (Both of these people indicated that they gained a great deal from the courses that they took, although some of the content was not relevant to their size businesses.) (The issue of marketing the program will be discussed further in recommendations.)

Individual Needs

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

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

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

Follow-up

Although there was supposed to be an understanding with the trainee's employer that there would be on-the-job follow-up to identify constraints to using the skills taught and to identify further training needs, there was no indication that this required

follow-up was communicated to the employers or that follow-up to the training occurred to any great degree in any of the organizations, except for a couple of the larger private sector organizations that already had "follow-up" systems in place. Some of the participants from public sector organizations indicated that sometimes they are expected to write a short report on the training and submit it to their supervisor.

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

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

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

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

As another source of reinforcement, the training institutions were to have provided some sort of informal follow-up consultancy

time - that is, training participants could contact the trainers if they had additional questions. The training institutions apparently do not regard this as "follow-up," but merely an informal extension of their training services because all of the training institutions interviewed indicated that they had no opportunities to provide formal follow-up of any kind.

3. Training Institutions

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

The local training institutions that were utilized were:

MANANGA AGRICULTURAL MANAGEMENT CENTRE (MAMC)
INSTITUTE OF DEVELOPMENT MANAGEMENT (IDM)
DEPARTMENT OF EXTRA-MURAL SERVICES (DEMS/UNISWA)
EXECUTIVES DEVELOPMENT AFRICA (EDA)

Mananga

Mananga is a private sector firm based in Swaziland which delivered several of the senior and mid-level management courses, both at their training site and in other venues, such as Piggs Peak. Although their primary content area is agriculture, they do general management training as well. The Mananga training has been well received and regarded as effective. The interviewees indicated that the only drawback they saw of the course was that there was no follow-up to reinforce the learning that was to take place during the course.

They develop "menu driven" and individual courses, mostly for the private sector. Although their courses were characterized as "top quality," they are expensive and must be paid for with foreign currency.

Currently, none of the permanent full-time staff are Swazi nationals, although several of their staff are from other African nations. As needed, they hire consultants to assist with the courses. In some cases, they are Swazi nationals, such as Mr. Mbelu from EDA or trainers from DEMS or IDM.

They won the bid for the training program through an open

competition. The Director indicated in an interview that the bid was submitted deliberately low to increase their chances of winning. They did this, in part, because they wanted to legitimize their capability in delivering effective senior-level management training. (They see IDM and ESAMI as their competitors.)

IDM

IDM is also a private sector firm, although it gets some monies from the Government of Swaziland. It is based in Botswana, with in-country offices in Lesotho and Swaziland. IDM develops "menu-driven" courses and individual courses for the public and private sectors. Under SWAMP, courses were delivered in Human Resource Management/OD, Training Officers in Management and Supervisory/General Management for Senior Community Development Officers. The Director indicated that they do not have a current capability for delivering senior management courses. He also indicated that he - professionally and on behalf of IDM - appreciated working with SWAMP because they were given a framework within which to work, but were given the freedom to develop the workshop according to their own expertise rather than being told what and how they would present the course.

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

They also won their contract in an open competition.

DEMS

DEMS, which is the extension arm of the University of Swaziland, only does individual courses as they have no "in-house" facilities. They serve both the public and private sectors. Under the SWAMP program, they did a training of trainers course for the Swazi Institute of Personnel and Training Management (SIPM) and another training of trainers course for Community Development Officers. The Director indicated that they do not have the capability of providing management training although they are connected to the university and can utilize faculty as available. Currently, UNISWA does not have the expertise within their faculty to provide senior-level management training. However, the UNISWA business management capabilities are being developed and staff may be available in the future.

DEMS won their contract in an open competition.

EDA

EDA, again, is a private sector firm which delivers basic management courses, mostly for the private sector. Under SWAMP,

EDA delivered the basic supervisory and management courses. This training was mentioned in the Mid-term evaluation and criticized as not being regionally or development management specific.

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

EDA is Swazi owned and typically hires Swazis as trainers as needed.

Other institutions utilized to conduct training programs were:

HARVARD/JFK SCHOOL OF GOVERNMENT,
HARVARD INSTITUTE OF INTERNATIONAL DEVELOPMENT (HIID)

UNIVERSITY OF PITTSBURGH,
INTERNATIONAL MANAGEMENT DEVELOPMENT INSTITUTE.

Although the project paper indicated that Swazi trainers were to be identified to work with short-term consultants who delivered training - with the express purpose of strengthening their capability of delivering management training - there is no indication that this occurred.

To a limited extent, returned participant training persons and public sector staff were used as resource persons on panels or presenting papers for some of the training programs. In particular, they were utilized for one of the programs for the Principal Secretaries (which was presented by one of the non-local institutions).

4. Impact and Organizational Development

The information in this section is primarily anecdotal for the following reasons:

As previously indicated, a monitoring and evaluation system was not adequately developed to produce data from which to gather sufficient information to determine program impact; and

Since the in-country training component of the project really only took off with the 1989/90 training programs, sufficient time has not yet passed to determine a broader impact past the individual impact of those courses.

To measure the impact of the in-country training programs, records would have reorganized and, in some cases, created to establish the information needed to conduct an impact evaluation relative to the project purpose and the intended project outputs.

Individual Impact

From the evaluation interviews, questionnaires and workshops, clearly the in-country training programs have had a positive overall impact on the participants and the end of project program objective - that the in-country trainees are to be functioning at a higher level of skill and efficiency than before the training - was met.

This was evidenced in the questionnaires:

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

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

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

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

From a Traffic Supervisor who participated in a Basic Supervisory/Management Course, "it had the whole background of work supervision - planning and delegating." "(I now plan) the work-load, then delegate a subordinate to each (job) which creates time for the

supervisor to control and gain wider-skill range." "(The course) motivated me to learn to listen to subordinates' views or suggestions to achieve the goal."

Organizational Impact

Although people were trained and seemed to gain individually from the training, it is more difficult to see at this point what collective impact those individuals had on the organizations from which they came.

In two private sector interviews with very large companies, the human resource/training managers indicated that they had no recollection that any of their employees attended in-country training under SWAMDP. After producing a list of names for them to review, they were able to identify the employees and acknowledged that they must have gone to the training.

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

In two other interviews with the owners/managers of small Swazi-owned firms, the interviewees indicated that they had only recently participated in training modules and, although they learned a great deal, it will be some time before they see any impact within their organizations.

Creating a Critical Mass

Over the life of the project, the data was not sufficient to indicate to what extent a critical mass (of at least 3-4) was drawn from specific organizations. By reviewing the course lists over the life of the program and other documentation and from the evaluation interviews, questionnaires and workshops, it was evident that three to four people were drawn from specific public sector organizations (and/or specific departments within those organizations) in the last year or two of the program. Even though the target number of people were drawn from the organizations, there is still a question as to a critical mass to make a positive impact for change.

In an interview, a government official indicated that the training programs over the last two years were potentially good programs that can have a positive impact on government once enough people have gone through them; but, too few people were trained so

far. In the larger ministries, under the Principal Secretary are at least five Under Secretaries and, under them, are up to 20 or 30 sectional heads. All total, only a few Under Secretaries have been trained out of a total of 40 to 50 in the system and only a limited number of sectional heads received training.

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

One training officer, who is also acting Under Secretary, from a rather large ministry indicated that she was attending the training officer's group on a regular basis, but quit after some time because it was too frustrating for her to work in a group that was striving to develop new ideas and bring about change only to find that once these ideas got back into the workplace, others were not receptive and the introduction of any new ideas was stalemated.

She also indicated that the PS from her ministry recently attended the modules presented for the PSs, but enough time had not yet passed to see if any changes would occur.

Changes Are Beginning

Remarks on the evaluation questionnaires indicated that some positive changes are beginning to occur.

One Under Secretary stated,

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

On the "National Day of Recognition for Participants in the 1989 In-Country Training Programme, 22 November 1989,"

Under Secretaries and Directors who participated in the

Management and Organisational Development Course found their program "extremely beneficial" for the following reasons:

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

Organizational Development

Lacking a clear focus in the early years of the project, the primary focus of the program shifted to an in-service training strategy using organizational development³ and training-of-trainers approaches. This direction was taken because the Manpower Development/Training Planner that was hired in February of 1986 was having a great deal of difficulty getting a response from the various ministries in developing multi-year donor specific training plans. This was due, in part, to the fact that people who were designated as training officers were not trained in that field and frequently had no backgrounds in that area either. As well, the management staff neither had an appreciation nor an understanding of the relevance of training and human resource development.

In response to this situation, a training officers' group was organized, which still meets monthly at the Ministry of Labour and Public Service. The monthly attendance averages around 20 training and personnel officers, mostly from public sector organizations and a few from parastatal organizations. Although minutes of the meetings are sent out each month with a notice of the next meeting, there was no active recruitment of new people or persons from the private sector.

³ Throughout the life of the project, "organizational development" was not specifically defined relative to this project. For the purposes of this evaluation, the OD effort of this project was interpreted as strengthening the capability of the Ministry of Labour, and the organizations with which it works, in understanding the purposes and processes of training so that the MOL could develop for itself valid training needs assessments and training plans based thereon and provide assistance to other organizations in doing the same. This increased capability would then provide more relevant information that would feed into such projects as SWANDP and, thereby, increasing the overall effectiveness of the project.

Their purpose in meeting was to have a permanent committee to try and coordinate training - both in-country and out-of-country - being offered by donor agencies and to open up communication channels between people in the same profession to generate new ideas and professional development.

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

To familiarize key people with the Human Resource Development Handbook and the Training Needs Assessment Format, seven seminars were conducted and two Organizational Development Retreats were held for the Ministry of Labour and Public Service staff. An additional training was provided the MOL staff in how to operate a computer-based tracking system for employment profiles to be used for the civil service and for identifying Swazis working in the private sector for the purposes of localization.

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

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

Coordinating The In-country Training Program With Other Project Objectives

In 1988, the Participant Training Program was computerized. Prior to that time, there is no indication that returned participant training persons were specifically being targeted for the in-country training program. Since that time, an effort has been made to invite these people to the in-country training programs. Again, the data is insufficient to indicate the number of returned participant training persons who participated in

programs or in what programs.

D. MANAGEMENT OF THE IN-COUNTRY TRAINING PROGRAM

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

As indicated in the Mid-term Evaluation, at the onset of the project, USAID was going through some transitional stages and evolving from a small mission with a relatively "flat" organizational structure to a larger and more pyramidal structure. Inherent in this change was a move from an informal environment, where programmatic decisions were made verbally and not necessarily well documented.

The problems of this transition were exacerbated by changes in USAID personnel within the mission as well as those managing the project. This was further complicated by absences due to illness, normal leave and TDY.

Between TransCentury's changes in personnel and the changes taking place within USAID, workplans were neither adequately developed in a timely fashion nor did USAID critically review the plans and approve (or disapprove) them in a timely fashion. With all the problems and changes in the early years of the project, a negative working relationship emerged between USAID and the contractor.

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

The Mid-term Evaluation points out that the project paper, inclusive of project description, logframe and budget annexes, was a baseline planning document with which USAID began the project and which it used to track and measure project outputs. Although TransCentury's contract states that it was responsible for evaluating the in-country training courses - with the implied assumption that the courses were to be evaluated against the proposed outputs of the project paper - a monitoring and evaluation

system was not adequately developed to determine whether or not the program was on target; i.e., as far as the number of people (not only the number of participants) who attended the courses, whether or not those same people attended 2-3 courses over the life of the project, or whether or not 3-4 people were coming from within one organization, etc.

Monitoring and evaluation systems are a management tool that assist in checking the status of the project in order to keep it focused. The absence of this system is likely to have been one reason why the project veered off from the objectives of the project paper.

E. INSTITUTIONALIZATION AND SUSTAINABILITY

As stated in the Mid-term Evaluation, the original design of SWAMDP called for close collaboration with Swazi institutions and with the Swaziland Institute of Management and Public Administration (SIMPA). A decision was made in the early stages of the project not to collaborate with SIMPA until it resolved certain organizational issues. With the decision not to work with SIMPA, the whole issue of training institution building was effectively put on hold. At that point, the focus of the project shifted to an in-service training strategy within the ministry using organizational development and training-of-trainers techniques. This was intended to strengthen ministry capacity to plan for training and to provide a limited capacity for management training in-house.

Training Institution Capability

Now, as a result of the program, to what extent do any of the Swazi training institutions have an increased capability to deliver similar levels of training or does the ministry have an increased capability to plan for training and provide a limited amount of management training in-house?

In the early years of the program, Executives Development Africa (EDA) - a Swazi-owned and managed firm - was hired to conduct a basic supervisory skills training program. The firm was identified by ICC and hired based on its existing capability of delivering that type of training. In the later years of the program - 1988 forward - training firms were hired based on a competitive proposal and based on their existing capability of delivering the training program. The firms that could compete in this process were the larger, more established firms.

When there appeared the lack of an in-country capability of delivering the level of training that was needed for SWAMDP, outside consultants were hired; i.e., such as Harvard and the University of Pittsburgh. Harvard was hired to present the 1989 program "kickoff" attended by the Principal Secretaries and other

people at that level. Part of the reason for inviting Harvard was to provide an "international standard" for the Principal Secretaries.

Members of the local training institutions also attended the "kickoff" program, but were not involved in any way in co-delivery of the program. Therefore, except for what was received by being a participant in the program, when those consultants went back to the U.S., so did the capability for that level of training.

Through-out the life of the program, the local institutions were encouraged to collaborate with one another, but there is no indication that an attempt was made to match-up any of the in-country training institutions with those outside resources so that a collaborative effort could be made to strengthen the capability of the in-country institution in conjunction with delivering the training.

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

Government of Swaziland Capability

Through the in-country training component and the organizational development effort of SWAMDP, the ministries have gained some increased capability in identifying training needs and developing training plans, but there is a very limited capability, if any, to deliver management training similar to that provided under SWAMDP (based on evaluation interviews, questionnaires and workshops).

Currently, the ministries budget for and deliver some in-house training. Most of this training is for skills acquisition (i.e., in operating computers, or learning how to operate new road equipment, etc.) or for refresher courses (i.e., update of tax codes or briefing newly transferred employees on departmental procedures, etc.).

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

F. SUMMARY AND CONCLUSIONS

Adequacy And Direction Of Training Activities In Light Of Project Goals And Objectives.

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

Courses were designed in modular sessions which allowed people to take 2-3 related courses. (Eighty percent of the questionnaire respondents indicated they attended multiple courses (modules) during the 1989/90 program.) Key members of the leadership cadre were identified from several organizations attempting to create a critical mass of at least 3-4 decision-makers from specific organizations. Returned participant training persons were also identified as part of the target audience.

Overwhelmingly, the in-country training participants felt they benefitted from the training they received and were working more efficiently in their positions as a result of the training. Although these people are making some contribution to their organizations, the organizational impact is another matter. Relative to the project goals and objectives, the in-country training lacked a clear focus and strategy until 1988, and it was 1989 before programs were implemented based on that strategy. Many people were trained in the 1989/90 programs, but as pointed out in another portion of this evaluation, not enough people could be trained in the relatively short time remaining in the project to create a critical mass, either horizontally or vertically, within and/or between organizations, to make a significant impact. Also, the length of time has been too short to evaluate what type of impact, if any, the training had on the organizations.

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

Another factor that indirectly affects the organizational impact is the lack of adequate management systems that were to have assisted in tracking SWANOP participants and monitoring the status

of the programs relative to the project objectives. Until 1988, a functional participant training tracking system was not developed that could be used to identify people for the in-country training programs. Returned participant training persons were included in the in-country training, but more often because of the positions they held rather than being specifically targeted.

In addition, an adequate monitoring and evaluation system was never developed for the in-country training program. Therefore, data was not available that could provide information as to who previously attended a program, from what organization they came, how many came from each organization, in what sector the organization was operating, or to what degree females participated.

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

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

The background laid in the organizational development effort contributed to developing a more effective process for identifying training needs which was used for identifying participants for the 1989/90 programs. For the 1989/90 programs, organizational training needs were identified by working with previous in-country training participants, various ministry officials, the training officers and by reviewing the training plans. Individual training needs were identified at the beginning of courses by asking participants what were their objectives for the course. This was followed up at the end of the course by asking for input in the next follow-on course. From a review of course evaluations and through the evaluation interviews, respondents indicated that their objectives were met most of the time.

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

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

International Development and the International Management Development Institute of the University of Pittsburgh.

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

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

The Extent To Which Participants Are Applying In Their Workplace the Skills Taught In The Training.

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

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

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

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

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

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

Although there was supposed to be an understanding with the trainee's employer that there would be on-the-job follow-up to identify constraints to using the skills taught and to identify further training needs, there was no indication that this required follow-up was communicated to the employers or that follow-up to the training occurred to any great degree in any of the organizations except for a couple of the larger private sector organizations that already had "follow-up" systems in place.

Several of the public sector evaluation questionnaire respondents indicated that "follow-up" activities in their organizations meant writing and submitting a report to a supervisor - which may or may not be read - or engaging in informal conversations with colleagues.

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

workshop.

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

The trainers from the workshops provided some informal follow-up - that is, training participants could contact them if they had additional questions as a follow-on to the workshop. However, participants seldomly used this opportunity.

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

When new concepts and ideas are given in a short timeframe, then that person returns to the workplace where perhaps only a few others may have similar skills and/or training, and then that person runs into constraints in trying to implement any change or ideas, over time the benefits of the training are virtually lost.

Given the fact that few of the organizations do anything at all to reinforce the learning that takes place in the workshop, follow-up is needed to obtain the maximum benefit from the workshop and to try and make the most effective impact on the organization.

G. RECOMMENDATIONS

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

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

The recommendations are as follows:

Courses

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

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

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

The Swazi Federation of Employers produces a monthly newsletter which includes a section on training and often lists courses to be offered. It also has a standing committee on training through which potential participants could be identified and materials distributed. Members of the Swazi Federation of Employers are primarily from large companies, but several are also from the smaller companies.

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

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

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

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

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

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

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

Training Institutions

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

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

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

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

Program Management

1. A monitoring and evaluation system should be developed that directly reflects the project paper outputs of the in-country

training component. The system should be used as a management tool to assist in keeping the project on track, which was a problem in SWAMP.

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

RECOMMENDED DATA COLLECTION FOR IN-COUNTRY TRAINING COURSES

TITLE OF COURSE	DATES OF COURSE

TITLES OF ALL PREVIOUS COURSES (Code each course title for entry below)	DATES OF ALL PREVIOUS COURSES

NAME	SEX (F) (M)	ADDRESS/ TELEPHON E	EMPLOYER / ADDRESS	POSITIO N AND SUPER- VISOR	PREV. PART. TRN.	PREV. IN- CTRY TRN. CODE(S)

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

Name of the course and the dates.

All other courses previously offered (with a code for each course title).

Name (in full).

Sex.

Address and telephone number (residence).

Employer (code for public, private, parastatal).

Employer's Address.

Position (grade or level as appropriate).

Supervisor.

Previous participant training program.

Previous in-country training programs (insert course codes).

