

1. SUBJECT CLASSIFICATION	A. PRIMARY Education	JD10-0000-G154
	B. SECONDARY Administration--Southern Africa	

2. TITLE AND SUBTITLE
 Southern Africa academic and skills training;[contract activities]

3. AUTHOR(S)
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4. DOCUMENT DATE 1978	5. NUMBER OF PAGES 17p.	6. ARC NUMBER ARC
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7. REFERENCE ORGANIZATION NAME AND ADDRESS
 Duff

8. SUPPLEMENTARY NOTES (*Sponsoring Organization, Publishers, Availability*)

9. ABSTRACT

10. CONTROL NUMBER PN-AAG-185	11. PRICE OF DOCUMENT
12. DESCRIPTORS Educational finance National planning Personnel development	Professional personnel Southern Africa
	13. PROJECT NUMBER 690008300
	14. CONTRACT NUMBER AID/afr-C-1461
	15. TYPE OF DOCUMENT

PN-1115-185

CONTRACT FOR: Southern Africa Academic and Skills Training
CONTRACT NO: AID/Afr-C-1461
PROJECT NO: 690-0083
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Contract Objectives

The objective of this contract was to assist the Ministry of Education in the analysis and preliminary implementation of the Third National Development Plan. This general objective was in turn, subdivided into three specific tasks;

1. To assist newly returned participant, Educational Planner C.W.S. Sukati, in analysis of the provisions and impact of the Third National Plan for Ministry of Education; and
2. To propose plans for the utilization of Mr. Sukati's training; and
3. To assist Ministry of Education personnel in the establishment of the 1979/80 Capital Budget for the Ministry and to relate this budget to the development objectives incorporated in the national plans.

Organization of the Report

The objective and tasks specified above were taken from the contract document. In the paragraphs that follow the contractor will relate his activities during the contract period to these tasks. Each topic area in the report is organized into four parts; a brief description of tasks undertaken, contractor actions, and results. The final section of the report deals with

recommendations for future development of the Educational Planning Section. A calendar of the meetings of the contractor during the contract period is found in an appendix to this report.

Activity 1

Planning Section Personnel

During the past three years the planning section had a staff of six people: Two UNESCO Experts, one UNESCO Associate Expert, two Swazi Nationals, and one Peace Corp Volunteer. In September, 1978 (the time of my consultancy), the staff had shrunk to one UNESCO Associate Expert (B. Aggestam) and one Swazi National (C. Sukati). Moreover, the Associate Expert's contract was due to expire the first week of October 1978. The Swazi National had not been officially appointed to the establishment of the planning section. Mr. Sukati was being paid, and carried on the Establishment Register, at the grade of high school teacher.

TASKS UNDERTAKEN: Obviously, additional staff was required if the planning section was to continue to operate. An equally important problem was to see that Mr. Sukati's position was officially established within the section. Both effective analysis of the development plan and the appropriate utilization of Mr. Sukati's services were seen as dependent upon resolving these problems.

ACTION: During my second day at the Ministry, I asked for a meeting with the Director of Education (Mr. S. Makalala) and the Permanent Secretary (Mr. G. Mabila) to discuss the staffing problems within the planning section and to agree upon a course of action. They were both aware of the problem and agreed to the following course of action.

1. Contact U.S. Peace Corp and request the immediate assignment of a volunteer to the planning section.
2. The immediate assignment of a second Swazi National to the planning section. The planning section was to identify five candidates for the position and the final selection was to be made by the Director of Education and the planning staff.
3. The planning section would contact the Civil Service Board and attempt to expedite Mr. Sukati's appointment. A report would subsequently be made to the Permanent Secretary regarding progress on this matter.
4. The Ministry would officially request the return of Mr. B. Aggestam, UNESCO Associate Expert, for a three week consultancy during the first quarter, 1979.
5. The planning section would contact the Ministry of Finance and U.N.D.P. to determine the status of the New UNESCO Educational Planning Project. The project had been approved by government, U.N.D.P. and UNESCO and is included in the 1979/80 U.N.D.P. I.P.F.

