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THE IMPACT OF TRAINING ON DEVELOPMENT: A STUDY OF THE IMPACT OF USAID-SPONSORED TRAINING INITIATIVES IN SWAZILAND

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TABLE OF CONTENTS

PREFACE

ACKNOWLEDGEMENTS

INTRODUCTION i

The Swaziland Training Program i
Studying the Impact of Training in Swaziland v
Overview of the Report x

CHAPTER I: THE NATIONAL CURRICULUM CENTER I-1

Overview I-1
The Subjects of the Study I-2
Findings I-3
Conclusions I-8
Impact of NCC Training on Development I-10

CHAPTER II: THE SWAZILAND INSTITUTE OF HEALTH SCIENCES II-1

Overview II-1
The Subjects of the Study II-3
Findings II-3
Conclusions II-6
Impact of SIHS Training on Development II-8

CHAPTER III: MALKERNS RESEARCH STATION III-1

Overview III-1
The Subjects of the Study III-2
Findings III-3
Conclusions III-4
Impact of MRS Training on Development III-5

CHAPTER IV: THE CENTRAL BANK OF SWAZILAND **IV-1**

Overview IV-1
The Subjects of the Study IV-3
Findings IV-3
Conclusions IV-8
Impact of CBS Training on Development IV-10

CHAPTER V: THE FAMILY LIFE ASSOCIATION OF SWAZILAND AND OTHER NGO TRAINING **V-1**

Overview V-1
The Family Life Association of Swaziland (FLAS) V-3
The Business Management Extension Program (BMEP) V-4
The Subjects of the Study V-5
Findings V-5
Conclusions V-7
Impact of NGOs Training on Development V-9

CHAPTER VI: PRIVATE COMPANIES **VI-1**

Overview VI-1
The Subjects of the Study VI-2
Findings VI-2
Conclusions VI-4
Impact of Private Sector Training on Development VI-5

CHAPTER VII: CONCLUSIONS AND RECOMMENDATIONS **VII-1**

Evidence of the Impact of Training on Development VII-1
Conditions for Achieving Development Impact Through Training VII-4
Implications for USAID VII-7
Concluding Remarks VII-10

BIBLIOGRAPHY

APPENDICES

PREFACE

The Agency for International Development (A.I.D.) always has been concerned about achieving results through investments in developing nations. The identification and measurement of the results, however, has been elusive, especially when investments join a complex chain of interventions and become difficult to track.

A.I.D. has invested substantially in training since its inception and has supported a variety of means of tracking the investments, describing achievements and measuring effects. Currently, there is a renewed emphasis on impact measurement within the Agency and the results of several efforts are expected to contribute to an improved impact measurement strategy. The Center for Development Information and Evaluation (CDIE) has published methodological research focusing attention on impact indicators and notes the paucity of baseline data needed to gauge results [A.I.D. Evaluation Occasional Paper No. 30].

The Bureau for Latin America and the Caribbean (LAC) consistently has supported training evaluation in recent years and employs monitoring systems and follow-up evaluations to assess results. The LAC Bureau has produced Training for Development - Review of Experience and has compiled extensive information on CLASP, or the Caribbean and Latin American Scholarship Program, including specific studies of participant involvement in employment and community activities in Bolivia and El Salvador.

The Africa Bureau, too, has invested in impact assessment by supporting the development of a framework and methodology for impact evaluation that was completed in draft form in 1991. Additionally, the Africa Bureau is implementing a study of 3,000 participants in the African Graduate Program AFGRAD. It will be completed in 1993.

This study of training impact in Swaziland joins ongoing efforts within A.I.D. to improve the knowledge base and to build solid strategies for training. It is the aim of this and other related works to assist A.I.D. in understanding where and how to target investments in the development of human resources.

ACKNOWLEDGMENTS

Learning about the impact of training on a nation's development continues to be both challenging and stimulating. The opportunity to field test a framework and methodology for the design, management, and evaluation of A.I.D. training initiatives has been of great value in enhancing our understanding of development impact. The study team, wishes to thank the many individuals who participated in the study (see appendix) and to acknowledge the support and assistance of USAID/Swaziland, especially,

- Roger Carlson, Mission Director
- Patrick Fine, E/HRD Officer
- Don Foster-Gross, E/HRD Officer
- Grace Masuku, Training Officer
- Cyril Mziyako, PTMS Specialist

The Africa Bureau, A.I.D./Washington, has continued to encourage and support the study of impact. The Swaziland case study was undertaken through the efforts of Cameron Bonner and Bill Renison. Both have contributed to our thinking and to the progress of our work.