This information should be computerized and coded so that it can be sorted by "Training Course," "Employer," and "Name" of in-country training participant. This sorting will give information respectively about who attended each course; who, and how many, from each employer attended courses over time (and which courses they attended); and, the name of each in-country training participant and the number and types of courses they attended over the life of the project. This information will directly feed into the monitoring and evaluation system of the program so that information can be obtained about whether or not targets are being met as far as percentages of participation by public sector, private sector or parastatals, by sex, etc. It will provide an exact number of persons, among other information, who are being trained rather than being counted over and over again as the same people attend various courses.

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

Miscellaneous

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

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Private Sector

Mr. Dick Wheelwright, General Manager, Manica
Mr. Barry Placi, Human Resources Manager, Usutu Pulp
Mr. Gavin Mattig, Training Manager, Usutu Pulp
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Mr. Terry Quadling, Training Manager, Inyoni Yami Swazi. Irrigation Scheme
Mr. A. S. Ntiwane, Group Training Director, Swazi Brewers Ltd.
Mr. P. Dodds, Federation of Swaziland Employers
Mr. G. N. Ndzinisa, Training Manager, Mhlume Sugar
Mr. M. Mndzebele, Supervisor, Swazi Brewers Ltd.
Ms. Desma Kuhlase, Swazi Success Hair and Beauty Salons
Mr. Sikelela Dlamini, Manica Freight Services
Mr. Mbho Shongwe, Elmond Computer Systems
Mr. Herbert Shongwe, Steel & Wire International
Mr. Siphon Khoza, Inyoni Yami Swaziland Irrigation Scheme
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S. N. Maphanga, Geology
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IN-COUNTRY TRAINING - APPENDIX A

DATA COLLECTION FOR IN-COUNTRY TRAINING EVALUATION

The current contractor provided binders with approximately 52 course listings and names of participants. From those course listings, which were approximated to include over 1,200 names of participants, 168 names were drawn from 35 courses. (The courses excluded were those relevant only to Participant Training, Traditional Sector or Development Communications). Approximately 40 names were drawn from the courses delivered through 1988 and the remainder were drawn from courses delivered thereafter. This division of 1988/89 was specifically requested by USAID because of the changes in the contractor Chief of Party and strategy of project delivery. More participants were chosen from 1989 forward because more courses were delivered in that timeframe.

Questionnaires were developed and mailed to the 168 in-country training participants. From the 168 names, approximately 69 names were selected from public, private and parastatal organizations to participate in 3 participatory evaluation workshops to be held on 3 consecutive days (each session = 2 1/2 hours).

Interviews were conducted with over 20 organizations involved with in-country training programs from the private and public sectors, parastatals and training organizations. Some in-country training participants were also interviewed in the course of interviewing public, private and parastatal organizations.

There were some major difficulties in obtaining a representative sample of in-country training participants because of the data that was available. Some constraints to collecting accurate or relevant data were:

1. The absence of a monitoring and evaluation system for the in-country training program.
2. The absence of any computerized data (including course lists, etc.).
3. Prior to 1989, each attendance list was recorded differently. In some cases, there was only a name without any reference to whether or not the participant was from the public or private sectors or a parastatal. Most of the time, addresses were neither provided for follow-up, employers were not listed, nor was the sex of the participant indicated. Little or no information was provided about whether or not the in-country training participant was also a returned participant training person.
4. From some time in 1988 or early 1989, records for each course were kept with a little more consistency and some aggregate

data was set forth - as in the report of December 1989. However, the aggregate data table for December showed gross totals (and percentages) of in-country training participants; but, it did not disaggregate information about the total number of persons that attended in-country training programs by employer, it did not show the frequency or the number of programs that each person attended, and it was not disaggregated by sex, etc. Also, from reviewing the November 1989 reports, it did not appear that tables such as the one in December were prepared for all the courses.

5. Data actually available were course lists of an estimated 1,200 in-country training participants. From these lists, the names of in-country training participants could be obtained, although all of them could not be traced because of an absence, in many cases, of addresses and/or employers. Also, there was nothing to indicate the number of persons that actually were in-country training participants (from reviewing the records, it is clear that many of the same people attended many of the courses).

**IN-COUNTRY TRAINING PARTICIPANT
QUESTIONNAIRE**

As a participant in the USAID SWAZILAND MANPOWER DEVELOPMENT PROJECT, you are requested to complete this QUESTIONNAIRE for the evaluation of the project. Please complete the questions to the extent possible. Your prompt reply and assistance will provide valuable information for future programs of this type. THANK YOU FOR YOUR COOPERATION.

1. TODAY'S DATE _____

2. SURNAME _____ GIVEN NAME _____
 Female _____ Male _____ Age _____

3. Previously participated in the Long or Short-term Participant Training Program (out of the country)? Yes _____ No _____

4. PRESENT EMPLOYER:

Organization _____ Dept. _____
 Position/Rank _____
 (GOS ___) (Parastatal ___) (Private ___)

5. EMPLOYER AT TIME OF TRAINING:

Organisation _____ Dept. _____
 Position/Rank _____
 (GOS ___) (Parastatal ___) (Private ___)

I. COURSES ATTENDED (Check all which you attended):

	Course Completed	
	YES	NO
Computer Familiarization		
June 28 - July 1, 1985	_____	_____
Oct. 24 - 27, 1985	_____	_____
May 16 - 18, 1986	_____	_____
June 20 - 22, 1986	_____	_____
May 15 - 17, 1987	_____	_____
May 13 - 15, 1988	_____	_____
April 29 - May 1, 1989	_____	_____
May 11 - 13, 1990	_____	_____

Computer Concepts for Managers

Aug. 20 - 23, 1986	—	—	—
MLPS Staff Computer Training			
Aug. 23 - 27, 1990	—	—	—
Sept. 1990	—	—	—
Basic Supervisory/Management			
April 7 - 11, 1986	—	—	—
Aug. 11 - 15, 1986	—	—	—
Sept. 8 - 12, 1986	—	—	—
Sept. 29 - Oct. 3, 1986	—	—	—
Senior Management Course by MAMC for MOAC Staff			
Aug. 8 - Sept. 2, 1988	—	—	—
MLPS Organisational Dev. Training Retreat			
March 5 - 7, 1990	—	—	—
Follow-up Training Retreat			
June 6, 1990	—	—	—
Management Skills for Principal Secretaries			
Jan. 10 - 12, 1989	—	—	—
Management/OD			
Grade Level 24 Unit			
Module One			
May 28 - June 1, 1990	—	—	—
Module Two			
July 30 - Aug. 3, 1990	—	—	—
Module Three			
Sept. 10 - 14, 1990	—	—	—
Grade Level 26 Unit			
Module One			
June 18 - 22, 1990	—	—	—
Module Two			
Aug. 6 - 10, 1990	—	—	—
Management/OD Unit Two			
Module One			
March 12 - 17, 1989	—	—	—
Module Two			
June 4 - 9, 1989	—	—	—
Module Three			
Sept. 10 - 15, 1989	—	—	—
Module Four			
Aug. 13 - 17, 1990	—	—	—
Supervisory Skills/OD			

Unit Three			
Module One			
April 23 - 28, 1989	---	--	--
Module Two			
July 30 - Aug. 4, 1989	---	--	--
Module Three			
Oct. 29 - Nov. 3, 1989	---	--	--
Capital Budget Seminar for Principal Secretaries Unit Eight			
Dec. 5 - 8, 1989	---	--	--
Financial Management and Control Skills for Principal Secretaries: Unit Six			
April 4 - 7, 1989	---	--	--
Financial Management and Control Skills: Unit Seven/Module One			
May 21 - 26, 1989	---	--	--
Module Two			
Aug. 20 - 25, 1989	---	--	--
Module Three			
Nov. 12 - 17, 1989	---	--	--
Training Officers in Management Functions: Unit Five/ Module One			
April 2 - 7, 1989	---	--	--
Module Two			
June 4 - 9, 1989	---	--	--
Module Three			
Sept. 10 - 15, 1989	---	--	--
Training of Trainers for SIPM Members by DEMS			
July 25 - 27, 1988	---	--	--
Human Resources Mgmt./OD Unit Four			
Module One			
May 7 - 12, 1989	---	--	--
Module Two			
July 2 - 7, 1989	---	--	--
Module Three			
Oct. 8 - 13, 1989	---	--	--
Seminar on Handbook for Human Resource Development			
February 9 - 13, 1987	---	--	--
March 16 - 20, 1987	---	--	--

KNOWLEDGE/SKILLS IN THE WORKPLACE AS YOU WOULD HAVE LIKED?

ARE YOU PRESENTLY APPLYING IN THE WORKPLACE THE KNOWLEDGE/SKILLS ACQUIRED FROM TRAINING? PLEASE COMMENT:

4a. TO WHAT EXTENT WAS THE COURSE DESIGNED TO ENCOURAGE YOUR PARTICIPATION THROUGH THE USE OF CASE STUDIES OR SMALL GROUP SESSIONS:

4b. DID THE WAY IN WHICH THE TRAINING WAS CONDUCTED INFLUENCE THE WAY IN WHICH YOU INTERACT WITH STAFF/CO-WORKERS OR IN PLANNING AND DECISION-MAKING? YES ____ NO ____ IF YES, PLEASE GIVE EXAMPLES:

5. TO WHAT EXTENT WAS THE LENGTH OF THE COURSE(S) SUFFICIENT FOR YOU TO ACQUIRE KNOWLEDGE/SKILLS THAT COULD BE APPLIED?

6. DID YOU PARTICIPATE IN THE MODULAR COURSES? YES ____ NO ____

DO YOU PREFER ____ A SERIES OF RELATED COURSES or ____ SINGLE DISCRETE PROGRAMS (please check as appropriate)? PLEASE COMMENT:

7. TO WHAT EXTENT HAS THE TRAINING YOU RECEIVED CREATED CHANGE IN THE WORK ENVIRONMENT?

8. HAVE YOU TRANSFERRED THE KNOWLEDGE/SKILLS ACQUIRED FROM THE TRAINING TO OTHERS IN THE WORKPLACE (e.g., through seminars, presentations, in-service training, written reports, etc.)? YES ____ NO ____ PLEASE GIVE EXAMPLES AND DISCUSS:

9. WHEN YOU RECEIVED YOUR TRAINING, DID OTHERS FROM YOUR ORGANIZATION ALSO ATTEND? YES ____ NO. PERSONS? ____ NO
HAVE OTHERS FROM YOUR ORGANIZATION ATTENDED THE USAID-SPONSORED TRAININGS AT OTHER TIMES? YES ____ NO. PERSONS? ____ NO ____

10. HAVE YOU RECOMMENDED THE TRAINING COURSES TO OTHERS? YES ____ NO ____

11. BESIDES ACQUIRING NEW KNOWLEDGE/SKILLS, WERE THERE ANY OTHER BENEFITS DERIVED FROM THE TRAINING? YES ____ NO ____ PLEASE COMMENT:

12. WHAT SUGGESTIONS DO YOU HAVE TO IMPROVE THE OVERALL EFFECTIVENESS OF THE IN-COUNTRY TRAINING PROGRAMS?

THANK YOU FOR YOUR COOPERATION IN COMPLETING
THIS QUESTIONNAIRE!

**RESPONSES TO IN-COUNTRY TRAINING PARTICIPANT
QUESTIONNAIRE**

Approximately 156 questionnaires were mailed/delivered to the three sectors; 41 questionnaires were returned.

Returned Questionnaires

		Females	Ret.Part.Train.
Private	16	(1)	(5)
Parastatal	6	(2)	(0)
Public	<u>19</u>	<u>(4)</u>	<u>(7)</u>
Total	<u>41</u>	(7)	(12)

CONCENTRATION BY SECTOR/ORGANIZATION -

Private sector - 4 of the 16 questionnaires came from one firm; 2 of the questionnaires came from another; and the others were from different firms.

Parastatal - 2 of the 6 came from one firm; the others were from different firms.

Public - 2 were from the Min. of Finance - Income Tax Dept., 4 were from the Min. of Labour, all different departments, 2 were from the Min. of Agric., different departments. The remainder were from different Ministries or distinctly different departments within Ministries.

When Courses (Modules) Were Taken (and Number)

Private

1986 - 2 people took 1 course each.
 1989 - 6 people took 3 courses each and
 1 person took 2 courses
 1990 - 4 people took 4 courses each,
 1 person took 3 courses, and
 2 people took 2 courses each

Parastatal

1986 - 1 person took 1 course
 1989 - 3 people took 3 courses and
 1 person took 1 course
 1990 - 1 person took 3 courses

Public

5 people took courses spread out the life of the project:
 1 person took 3 courses in 1987 and 10 courses in 1989
 1 person took 3 courses in 1989 and 3 courses in 1990

1 person took 1 course in 1989 and 2 courses in 1990
1 person took 1 course in 1986 and 2 courses in 1990
1 person took 1 course in 1988, 4 courses in 1989 and
1 course in 1990

1989 - 9 people took 3 courses and
1 person took 6 courses
1990 - 4 people took 3 courses

The extent to which participants participated in the selection of the course (module)?

8 (20%) responded yes, that they either self-nominated or participated in the selection.

12 (29%) responded no, that they were nominated by their employer.

21 (54%) did not respond (or understand) the question.

Question 1. Changed positions?

37 (90%) responded that they did not change positions.

4 (10%) responded that they did change positions and that the training contributed to the promotion/change.

Question 2. Relevant training?

41 (100%) responded that the training was relevant to their jobs.

Question 3. The extent to which ideas/techniques were applied in the workplace.

100% of the respondents indicated they apply what they learned to their jobs.

Constraints in applying what they learned.

18 (44%) of the respondents indicated constraints to applying what they learned for the following reasons:

- Lack of cooperation from line manager.
- Difficulty/fear of diverting from the organizational culture.
- Shortage of qualified personnel.
- Difference in the language of the trained and untrained.
- Time spent in computer training was too short.

- Ministry's computer system is not yet fully developed.
- Senior Trade Testing Officer has never been given chance to attend training officers' meetings.
- Reluctance by supervisor to accept new concepts in the line of administration.
- Shortage of staff.
- Lack of cooperation from the heads of departments.
- Time constraints to explain to support-staff adequately what has been learned.
- No longer applying skills.
- Lack of policy from top manager regarding application of new ideas.
- Lack of training for peers.
- Superior never attended training and is threatened by the new ideas.
- There are established procedures which restricts the carrying out of new ideas.

Applying skills in the workplace.

36 (88%) indicated they were applying at least some of the skills from the workshop.

4 (10%) indicated they were not applying the skills.

1 (2%) did not respond.

Question 4a. Course was designed to encourage participation.

40 (98%) indicated yes; 2 (2%) did not respond.

Question 4b. Way in which training was conducted influenced interaction with staff/co-workers or in planning and decision-making.

36 (88%) indicated yes; 4 (10%) indicated no; and 1 (2%) did not respond.

Question 5. Length of Course(s)

14 (34%) indicated that the course was adequate; 27 (66%) indicated that the course was too short, mostly because it was too intense or because it was not enough time to absorb new concepts and ideas.

Question 6. Modular vs. Single Discrete Courses

8 (20%) indicated they preferred single discrete courses; 33 (80%) indicated they preferred courses that built upon one another. There was one comment from a private sector questionnaire respondent which indicated that due to time constraints modular courses were not a viable option.

Question 7. Question was withdrawn.

Question 8. Transferred skills or knowledge in the workplace.

30 (73%) indicated yes; 11 (27%) indicated no. Most of the skill transference was in the form of a report of the workshop to the supervisor or through informal discussions with staff/co-workers.

Question 9. Did others from your organization attend training when you did?

25 (61%) indicated yes; 15 (37%) indicated no; 1 (2%) did not respond.

Question 10. Have you recommended the training courses to others?

33 (80%) indicated yes; 4 (10%) indicated no; 4 (10%) did not respond.

Question 11. Other benefits derived from the training?

39 (95%) indicated yes; 2 (5%) indicated no. Primary benefit was meeting other GOS personnel and exposure to people from private and parastatal organizations.

Question 12. Suggestions?

- follow up modules should be made available.
- some of the modules should be on one subject.
- two or three of my line managers should be sent.
- handouts and case studies should be distributed before the course resumes and participants should be notified in good time to attend a course; no last minute rush.
- training programs should be relevant to training needs of the country.
- should be extended to senior managers in the private sector as it is with Principal Secretaries. After a number of modules, participants should be given a formal period of training to enhance their progress at work.

- a follow-up at the workplace by the sponsors (SWAMDP) could be an impact on management at the private sector. To some organizations, the in-country training is seen to be for civil servants.

- a few selected basic textbooks for in-depth reference for participants could help.

- to improve on getting different people from different categories to lecture on subjects in their fields - this was done with capital budget - it was an eye opener. There should be other similar courses which are a follow-up to this.

- increase from 3 modules to 4 to enable participants to further investigate and analyze the management practices of any major organization in Swaziland.

- the case studies must have some relevance to the problems of Swaziland.

- public, private and parastatal sectors should be involved in designing the training so that the needs of all can be properly catered for.

- extend time for participants to acquire more knowledge/skills and be in a better position to fully understand the contents of the course and advise their bosses to utilize the participants on their return.

- for people to be able to speak one effective language, the in-country training program should include subordinates from levels 15, 17 and so on with follow-up courses every two years.

- organize courses for all cadre in one year so that all can understand what is expected of you at work.

- bosses should be trained as well.

- a library should be made available to participants for use for further studying of what was covered in the day.

- the courses should be maintained and the MOL should be directly involved.

- suggest follow-up activities of each module done to assist implementation of action plans.

- incorporate educational visit to relevant places to reinforce concepts learnt.

IN-COUNTRY TRAINING PARTICIPANT EVALUATION WORKSHOPS

RESPONSES AND RECOMMENDATIONS

The In-Country Training Evaluation Workshops were held on two consecutive days from 9 A.M. - 12:00 Noon at the Swazi Inn, Mbabane. In-country training participants were invited from public, private and parastatal organizations. Sixteen people attended the workshops.

Since the total number of in-country training participants was larger than could easily be interviewed individually, participants were invited to these workshops in order to try and talk to as many people as possible to get feedback on the program. The workshops were conducted in addition to interviews with selected individuals and the distribution of questionnaires.

Questions were developed that addressed pre-training, during training and post-training issues. The format was open discussion of questions. Some of the group responses and recommendations were as follows:

PRE-COURSE

1. HOW WERE YOU SELECTED FOR THE COURSE?

RESPONSES

One person was told by his supervisor on Friday before the workshop that he was to attend on Monday. Another person was given one week's notice.

Owners of two small private sector firms responded to newspaper advertisements. One employee of a larger firm responded to a newspaper advertisement, but got an "ok" from his supervisor first.

A public sector employee received an invitation from the Ministry of Labour.

RECOMMENDATION

Right now, the Ministry of Labour distributes circulars within the public sector, but everyone does not get to see them. And, there's no one office that anyone can go to see what courses might be available. Therefore, THERE IS A STRONG RECOMMENDATION THAT A PHYSICAL FACILITY (AN OFFICE) WITHIN THE MINISTRY OF LABOUR BE ESTABLISHED WHERE ANYONE FROM PUBLIC, PRIVATE OR PARASTATAL ORGANIZATIONS CAN GO TO REVIEW LISTINGS OF AVAILABLE COURSES FROM DONOR AGENCIES, IN-HOUSE PROGRAMS, TRAINING INSTITUTIONS, ETC.