RESULTS:

1. After a series of field interviews with Peace Corp volunteers, Mr. Alan Gilbert was selected for the planning post. He was brought to the planning section for a briefing and will join the planning section staff on October 16, 1978. Mr. Gilbert's responsibilities include revising previously-prepared statistical reports, and providing general support to the planning section.

2. A second Swazi National (Mrs. B. Katamza) was recruited and began work with the section on September 27, 1978. She was formally on the staff of William Pitcher College and is currently working on a Ph. D. degree in Education.

3. Met with Secretary of the Civil Service Board to discuss the status of Mr. Sukati's appointment. The problem appeared to be simply administrative delays in processing the papers. The P.S. was informed and he scheduled a personal meeting with the C.S.B. to expedite the appointment of Sukati. The P.S. was assured, during this meeting, that the appointment of Mr. Sukati would be immediately forthcoming. Mr. Sukati, however, had not been officially appointed to the planning post by the end of my consultancy period.

4. The C.V.'s of four UNESCO candidates were reviewed. All had academic background in planning but none had work experience in the area. The planning section recommended to the P.S. that UNESCO be asked to identify a new set of candidates with an eye to selecting individuals with at least two years experience working in the area. This was done by letter from P.S. Education Finance.

5. Ministry of Finance and UNESCO were contacted to explore the possibility of a three week consultancy for Mr. Aggestam early next year. Both organizations were receptive to the idea and an official request was prepared and sent to Finance from P.S. Education.

Activity 2

Statistical Data Sources

Statistical reports generated by the planning section are produced using information from two basic sources - The Central Statistics Office (Yearly Education Reports) and data collected directly from schools (Headmasters Termly Return Forms). It is on the basis of data derived from these sources that the Educational Section of the National Plan is evaluated and the yearly capital budget specified. Last year I had requested modifications in the C.S.O. reports (different tabular breakdowns) and had completely revised the Termly Return Forms.

TASK UNDERTAKEN: A second task of my mission was to evaluate the results of these changes and to see if additional modifications were required.

ACTION: After reviewing the most recent issue of education reports (1977 edition) with the planning staff a meeting was arranged with the Educational Statistician at C.S.O. (Mr. K. Karl).

The agenda included 12 points dealing with modification and additions to future educational reports produced by C.S.O.

Termly Return Statistical Forms were evaluated by the planning section staff. Only minor changes to this form appeared warranted.

RESULTS: As a result of my meeting with Mr. Karl, a number of tabular displays were changed and some displays were deleted from educational reports. An in-house minute, listing these changes, is on file in the Planning Section,

The Termly Return's format was modified and I arranged for a reprinting of a new Termly Return Form incorporating these changes. All old Termly Return Forms, that remained in the Ministry, were destroyed. Swaziland Printing has contacted to deliver the new forms on Tuesday, October 10.

Activity 3

Capital Budget

The Ministry of Education's Capital Budget is prepared and administered by the Education Planning Section. Work begins on the preparation of this document in September of each year. A preliminary budget is submitted to the Ministry of Finance in mid November. After negotiations, the budget is approved and printed. It becomes effective on April 1--the beginning of the government fiscal year.

TASKS UNDERTAKEN: Another task undertaken was to assist the planning section in establishing a schedule for the preparation of the 1979/80 Capital Budget.

ACTION: Scheduled meetings with Finance to discuss budgeting procedures and to specify the 1979/80 Capital Expenditure envelope figure for the Ministry of Education. The Ministry was given E6,000,000 in local funds as an envelope figure.

Met with PWD to determine carry over figure for 1978/79 budget (carry-over must be rebudgeted in 1979/80 estimates) and to establish 1979/80 prices for educational construction. These prices (from PWD) and budget envelope figures (from Finance) are necessary for Ministry officers to specify their budget requests. The carry over figures were not forthcoming. PWD agreed to make these available to Education in the next 30 days.