With appreciation,

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ABBREVIATIONS AND ACRONYMS

AAI	African American Institute
AFGRAD	African Graduate Program
BMEP	Business Management Extension Program
CAII	Creative Associates International, Inc.
CAFS	Centre for African Family Studies
CBS	Central Bank of Swaziland
CBD	Community Based Distribution
CDIE	Center for Development Information and Evaluation
CDSS	Country Development Strategy Statement
CLASP	Caribbean and Latin America Scholarship Program
E/HRD	Education/Human Resources Development
EMU	Eastern Michigan University
EPMT	Educational Planning, Management and Technology Project
FLAS	Family Life Association of Swaziland
FLE	Family Life Education Program
GOS	Government of Swaziland
HEU	Health Education Unit
HRD	Human Resources Development
IEC	Information, Education and Communication
IMF	International Monetary Fund
IPPF	International Planned Parenthood Federation
LAC	Latin American and the Caribbean
MOAC	Ministry of Agriculture and Cooperative
MOE	Ministry of Education
MOH	Ministry of Health
MRS	Malkerns Research Station
MSCI	Medical Services Consultants Inc.
NCC	National Curriculum Center
NGO	Non-governmental Organization
OIT	Office of International Training
OPEX	Operational Experts
PCD	Primary Curriculum Development Project
PCU	Primary Curriculum Unit
PTMS	Participant Training Management System
PVO	Private Voluntary Organization
REU	Research and Evaluation Unit
RSA	Republic of South Africa
SADCC	Southern African Development Coordination Conference
SBDP	Swaziland Business Development Program
SDIC	Swaziland Development Investment Company
SIHS	Swaziland Institute of Health Sciences
STD	Sexually Transmitted Disease
STRIDE	Swaziland Training and Institutional Development Project
SWAMDP	Swaziland Management Development Project

UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNISWA	University of Swaziland
UPC	Usutu Pulp Company
USIS	United States Information Service
WHO	World Health Organization

INTRODUCTION

THE SWAZILAND TRAINING PROGRAM

USAID has provided a significant amount of training to Swazi nationals over the past twenty years. The principal goal of USAID Swaziland in recent years has been to improve "the ability of Swazis to manage and participate in economic growth..." (Action Plan FY 1991-1992). This goal is in keeping with A.I.D.'s long-time emphasis on basic education and management training at higher levels, the type of training deemed the most beneficial for developing the skills and attitudes consonant with a capacity for improved management and ability to change a nation's quality of life.

Most of the training in Swaziland (96%, according to the 1992 Participant Training Management System (PTMS) statistics) has occurred in the public sector, with 4% designated for the training of private sector employees. The private sector in Swaziland is largely foreign-dominated so "few Swazis derive benefits from this other than as low-wage employees." Based on statistics detailing changes in literacy rates and enrollment in schools, USAID's training has made a significant positive contribution toward affecting the education of numerous Swazis. Training in all sectors has in different respects affected the quality of life in Swaziland. An estimated 65% of all Swazis are literate, and 82% attend primary schools. Findings from the study team's focus group interviews with 98 subjects also indicate that training has resulted in positive effects on Swazi individuals, institutions and organizations, with a significant impact on capacity building.

Since its beginning in 1971, the USAID Mission in Swaziland has assisted in developing Swazi agriculture, in expanding the rural health and rural water systems, in developing a more job-relevant primary school curriculum and, to a lesser degree, in assisting in development of the private sector. The current focus of A.I.D.'s training activities is consistent with USAID's past Education Human Resource Development (E/HRD) program, but is more focused on Swazi managerial capacity. The shortage of knowledgeable technical and administrative leaders, professionals and institutions capable of introducing progressive attitudes, systems and technologies into the society has been an overwhelming constraint to truly indigenous development in virtually every area requiring development. For this reason, the USAID Mission continues to develop manpower and to emphasize training in management and leadership skills in order to meet these national needs (Country Development Strategy Statement (CDSS) FY1987). USAID training has contributed to the personal, professional and institutional development of numerous Swazi nationals and their employing organizations.

Swaziland sends an average of 20 students to the U.S. each year, with many completing bachelors and masters degrees. Swazi participants have received training in fields such as agriculture, education, business and public administration, and health and family planning. Other Swazis has studied industrial development and engineering positions, and have been prepared for employment in the labor, housing and transportation sectors. Academic and non-academic (technical) training are summarized in Figure 1 for 1982 to 1992. The figure shows field of study and the percentages of participants in training. The figure is current through September

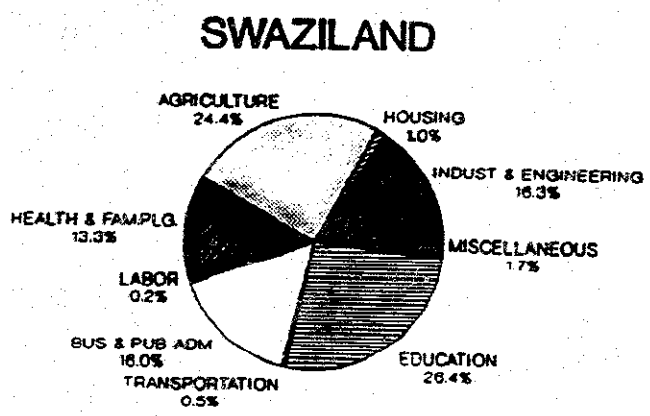
23, 1992. Data preceding 1982 were considered by the Office of International Training (OIT) to be unreliable.