2. SHOULD THE SELECTION BE BASED ON ORGANIZATIONAL OR INDIVIDUAL NEEDS?

RESPONSES

Both.

DURING THE COURSE

1. WAS THE COURSE RELEVANT TO YOUR JOB?

RESPONSE

The Financial Control course was relevant for the public sector, but not so relevant for the private sector. The Financial Control course was also too detailed for the manager who oversees someone else that actually does that work. In addition, a balance sheet was expected without any prior accounting experience.

The Training of Trainers course was relevant because there was a pre-meeting to determine the content of the course.

RECOMMENDATIONS

Carefully determine the audience before developing the course and get input from the potential trainees before developing the course.

In training programs for junior managers, include communication skills in how to talk to their superiors.

2. WAS THE COURSE LONG ENOUGH? ARE MODULES AN ANSWER?

RESPONSE

The length of the course was "ok." It was too intense to retain all the information that was provided in that time period.

RECOMMENDATION

Either lengthen the course or decrease the amount of material to be covered in that timeframe.

Modules are a good idea with an approximate one month lapse between modules.

3. WAS IT A REVIEW OR NEW MATERIAL?

RESPONSE

Some of the in-country training participants had been participant training persons and received degrees in the subject area of the in-country training. Therefore, for them it was a review. They were mixed in with others with limited backgrounds.

RECOMMENDATION

Continue to mix the programs with people who have different levels of experience.

POST-COURSE

1. WHAT FOLLOW-UP WAS PROVIDED, IF ANY?

RESPONSE

One public sector organization employee said that his superiors did not even ask if the employee had attended the training let alone ask, or provide, any follow-up.

Action plans were developed in the course, but when they were submitted to the trainers, the plans were not returned. The trainees wanted them returned and with critical comments as to how valid they were or were not. In the module that followed, there was a different trainer and no time was spent reviewing the action plans from the previous module.

RECOMMENDATION

Action plans should not be just a "homework" exercise, but should be critiqued and returned to the trainees.

2. WHAT COULD OR SHOULD BE DONE AS FOLLOW-UP?

RECOMMENDATION

Some time following the end of a course (or several modules), have a one-day workshop in which you invite all of the participants to review action plans and discuss constraints in implementation.

Letters should be sent to the supervisor or other top management stating that employee X has completed a course and developed an action plan to be implemented in the workplace. This would alert top-management that proposed changes may be forthcoming and some support might be gained from the manager's level.

3. IS IN-HOUSE TRAINING A POSSIBLE FOLLOW-UP VEHICLE?

RESPONSE

The MOL should have been more involved in implementing the in-country training program so that they learned what was involved.

RECOMMENDATION

Yes, where enough people from one organization have attended workshops, a one-day in-house workshop could be developed to cover communication skills.

4. IMPACT ON THE ORGANIZATION?

RESPONSE

If you are the only one trained, it is too difficult to make change within

the organization.

5. HOW MANY (AND WHO) NEED TO BE TRAINED FROM AN ORGANIZATION TO BRING ABOUT CHANGE?

RESPONSE

Several people from an organization need to be trained because one person with new ideas is not enough.

RECOMMENDATION

Several people from the organization need to be trained. In the case of the PSs, the people just below them need to be trained in the same trainings so that the information can be passed on down the line.

6. HAVE THE "PS" SEMINARS HELPED?

RESPONSE

Not enough time has yet passed to determine if the seminars have made any change.

The PSs and other top managers need the training because sometimes they have risen to the top without much training.

7. WOULD "MIXED LEVELS" WORK?

RESPONSES

Yes, some mixed levels would work depending on the topic. For example, a workshop on line management communication might work with top level management and their subordinates. There should be a mix of policy and line management people.

IN-COUNTRY TRAINING - APPENDIX B

IN-COUNTRY TRAINING PROGRAM COURSE STATISTICS

SUMMARY OF IN-COUNTRY TRAINING PROGRAM COURSE STATISTICS

	'85	'86	'87	'88	'89	'90	
TOTAL COURSES	2	7	6	3	25	12	55
PERCENTAGES	4%	13%	11%	5%	45%	22%	100%
(TOTAL PARTICIPANTS)	(72)	(134)	(213)	(55)	(460)	(193)	(1127)
PERCENTAGES	6%	12%	19%	5%	41%	17%	100%

NUMBER OF COURSES / YEAR PRESENTED⁴
(Number of Participants)

COURSE TITLE (Approx. No. Days)	'85	'86	'87	'88	'89	'90	TOTALS
Computer Familiar. ⁷ (3 days)	2 (72)	2 (44)	1 (33)	1 (22)	1 (9)	1 (19)	8 (199)
Computer Concepts for Managers (4 days)		1 (18)					1 (18)

⁴ The data was collected from materials provided by TransCentury dated 10/1/90. The figures are approximate due to the availability of data and some courses may not be included because the evaluation occurred with a few courses remaining. Also, the data was not sufficient to provide accurate information about the actual number of people who attended courses, the frequency at which they attended, the classification of the organization from which they came, or the sex of the participant (see also Appendix ...).

⁷ These courses were provided prior to departure for Participant Training Persons. Any discussion of the impact of these courses will be in the Participant Training component of this document.

Min. of Labour & Public Service Computer Training (? days)		2 (8)	2 (8)
Min. of Labour & Public Service OD Training Retreat (3 days)		1 (24)	1 (24)
Follow-up Training Retreat (1 day)		1 (18)	1 (18)
Training of Trainers for (SIPTM) Swazi Insti. Personnel & Training Management (3 days)	1	(16)	1 (16)
Seminar on Handbook for Human Resource Dev. (3 days)	3 (66)	4 (?)	7 (66)
Min. of Works & Tele. Operating, Maint. Proced. (? days)	1 (113)		1 (113)
Min. of Agric. & Coops. Sr. Mgmt. (30 days ?)	1 (1) ?		1 (1) ?
Basic Super. Mgmt. (5 days)	4 (72)		4 (72)
Mgmt. Skills for Principal Sectys. (3 days)		1 (37)	1 (37)
Mgmt. /OD - Unit One Grade Level 24 (5 days)			
Module 1		1 (23)	1 (23)
Module 2		1 (23)	1 (23)
Module 3		1 (19)	1 (19)
Level 26 (5 days)			
Module 1		1 (23)	1 (23)
Module 2		1 (22)	1 (22)
Mgmt. /OD - Unit Two			

(6 days)		
Module 1	1 (24)	1 (24)
Module 2	1 (20)	1 (20)
Module 3	1 (18)	1 (18)
Module 4	1 (14)	1 (14)
Supervis. Skills/OD - Unit Three (6 days)		
Module 1	1 (22)	1 (22)
Module 2	1 (20)	1 (20)
Human Res. Mgmt./OD - Unit Four (6 days)		
Module 1	1 (26)	1 (26)
Module 2	1 (21)	1 (21)
Module 3	1 (20)	1 (20)
Train. Officers in Mgmt. - Unit Five (6 days)		
Module 1	1 (25)	1 (25)
Module 2	1 (25)	1 (25)
Module 3	1 (22)	1 (22)
Financial Mgmt. & Control Skills for Princ. Secretaries - Unit Six (4 days)	1 (15)	1 (15)
Financial Mgmt. & Control Skills - Unit Seven (6 days)		
Module 1	1 (24)	1 (24)
Module 2	1 (24)	1 (24)
Module 3	1 (23)	1 (23)
Capital Budget Sem. for Principal Secretaries - Unit Eight (4 days)	1 (17)	1 (17)
Senior Comm. Dev.	1	1

Personnel (10 days)							(17)
Comm. Dev. Cert. Course (25 days)							
Module 1				1			1
				(20)			(20)
Module 2				1			1
				(24)			(24)
Module 3				1			1
				(24)			(24)
Super./Gen. Mgmt. Skills for Senior Comm. Dev. Officers (11 days)					1		1
					(?)		(?)
<hr/>							
TOTAL COURSES	2	7	6	3	25	12	55
(TOTAL PARTICIPANTS) ^a	(72)	(134)	(213)	(55)	(460)	(193)	(1127)
	'85	'86	'87	'88	'89	'90	

^a This is the number of participants (the actual number of people are far fewer who attended courses).

CHAPTER THREE: TRAINING FOR ZENZELE WOMEN AND TRADITIONAL LEADERS

Objectives

According to the Project Paper and the TCC contract, the broad objectives of the "traditional Sector" component are to:

- o Expand the capacity of traditional Swazi leaders and rural women's associations to plan and direct development activities;
- o Encourage an increased level of participation in development activities on the part of traditional leaders and rural women's associations;
- o 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

- o 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:

- o 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.
- o At least 150 members of rural women's associations will have attended more than one development-oriented seminar, course, or field demonstration.

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

Green, E., Local Leaders and Development Training in Swaziland: Evaluation of Traditional Sector Training, TransCentury Corp. and USAID/Swaziland, Aug. 15, 1982.

SECTION 1: HOME ECONOMICS

QUANTITY AND CHARACTERISTICS OF POPULATION TRAINED

Note on Zenzele Organizations

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

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

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

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

Numbers of Participants Trained

During the life of project,¹⁰ 4,982 women were trained in 143 workshops sponsored by SWAMDP and conducted by HE. Some of these were trained more than once but as of this writing the number of individuals has not been disaggregated

¹⁰ Data for HE and CD are compiled through Sept. 1990. The final figures will be slightly higher.

from the total number of trainees.

However, it is likely that most women who have attended at least one workshop have not exceeded three, therefore some 1,660 individuals have probably been trained under SWAMDP.

The training target of "at least 150 Zenzele women" being trained more than once has been greatly exceeded. It must be acknowledged that quantitative training targets were very modest in the project documents. This appears to be because the original traditional sector plan was to provide development education for chiefs alone. There are somewhat fewer than 200 chiefs in Swaziland, therefore training 150 chiefs during the Life of Project seemed reasonable. When the plan to train leaders of Zenzele womens' organization was included in the scope of work, the training goal of 150 leaders was retained, possibly because USAID wished to give equal emphasis to (male) "traditional leaders" and (female) Zenzele leaders. However a survey of chiefs in 1984¹¹ strongly recommended that local leaders other than chiefs be included in training. This opened up the possibility of training far more than the original 150 chiefs yet somehow the original training targets were never revised upward.

HE Staff Upgrading

There are 42 employees in the Home Economics section of the MOAC: 7 at headquarters in Mbabane, 11 in Manzini region, 9 in Hhohho, 7 in Lubombo and 8 in Shislwani (See Appendix D for breakdown of job categories). Each field officer is responsible for visiting an average of 6-8 Zenzele groups depending on location and physical access to the groups. The introduction of centralized workshop training for Zenzele women under SWAMDP sponsorship required upgrading of HE staff in training methods as well as in several technical areas relating to income-generating and small business skills. It should be noted that the project served to significantly modify the role of the home economist. In 1985 Swaziland's home economists appear to have been concerned with the traditional HE areas of childcare, nutrition, hygiene and sanitation. By project end, they were additionally skilled and involved in promoting a variety of income-generating and small business skills and activities.

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

Brief History of Training Under Home Economics

Training for rural Swazis began sooner under the Home Economics (HE) division of the MOAC than under the Community Development (CD) division of

¹¹ Green, E. Traditional Leadership, Community Participation and Development education. USAID/SWAZILAND. Mbabane, 1984.

involved in promoting a variety of income-generating and small business skills and activities.

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

Brief History of Training Under Home Economics

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

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

Early training under HE (1986-7) was in organizational skills (how to form and administer a Zenzele group; how to maintain records, handle finances, etc). Another focus was on imparting certain technical skills such as blockmaking (after cyclone Demoina much rebuilding and repair was needed), water jar making, beekeeping, and sisal basketmaking. No business or marketing skills were taught at this stage, and the didactic, lecture mode of training predominated. Only local resources were used in training.

Zenzele women themselves expressed interest in income-generation as a topic and an activity, and in learning-by-doing as well as demonstration as training methods. At this point the Traditional Sector Specialist requested help tailoring HE training more to the expressed needs of Zenzele women. An

assessment was conducted by Gala Cook in June, 1986. HE expressed and interest in general skill upgrading, leadership and business skills, skill upgrading in agriculture and nutrition (reflecting the mandate of their division within the MOAC). With the help of HE senior staff, Cook developed a plan for upgrading and augmenting the training skills of HE staff at various levels. It may be noted that SWAMDP employed 14 short-term consultants, including local-hires, during the 2-year tenure of the TSS (July 1985-July 1987).

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

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

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

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

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

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

By Business Skills II, Tototo recommended developing a core staff of HE extension workers able to teach business skills to other HE staff and to Zenzele women directly. The first step was to identify HE staff that could easily grasp business concepts and who showed potential as business trainers. Tototo staff, the principal HE officer, and other HE staff were able to easily identify 6 HEOs of this sort. They were sent to Mombasa, Kenya in April 1990 for a two-week exposure tour, followed by one week in Nairobi. The "Kenya Six" were further exposed to "savings clubs" that had been started by women in Kenya. They also learned about strategies Kenyan women had used to elicit support from local chiefs for the savings clubs.

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

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

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

and Tototo-style training that began in late 1987.

IMPACT OF TRADITIONAL SECTOR TRAINING

Approach

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

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

METHODS

Survey of women

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

A random selection process was considered, using HE's most

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

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

On the other hand, we avoided the pitfall of allowing Home Economics Officers (HEOs) chose which groups to interview, as was the "random selection" process followed in the 1988 mid-term evaluation followup.¹² We also used interpreters, when necessary, who had no connection with Home Economics.

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

In-Depth Group Interviews

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

Group discussions were led by the interpreter-/interviewer, with guidance and inputs from the consultant, with 13 Zenzele groups in all regions and ecological zones of Swaziland. Focus group discussion methods were to some extent used, such as guiding discussion around general topics and encouraging diversity of opinion in order to explore more than one dimension

¹² TransCentury Corp., Zenzele and Holomakhaya: the Impact of Training Investments. Mbabane, July 15, 1988, p. 2.

of an issue. Discussions lasted between 1.5 and 2.5 hours. We found that it often required at least an hour before sufficient rapport and trust were established that women were willing to become candid and discuss problem areas.

Interviews with GOS and Donor Representatives

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

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

FINDINGS

Number of Zenzele Groups.

Several consultant reports since 1984 have suggested that there are, or were, 200 Zenzele groups nationwide. That was the rough estimate given by HE in 1984, in response to a request from USAID. In 1987 Hitchcock and Dlodlu conducted a field census and discovered 187 extant Zenzele groups.¹³ The present consultant was given a supposedly complete list of Zenzele groups in 1990, compiled by HE headquarters. The list contained 116 groups.

We suspected that the list did not in fact represent a complete inventory of functioning Zenzele groups so we sought the lists compiled and maintained by the Handicrafts section of the Ministry of Commerce, Industry and Tourism. Lists were obtainable for three of Swaziland's four regions. Even these were acknowledged to be incomplete and not up-to-date. In perhaps the most complete record, that of Hhohho, there appear to be 71 functioning Zenzele groups if one draws from the lists of both HE and Handicrafts (HE had listed only 32 groups.) Similar procedures yield 32 names for Shiselweni (20 listed by HE) and 68

¹³ Hitchcock, R.K. and F.S. Dlodlu, Rural Swazi Women in Development: A Report on the Zenzele Women's Project Survey. USAID/Swaziland and MOAC/Economics, October 1987, P.15.

for Manzini (43 listed by HE).

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

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

Related to the number and the growth of Zenzele groups, in the 1987 survey of Zenzele groups Hitchcock and Dlodlu report that 44% of groups surveyed reported being formed since 1981, or within six years of the survey, and this is taken as evidence of the recent growth and proliferation of Zenzele groups.¹⁴ This may be true but we would inject a cautionary note. We also found many Zenzele groups that reported they "began" in the past five or so years. Since many of these groups had accomplished more things than one would expect for groups so young, we probed the origins of these organizations. In virtually all cases, the groups had grown out of earlier Zenzele groups. As activities and membership change over the years, Zenzele names often change as well. When we asked when a Zenzele group was first started, women often gave us the year the group took on its most recent name and activity focus. When we probed further we found the group may in fact be the most recent incarnation of a group that goes back 10, 15 or 20 years.

We found an mean average of 27 members per Zenzele group.

Functioning of Zenzele groups.

We asked two questions in our survey because they were asked

¹⁴ Hitchcock and Dlodlu *op. cit.*, 1987: 15

In the 1987 survey of Zenzele groups,¹⁵ which can serve as a partial baseline for measuring changes which might be attributable to project impact. The first concerned how often the respondent's Zenzele group meets. In the present survey, 17% reported meeting once a week, 13% met twice monthly, and 70% met less often than once a month. In 1987 it was reported that meetings were "usually weekly," although no data was presented.

The second repeat question called for a subjective assessment of attendance at their Zenzele meetings. In our survey, 98% described attendance as "satisfactory," with the remaining 2% calling them "poor." In 1987, 32% said high; 49% said satisfactory; and 15% said poor.¹⁶

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

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

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

¹⁵ Hitchcock and Diudiu, *op.cit.*

¹⁶ Hitchcock and Diudiu, *op.cit.* 1987, p. 17

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

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

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

Contact with Extension Workers

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

We found evidence of the above, especially in one of the two

groups covered by both the questionnaire and the in-depth, focus-group discussions. It was only during the end of the second hour of discussion that anything at all critical began to emerge. By the end of the session, it emerged that the AHEO almost never visits the group any more (this was later confirmed by other means). Prior to this discovery, members of this group had been interviewed individually and all of them reported that their AHEO visited "frequently." The same survey results were obtained in a second community. Again, late in the discussion group session it emerged that the AHEO almost never visits professionally, but she had khonta-ed (sworn allegiance to the local chief) there, and the women were loathe to criticize a new neighbor and a potential link to government largesse.

Thus we should be most skeptical of the survey finding that 97% of women reported "frequent" visits from their AHEO, with only 3% reporting "infrequent" visits. Related survey questions may be more reliable since there was more diversity in answers. For example when asked about contact with male extension workers, 28% said "frequent;" 2% said "occasional;" and 71% said "never." This is in line with qualitative findings in 1984 that Zenzele women have very little contact with male extension workers.¹⁷ It may also be evidence of improvement in this regard during the past six years because 30% reported contact with male extension workers, most of these on a frequent basis.

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

Impact of Workshops

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

When asked what of importance was learned, there was some range and variation of response, as seen in Table 1. It is significant that a plurality of women mentioned traditional home

¹⁷ Green, E., Traditional Leadership, Community Participation and Development Education. USAID/Swaziland. Mbabane: 1984.

economics subjects such as childcare, nutrition, sanitation and the like. This shows that in spite of Zenzele womens' oft-repeated need to earn income, not to mention HE's emphasis in income-generation in its training since 1987, rural women still find topics related to health and basic quality of life both interesting and useful.

TABLE 1
MOST USEFUL THINGS LEARNED IN WORKSHOP

(Multiple responses recorded)

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

In the next survey question we asked women if they had become involved in any activity, project or group as a result of anything learned in a workshop. Fully 95% reported they had and most or all of the remaining 5% happened to be at their first workshop when interviewed. We then asked what activity they had become involved in. Responses are grouped in Table 2.