Written requests were made to all Ministry officers with a Capital fund's vote to specify (in priority order) needed capital expenditures during the budget period. These requests are to be returned to the planning section by October 13, 1978.

Finally, a schedule was established, fixing a sequence of steps in the budget preparation process up to the point of final submission to the Ministry of Finance.

RESULTS: Preparation of the 1979/80 budget is on schedule and the Director of Education and the Education Desk within the Department of Economic Planning have been briefed as to what remains to be done. The planning section appears to have the situation under control.

Activity 4

Planning Reports for Monitoring the National Plan

Approximately ten reports are prepared by the planning section on a yearly basis. These reports deal with enrollment and cost projection, reports on the status of schools (current teacher force, equipment and supplies), school lists, etc. It is essential that these reports are completed in a timely fashion. They must be accurate as well as current. These reports provide the information necessary for assessing educational activities in Swaziland and for monitoring the National Development Plan.

TASKS UNDERTAKEN: Another task undertaken was organize and schedule the work for completing these reports.

ACTION: After meetings with the planning staff a schedule was specified identifying which of the three planning officers (Sukati, Katamza, and Gilbert) would assume responsibility for each report. Expected completion dates were also specified.

RESULTS: A schedule has been agreed upon. I worked through the first tables of the reports assigned to each planning officer identifying the information sources and demonstrating how the tables are constructed. In some cases display formats were modified as a result of this review of the reports.

Activity 5

Computer Program; Educational Cost Projection Model

During Mr. Sukati's stay in the States, in addition to his formal coursework, we developed a set of computer programs to:

1. project enrollments by year and grade,
2. project teacher supply and demand estimates,
3. project recurrent cost estimates, and
4. project capital cost estimates.

These programs use the projection model developed in A Finance and Statistical Analysis of Swaziland Educational System with Projection to 1985. They are written in BASIC and will fit on the Ministry's WANG 2200 computer (currently used for school examination analysis). The programs were developed primarily for pedagogic purposes; they afforded me the opportunity to supplement Mr. Sukati's formal coursework at my university with an application relevant to his employment in Swaziland. The programs, however, are also useful in doing planning work; they allow easy adjustments of planning parameters and permit rapid evaluations of changes in conditions within the country.

TASKS UNDERTAKEN: To bring the Education Cost Projection Program up on the Ministry's computer.

ACTION: Met with the Director of Examination Records, Mr. Mayane, and Mr. Sukati to discuss how the programs could be brought on line and subdivided the programs to fit on the Ministry's machine (16k). The machine was down during part of the period of my visit and we could not schedule in sufficient time to actually put the programs on the machine. Both Mr. Sukati, and the Peace Corp volunteer have programming experience and have accepted the responsibility of getting the programs ready for entry in the machine. We spent some time discussing how this might be done.

RESULTS: The programs are not on line. Individuals concerned have been briefed as to what needs to be done to make them operational.

Activity 6

Enrollment Projections

Student enrollment figures are a basic determinant of educational expenditures--both recurrent and capital. The projections used in the 3rd Five-year Development Plan used populations projections from the 1966 census as a basis for specifying student enrollment ratios and projecting required enrollment growth rates. In the past few months, the revised (1976) census figures have become available.

TASKS UNDERTAKEN: To adjust the Ministry's enrollment projections to the 1976 census data.

ACTION TAKEN: Redid primary school enrollment statistics and projected future enrollment figures on the basis of 1976 census data.

RESULTS: Improved accuracy of statistics available to the Ministry.

Recommendations

Prior to leaving Mbabane, I met with the Permanent Secretary, Director of Education, and Chief Inspector (Privacy) to discuss the present status and future direction of the planning section.