Figure 1

Training by Field of Study (Academic and Non-academic)

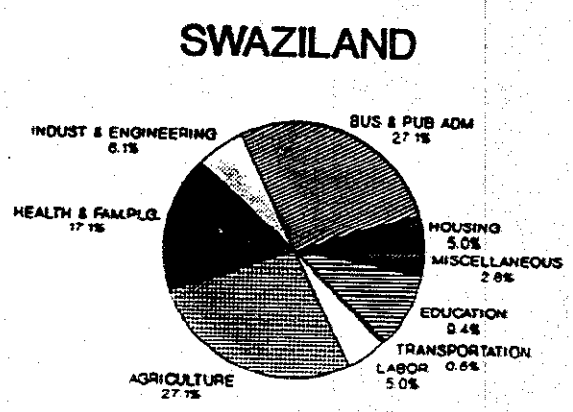
PARTICIPANTS IN-TRAINING FY 82-92

FIELD OF STUDY: ACADEMIC



PARTICIPANTS IN-TRAINING FY 82-92

FIELD OF STUDY: NON-ACADEMIC



The agriculture sector has been prominent in both academic and non-academic training followed closely by health and family planning and business and public administration. Over one quarter of academic degrees have been achieved in education.

Training programs can be further analyzed by gender of participants, by level or type of training and by training location. Figure 2 summarizes these characteristics of USAID training programs.

Figure 2

Swaziland Training Statistics

Gender disaggregated analysis:

Men:	579	(68%)
Women:	278	(32%)
TOTAL:	857	(100%)

Type of training:

PhD:	32	(4%)
MA:	167	(19%)
BA:	147	(17%)
Short-term:	36	(4%)
Total Academic	382	(45%)
Technical:	475	(55%)
TOTAL	857	(100%)

Training location:

United States:	501	(58%)
Swaziland:	86	(10%)
Third Country:	74	(9%)
Unrecorded:	196	(23%)
TOTAL:	857	(100%)

Through the Thomas Jefferson Fellowship Program, an estimated 857 Swazis have received training: 58% of these have been trained in the United States. Third-country training for Swazis has been provided in Kenya, Botswana, Zimbabwe, Lesotho, Israel, Mauritius and Nigeria, among other countries. In-country workshops have been offered, particularly through the University of Swaziland's (UNISWA) Division of Extra Mural Studies program. In over two decades of training activity, USAID has met A.I.D. standards for gender equity in training and development opportunities. As shown in the chart, 32% of those trained were women and 68% were men. Approximately 55% of those trained received short-term technical training.

Training in Swaziland has been provided through forty-one projects including those funded and managed at the country, regional and central levels. The total investment in training has been $41,721,793 which is approximately 40% of the total USAID investment in Swaziland according to the Mission's most recent Summary Project Financial Report.

According to A.I.D. project evaluation summaries, mid-point and final project evaluations and interviews, USAID programs have been successful in establishing preconditions that are necessary for the achievement of development impact. Especially in the agriculture, education and health sectors, substantial investments over long periods of time have produced results. A summary of each sector follows.

Agriculture

Five projects in agriculture have focused on agricultural productivity and farmer income, land planning and development, conservation, rural cooperative production and marketing and agricultural research. Both academic and technical training were incorporated into the projects.

Results of the investment in agriculture in Swaziland include expansion of domestic water supply systems; increases in buildable homesites; additions of access roads in rural areas; increased use of fertilizers, hybrid seeds and pesticides; improved farmer access to supplies; and innovations in crop varieties. The participative nature of several programs has led to broader political and economic activity in communities, decreased infant mortality and improved school attendance. Farmers also report improved living standards.

Education

Nine projects in education have concentrated on teacher training, leadership development, strengthening of regional training in Southern Africa, labor organization, adult education, management and technical training and curriculum development. Training largely has been academic, but trained educators have trained virtually every in-service primary teacher in Swaziland.

Results of the investment in education have included increases in the number of years of schooling for the average Swazi, improving primary enrollment rates, primary curriculum in the local language, trained Swazis managers and technicians have replaced expatriates, improved collaboration on training with other Southern African Development Coordinating Committee (SADCC) member countries, increased enrollments in adult education and, in general, strengthening of public sector institutions.