Data from a survey of Zenzele women in 1987 are available

for purposes of comparison.¹⁸ Where comparable data from 1987 are available they are included in Table 2. It should be noted that sampling in the present survey is biased in favor of women who had received training and who were not too remotely situated to be found easily. Sampling methods were not made clear in the 1987 survey report, the closest description being that "Data were collected among a large proportion of the Zenzele associations in the country."¹⁹ Therefore, this survey must have been based on a larger sample than the present one, although the authors commented that their interviewers were unable to reach some of the more remote Zenzele groups. It seems likely that the populations surveyed may not be too different except for the training factor.

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

¹⁸ Hitchcock, R.K. and F.S. Dlodlu, Rural Swazi Women in Development: A Report on the Zenzele Women's Project Survey. USAID/Swaziland and MOAC/Economics, October 1987. (Two versions of this report exist, one dated and the other undated yet containing many tables not available in the first. The data used in table 2 come from Table 1 in the undated report.)

¹⁹ Hitchcock and Dlodlu *op.cit* 1987:11

TABLE 2

ACTIVITY DIRECTLY RESULTING FROM TRAINING
Comparison between 1990 and 1987

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

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

** "NA"= not available

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

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

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

Leadership Training

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

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

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

The primary purpose of leadership training appears to have

been to provide Zenzele women with enough organizational skills and self-confidence to venture into group or individual business or income-generating ventures. Evidence presented in the next section shows that this purpose has been sufficiently realized. Of perhaps more interest is the effect beyond the primary purpose that we found ample evidence of. Many women from all areas of Swaziland told us that leadership training has helped them overcome "fear." Previously, they lacked self-confidence; they could not be "direct" with people; and they felt constrained to say anything critical even when this was called for. They say they had little insight into basic human relations, into what motivates people, into why people behave as they do. They did not really understand factors that lead to cooperation in groups, or to group discord and dissolution.

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

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

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

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

We may observe at this juncture that social egalitarianism,

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

Several women commented that they would like to become more self-sufficient and less economically dependent on their husbands. Since this is contrary to traditional patterns, a measure of self-confidence is prerequisite, and this is provided by leadership training. On the subject of husbands, one woman commented that nowadays when a problem arises she doesn't simply complain or direct accusations at her husband. She can now look at the problem more objectively and propose rational solutions, as she learned to do in HE workshops. This approach has earned the respect of her husband, since he is subjected to less "nagging," he benefits from his wife's practical solutions to family problems, and even his financial burdens are mitigated when his wife contributes Zenzele-earned cash to the family budget.

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

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

Business Training

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

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

Another group, the Embili Mpela Bomake group in Malindza (Lubombo), has raised nearly E6,000 (E3,000 through the Zenzele group and E2,715 through the savings club whose membership largely overlaps with the Zenzele group) for the downpayment on a Shell gas station franchise. The means by which E10,00 and E6,000 were raised are described in the Savings Club section, below. At the time of interviewing, letters from the EEC, the Lubombo Regional Officer and others endorsing the solvency and viability of the zenzele group had been sent to Shell Oil. The Regional Handicrafts Officer had drawn up an initial feasibility study,²⁰ and Shell was to conduct an on-site feasibility inspection within the week. The Zenzele group plans to begin by selling diesel oil (which is cheaper) until they have earned enough money to sell petrol. They plan to become the sole owners and operators of the franchise.

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

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

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

In the three examples above, the women had saved money and established a joint bank account before HE training in savings

²⁰ Note the positive benefit of cooperation between HE and the Ministry of Commerce, Handicrafts division. The two HEOs who have been involved with this Zenzele group were not too proud to ask the Handicrafts officer for help in an area they suspected he had more competence (business feasibility analysis), and the Handicrafts Officer did not feel too competitive *vis-à-vis* HE to attempt help of this sort. Unfortunately examples of this sort of cooperation appear not to be widespread.

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

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

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

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

- Regular contact with an HE extension worker remains important for several reasons;
- Endogenous factors such as community disorganization, factionalism or strife are also important in determining success or failure of Zenzele groups and zenzele income-generating efforts;

- Infrastructural and other constraints also help determine Zenzela economic success;
- Zenzelas may experiment with several different income-generating activities before finding one that is profitable and sustainable;
- Training modules should follow one another without long delays if training is to have intended impact;
- It can be difficult to recruit women (at least beyond a core group of especially committed and "civic-minded" women) to Zenzela unless at least one income-generating project is actually showing a profit.

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

Ways to Improve Workshops

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

Qualitative research supports the finding that women much prefer what might be called participatory, experiential learning to the old lecture method. Furthermore HE trainers greatly prefer the former. The consultant and his assistant attended segments of three workshops and observed role-playing and other participatory learning methods. In conversation with two HEOs after one workshop, they spoke enthusiastically of the Tototo training they received. They said it gave HEOs a more effective method of training Zenzela women. They formerly relied on the "telling method" (formal lecture), but now they use role playing, story telling, games, etc. in order to elicit ideas, suggestions and

general participation from trainees themselves. The HEOs recognized that trainees, whether HEOs or Zenzele women, should not passively accept whatever trainers tell them.

Multiplier Effect

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

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

The Zenzele women agreed that this is the best way to transmit learning, but not all felt they were sufficiently confident or competent to handle participatory training. We encountered this attitude among women in other groups as well. However, the first type of multiplier effect is still occurring according to the testimony of women we encountered who had not attended a workshop (at least an HE workshop since 1988), yet had learned some of the content of Tototo-type training. Tototo training is relatively easy to identify when distinctive content--such as use of African animals to burlesque human personality traits--is referred to.

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

At first we saw little evidence of group-to-group transmission. When we asked about this, Zenzele women brought up a number of constraints: they are isolated, there are no groups nearby, they lack transportation, untrained women--especially those not in zenzele groups--are not especially interested, etc. However we eventually found evidence of group-to-group transmission in Manzini and particularly in Shiselweni regions.²¹ Sections from our fieldnotes of in-depth interviews with women from two groups involved in training other groups are excerpted here, in order to provide some interesting details of how the process can in fact work.

11/1/90, Multiplier Effect in Action

(Shiselweni)

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

It was noted that training sessions are kept uncomplicated, such as dispensing with the customary practice in Swaziland of a GOS official opening or closing the workshop. We asked how the workshops are going in general. Mrs. Twale said that the first day is always the best attended, in part because there's plenty of drama and role-playing. Overall, she feels the training is working. She and other trainers in her Zenzele group have even trained women do an evaluation for the training effectiveness, as occurs in HE-conducted workshops. Twale and her friends have "taught many groups ...at least five this year including Zombodze and faraway Lavumisa.

²¹ Such evidence may well exist in other regions, but we lacked time for an exhaustive survey of examples of this type of multiplier effect. Still, our impression was that this most significant impact of SWAMDP-supported training was most developed in Shiselweni.

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

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

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

Unlike some of the Shiselweni cases, it was the AHEO, not the recipient community, who initiated the request for training in our Manzini region example. The Ngogola women commented, "She invited us to train eLwandle." The workshop also required funding from HE. For whatever reasons, the Ngogola group has not trained other groups. Nevertheless the Ngogola women believed their effort successful because the eLwandle group "liked the training" and--far more tellingly--this group went on to train another new group known as "Calakancane" (Begin Bit By Bit). All we could learn about this third group is that they had a 5-day workshop.

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

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

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

Elements of a Self-Sustaining Training Model

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

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

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

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

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

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

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

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

the fragility of the model and the need for just the right type of guidance and supervision from above.

Savings Clubs

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

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

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

If some local Zenzela women knew about SCs from ACAT, it appears to have been Tototo that first introduced SCs to Home Economics. SCs fostered by HE work this way. First of all, participating women do not have to be members of Zenzela; they only have to want to be in the SC. There is a joining fee and thereafter a monthly subscription fee. These amounts vary from one SC to another, depending on the local availability of cash (cf. Table J). These funds go into a business account at a bank, and the account can be used as collateral for a group loan. Individuals or groups within the SC can take out loans for start-up funds or other business related needs on an as-needed basis. The amount of a loan is equivalent to the amount the individual or group has contributed up to that point. A treasurer keeps careful account of individual contributions. If too many women or groups want to

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

Withdraw funds at the same time, the SC committee prioritizes the need and those of lesser priority must wait until the first group(s) has borrowed and actually repaid the loan. Note the mechanism of peer pressure on women to repay their loans so that others in their group may have their turn.

At least in the early stage of SC development, loans are expected to be used for personal reasons such as special purchases or emergencies--not for business investment. One woman told us her savings club is "like the National Provident Fund" in that it provides security in times of need such as when a woman--or more accurately, her family--needs money for school fees, funeral expenses, or health care.

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

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

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

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

stronger motivation for individual women than group interest when it comes to saving money. There is less risk-taking with individual investments than with group business. For one thing, there is less individual control with the latter.

In any case, the pilot SCs prove that it is possible for rural women to save considerable amounts in short periods of time. For example, the SC at Malindza (Lubombo region), had saved E2,715 (\$1,068) in the first three months. There are 46 members of this SC, meaning that each member contributed an average of E59.02 in three months, considerably more than the E100 per year that women are required to contribute as a minimal subscription (cf. Table 3).

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

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

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

Women in this group commented that they would much rather the interest they pay on their "loans" go to themselves than to a bank. Fear of bank interest rates (and consequences if loans and

Interest are not repaid) was cited by other SC groups as reasons why there had as yet been no serious discussion of taking out bank loans.

TABLE 3
PILOT SAVINGS CLUBS

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

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

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

After observing the experience of the pilot savings clubs, HE plans to promote savings clubs throughout Swaziland by training Zenzile women in their formation and operation, through workshops nationwide. Although SCs may not develop into vehicles by means of which rural women accumulate capital for group or collective business enterprise--at least to the extent envisioned--they show

promise as mechanisms for saving funds for routine and special family needs, and for individual/family business investment. Meanwhile, at least some Zenzele groups have in fact become vehicles for collective business enterprise. As noted, all pilot SCs were grafted onto Zenzele groups that had already demonstrated success in saving if not investing money. SCs cannot be expected to develop as easily with groups or individual women who have less experience of this sort.

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

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

General Discussion

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

There is a critical feminist development literature that suggests that a concentration on handicrafts on the part of Third World women's organizations only reinforces their economic and power marginality.¹¹ A recent study of women's self-help groups in KwaZulu suggests that to overcome such marginality, "...it becomes imperative to transmit group management skills along with specifically technical skills..." so that groups are "...better placed not only to produce, but also to initiate other activities which are seen as important (whether these be savings clubs,

¹¹ e.g., Karl, N., "Women and Rural Development." In ISIS, Women in Development: a Resource Guide for Organization and Action. Geneva.

consumer co-ops, or creches).¹⁶ Apparently, SWAMPD and Tototo share this view because management and other human resource skills were directly taught to Zenzele groups and this indeed had the effect of stimulating savings clubs and creches (day-care centers or pre-schools).

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

MANAGEMENT OF TRAINING

Institution Building

It is not clear what would happen to development training for Zenzele women if all donor assistance were to end tomorrow. But there is every reason to expect that it would continue. The first consideration of course is the availability of training funds. From no training funds allocated during the first two years of the project, the COS allocation for the first post-SWAMPD year is E100,000, as shown in Table 4. It is noteworthy that the project contribution to direct training costs has declined as the COS contribution has increased. SWAMPD contributed \$15,000 (E18,100)

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

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

In the last project year, 1990. This means that HE had a total of £88,100 during 1990 (project funds plus £50,000 from the GOS), therefore its training budget will increase by nearly £20,000 for the first year after the project.

TABLE 4
GOS ALLOCATION OF TRAINING FUNDS TO HOME ECONOMICS

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

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

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

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

Management

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

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

considerable constraints;

-the morale of some staff members.

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

Let us examine transportation constraints from the perspective of the AHEO who is expected to regularly visit some 7-8 Zenzele groups on a regular basis, usually weekly. Regarding the AHEO's difficulty in reaching "Group B" in the previous section, separate interviews with both Zenzele groups and with the AHEO showed that the AHEO is barely visiting 5 groups irregularly, yet her predecessor, as noted, managed to visit the same 5 as well as 6 other groups in the region on a weekly basis. Separate interviews with the predecessor AHEO confirmed the observations of zenzele women that a motivated extension worker can overcome obstacles that others would find daunting. This AHEO (and she is not alone among HE extension workers) takes public transportation, arranges rides on the back of motorcycles assigned to male extension workers, and walks many miles when necessary. We also saw the example of an AHEO staying in local communities in Shiselweni for 4-5 days while trained zenzele women pass on training to other women, again showing that some extensions workers are willing to put up with inconvenience if not hardship.

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

There needs to be better monitoring and supervision of HEOs and AHEOs. HE, with advice from the new USAID contractor, ought to develop and institute a system rewards and recognition that includes career advancement for HE extension workers who: (1) regularly meet their assigned Zenzele groups; and (2) produce results such as those described in Shiselweni where Zenzele groups are training at no direct cost to HE or any donor. It is recognized that there are always problems when trying to quantify output, and (2) admittedly involves certain variables beyond the

control of extension workers. Moreover, we lacked the time to investigate which promotional criteria are currently operating in HE. Still we believe that a reward system more closely tied to performance, however that is measured, would improve both extension worker efficiency and morale--and this would have considerable impact on the leadership and small business development of Zenzele women.

CHAPTER THREE, SECTION 2

LOCAL LEADER TRAINING/COMMUNITY DEVELOPMENT

Training Under Community Development

Numbers of Participants trained

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

Community Development: Institutional Analysis

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

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

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

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

The positions supervised by Regional CDOs should be multiplied by four to arrive at the total who work under CD, since Swaziland has four regions. Parallel to the four Assistant CDOs is a fifth ACDO assigned full-time to broadcasting development information through Swaziland Broadcasting and Information Services (SBIS).

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

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

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

CD Staff Development

The following CD staff development took place under SWAMDF sponsorship:

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

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

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

In addition, participant training in support of CD included:

-Jane Dlamini, Principal CD Officer, participated in a USDA Trainer-of-Trainers course in Washington, D.C. Aug. 8 to Sept. 16, 1988. Course content consisted of principles of adult education, preparing and delivering training sessions, training methods and communication skills, and management skills.

-Colin Tshabalala, Women in Development Coordinator for CD, took a course in economic analysis and production at Ferris State college, Michigan from Jan. 20 to May 27, 1987. This specially-designed course of study was intended to help the participant determine which types of WID income-generating projects would likely be most successful.

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

During the present evaluation, the Principal CD Officer reported that the certificate course training had 2 unforeseen results:

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

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

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

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

Follow-up Impact Assessment

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

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

Based on this random selection procedure, 50 interviews were conducted in 16 communities. All interviewees were local leaders of various types who had participated in project-sponsored

training. Those interviewed were those who happened to be present and available at the time of interviewing. The types of leaders actually interviewed are as follows: member of development committee (56%); member of chief's council (14%); elder involved in resettlement, or other "native son" (umsumpha) (14%); chief's deputy (6%); chief's runner (6%); chief (2%); and Inkhundla representative (2%).

FINDINGS

Results of Workshops

We asked whether respondents had become involved in any activity as a direct result of anything learned in a development workshop. Fully 96% said yes, up from 71.9% in 1989.²¹ The lower figure in 1989 is primarily due to the fact that not all interviewees in the earlier survey had personally attended a CD workshop (it was only necessary that they reside in an area where some of the local leadership had been exposed to training). Therefore it appears again that virtually everyone who had been exposed to training claimed to have become involved in some sort of activity.

The most common activity respondents became involved with, as seen in Table 5, related income-generation and involvement in development-related organizations, including zenzele womens' groups. This is followed by agriculture-related activities; then health, water and sanitation, family planning, and schools and education. The most significant development since April 1989 has been the rise in income-generating and "committee" activity, findings corroborated by the preceding section showing significant growth in economic activity on the part of zenzele groups. The increase presumably relates to the intense level of SWAMP-supported training provided to both traditional leaders and leaders of zenzele womens' groups.

There has also been significant growth in agricultural activity. The most noticeable decline in activity since 1989 has been in schools, which in the earlier survey generally referred to school building construction. Apparently such construction has leveled off, which makes sense since there has been a great deal of construction in the past 19 years.

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

TABLE 5:
ACTIVITIES THAT HAVE RESULTED FROM WORKSHOPS
AN 18-MONTH COMPARISON

<u>Activities</u>	<u>1989</u> <u>frequency</u>	<u>1990</u> <u>frequency</u>
Schools, education	27.4%	16%
Health, water, sanitation	21.9	17
Agriculture	17.8	27
Income generation & committee formation	15.8	33
Roads, bridges, other infrastructure	2.7	6%
Resettlement	1.4	
N/A	11.0	
(Total)	100	
	(Missing cases=42)	

Development Indicators

Before the 1989 survey was conducted--in fact at the time of project design--it was agreed between USAID/Swaziland and Community Development officers that the number of development-related committees found in local communities could be regarded as an objective measure or indicator of development, and of project impact in particular. It has been found in Swaziland that there are local organizations known as committees associated with most development activities in rural communities. It was found in the 1984 baseline survey²² that the number of such committees in a chief's (immediate) area was positively associated with whether or not the chief had ever attended one of the development workshops held irregularly prior to SWAMP (p= .02). This suggests

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

that development committees may be regarded as something that results from development education.

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

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

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

TABLE 6

GROWTH IN AVERAGE NUMBER OF LOCAL DEVELOPMENT COMMITTEES
1983-1990

	1983	1985*	1989	1990
Number of committees	5.5	7.3	11.5	17.1
Annual growth rate	?	0.9	1.05	1.7

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

We see that the rate of committee growth increased from 0.9 committees per year during the pre-SWAMDP period 1983-85 to 1.05 committees per year during the SWAMDP training period 1985-89, and to 1.7 in the last 18 months of the project. The increase in growth rate is clearly significant. The problem in interpreting these findings, of course, is to be able to attribute any increase to project impact. There are obviously other factors that influence development such as contact with COS and NGO

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

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

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

However most respondents believed there were more development committees now than five years ago. Reasons are grouped and presented in Table 7, as are comparisons with 1989 findings. When "training" or "workshops" were mentioned the reference was usually to CD workshops for local leaders, but "the Chinese" and a church NGO organization were also specified. There were fewer mentions of workshops in 1990 than in 1989, but in the earlier survey just over half did not answer the question for some reason, therefore the findings may have been skewed toward "politeness responses," as suggested at the time.¹⁴ Whatever the reason, a plurality among 1990 respondents mentioned the influence of workshops, and there were significant increases in the 1990 proportions mentioning the attitudes or actions of the chief and the influence of radio. Spontaneous comments related to the former include, "He forms the (development) committees;" and "He is marvelous." Comments related to radio include, "The radio motivates people;" "We hear what has occurred elsewhere--how far others have gone--and we want to catch up;" and "We hear clearly."¹⁵ These comments may reflect the influence of improved radio-transmitted development communications, which was the aim of another component of SWAMPD.

¹⁴ Green, K., op.cit., 1989, p. 27-8.

¹⁵ It is not clear whether this last comment refers to understanding the message or to improved reception. SBIS has recently improved transmission coverage to virtually all of Swaziland.