My primary recommendation was that staff responsibilities within the planning section should be reorganized and that management responsibilities between the planning section and accounts section, redefined. This recommendation was made in a written report, a copy of which has been given to the USAID Education Office in Swaziland.

Verbally, I suggested that the change should not be made without a great deal of preparation and perhaps technical support. This would be primarily needed in the accounts section but the planning section would also need help.

The recommendation was favorably received. The P.S. asked that upon my return to the States, I write a short paper specifying the technical assistance required to implement the change. These recommendations have been sent directly to the P.S. A copy of this report is attached as Appendix 2 of this report.

Appendix 1

Calendar of Meetings

<u>DATE</u>	<u>MEETING</u>	<u>PLACE</u>
9-12-78	Meetings with USAID Program and Contract Officers--initial briefing	Washington, D.C,
9-15-78	Arrive Swaziland--meet with planning section staff and USAID Education Program and Finance Officers--initial briefing in Swaziland.	M. of Ed.
9-18-78	Meeting with Ministry of Education planning staff--discussed problem areas within section.	M. of Ed.
	Meeting with Director of Education (planning section's immediate supervisor). Discussed problem areas within Ministry.	M. of Ed.
9-19-78	Meeting with P.S. (G. Mabila) and Director (S. Mahalela) to discuss personnel problems within planning section.	M. of Ed.
9-19-78	Preliminary meeting with Finance (Kunene). Discussed status of planning section and capital budget	Finance
9-20-78	Meeting with Secretary Civil Service Board (Mr. Mthethwa) and members of his staff to discuss Sukati's appointment.	Finance
9-22-78	Meeting with Director of Computer Center (Mr. Adario) to discuss status of head 30 (Education's) Management Reports.	Finance
	Meeting with Peace Corp (Petty)	Peace Corp
9-25-78	Meeting with Central Statistics Office (K. Karl, Education Officer) to discuss <u>Education Reports</u> .	Finance
	Meeting with Peace Corp (Simelane).	Peace Corp

Appendix 1 (continued)

Calendar of Meetings

<u>DATE</u>	<u>MEETING</u>	<u>PLACE</u>
9-26-78	Meetings with Peace Corp volunteers to discuss possible transfer to planning section.	Field-Hhohho
9-28-78	Meeting with printing office at P.C.U. to discuss printing of Statistical Projection and revised school list.	Manzini
9-29-78	Meeting with P.V.C. selected for assignment with planning section (A. Gilbert). Briefed him on section's operation.	M. of Ed.
10-2-78	Meet with new Swazi National (B. Katamai) assigned to planning section staff	M. of Ed.
10-3-78	Meeting with Finance (Kunene). Briefed them on section operation and discussed return of Aggestam. Met with IRBD Project Director (Shanahan) to discuss P.C.U. financial problems.	Finance M. of Ed.
10-4-78	Met with Acting Principal, William Pitcher, College (Simelane) to discuss World Bank Statistics and arrange payment for field workers. Meeting with Director, Min of Ed Computer Facility (Mayane) to discuss putting projection programs on WANG 2200	Manzin M. of Ed.
10-5-78	Meeting with Director USAID, Swaziland and USAID Education Officer. General discussion of Situation. Meeting with P.S. Education (G. Mabila) to discuss recommendations for changes in planning section operation.	USAID M. of Ed.
10-6-78	Final meeting with Education Officer and Finance Officer, USAID	USAID

Appendix 2

PROPOSAL

Revising Financial Procedures Within the Ministry of Education

PRESENT SITUATION:

At present the recurrent budget is prepared by the accounting section and the Capital budget is prepared by the planning section within the Ministry of Education. The Administration of each of these budgets (controlling and monitoring of actual expenditures) is also split between the planning and accounting sections. The accounts section is responsible for administering recurrent expenditures. The planning section administers the capital section.

THE PROBLEM:

This division of responsibilities, I believe, leads to a lack of coordination between the two financial centers within the Ministry and introduces the potential for budgetary confusion. In addition, this division of responsibility also leads to a serious reduction in administrative control.