TABLE 7

REASONS THERE ARE MORE COMMITTEES NOW

<u>Reasons</u>	<u>1989 Frequency</u>	<u>1990 Frequency</u>
Training/workshops	69.2%	30%
Attitudes or actions of chief or LL	9.9	24
Influence of extension workers	9.9	7
Effects of education	3.3	1
Increased popular demand	3.3	2
Influence of radio	3.3	18
Increased capital available	1.1	8
Misc.	---	10
(Total)	100%	---
	(Missing cases = 97)	

We next asked which local people have responsibility for development. Since the same question was asked in 1984 and 1989, we grouped answers from all three surveys together in Table 8 for comparison purposes.

TABLE 8

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

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

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

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

The most frequent answer in the present survey was "the chief," even though there was a wide variety of answers and only 22% gave this answer. The proportion designating chief is down from 1989 but this is partly compensated by the rise in those mentioning the chief's council (inkhundla). The chief in fact makes decisions not as an individual but as a "chief-in-council." Our interest in the rise since 1984 of mention of the chief and his council is that prior to SWAMP, neither chiefs nor their subjects for the

most part believed that development was a responsibility of chiefs. From looking at the findings of the three successive surveys, we perceive a gradual shift in responsibility toward the chief and his council and top advisors. This is in accord with what was taught at project-sponsored workshops, which included emphasis on the chief's council assuming development responsibilities.

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

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

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

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

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

Then we asked the general, open-ended question, "What is the responsibility of a chief in developing his area?" 76% answered this by using action verbs such as leads, supervises, directs, motivates, encourages, teaches, forms committees, fines or punishes those who won't participate or comply, raises money, or calls meetings. Some 74% answered in this way in 1989, as did 111

in 1984.²⁶

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

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

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

Other 1990 responses to this question were spread more or less evenly over a variety of response categories such as: "The chief should take the advice of his council;" "The chief should be a good example for his people;" "The chief should allocate land for development;" "The chief should take care of land disputes, and boundaries;" "The chief should ask the private sector for sponsorship" (1 mention); and the chief should discuss matters with the king."

Since the fund-raising role of the chief, actual or potential, emerged as important in the 1984 baseline, we asked in 1989 and again in 1990 if the chief or other leader acting under the chief's authority had collected money from local community

²⁶ Green, E. *op cit.*, 1989, p.14-6. Note that action verbs connoting direct leadership occur in two response categories in 1989 and four in 1984.

²⁷ Green 1984 *op.cit.* p. 40.

ANNEX A
INTERVIEW SCHEDULE
FOR ZENZELE WOMEN

DATE: _____

(1) NAME OF REGION _____

(1) Hhohho (2) Manzini (3) Shisulweni (4) Lubombo

(2) NAME OF LOCATION/COMMUNITY _____

(3) NAME OF CHIEF (ACTING CHIEF) _____

(4) NAME OF INTERVIEWEE: _____

(5) Name of Zenzele Group: _____
(If there is more than one name, write both names)

(Ask lomakhaya):

(6) Zenzele member has received what level of Home Economics training? (You may check more than one ans.)

- (1) None
- (2) Organizational and/or technical
- (3) Leadership
- (4) Business skills
- (5) Savings club training

(7) What type of Zenzele member is the interviewee?

- (1) Chairman
- (2) Other officer
- (3) regular member

(8) How often did you attend Zenzele meetings during the past year?

- (1) none
- (2) weekly
- (3) twice monthly
- (4) monthly
- (5) less often than monthly (Write _____)

(9) In your opinion, how is attendance amongst the members of your zenzele group?

- (1) Very High
- (2) Satisfactory
- (3) poor

(10) How many members are there in your Zenzele group? (Approximate number is O.K.)

(11) How many development-related Zenzele workshops have you attended in the past 5 years?

- (1) none
- (2) 1-3
- (3) 4 or more
(write exact or approximate number) _____

(12) Who organized the last Zenzele workshop you attended?

- (1) Home Economics
- (2) Other Ministry of Agriculture person
- (3) Ministry of Commerce ("Handicrafts")
- (4) Other (specify) _____

(13) Have you learned anything of importance at a Home Economics (Bolomakhaya) workshop?

- (1) Yes
- (2) No
- (3) Don't know, can't say

(14) If yes to previous Q., what in the workshops of the last 5 years did you find most useful?

(15) Have you become involved in any activity or project or group as a result of anything you learned or heard about in a Home Economics workshop for zenzele women?

- (1) Yes
- (2) No

(16) If Yes to previous Q., in what kind of activity or project or group?

.....
.....
.....

(17) What is the main income-generating function of your Zenzele group?

- (1) sewing school uniforms or other sewing
- (2) pig raising
- (3) handicrafts
- (4) commercial gardening
- (5) poultry
- (6) other _____
- (7) no income-generating activity

(18) Have training workshops helped your group in this activity?

- (1) Yes
- (2) No
- (3) Not sure, can't say

(19) If yes to previous Q., how has training helped your group?

.....
.....
.....

(20) Can you think of any ways the workshops could be improved?

- (1) Yes
- (2) No
- (3) Not Sure

(21) If yes to previous Q., How could workshops be improved?

- (1) More tours or visits
 - (2) More hands on, learning by doing or role playing
 - (3) Better venue (Where? _____)
 - (4) Need follow-up (How? _____)
 - (5) Need more workshops, or more time for workshops or covering topics
 - (6) Need other topics (Which? _____)
 - (7) Other
-

(22) Has most of your training at Home Economics workshops been relevant to your needs?

- (1) Yes
- (2) No
- (3) Don't know, can't say

(23) If no to last Q., Please explain

.....
.....
.....

(24) If you would like more government-sponsored workshops in the future, How many would you like to attend in a year?

- (1) 1-3
- (2) 4-6
- (3) 7 or more ("as many as available")
- (4) Does not want to attend more; Present number O.K.

(25) In the last Home Economics workshop you attended for Zenzele women, were the teaching materials usefull?

- (1) yes
- (2) No
- (3) not used

(26) Please explain, or elaborate on, answer to last question.

.....

.....

.....

(27) Have you contributed money to your Zenzele group during the past 12 months?

- (1) Yes _____
- (2) No _____

(28) If Yes to previous Q , about how much money did you contribute in the past 12 months? (Total, including joining fee, regular subscription, special fund-raising, etc.)

- (1) E1-10
- (2) E11-20
- (3) E21-30
- (4) more than E30
(write exact amount _____)

(29) Following from the previous question, for what purpose was the money collected? (You may check more than one)

- (1) Income generating project
- (2) Burial/funeral fund
- (3) child care
- (4) Meeting place, or costs directly associated with establishment or maintenance of Zenzele group
- (5) Other (Specify) _____

(30) If you have attended more than one home economics workshop, have you trained or passed on your knowledge to other women in your home area?

- (1) Yes
- (2) No
- (3) not sure

(31) If yes to previous Q , how did you pass the knowledge on?

.....
.....

(32) If no to Q. 30, why did you not pass the knowledge on?

.....
.....
.....

(33) What can you tell us about the support--or lack of support--of your chief for your zenzele group?

.....
.....
.....

(34) What are the main obstacles to development in this area?

.....
.....
.....

(35) Is contact between female extension workers and your Zenzele organization (Interviewers: read response options)

- (1) Frequent, regular
- (2) Occasional
- (3) Infrequent, irregular
- (4) Never

(36) What type of extension worker does your zenzele group have most frequent contact with?

- (1) Home Economics
- (2) Other Ministry of Agriculture person
- (3) Ministry of Commerce
- (4) Other (specify) _____

(37) Is contact between male extension workers and your Zenzele organization:

- (1) Frequent
- (2) Occasional
- (3) Infrequent
- (4) never

(36) What is your age?

- (1) Less than 25
- (2) 26-40
- (3) 41-55
- (4) more than 56

(37) What is your educational level? (how far did you go in school?)

- (1) none
- (2) Some primary, or completed primary
- (3) Some secondary, or completed secondary
- (4) post-secondary

ANNEX B

FOLLOWUP INTERVIEW SCHEDULE FOR LOCAL LEADERS

NAME OF INTERVIEWER _____

(Q1) NAME OF REGION _____

- (1) Hhohho (2) Manzini (3) Shiselweni (4) Lubombo

NAME OF LOCATION/COMMUNITY _____

NAME OF CHIEF (ACTING CHIEF) _____

NAME OF INTERVIEWEE: _____

DATE: _____

(Q2) What type of leader is the interviewee?

- (1) chief
- (2) indvuna
- (3) umjijimi
- (4) bandlancane
- (5) bucopho
- (6) committee member
- (7) other

(Q3) Have you become involved in any activity or project or group as a result of anything you learned or heard about in a workshop?

- (1) Yes
- (2) No

(Q4) If Yes to last question, in what kind of activity or project or group?

.....
.....

(Q5) Which local community people have responsibility for dealing with development problems? (More than one ans. possible)

- (1) the chief
- (2) tindvuna
- (3) government or extension workers
- (4) various committee members
- (5) imisumphe/RDA/resettlement people
- (6) no one
- (7) bucopho or inkhundla representative
- (8) other (specify) _____

(Q6) List the number of development committees currently found in this chief's area (sive).

(Interviewer: Give exact or estimated number_____

(Q7) Do you think there are more, or less, development committees now than 5 years ago?

- (1) More
- (2) Less
- (3) Don't know

(QB) If there are more devel. committees now, what is the reason?

1) training/workshops

(PROBE: _____)

2) attitude or actions of chiefs or other local leaders

(PROBE: _____)

3) increased capital available

(PROBE: _____)

4) effects of education, formal schooling

(PROBE: _____)

5) influence of radio

(PROBE: _____)

6) influence of extension workers

(PROBE: _____)

7) increased popular demand

(PROBE: _____)

8) other

(Specify) _____

(Q9) If there are fewer development committees now than in 1985, what is the reason?

- (1) Chief not active/supportive
- (2) Bandlancane not active/supportive
- (3) Money difficult to raise, people are poor
- (4) Money collected for development has gone missing
- (5) Money not spent as intended
- (6) Reasons related to extension workers
(Specify) _____
- (7) Other (Specify) _____
- (8) Don't know

(Q10) Is the chief of this area initiating development activities (e.g., school or farm shed construction, health or water systems, raising crops for sale, etc.) or otherwise participating in development activities?

- (1) Yes How? Comment _____

- (2) No How? Comment _____

(Q11) If yes to last question, is chief's participation in development more, or less, compared to 5 years ago or earlier?

- (1) More
- (2) Less

(Q12) Has the chief or group acting under the chief's authority collected money for any development projects for the community during the past 12 months?

- (1) Yes _____
- (2) No _____

(Q13) If Yes to last quest., about how much money was collected from each homestead?

(Approximate amount) _____

(Q14) Are development topics ever discussed in the bandlancane?

(1) Yes _____

(2) No _____

(3) There is a separate central development committee under the chief

(Q15) If Yes to last quest. , are these topics discussed:

(1) regularly/often? _____

(2) sometimes? _____

(3) rarely? _____

(Q16) What is the responsibility of a chief in developing his area?

(Q17) What are the main obstacles to development in this area?

(18) (Respondent is:)

(1) Male

(2) female

ANNEX C

SAMPLE AND SAMPLING FRAME FOR LOCAL LEADERS SURVEY
(With abbreviations indicating regions,
and [++] indicating selected chiefdoms)

CHIEF'S NAME	NAME OF CHIEFDOM
1. Magcolo Mabuza	Mgomfelweni-mz
2. Sidlani Sacolo	Ntfungula-mz
3. Mayezi Maseko	Nsangwini-mz
4. Mcakeni Tsela	Kazulu-mz
5. Mngcandzane Dlamini*	Pholonjeni-mz
6. Mandla Ntjalintjali*	Bhahwini-mz
7. Shadolo Mdluli*	Nciniselwnei-mz
8. Luke Nhlabatsi*	Ludvondvolweni-mz
9. Samson Zwane**	Logoba-mz
10. Lomahasha Dlamini	++Mkhulamini-mz
11. Salayedwa Gwebu**	Bhudla-mz
12. Sipho Nkambule**	Timbutini-mz
13. Gwevamanzi Mhlanga**	++Kwaluseni-mz
14. Msongelwa Yilakati**	Mafutseni-mz
15. Mthawe Msibi**	Nkiliji-mz
16. Velamuva Mdlulu**	Ngwazini-mz
17. Mchutjwa Shongwe**	Mdayane-mz
18. Mandinda Bhembe	Timbutini-mz
19. Choboza Ginindza**	Ekukhanyeni-mz
20. Mkhunjulwa Dlamini	Timbutini-mz
21. Samuel Dlamini**	Mdayane-mz
22. Mbango Mavuso**	Logoba-mz
23. Madalambane Dlamini	Butfongweni-mz?
24. Gcokoma Dlamini	mbelebeleni-mz
25. Sozisa Dlamini	Gudvuni-mz
26. Mfanyana Motsa**	Madlangempisi Nkhundla Ctr-mz
27. Elias Kunene**	°-mz
28. Mathamane Kunene	++Esisingeni-sh
29. Mavandlakazi Dlamini	Kadlovunga-sh
30. Mvulo Dlamini	Mampondweni-sh
31. Ncadaniso Dlamini	Madulini-sh
32. Sonjane Dlamini	KaPhunga-sh
33. Mbhekwa Dlamini	Nsingizini-sh
34. Mbhoke Mamba	Kamdhoke-sh
35. Mliwa Nsibandze	Mahlalini-sh
Simon Simelane (with chief)	Mahlalini-sh
36. Nkani Ngacampalala*	Kiholwane-sh
37. Ben Dlamini*	Ezikhotweni-sh
38. Ephraim Dlamini*	Ezikhotweni-sh
39. Diza Mkhonta*	Makhwelela-sh
40. Myekelwa Ntshangawe*	++Enkungwini-sh
41. Daniel Nsibandze*	Zombodze-sh
42. Naptal Mhlanga (with chief)	Mampondweni-sh

43. Mhlaber Hlaphwayo*	Gege-sh
Mapiti Hlaphwayo*	Gege-sh
44. Sicelo Masilela	Mhlanguyavuko-sh
Sibanga Magagula	Mhlanguyavuko-sh
45. Milton Makhanya	Kupheleni-hh
46. Petros Dlamini	Maphalaleni-hh
Maphikalelo Dlamini	Maphalaleni-hh
47. Siyaluza Mabuza	Jubukweni-hh
48. Sobhiyoza Dlamini	Ekhupheleni-hh
49. Mfanzile Dlamini	Singweni-hh
50. Myengwa Nkhambule	Emfeni-hh
51. Sunduza Dlamini	Emvembili-hh
52. Molwane Dlamini	++Nsangwini-hh
53. Mabola Ginindza	Emadlodlo-hh
54. Mgcashula Nkhembule	Nsingweni-hh
55. Mfanyane Dlamini	Mshingishingini-hh
56. Mbilini Dlamini	Lobamba-hh
57. Mabiteleni Malinga	Dlangeni-hh
Princess Simangele	Dlangeni-hh
58. Lushawulo Dlamini	Ezulwini-hh
Nkomonembana Dlamini*	Ezulwini-hh
59. Mohola Ginindza	Madlolo-hh
60 Siyaluza Mabuza	Siyaluza/Jubukwani-hh
61. Maplinkelala Dlamini	Maplukelela/Maplalaleni-hh
62. Myengwa Nkhambwe	Myengwa/eMfeka-hh
63. Molwane Dlamini	Mohwane/Nsangwini-hh
64. Sobhiyoza Dlamini	++Sobhuyoze/Kupheleni-hh
65. Cijo Zwane**	Ngonini-hh
66. Chief Siphige Myeni	-lu
67. Chief Sota Dlamini	-lu
68. Chief Maphilingo Shongwe	-lu
69. Chief Mhawu Ngcamphalala	-lu
70. Chief Sowonjane Dlamini	++kaPhunga -lu
71. Chief Loyiwe Maziya (court pres./Siteki) Mapuwane-lu	
(Cristu Gamedze-indvuna)	
72. Chief Gcobobu Gamedze (deceased)	
73. Chief Sisengwane Ndzimandze	Mpholongeni-lu
74. Chief Mhawu Dlamini (works in Piggs Peak) Endumezulu-lu	
(Mbonani Mkhabela-indvuna)	
75. Chief Buvaka Dlamini	Mpholongeni-lu
(Mmeli Matfunjwa-indv.)	
76. Chief Macebo Duba	++Mpholongeni-lu
77. Chief Mlimi Maziya	Kalanga-lu
(Ndzaleni Maziya--Acting Chief)	
78. Chief Maja Mamba	Ngudzeni-lu
(Joko Sibandze--Indvuna)	
79. Chief Madlenya Gamedze	Siphofaneni-lu
(Johannes Maziya--indvuna)	-lu

* = indvuna, ** = rep.

ANNEX E
PERSONS CONTACTED

Topsile Baartjies--MOAC/HEO
Thandi Kunene--Ministry of Commerce, Handicrafts Div., Hhohho Coordinator
Nomakhosi Nlambo, Regional HEO, Manzini
Mrs. Matsebula, AHEO, Manzini
Zodwa Baartjies--Asst. HEO, Shiselweni
Sibongile Dlamini, Regional HEO, Shiselweni
Ms. Matola, AHEO, Shiselweni
Ms. Mkhwanazi, AHEO, Shis.
Ms. Mitchel Mkhalihi, HEA, Manzini
Ms. Dlamini, HEA, Manzini
Mr. Msibi, Regional Handicrafts Officer, Manzini
Ms. Nomakhosi Nlambo, RHEO, Manzini
Ms. Khanyisile Mabuza, HEO, Hhohho
Ms. Janine Vird, Volunteer Community Devel. Worker, Mhlume
Mr Anton Kienle, Handicrafts Officer, Ministry of Commerce
Ms. Marilyn Richards, COP, SWAMPD Project
Mr. Lon Muffit, In-Country Training Manager, SAWMDP Project
(Representatives of twenty-two zenzele groups and four savings clubs throughout Swaziland)

ANNEX F

CASE HISTORY OF ZENZELE GROUP
ILLUSTRATING VARIOUS PROBLEMS IN TRAINING
AND TURNING A PROFIT IN INCOME GENERATING ACTIVITIES
(Excerpted from fieldnotes)

10/29/90

Mafucula Lubombo Region

This zenzele group is called Ntamakuphila ("trying to make a living," loosely interpreted). It costs E10 to join the group and E100 a year for "shares." They are visited irregularly by an AHEO (see below), and the wife of a Mhlume sugar official who serves as a kind of community development volunteer.

This group used to live some miles away on relatively large and wealthy homesteads before Mhlume Sugar Estates expanded onto their traditional lands in 1983 and the community had to be relocated. A deal was worked out and the people were theoretically compensated, but as with every other relocated group the people were dissatisfied with the outcome. For one thing, they are not near a natural source of water, and for another their fields are much smaller than those they previously worked. The community is engaged in family-based commercial cotton farming.

This zenzele group existed before the relocation. It probably began 17 years ago. The original group had 30 or so members and they were involved in grass work, sewing, knitting, making girls' dresses and bead work. The first AHEO assigned to them imparted these skills.

The relocation disrupted not only the community but the zenzele group as well. Soon after the move, the group dwindled to 11 members (today there are 20 regular members). They are now engaged in cotton farming, sewing school uniforms, and candle making. (Grass work was dropped due to a lack of a market or indeed a way to easily get to a town).

The former HEO (they're now on their 3rd) helped them market their products by personally taking them to town, selling them, and returning the cash. That has not been possible with the current HEO, plus the procedure keeps local women dependent on outside resources. The "informal" community development volunteer is trying to re-direct womens' efforts toward activities that can generate income locally so that problems of transport and access to towns are mitigated. The women agree that there is a local market for both candles and school uniforms. They have an arrangement with local schools to sell uniforms to parents of students.

Around 1984, four women who were present today attended a week-long workshop run by HE. Those who attended--and who were elected by the group--said the training was useful. They learned about traditional HE topics such as hygiene and homestead cleanliness. They went on to mention a period when HE sponsored annual contests for having the cleanest homestead that possessed a toilet, a garden, etc. The contests inspired them to practice HE principles and they liked

receiving prizes. The income-generating activities they heard about at the workshop "were good," but afterwards they still didn't know how to sell their products. They improvised at this stage by persuading their AHEO to sell their products in town for them.

More than once the women mentioned problems associated with relocation. The new location was more remote, lacked water, was not accessible to transportation, had no clinic, etc. They say there were no business opportunities here. The effect on the zenzele group and on the community in general was said to be confusion and disorganization. Between 1983-86 the group was moribund. At this time there was no AHEO. It's not clear whether this was due to the group's new inaccessibility or to the group's disorganization and apathy. Some women commented that life was so difficult getting adjusted to a new area, clearing fields, etc., that there was no spare time to give to Zenzele.

In 1986 a new HEO came and asked the women to revive their zenzele group (note this was Year 1 of SWAMOP). Its revival was slow due to the problems of settling in the new area. For their first income-generating activity they attempted to grow and sell maize. They ended up with no profit after 2 years of this. Apparently the new AHEO initiated this idea and helped train the women (note lack of feasibility analysis for growing maize in an area with no water source). The zenzele women themselves asked the AHEO how they could grow maize so far from a river. The AHEO is said to have not really listen to this concern and was simply guided by directives from HE headquarters. She is alleged to have been told something like, "here is your seed allotment. You must use it or we'll have to give it to some other group.") The AHEO may have led the women on by hinting that the government might help build an irrigation pond.

Apparently there was no prioritization of local needs, using practical suggestions and inputs from local people.

In 1988, the group received project-supported leadership training from HE and they were seemingly provided business skill training. "Leadership" consisted of advantages of working together, how to organize themselves, the value of self-reliance, independence from AHEOs, how to reach collective decisions, etc., according to the women. When we got into this topic, the woman spoke of the burning house exercise, the donkeys pulling in opposite directions, human personality traits as found in animals such as the giraffe, etc., as if they had just heard them the other day. They said they liked learning by these parables and examples, and they especially enjoyed role-playing, "sabbulul" They were excited by the insights they gained and the practical applications they found in promoting group solidarity.

But all this began to fall apart when the follow-up workshop on business skills never came and all the other problems and constraints persisted. Some positive impact apparently remains: the lessons learned about working together has resulted in lightening the workload during weeding season because women will take turns helping each other.

Other problems persist in the community and with the zenzele group. The women themselves say that many of them are lazy. They say they will call a meeting and only 2 or 3 will show up. It's also hard to get women to become committed to collective as opposed to individual enterprises. They say that traditionally the rule is every woman for herself.

We interrupted to ask if the AHEO has been able to advise on this. At this point we still didn't realize that the AHEO seldom visits the area, so we got an ambiguous answer about the AHEO trying but nothing resulting as yet.

At this point, two zenzele members approached us on their way to the local store, but apparently when they saw us, they turned and began to slink off. Gama called them over and persuaded them to sit down. We tried to get them to tell us why they're not active in the group (the others told us that these two have paid their fees but have never attended a meeting, although they did attend the HE workshop a few years ago). They were very reluctant to say anything. Finally they agreed with others present that they were simply lazy. We asked them to join our two interviewers (who had been conducting one-on-one interviews privately and separately) for private interviews held out of earshot of our conversation.

The active zenzele women then told us that many women want quick results. They fail to understand how working together eventually pays off--although those explaining this admitted that their income-generating ventures have not really paid off. The 2-year maize experiment flopped. The next major economic venture was commercial cotton. This was attempted both through a collective cotton field worked by the group and by a number of husbands allocating a portion of their cotton fields to their wives for zenzele income generation. Cotton earned them about E1000 last year, but this year some heavy rains destroyed the crop and they ended up with nothing. Such investments followed by failure "have a way of not attracting new members to your group," a woman commented.

The women reiterated that people are used to individual business endeavors, therefore this inhibits cooperation in group endeavors. In spite of all their hardships and setbacks, we asked if they had tried to share what they had learned in leadership training to other women. Some said they tried to pass along what they learned when meeting non-local women in church, but these women wanted to see results of how collective action can benefit them. They said, "First show us your success!"

Their main project at present has been saving money for a bus, using zenzele joining and subscription fees as well as the E1000 from last year's cotton earnings. They seem unsure about the exact price of a bus but they have saved E2300 so far. The bus is intended to overcome isolation and specifically to be able to transport their products to markets in town.

What do the husbands do? Some of the zenzele women are widows; most of the others are married to men who farm cotton. Several complained that their husbands overwork them and so they lack sufficient time to engage in zenzele activities. One woman said, "Husbands need these workshops too. It is they who need to learn about cooperation."

In answer to my question, it seemed that a few men in the area attended local leader workshops run by Community Development. The women said this was helpful but that old habits die hard; the local leaders need more workshops.

Another project led by Mrs. Ward is the building of a creche. The local women are supposed to contribute labor to this but apparently are not doing so.

CHAPTER FOUR: DEVELOPMENT COMMUNICATIONS

A. BACKGROUND

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

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

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

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

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

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

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

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

B. DEVELOPMENT OF THE SWAZILAND CENTER FOR DEVELOPMENT COMMUNICATIONS

1. Methodology

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

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

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

2. Background

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

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

- on-the-job training of the Director;
- working with the Director to establish the organizational and management framework of the CDC;
- developing the devcom training program;
- supervising the renovation of SBIS facilities for devcom training and radio productions; and

- providing ministries, parastatals and NGOs with technical support to increase the impact of devcom activities.

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

The CDC's achievements in long-term degree training and short-term academic in-country training are substantial and are fully analyzed in Part 2. Part 2 also reports on the high degree of success that the component achieved in institutionalizing the sustained use of communication in the key development sectors of health, agriculture, cooperatives and Tinkhundla, the community development ministry. CDC's achievements in strengthening SBIS are analyzed in Part 3. Even with these successes, the CDC has not been fully institutionalized as envisioned at the beginning of the project.

3. Early Initiatives

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

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

These goals were properly identified. There was a lack of standardized job descriptions for information officers. Employees ranked at civil service grade 6 (clerk) were producing devcom programs and had been identified for in-country training in the devcom project. Civil service rankings for the information officers varied widely among the ministries, ranging from grade 6 at one ministry to grade 20 for the public information officer with the police department. People in important communications positions were not necessarily involved in planning and implementation efforts at the ministries.

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

A second CDC initiative attempted to create an inter-ministerial

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

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

4. The Center Becomes a Center

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

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

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

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

What is important today is that SBIS has maintained the full-time devcom studio operator. Devcom producers have a dedicated studio for their radio

production needs. During this evaluation, both studios were operating smoothly, at about 65% of their capacity (40 hour week). There is enough open time in the production week to allow "self-operating" radio production training for groups as large as eight. The equipment is in good condition and shows signs of proper maintenance and care.

The CDC supplied resource materials for devcom producers. These included sound effects, media supplies, reference materials on devcom and engineering, a computer and typewriters. A typist was assigned to work with the CoP and the Swazi counterpart. As discussed in Part 2, the CDC organized numerous workshops to create awareness and to train people in specific devcom skills.

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

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

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

5. Listenership Survey

In late 1987, the CDC conducted a national listenership survey to document the habits of radio listeners and to measure the impact of devcom radio programs. This was seen as a vital step for CDC and SBIS because no recent audience information existed. The survey was a good "hands-on" exercise for the training participants and had a good amount of design input from SBIS and the supervisors from the participating ministries and NGOs.

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

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

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

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

The survey report indicates a high interest in devcom radio programs. The report does acknowledge low response rates for directed and non-directed questions about devcom programs. On page 24, the report states, "From the evidence, it is clear that these programmes were not listened to in any great numbers, therefore, we cannot attribute any statistical significance to the results."

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

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

Two recent surveys, (April/May 90 and October/November 90) show excellent growth in impact since transmission was restored. The surveys cover health seeking behavior among the general population and perceptions of development among traditional leaders. Both surveys are discussed in Part 3 - Institutionalization.

C. MANAGEMENT OF THE CENTER FOR DEVELOPMENT COMMUNICATIONS

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

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

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

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

1. Management Communications

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

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

Cultural communications must be maximized on a project, especially one that is designed to develop communications. To illustrate an isolated example of cultural mis-communications; there was a controversy over the use of the devcom facilities by a church group. Members of the group were reported to have been monopolizing studio time. Then, the USAID Director requested that

the group stop using the facilities.

Swazis don't recognize the separation of church and state in the same fashion that Americans do. What was incongruous to the Swazi participants was the fact that the devcom project was training information officers from the Council of Churches and the Swaziland Bible Training Center. As the saying goes, "What we had here was a failure to communicate." Incidents of cultural mis-communications were not a major problem in this component, but they remain vivid in the minds of Swazi participants.

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

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

3. Choice of Counterpart and the NADPP

The component's feasibility study envisioned training a Swazi counterpart to run the CDC, especially after the component had ended. This position was crucial to sustainability. As the CDC was forming, the Swaziland National Association of Development Program Producers (NADPP) was growing in stature.

The NADPP was formed in the early 1980's, before the devcom project began. Its membership consisted of subject matter specialists and information officers from the ministries and NGOs that produced regular development programs for SBIS. Regular monthly meetings were held, and a constitution was written and implemented to achieve recognition from the GOS. Participants remember the NADPP as a very strong organization, effective in cooperative efforts and strong in providing critiques to its members.

As part of the charter, the Public Relations Officer (PRO) from SBIS was designated chairman. The NADPP wanted to organize training opportunities for devcom producers, foster inter-agency cooperation, and create professional standing in employment for its members. Training participants report that the NADPP was a very active and cooperative organization.

The principal chairman and guiding hand for the NADPP was (and still is) the PRO at SBIS. Most people regard him as the person who started development communications in Swaziland by producing agricultural "farm" broadcasts in the mid-1960's. As PRO, he was the liaison between the listening public and the radio producers. As the devcom component formed, NADPP saw success in its

efforts to help organize a major training opportunity. To the NADPP, their chairman was the natural candidate for the counterpart position at the CDC.

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

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

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

The person selected to be counterpart director for the CDC is regarded by the participants as a kind person. Project documents indicated that he did not receive the degree level mass communications training suggested in the project contract. The counterpart does not appear to have been an effective leader or organizer. He was unwilling or unable to provide an account of CDC activities since the departure of the project CoP in December 1988. The counterpart resigned his position at the CDC, effective November 1, 1990.

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

4. Conclusions and Recommendations on the Center for Development Communications

- a. Despite shortcomings on several national initiatives, the CDC met the bulk of expectations set out in the component contract and subsequent feasibility study.
- b. The CDC was successful, bilaterally, in creating and operating two development communications radio production facilities at SBIS.
- c. The CDC was successful in training people for development communications responsibilities and in strengthening SBIS. Further evidence of this success is presented in Parts 2 and 3.

d. The CDC operated well under the direction of the component's two CoPs but faltered after their departure. The Swazi counterpart director was unable to provide evidence of CDC activities since January 1989. Currently, the CDC is without a director because the counterpart director has resigned.

e. The CDC's development communications specialists (CoPs) were successful in organizing workshops and forums to train information officers and senior officials from ministries and NGOs. The CoPs were successful in providing direct assistance to the ministries and NGOs.

f. The CDC was not successful in providing an adequate listenership survey to document the component's impact.

It is recommended that:

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

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

D. TRAINING FOR DEVELOPMENT COMMUNICATIONS

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

1. Long-Term Training Abroad

The component provided degree and advanced degree training to five devcom professionals. Two of these people also participated in the short-term in-country training program. Four out of five participants have returned; one returns in 1992. Four of the five are employed at SBIS. The positive impact of their training is reported in Part 3 - Strengthening SBIS.

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

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

2. Short-Term Training In-Country

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

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

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

• Research and Evaluation

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

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

3. Workshops

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

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

4. Short-Term Advisory Services

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

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

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

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

5. Results of the Tracer Study

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

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

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

6. Short-term Graduates Still Working in Devcom

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

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

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

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

One is employed by the information section at SBIS.

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

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

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

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

7. Graduates not Continuing in Devcom Roles

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

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

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

- a. Four have changed employers.

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

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

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

The remaining four moved laterally in their agencies to positions that don't require full use of devcom skills. One provides communications training to public and private agencies; one moved to the income generating side of her agency; one reports on parliament; one is waiting for an assignment that fits his skills.

In a secondary analysis, eight out of the eleven in this group were asked to speak about their present employment.

Four expressed dissatisfaction with present job assignments and a general desire to put their devcom skills to work.

The other four miss being directly involved with devcom but are satisfied with their present duties. Three of these four believe that the devcom training played a major part in obtaining their present assignment.

B. Additional Observations

In comparing the number of people employed in devcom roles before and after the training, there is a net gain of four people employed in devcom roles. Of

concern are the five people in ministries who have been given assignments without devcom duties (sub-group b. above). Of those still working in devcom, three from SBIS and the ministries have received promotions. Three people from the parastatals and NGOs have received promotions. Five of the six people promoted attribute their success to the skills obtained in training.

RANDOM LIST OF TYPES OF DEVCOM PROGRAMS CURRENTLY PRODUCED BY GRADUATES

Radio and print coverage of the Monarch and Parliament
Listener participation, problem solving program
Open topic call-in programs
Reading of letters from the people
"How to..." this is a new program with broad subject areas, for instance, how can a listener apply for a passport, etc.

Women's traditional music
Child rearing
Passing messages to patients in the hospital
Educating and motivating people to form cooperatives
Women's and children's development

Organizing commercial business practices workshops
Agricultural information and extension broadcasts and newsletters
General health radio program, specific health campaigns radio program
Family planning program
English language newsletter for ministry employees

siSwati newsletter for farmers
The rights and wrongs of siSwati and western cultural ideals
Cooking, general home management, coverage of business groups and income generating projects
Quarterly siSwati newsletter on home economics
Women in development

Radio news writing on development topics
Nationally distributed development magazine
Motivational and organizational material for distance teaching, literacy
Distance teaching, continuing adult education
Multi-media public relations on assistance for children
Radio and print on organizing to build schools, farms and houses.

DESCRIPTIVE COMMENTS BY GRADUATES ABOUT THEIR EXPERIENCE DURING TRAINING

All of the graduates interviewed supported the in-country training. There was a full expression of satisfaction with all modules within the training sequence. The module on research and evaluation was mentioned most often as being memorable. Graduates indicated very little exposure to research prior to the classes. When they applied devcom research and evaluation techniques, and saw the results, they were very excited.

Writing modules were also appreciated because the modules sharpened the skills of participants. The concepts of target audience, program editing, planning and interviewing skills all received mention from five or more graduates.

Negative comments about course content were noted. Four graduates spoke about liking the radio drama module but indicated that their duties at work did not allow proper time for writing and producing an adequate radio drama. Some of the experienced radio producers felt that the radio classes were pitched too low. However, they were willing to help others in the class learn new radio skills.

The following are interview transcripts with an indication of the (number) of graduates expressing similar sentiments.

"It upgraded my skills and all of the development communications broadcasts by involving us with the listeners. The programs used to be just one-way, where we told the listeners what to do. Now the listeners are involved through field work and actualities. We know it is a two-way thing." (8)

"It made my programs more focused, polished. (14)

"More confidence in interviewing, gathering materials, presenting. (8)

"I'm doing more with print instead of just radio." (4)

"Some teachers talked down to us at first and didn't know who is who." (2)

"Prior to the training, we had to work very hard to get people to our service, now the problem is providing enough service to people." (2)

"The teachers stressed reaching people. It makes the rural people feel as if they are part of the whole." (3)

"We even have the capability of mounting workshops to motivate people." (2)

"Useful because you continue to use training on the job and our programs were monitored as they came into SBIS."

The graduates expressed a high degree of self satisfaction with their personal accomplishments. Most graduates cited increased abilities in planning and execution. Self confidence was mentioned frequently. The graduates gave an overall impression of improved production. They indicated that they were unsure of their programs before training but are now quite confident in their skills and abilities.

9. Impact on Institutions and the Nation

When asked their opinions on the training's impact on their institution, the graduates' responses were varied but focused on four main topics.

"Regular mail and phone calls are received following broadcast or publication. There is an increase in direct feedback from listeners to the program

producers." (12)

"Supervisor realized the importance of development communications and the amount of work involved to produce quality programs. Supervisors started to involve me in planning. Agency has given me more responsibilities and assignments. My duties are the same, I just have a bigger understanding of them and how to focus on the main points." (8)

Supervisor did not assign graduate to devcom duties. Graduates asked for more time to spend on devcom but were denied. People without training were put in information positions. "We are left to rust in low-level positions." (5)

"Enrollment in our program is full. We had to hire another person to answer requests from the public." (2).

When asked their opinion on the training's impact on the population, the graduates gave general responses. Most often they said, "We are able to educate and enlighten, we are giving better information, we work better in field research, people have more confidence in us, people can organize themselves better."

Three quotes stand out from the interviews,

"Now I can take the listeners wherever I go with the portable cassette"

"Everybody is in town, working during the week, they want to know what is going on in the rural areas."

and,

"Radio, print and video support each other and all support the subject matter specialist."

10. Site Visits and Interviews on Impact with Participant's Supervisors.

In-depth interviews were held with supervisors at ten participating ministries and NGOs to examine the impact of devcom training. Seven out of ten reported strong impact from the training. Anecdotal excerpts are provided to show the type and scope of impact.

Ministry:

"The participant received some training in video during the in-country training. He is technically minded and participated in on-the-job video training (Penn State) after returning to work. Although he is still producing ministry newsletters, he is most preoccupied with training extension workers on newly acquired camcorder video equipment."

NGO:

"The agency now uses the radio to coordinate workers and service efforts in the field. They are able to pass messages and coordinate activities in times of disaster."

Ministry:

"The participant is well regarded as an accurate and popular program producer. Her supervisor gives her high marks for personally improving her planning and organizing skills. The supervisor calls her program 'much more understandable and logical.'"

"The participant is in demand to help with devcom productions from other ministries, regional secretaries and principal secretaries when 'there is really something important to be covered. Feedback on the radio program is always received during ministry workshops.'"

NGO:

"This NGO has completely implemented the core objectives of devcom. The NGO employs two devcom graduates. They noted low audience awareness and acceptance of the NGO's services in the 1987 listenership survey. The graduates wanted to reverse this situation and increase the population's use of the services."