Policy administrators (i.e., the Permanent Secretary, Director, Under-secretary, and the Inspectorate) frequently find that sound educational programmes lack coordinated financial support. For this reason, the implementation of viable and necessary educational programmes is frequently frustrated and needlessly delayed.

THE PROPOSAL:

In attempt to resolve these problems, I propose that the Ministry redistribute Ministry budget and Financial Administration responsibilities. Budget preparation both recurrent and capital should fall to the planning section. Budget administration both recurrent and capital should be given to the accounts section.

TECHNICAL ASSISTANCE REQUIRED:

The change should not be made quickly and certainly not without careful preparation. I feel that technical assistance in both the planning and accounting section would be necessary to make the shift in a smooth and orderly fashion.

Technical assistance to the planning section should be partly concerned with establishing procedures for estimating recurrent expenditures. Specific attention should be given to evaluating alternative techniques for projecting teacher and administrative salary expenses; these items constitute over 90% of the recurrent budget total. In addition, legitimate ongoing educational support expenditures must be identified and extrapolated on a yearly basis.

In order for the Ministry to effectively control and monitor recurrent and capital budget estimates, the planning section will need to develop a comprehensive information system. Although the planning section has established a useful information system, additional detail is required. The present data base should be extended in three areas; yearly data on primary schools, additional data on educational personnel, expansion of data available on education programs operating outside the formal (primary/secondary) education system. Moreover, and if possible, an individual student record system should be developed.

Technical assistance to the account's section should include evaluation of their current operating procedure including internal financial control, information flows, and records management. Procedures should be devised to rationalize the present system.

The technical assistance team would be responsible for working with the planning and accounts sections. The nature of their task, however, would also require the cooperation of the senior inspectorate, particularly the senior

inspector personnel. The team would need access and the cooperation of all officers within the Ministry and the active support of the Director, Under-secretary, and Permanent Secretary.

The following is a list of personnel and equipment I feel the technical assistance team would require. This list is NOT MEANT TO BE A DETAILED SPECIFICATION OF TEAM NEEDS but instead roughs out what I see as the general dimensions of the project:

PERSONNEL:

1. Team Leader; Economist, this individual should have experience in developing countries; Ministry of Finance experience would be most useful.
2. Team Professional; Accountant, this individual should hold Chartered Accountant or C.P.A. qualifications. Experience in auditing government accounting would be useful. Experience in developing countries would be useful, but not required.
3. Team Professional; Statistician, this individual should have experience with educational information systems in developing countries.
4. Team Professional; Information Processing, this individual would provide support to the accountant and statistician. He should have experience in data processing and computer programming.
5. Secretary to Technician Assistance Staff.
6. Local Counterpart Trainees--recent University graduates in Accounting, Economics/Business and Statistics should be selected to work with each professional officer. Provisions for six counter part trainees should be scheduled (perhaps in two, one-year shifts) during project duration.

Each counterpart should be provided the opportunity for one year additional academic training as well as training on the job.

7. Training for Senior Administrative Personnel in the accounting and planning sections should also be provided. Provision should be made for up to 30 month's formal academic training for each of the two most senior members in both the accounts and planning sections. One individual, from each section, should be sent for training within six months of the team's arrival.

EQUIPMENT:

1. General office equipment: Desk chairs, desk calculators, typewriters, blackboards, etc.
2. A mini-computer of at least 120k capacity. This machine should be selected with an eye toward comparability with the WANG 2200 already in operation in the examination section of the Ministry. It should have tape disc and card input capacity. It should have the capacity to output on CRT and hard copy.

ADVANTAGES:

1. The proposed change would permit coordination in planning both recurrent and capital support for educational projects.
2. The proposed change would streamline the budget negotiation process between the Ministry of Education and the Ministry of Finance and Economic Planning.
3. The proposed change would improve the financial control of top level Ministry administrators.