The NGO had excellent direct assistance from the devcom CoP. A baseline of 23% public awareness was established. The graduates went to work on the feedback received in the survey and re-formatted their radio presentations. By 1988, the USAID sponsored Family Health Survey showed audience awareness had increased to 78%. The participants believe "it is mostly from the radio."

Although awareness was increased, usage remained low, at 17% of the population. The CoP and the participants went to work preparing to implement a major focus group study of attitudes and reluctance. The survey results are being compiled now and will be used to establish a new IEC campaign for the NGO.

The devcom CoP played a major role in this effort, but a graduate will manage the IEC planning and implementation. The graduate feels "fully trained and capable of doing the whole thing."

Ministry:

"This ministry has successfully institutionalized an organizing mechanism through it's use of devcom. The ministry has a section that is starting small, grassroots cooperatives. Field organizing work was expensive in terms of time and money. The devcom in-country graduate worked with department heads within the section to write radio lessons to instruct interested people on the requirements of forming. Brochures and other print material was designed for support."

By the end of the radio lessons, groups would be properly informed of the requirements for continuing on to certification. The groups were asked to contact the ministry for technical assistance at the end of the radio lessons. The lessons were first broadcast this month. Twelve groups, including a large group of telecommunications workers, are ready for technical assistance in certification. New lessons on certification are being written now.

Supervisors at the ministry are encouraged by the use of radio to support, and in some cases to supplant, the work done by field organizers. The ministry has received requests for help with creating radio lessons from parallel companies in the private sector. The supervisors pointed out the fact that once radio lessons are created, the lessons do not need to be recreated, only updated. They believe this is evidence of institutionalization.

Parastatal:

"This organization reported positive and negative impact. According to the supervisor, up to 50% of his clients are able to use the devcom programs produced by the parastatal's devcom graduate. However, there are some problems in the home listening environment when other family members wish to use the only radio in the house."

The radio program is aired on the English channel and some clients report that family elders wish to listen to the siSwati channel. He reported additional disadvantages from the increased competition of television in the homestead. The graduate is starting to provide clients with cassette copies of lessons that are broadcast.

The supervisor expressed some regrets that the training has stopped. His organization's radio program requires three people for the presentation. Only one of the three has received training.

Ministry:

"This ministry's education unit has made effective use of devcom goals and objectives. At an annual event, distribution of a ministry product increased 25% over last year. The supervisor gives credit to the devcom training. "Originally, the radio presentations were lecture format. Listeners switched off. Scripts are now compulsory, no more adlib. Devcom courses brought skills, technique, even the drama and interview formats. Programs became more effective."

This supervisor also praised the creation of scripts "Once they are written, they don't have to be re-invented. They stay with us and we can revise them."

The education department has adopted the policy of "giving feedback" to SBS and Swazi newspapers "about what's happening." In this respect, they provide a service to the communications channels that goes beyond a once a week program. Radio announcers and print reporters are invited to ministry workshops and seminars to be sensitized to ministry information. The supervisor credits the devcom component with introducing the concept of prime time positioning of spot announcements. The ministry places spot messages during

football matches.

In terms of the future, "We are lacking a somebody that solely produces radio. We are multi-purpose people. We need a sole producer and we hope that the attitudes will change."

E. ADDITIONAL OBSERVATIONS

Ten participants have received additional devcom training after completing the in-country course work. Training ranged from on-the-job work with U.S., British and Danish radio consultants to lengthy studies in Egypt and Russia. Regionally, the graduates have gone to Zimbabwe, Nigeria, and Capetown, South Africa. Fifteen graduates participated in non-devcom workshops or training opportunities in Swaziland.

Eight graduates mentioned formalized devcom goals. These goals include; filing admission applications to attend a mass communications university, assist in the training of co-workers, submitting proposals for devcom style television programs, and starting local newspapers. Three graduates mentioned their personal goals of becoming involved in devcom again.

F. MANAGEMENT OF DEVELOPMENT COMMUNICATIONS TRAINING

Management of the devcom training program came under undue criticism in SWAMDP's mid-term evaluation. SDSU felt obligated to write a nine page letter to the mission to correct factual errors in the evaluation. On the whole, the training was well managed and successful in its outcomes. The training program has been instituted to good effect in another country in the region.

All parties; SBIS, the participants, and the participating ministries and NGOs support the positive impact of the training. As reported below, only minor changes would be necessary if the same course of study were to be offered today. There were problems and controversies in the training program. These are also reported below.

What is striking about the success of the training program is the efficient coupling of long-term academic training, short-term in-country training, workshops on specific devcom topics or practices, and direct assistance to the participants and their employers. Participants applied their learning directly. The results are evident in SBIS's air sound and the public's response to participants print/broadcast initiatives.

1. Participants' Comments on the Management of the Training Participants were asked to express themselves on the topics of improving the training program and the management of the training. Their comments are presented in unweighted, capsulized form (quotes from many people are assembled as one).

"We liked having different professors, "real specialists" for each module. Teachers made themselves available after hours and on weekends. The teachers made us feel like one big, happy family. The student teacher relationship was very good. The teachers coming here is more efficient, we

could have never all gone over there."

"We should have a get acquainted session before formal classes start so we can exchange cultural values and find out more about each other. That way the teacher won't talk to us wrong. This will break the ice."

"We were never advised of opportunities to further our education. Offer more training to us graduates first. The format is good, do it again with advanced content. We want SBIS to allow self-operation of the studios. There was not enough practical experience. Mornings should be for classroom work and afternoons for practical work. Classes should be four weeks in length for the amount of work. The time between classes should be shorter."

"There should have been a stronger selection process. Pick people who are dedicated, like their jobs and can handle the format of the classes."

The graduates were full of praise for the additional training opportunities available in the workshops. During the interviews, a third said they tried to attend every one, a third said they attended about half of the workshops, and a third said that they were too busy to attend or had difficulty scheduling the time away from work.

The graduates were unanimous in their desire for additional training. The language used to describe their need for more training was interesting. They described themselves as "rusty, stale, rotting" and as having "lost the spirit of development communications." Refresher courses were most often mentioned as the training format that would be most successful. Other formats mentioned include training to the degree level, advanced courses modeled on the previous training, and a repeat of the devcom training program for new communicators.

2. Problem Areas

Somehow, the participants in the first intake of in-country training were given the impression that they would receive a diploma when they graduated. In Swaziland, a diploma means a promotion in civil service ranking and cultural recognition among peers. Unfortunately, what was awarded was a certificate, not a diploma. The certificate carries little or no weight.

The origins of the controversy were not discovered during this evaluation. San Diego State University was the sub-contractor to AED on providing the short-term training. They were unable, by California law, to call the certificate a diploma. The training program was new to the GOS and there were issues raised about implementing the course at the diploma level. The controversy is recognized in the project documents reviewed for this evaluation but culpability is not addressed.

As is referenced in the comments below, the graduates have not received an explanation as to what happened. This was a communications breakdown that hindered the CDC's credibility and forward momentum. There is a lesson to learn here. Be sure of the cultural connotations.

The graduates were quite adamant on the issue of diploma versus certificate:

"The certificate is not recognized by anyone, anywhere. It's as if we were used as a pilot project, whether GOS would accept our work or not. It's as if we wasted our time in terms of improving our employment situation. USAID and the devcom people pushed hard. GOS was the problem in not responding. We did not get an arrangement with UNISWA for credit. This should be incorporated into UNISWA's program."

"We never got a good explanation of the diploma/certificate confusion. The question still remains in our mind. Many of us have no other professional certificates. We were really pinning our hopes on having professional recognition."

"Even though that diploma thing had raised our expectations, I still would have gone for this training because I wanted and needed the skills."

On another matter, the project contract specifies that the contractor procure training studio equipment. The two studios built for devcom production were considered just that, studios for production, not for training. GOS was unable to provide funds to refurbish a large hall near the CDC offices. The hall has suitable space for a class room and an audio production learning laboratory. The hall was never converted. This was inefficient. Classes were held at a location other than SBIS and the CDC.

The inability to complete the classroom facility contributed to the decision to look beyond SBIS to establish a home for devcom radio production training.

Senior officers at SBIS benefitted from a certain amount of the training activities, especially senior engineers and program officers. The chief program officer should have been selected for more formal training. Training 45 devcom producers placed pressure on the programming section. The senior program officers at SBIS did not fully share the knowledge and information that was imparted to the in-country trainees. Additional training for senior management would have resulted in a more cooperative integration of devcom productions into the SBIS radio schedule.

Lastly, the contract and feasibility study envisioned short term training opportunities in the United States and in Africa. Regional training in Africa is important to establish perspectives and build networks. This type of training did not occur during the project. Regional training is still important and worthy of support.

3. Conclusions and Recommendations

The development communications training was the singular most successful part of the component.

Long-term, degree level training in the United States was effectively combined with short-term in-country training, workshops and on-the-job

training to form a strong core of development communications specialists in Swaziland.

The short-term training combined classroom instruction with practical experience, such that participants are educated and capable.

San Diego State University's provision of the short-term training was innovative and effective.

Management of the training, with the exception of the diploma/certificate problem, was sound.

The training programs are having a significant positive impact on the individual participants, Swazi development institutions and on the country as a whole.

It is recommended that:

Any short-term technical assistance provided to help re-organize the CDC have training as a priority.

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

G. STRENGTHENING THE SWAZILAND BROADCASTING AND INFORMATION SERVICE (SBIS) AND INSTITUTIONALIZING DEVELOPMENT COMMUNICATIONS

Note: Evidence throughout this evaluation attests to the strengthening of SBIS. Additional evidence on institutionalization has been presented in parts 1 and 2.

1. Achievements and Impact

SBIS is a strong institution. Within the sections at SBIS, the radio section received the most attention. SBIS was strengthened in a number of ways. Twelve employees completed the in-country training program. Some of these graduates are recognized as the most popular announcers on the air today. Formal and in-formal on-the-job training was provided to senior officers by project consultants and the in-country training instructors. Announcers underwent an "on-air" performance analysis that was coupled with the results of the listenership survey to strengthen the on-air line up.

The procurement, installation and operation of the devcom studios strengthened SBIS in two ways. The first is obvious, the second more subtle. Effective devcom radio programs take a long time to produce. Ratios of production time to broadcast time often exceed 50:1. At the beginning of the project, the lack of adequate production facilities and the resultant overcrowding in production were identified as barriers. The devcom studios removed the barrier for SBIS.

The subtle strengthening comes from the listener's point of view. In the same way that the American program "60 Minutes" is identified with the CBS network, the devcom programs are identified with SBIS. For better or worse, listener perception does not reflect on the producing agency so much as it reflects on SBIS. SBIS is stronger for broadcasting effective devcom programs.

2 Internal and External Impact

The component's impact of strengthening SBIS can be detected internally and externally. The tangible internal impact of commodities and training described above have made the SBIS operation stronger. More importantly, SBIS has realized an internal appreciation of the value and importance of development communications. This realization is an intangible and therefore difficult to measure. It is not difficult to detect.

In many cases, devcom radio programs are targeted to a small, select segment of the population. Although the information is vital to some, narrowcasting can be a headache for programming officers charged with serving the whole nation. SBIS has crossed the psychological hurdle of viewing devcom as a necessary evil. The component demonstrated the value and efficacy of devcom radio programs. This strengthened and institutionalized devcom capabilities at SBIS.

Recent evidence of this strengthening is present in the revival of the SBIS

development magazine Umbiki. UNESCO donations of desktop publishing equipment brought the magazine back to life in December 1989. Before publication, Umbiki's editor sent a solicitation notice to the devcom graduates and development agencies. The notice encouraged submission of material for publication as articles or monthly columns. This level of cooperation is a healthy indicator of the sustainability of devcom in Swaziland.

The head of programming at SBIS said, "The development communications graduates made SBIS completely happy, we are very happy with the development communications work and services." On a related topic, he said that additional airtime for new devcom programs "would not be a problem."

The project strengthened SBIS externally. The self-confidence and skills instilled in the participants are exhibited in the SBIS broadcasts. When people benefit from listening to development broadcasts, goodwill accrues to SBIS. The low maintenance, symbiotic relationship between devcom producers and SBIS strengthens the flow of development information to the population.

CDC proposed a Code of Conduct for SBIS personnel and operations. This initiative was revised over the life of the project. SBIS revised CDC's initial proposal, especially in terms of the section dealing with Heads of State. The initial GOS review of the code requested SBIS revisions to comply with GOS General Orders. Without general order compliance, SBIS was unable to enforce the requirements of the code.

Over time, GOS became reluctant to consider creating a special code for SBIS because it would force a full review of code requirements for all government departments. Implementation was abandoned but the initiative did have the effect of increasing professionalism and pride in the SBIS work place that is evident today.

3. Long-Term Academic Training

Four people from SBIS were sent for degrees in the U.S. Two were from the engineering staff and received B.S. degrees in Electrical Engineering from SDSU. Two were sent to Howard University for degrees in Mass Communications. Three of the four participants have resumed their responsibilities at SBIS, the fourth returns in 1992.

The engineering training was crucial to the success of this project. SBIS was functioning with sub-standard engineering support. In fact, one expatriate "engineer" (not connected to SWAMOP) was taken to court for willful and malicious damage to SBIS equipment. The decision to train a studio and a transmitter engineer from SBIS stands out as being very coherent. The devcom radio programs are governed by the physical capacity of the delivery system.

The training placed technical control of production and transmission in Swazi hands. The graduates have advanced SBIS facilities toward industry standards and have the planning and management skills to keep SBIS technically competitive. The supply and procurement of spare parts and new equipment remain a problem. Junior engineering officers need basic training so both

engineers can spend more time on larger tasks, including research, development and design.

A cooperatively developed training strategy turned into a major success. As part of their degree, the engineers were to complete internships in the U.S. However, the engineers were sorely needed in Swaziland to revive the failing transmission system. SDSU, AED, USAID and GOS decided to bring a U.S. engineer to Swaziland to provide a two month, on-site internship for the engineers. The strategy succeeded for the engineers and for the SBIS transmission service. Transmission was revived and the engineers were properly oriented to their on-going duties.

Two people from the SBIS programmes section have participated in the long-term academic training. One graduated from the in-country training program and is presently enrolled at Howard University, completing a Bachelor' degree in Mass Communications. She will return to SBIS in 1992. Her assignment upon return has not been determined.

The other SBIS employee returned from Howard University this year, after completing a Master's Degree in Mass Communications with a specialization in devcom. He is well positioned to direct the re-organization of the CDC. During several in-depth interviews conducted for this evaluation, he expressed himself quite clearly on the role that the CDC should play.

*The CDC coordinator can revive the center and the NADPP by working hand in hand with the ministries and NGOs to:

- *Identify the devcom needs at the ministries and NGOs
- *survey the population as to their devcom needs
- *determine the needs that can be met by radio, and
- *develop programs that meet those needs.*

This employee's master thesis was on "Coverage of Development News by Swaziland Newspapers". There is a good potential for this person to have a strong impact on print and radio development communications.

5. Institutionalization Among the Listening Public.

Five years after the component began, it is important to consider the institutionalization of devcom on the population. The most recent research shows that the public receives and responds to devcom radio programming.

The April-May 1990 Atlanta Center for Disease Control/MOH Swaziland study (Tangermann, et al , draft #2 7/20/90), on knowledge and attitudes regarding malaria and health seeking behavior in the lowveld area of Swaziland reports 548 responses to a question on sources of information. Responses were:

Heard from rural health motivator.....15.9% (87/548)

Heard from the radio.....67.7% (371/548)
 Learned from poster..... 4.6% (25/548)
 Was told at clinic.....60.4% (331/548)
 Radio and clinic.....26.3% (189/548)

The authors report that short radio spots containing malaria health education messages were developed in the summer of 1989 to accompany visual materials (posters, fliers). To quote from the report, "The fact that radio messages have reached a larger proportion of the population than printed material is surprising, though encouraging...radio health education seems very suited to distribute health messages in Swaziland." The authors recommend a review and "fine-tuning" of malaria radio messages, "since they are very likely to be heard and remembered."

SBIS is not mentioned by name in the survey, respondents were not asked the question. Health behavior is a subject that is intimate to the Swazi people and it is doubtful that specific information on specific Swazi clinics was available from external radio sources. It is safe to conclude that devcom radio is institutionalized among the Swazi people.

As part of this final evaluation of SWAMDP, Dr. Ted Green interviewed 50 traditional Swazi leaders. His interviews were conducted to update and compare findings from his earlier (May 1989) research on the topic of development and traditional leaders.

In May 1989, only 3% of the traditional leaders made spontaneous mention of radio as a contributor to the growth of development projects. In the current (November 1990) interviews, 30% (15/50) spontaneously mentioned radio's effect on development.

Roughly two-thirds of the traditional leaders said that more (rather than less) development was taking place now. Of the 31 traditional leaders who said "more", nearly 1/2 (15/31) spontaneously mentioned radio as a reason that more development is taking place.

Their comments on the impact of radio: "We hear clearly; we hear how far others have gone and we wish to follow; radio motivates people."

6 Institutionalization of Training

Problems with institutionalizing a comprehensive training program for devcom at SBIS are reported in Part 2. There is evidence in project documents that the component leadership was suspicious of SBIS's intentions regarding the two devcom production studios. There was apprehension that SBIS would appropriate the facilities for their own (presumably non-devcom) uses. This has not proven to be the case.

CDC leadership and some of the in-country participants have expressed the opinion that the CDC should be an independent organization. Several possible options and locations were explored to establish an independent home for the CDC. Delays in the construction of the training facility at SBIS prompted the CoP to look for concrete opportunities. Attention was shifted to the University of Swaziland.

7. The University of Swaziland (UNISWA)

A Communications Studies major that includes devcom was implemented at UNISWA's Department of English in August 1990. Fifteen third-year students are enrolled. Course work will include theory, media studies, communication and national development, performance skills, and writing for the media.

The elective course menu includes interpersonal and small group communication, organizational communication, policy and planning, research methods and professional seminars. Students are expected to participate in project work during their final year. AED has provided technical support in curriculum development and has located and supplied UNISWA with appropriate print resource material and audio production equipment.

The instructors include a visiting Senior Fulbright Lecturer and a returned, long-term devcom training participant. The participant has been employed part-time but will most likely terminate his teaching duties to continue full-time responsibilities at SBIS. Establishing development communications linkages with other universities have not progressed beyond the talking stage.

Construction delays in the new facility that will house the media training center have pushed back the installation date for project-donated audio production equipment. Construction should be completed by March 1990. Planning documents indicate that SBIS engineering staff will assist with installation of the audio training studio. To date, SBIS engineering has not been consulted. Facilities use planning and design coordination are insufficient and should be addressed immediately so that sub-standard sound proofing and annoying traffic flow can be avoided.

A review of the project-donated equipment list shows a well conceived audio training equipment compliment. According to UNISWA officials, all parts have been delivered but not unpacked from shipping boxes. Installation requires the design and construction of furniture to house the equipment securely. Installation will require a 40 hours of work, but timing will rely on the two to three weeks it takes to obtain about \$100 worth of small parts from Johannesburg.

The English Department plans to create a student run newspaper and radio station. The Department should consult with SBIS engineering staff on studio construction, low-power VHF transmission, licensing and maintenance.

The component's formal and informal advisors to UNISWA's Department of English have had a positive impact on the establishment of the Communications Studies major. Once on-line, the audio production equipment will allow important

practical experience. The department head reports that students will be trained in all aspects of communications, "from development communicators to columnists, to sportscasters." Graduates will receive a diploma recognized by GOS. The devcom impact on the population will be felt with the class that graduates in 1992. Continued technical and academic assistance deserve USAID's attention.

The efforts to institutionalize degree level training within UNISWA are commendable. There are thirteen people enrolled in the program, certainly some of them will specialize in devcom. UNISWA's program does not have the comprehensive approach to development communications that the in-country training provided. UNISWA's program should not be seen as institutionalizing the training of professionals that the in-country devcom training achieved.

8. Management

Management decisions by the component's CoPs have been reported throughout the earlier portions of this report. In retrospect, some of the decisions worked well, some not so well. Management issues were governed by different people at different stages of the component. The SBIS directorship changed hands three times, the AED CoP changed twice. All of the managers had unique personal and management styles. Despite the difficulties reported throughout this report, the bi-lateral management of this component has succeeded in providing an important development communications function.

There has been plenty of speculation on management decisions by everyone involved with the devcom component. A communications effort of this scope needs to have clear and honest dialogue between all parties. Even when it appears that everyone is clear and going in the same direction, discuss it again to be certain. Hopefully, the discussions will continue as a healthy part of the feedback process. This will further strengthen and institutionalize development communications that serves the people.

9. Conclusions and Recommendations

The personnel and facilities of SBIS were strengthened as a result of the devcom component. Development communications has been institutionalized at SBIS, at a number of ministries and NGOs, and among the people of Swaziland. Institutionalization of the Center for Development Communications and its training functions has not been fully realized.

The procurement and installation of devcom production facilities at SBIS reduced barriers to communications and strengthened devcom output.

Training of senior staff members at SBIS was effective in strengthening the SBIS engineering and studios sections. Technical competence has been institutionalized.

The component could have realized a greater degree of training of senior officers in the programs sections.

Operation of the CDC strengthened SBIS during the presence of the component's U.S. CoPs. The CDC has not been able to maintain the level of output realized during the CoPs' presence.

Institutionalization of the CDC has not occurred. The recent resignation of the CDC Director places the CDC at a critical crossroads. Institutionalization of the CDC is possible with proper leadership and guidance from senior SBIS management.

The institutionalization of training functions is showing some progress. Formal institutionalization within UNISWA's English Department (Communications Studies program) is underway. However, it is difficult to see how UNISWA's training will directly impact ministries and NGOs needing skilled information officers in the next two years.

It is recommended that:

Any technical assistance provided to help re-organize the CDC have institutionalization as a goal.

Technical assistance be considered for the UNISWA Communications Study program so that diploma level training is institutionalized.

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**TOWNE/DEPTH INTERVIEWS WITH IN-COUNTRY DEVCOM GRADUATES
USAID/SWAMPD/AED/DEVCOM; MBABANE, SWAZILAND; OCTOBER 1990**

OBJECTIVES: **ACHIEVEMENTS**
 TRAINING MANAGEMENT
 IMPACT ON THE INDIVIDUAL
 IMPACT ON THE INSTITUTION
 IMPACT ON THE POPULATION

SECTION 1. IDENTIFICATION

- a. Intake 1 _____. Intake 2 _____.
- b. Title, civil service grade, supervisor, department and employing agency at time of training.
- c. Duties prior to training.
- d. How did you come to be involved with the training?

SECTION 2. TRAINING

- a. Describe your experience in the training courses.
- b. Do you have any comments on the management of the training?
- c. How did attending the classes and the follow-on assignments affect your work during the period of instruction?
- d. Positives: Liked best? Most useful?
- e. Neutrals: Did not apply.
- f. Negatives: Liked least? Least useful?
- g. Given the choice, would you say that you are satisfied or unsatisfied with the training?
- h. What suggestions can you offer to improve the training?

---more---

SECTION 3. AFTER THE TRAINING CLASSES

- a. Describe the impact of the training on your previous duties. Did it change your job status?
- b. Describe the impact of the training on development communications at your agency.
- c. Describe your activities since graduation.
- d. Current activities?
- e. Describe the impact of the training on the people your agency serves.
- f. Is there any documentation at your agency related to your work?
- g. Future goals and objectives?

SECTION 4. ADDITIONAL TRAINING AND ACTIVITIES

- a. Describe your participation in the development communications workshops.
- b. Have you participated in any formal, on-the job, regional or non-formal training activities.
- c. Describe your participation in the Center for Development Communications.
- d. Describe your use of the Development Communications resource library.
- e. Have you participated in cooperative efforts with other development communicators?

SECTION 5. ADDITIONAL COMMENTS

- a. Is there anything else you would like to add?

Ngilya bonga (thank you)

---end---

APPENDIX A.

PROJECT PURPOSES AND GOALS: INSTITUTION BUILDING, DEVELOPMENT

MANAGEMENT, SUSTAINABILITY AND THE SWAMP PROJECT:

As stated in the PP,

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

The PP goes on to state the basic proposition, or assumption, of the projects, that,

"...Well-qualified, development oriented management and leadership in key institutions will be the major elements contributing to accelerated economic and social development in Swaziland. It can only be achieved...by training individuals individuals with the technical and managerial skills necessary...and by encouraging full participation of an informed public to use the institutions effectively..."

Before proceeding to conclusions regarding the institutional impacts and effects of this project, it might be useful to try to obtain a perspective on the evolution of institution building assistance in foreign aid, and what this means in terms of benchmarks by which to evaluate SWAMP's contribution to Swaziland's development.

DEVELOPMENT ADMINISTRATION AND INSTITUTION BUILDING IN FOREIGN ASSISTANCE: WHAT HAS BEEN LEARNED IN THE LAST 25 YEARS?

The issues raised in the PP have been discussed, and experimented with at least since the Mid-60's when USAID first began to move away from the direct transfer of U.S.-oriented Public Administration to a more adaptive approach, generally known as Development Administration, aimed at increasing the capacity of developing countries to make better use of resources -- theirs and ours.

A great deal of money, some authorities estimate \$200-300 million, were spent by the Agency in experimenting with, and evaluating, a series of ventures in what might loosely be called "Institutional Development".

Beginning in the Mid-60's a group of USAID officials combined with a consortium of University Political Science and Public Administration Professors, supported by a Ford foundation 5-year grant, began to formulate the theoretical approach which was meant to eventually guide the action of the Agency in supporting effective, self-sustaining development in aid-recipient countries.

Earlier assumptions, derived from the rapid success of the Marshall plan in Europe, had by this time been found to be bankrupt due to lack of human infrastructure and institutional capacity. This resource, in spite of the devastation of Europe in WWII, was available due to the high educational level of the continent, and came into play in the recovery, thus bringing

about the "miracle" rapid re-development of the area.

In the aftermath of the colonial withdrawal from Africa and Asia, with some notable exceptions such as Malaysia and India, the newly emerging nations found themselves bereft of critical managerial and technical talent, most of which departed when the British, French and other colonial flags went down over the empires.

The consensus of the "think tank approach" adopted by USAID and the universities, was that institutions had to be created which, inter alia, would become the source of the skilled manpower needed. To do this, the assumption was, it was necessary to focus on the "key sectors in which...bottlenecks occurred, and on key problems that created obstacles to increased public and private investment." (Rondinelly, 1987:47)

At the same time, it was decided that USAID and other donors assisting the third World countries were in the business of introducing change. They were also trying to sustain the newly introduced processes of change which, it was felt, would lead to increased economic growth, improved social welfare and the lessening of dependency on the West. Development Administration was to be the engine to drive this vehicle.

Change was to be introduced via formal institutions, e.g. government and educational institutions; and the newly introduced change processes, in order to have impact and sustainability, had to be protected by these formal institutions.

A number of factors leading to institutionalization, the term chosen to represent a transformation of old, rigid organizations into modern institutions capable of introducing, protecting and sustaining change, were identified as needing strengthening if institutionalization was to occur:

1. Leadership (the capacity to formulate doctrine, programs and effective interactions with other organizations);
2. Doctrine (The values, methods, and objectives that were employed to rationalize the organization's actions)
3. Program (The functions and services that constitute the organization's output).
4. Resources (The physical, human skills and technical inputs);
5. Structure (The processes which run operations and maintenance functions);

In addition to these factors, the organizational linkages by which transactions with other organizations in the environment were carried out had to be dealt with in order to,

"...allow the institution to gain support and overcome resistance, exchange resources, structure the environment, and transfer norms and

values...an organization became an institution when the changes that it advocated and protected were accepted, valued and became functional in the environment." (Rondinely 1987:87)

As it happened, the USAID experiments using this framework in the 1970's, with strong involvement of U.S. universities, were not very successful. There are some learnings from this which may be useful in the Swaziland context:

LESSONS FROM USAID EXPERIMENTS WITH INSTITUTION BUILDING

1. The rapid localization which was attempted in Nigeria actually slowed the change process by fixing concerns of the newly trained local elites, i.e. overseas trained university graduates, for internal status and influence.

2. The attempt at institution building created dependencies on U.S. university contract teams because there was little or no serious attempt to expand the pool of trained manpower to the extent they could take over when the U.S. professors left;

3. As found by the seminal Jackson Report, written by Barbara Ward (Lady Jackson) for the United Nations in 1969, donor assistance, U.S. included, had not been adapted to the needs and cultures of the receiving countries; in addition, the emphasis on macro-economic growth was ignoring the need for trained manpower to sustain the growth.

4. In the mid-70's, USAID approached the private sector, having become disillusioned with the universities, and began a series of experiments with introducing management tools; these tools were particularly from aero-space which was much admired at the time for having put men on the moon.

THE MANAGEMENT SCIENCE APPROACH

The targeted approach of aiming for key sector and key institutions begun in the mid-60's, was revived and the Project Implementation Document (PID) and Project Paper (PP), and the Logical Framework (Developed by Practical Concepts, Inc, MSI's precursor) were introduced.

This management science approach became known as "Development Management", a term which is still in common use today, and was defined as,

A process through which individuals and institutions in developing countries organized and used the resources available to them to achieve specific development objectives. (Rondinely 1987:125-26)

The results of this approach were more satisfactory, perhaps since it was a throwback to Pragmatism and was not hampered by a cumbersome theoretical framework, such as the "think tank" approach to institution-building which had dominated the late 60's and most of the 70's.

Secondly, the Management Science approach entered the scene just prior

to the new emphasis on free markets, private sector development and privatization of government owned assets. As a consequence, there is now more openness to placing participants in M.B.A. programs, using internships in private U.S. or multi-national corporations, where this can be implemented.

SOME NEW CRITERIA BY WHICH TO EVALUATE DEVELOPMENT ASSISTANCE PROJECTS

The basic philosophy of the new Development Management is: Where projects result in changing basic, unproductive policies of host countries, they can be judged successful. Projects, it has been learned, can have a strong influence on government policy. As is well known, the World Bank has also eventually adopted this philosophy with its "structural reform" mandate which is used as a stick, along with the carrot of soft loans, to get countries to conform to policy changes deemed necessary for increasing productivity.

Development Management also tried to simplify USAID's bureaucratic, control-oriented approach to development by stressing the simplification of project formulation. Projects, it was argued, should be seen as an incremental series of tasks which can be accomplished with the existing or easily expandable management capacity of the country.

Goals, it was said, should be clear and agreed upon by all partners in the process, donor, host-government and recipients/clients of the project.

Project designs must be flexible enough to allow for changes and adaptability along the way. There is recognition of the old adage, that, "the nature of the problem changes during its solution", something scientists have been aware of for a long time.

If projects are to be tailored to local conditions, needs and priorities must be established and agreed to by all parties, before commitments of resources could take place.

There has to be sufficient resources available to meet specific, agreed upon goals and targets, and the targets must be measurable, again by some agreed upon, verifiable, indicators, hence the need for the "Log Frame".

USAID, it was urged, must pay much more attention to policy reform and structural constraints before committing resources; projects could be designed expressly to bring about policy and structural reforms.

Finally, USAID was urged to use a lighter hand, not to intervene too much in the projects, but to "let them run with the ball", to let local leaders develop "ownership" and a feeling of responsibility for the change processes which they were introducing and managing.

THE DEVELOPMENT MANAGEMENT PARADIGM

To summarize this paradigm briefly, the current approach of Development

Management, as it was derived from a lot of experiments, a lot of money, some successes and a lot of failures, goes something like this:

- o Projects, to be successful in introducing lasting and productive change, need to be action-research oriented, purposeful more than goal directed -- as well as flexible, with maximum feasible participation and ownership by host-organizations, clients and beneficiaries.

- o The focus is on less sweeping changes --narrower organizational interventions aimed at improving management and organizational leadership over a period of time -- not all of a sudden, by one project.

- o Parastatals and private sector organizations, not just the government, need support if there is to be increased productivity and economic growth.

- o Approaches that are more decentralized, and encourage more flexible, innovative, responsive, collaborative, participative methods of administration, both on the part of the donors and host-government public and private institutions, are sought.

- o In developing leaders and managers there must be a strong emphasis on closing the gap between knowledge and practice: Degrees with no practical experience have little particular value if the graduates have no practical experience in how to manage the large, complex organizations into which they are often suddenly thrust. Management should be regarded neither as an art or as a science, but as a craft, and sufficient resources should be applied to help managers develop the skills, creativity, judgement and values needed to practice their craft over a long career period.

HOW DOES SWAMPD MEASURE UP ON THE CRITERIA OF INSTITUTIONAL DEVELOPMENT AND SUSTAINABILITY?

SWAMPD has a mixed record, far more positive than negative, if we hold it up to the current understanding of effective Development Management, as defined above:

EXCELLENT: The introduction of innovative low-cost approaches to institution-building, such as OPEX and LINKAGES, which, when applied to distinct, not too large organization in a small country like Swaziland has a large and positive effect.

Also excellent, the training of key personnel of the University who are now managing the institution, thus fulfilling both the localization and the institutional leadership criteria at the same time.

The rural development training with the local women's home economics groups and traditional leaders have also clearly had a significant impact, with probable long-term effects. Change is being sustained by women training each other, and by the visible differences in attitudes, motivation and achievement between those who have been trained and those who have not been trained.

The application of adapted management skills tools to these groups, and the extent to which this approach is resulting in increased motivation and release of creative energy is an exciting and valuable contribution of the SWAMDP project and must be assisted until it is certain that it is fully sustained locally.

More can be learned from program experiments which need improvement than from those which went more easily. Among areas where SWAMDP program strategies need re-examination and improvement, if donor assistance is going to lead to further institutional development and long-term sustainability of change processes already set in motion, the following are significant:

In-country training, while excellent in execution and methodology, was not targeted to local training capacity development, in part because it had to be implemented before the GOI was able to change its policy and structure of its key training institution (SIMPA), hence is not likely to have long-term institutional development effects.

Development Communications, for reasons explained in this report, encountered difficulties when it tried to institutionalize mass communications policies "from the top down". In spite of this, institutionalization appears to have succeeded at Swaziland Broadcasting and Information Service (SBIS) and within key agencies that have been assisted to improve development communications programming inputs.

CONCLUSIONS ON SWAMDP INSTITUTION BUILDING, MANAGEMENT AND TRAINING IMPACT

Finally, the institution-building strategy of the SWAMDP project, as outlined in the PP, was an ambitious idea which, where it was tried with smaller and more manageable organizations, was highly successful. When assistance to the government became a general scholarship program, much was lost of the original intent of the PP and, it appears the short term impact on very large government ministries is likely to be relatively minimal.

The same can be said of the approach to management training: If we accept the premise, easily demonstrated, that all participants in whom donors invest technical training, are, or soon will be, managers, regardless of their technical specialties, then we must take this proposition seriously and train them thoroughly for the careers in which they will be engaged, i.e. the management of large governmental or private enterprises.

If SWAMDP and the other manpower development projects carried out by the Swaziland USAID mission are seen as one long, linked, manpower and institution development project, as we believe they are, then the impact and the probability of sustaining and protecting the change and technology transfer that has been introduced in the SWAMDP is considerably increased.

The implementation of the project has demonstrated that USAID has the capacity and flexibility to change course: The changes made in mid-project (1988) clearly enhanced the achievement of the quantitative targets of the

project.

There is some evidence that this project is now, slowly, bringing about a significant policy change in Swaziland's manpower planning infrastructure: A training policy, with priorities, has been signed by the Minister of MLPS and is being considered by the Cabinet at this time. SIMPA is also now becoming a parastatal institution, a very significant policy change on the part of the GOS, and one that should bring more donor assistance as it adopts a more viable and productive structure to carry out its vital role as the governmental staff college.

USAID is now, also, it is reported by the mission, ready to step away from control of some of the change processes that have been introduced, e.g. the linkages program with U.S. universities, established for the University with USAID assistance, is now planned by the University administration to be carried forward to a full partnership without further USAID assistance.

At the same time, however, there is still too much involvement of AID in the selection process of overseas long and short-term participants, which may be interfering with the establishment of a "government owned" selection system, but that also appears to be changing.

The donor contribution to the project, of more than \$1.2 million, primarily for air transportation and OPEX local salaries, more than demonstrated that Swaziland is keeping its end of the bargain underlying the U.S.-Swaziland partnership in development, and raises hopes for future cooperation.

APPENDIX B.

HOST COUNTRY CONTRIBUTION TO SWAMP

The Government of Swaziland contribution to the project was both in cash and in kind. The latter consisted mainly of office space, housing for the OPEX'ers and the donation of the time of staff and participants being trained.

The cash contribution is divided between, (a) local salaries for the OPEX'ers, (b) costs of airtransportation to training sites outside Swaziland, (c) costs of Home Economics and Community Development training programs, and (d) contributions to the cost of in-country training programs.

a. OPEX COSTS (local salaries)

Byron Tarr	\$17,488 (includes computer)	
K. Adams	7,500	
D. Jenkins	12,000	
R. Reed	15,600	
G. Bowser	40,000	
Kuhn	35,000	
HOUSING/RENT @ \$500 per month x 18 person years		-
	108,000	
	Total estimated GOS contribution =	
	\$127,588	

b. PARTICIPANT AIRFARES

129 one way tickets Swaziland - U.S.A. @ est. \$600.00 =

77,400

102 one way U.S.A. - Swaziland @ est. \$800.00-81,600

39 round trip @ est. \$1500.00-58,500

7 one way regional @ est \$ 200.00-1,400

19 round trip regional @ est \$ 400.00-7,600

estimated sub-

total

226,500

c. GOVERNMENT CONTRIBUTION TO IN-COUNTRY TRAINING

@ est. \$ 29,501

d. GOVERNMENT CONTRIBUTION TO HOME-ECONOMICS/C.D.

Beginning only in 1988, H.E. and C.D. began to have E50,000 each in their budgets. For F.Y. 1 April 1991 there is E 100,000 in the budget. There is more information coming on this from ICC via the ministries.

TOTAL ESTIMATED GOV CONTRIBUTION TO SWANOP PROJECT 1985-90 = \$ 593,502