Health

Nine projects in health have addressed planning, management and policy development in the Ministry of Health, family planning, nutrition, primary health care, operations research, reproductive health and family health. Both academic and technical training have been provided through these projects and the health sector, in general, has made extensive use of in-country training.

The results of interventions in health practices in Swaziland have been impressive. Evaluations indicate increased contraceptive prevalence, a policy of reorientation toward preventive care, decentralization of health care delivery, improved personnel practices in health, improved emergency response, and expanded service delivery.

Business

Private sector training is receiving emphasis at present and two projects are important for small business development and strengthening of the private sector. The Swaziland Training and Institutional Development (STRIDE) and Swaziland Business Development Program (SBDP) are beginning to show results.

The projects referred to above are described in greater detail in the Appendix.

STUDYING THE IMPACT OF TRAINING IN SWAZILAND

A.I.D. training projects have been extensively documented and evaluated to determine results. Results, however, have been measured in terms of outputs--degrees obtained, numbers of persons completing training programs, post-training employment placement, job advancement and the like. Few systematic analyses using reliable evidence have been compiled to make a convincing link between training and eventual development of a country's economy and the quality of life of its people. It has been difficult, therefore, to establish a plausible association between training and development.

The need to determine the impact of training on development is compelled not only by a genuine interest in knowing how to invest development dollars wisely, but also by specific requirements of the Development Fund for Africa to expand the skills of the African workforce and make demonstrable contributions to productivity. Yet the connection between training and development for too long has been elusive. Insufficient empirical evidence has been compiled to demonstrate the contribution of human resource development to improvements in the quality of life for beneficiaries; i.e., to development impact. This evaluation report was undertaken to enhance understanding of the association between training and impact on a country's quality of life conditions. It is hoped that the report's insights into training impact as a multi-tiered process can be useful in the design of future A.I.D. strategies.

Purpose of the Study

In June, 1992, Creative Associates International, Inc. (CAII) was contracted by A.I.D. to conduct a study of the impact of training initiatives on development in Swaziland. The goals of the

training impact study are to develop a strategy for measuring training impact, to use USAID's training portfolio in Swaziland to test that strategy, and to analyze the findings to inform the design of impact assessments for human resource development programs.

The purpose of this study, in short, is to describe the impact of training on development for projects sponsored by USAID in Swaziland since 1971. Based on project documentation, targeted individual interviews and institutional in-house focus groups for participants of long- and short-term U.S. training, and in-country and third country short-term training, the study aims to describe training outputs and determine how training has contributed to development in Swaziland. This is not a tracer study. Quantifiable tracer information is presented in the text and is also included in the Appendix. Further tracer and program effectiveness information is available in the Transcentury Corporation's report, Impact Assessment of USAID Swaziland Participant Training Program (1971-1989).

Methodology

The strategy for measuring training impact was derived from a methodology developed by the Africa Bureau under a previous contract. That methodology was expressed in the form of a framework for the evaluation of training impact. The framework contains some concepts which are instrumental to the design of the Swaziland case study. These four concepts are summarized below:

1. The training hierarchy. Training occurs within the context of a hierarchy of systems in which training intervenes. The individual, the organization or institution, and the sector as a whole participate in and are affected by training.

2. The training sequence. Training must be reviewed over the long-term to capture not only the specific effects of the learning process but also to capture the mediating effects of environmental (exogenous) factors that impinge upon trained individuals and may facilitate or prevent these trained individuals from making an impact on development. A thorough evaluation also requires that indicators use points of reference to determine whether change has had impact and, if so, to what extent.

3. The impact on target groups. Impact is defined as an improvement in the quality of life of beneficiaries. Measurement of training impact must successfully connect training with results among beneficiary populations.

4. The preconditions for impact. Improvements in quality of life for beneficiaries can be achieved in most instances only when a combination of complex conditions are skillfully brought into existence. Adequately trained personnel is but one of the conditions that must be present. To understand more fully the effect of training on development, one must note the variety of impact preconditions, how training relates to these preconditions, and how "real impact" can be achieved.

The design of the case study presented here was derived from the training impact evaluation methodology outlined above. Swaziland represents the first full field test of the case study design. It was conducted in four steps.

Step 1: Describing the E/HRD Investment in Swaziland

The first task was to set the boundaries of the case study by describing the dimensions of the total investment made to date in E/HRD for Swaziland and determining the size and scope of the total population. The total population was defined as all targets of USAID assistance in the E/HRD program since its inception in 1971. Targets of assistance were identified in priority sectors on an individual or organizational basis. Training was defined as including academic or technical training; short-term or long-term training; training in the U.S., third countries or in-country and may have been provided through any contracting mechanism including contracts that were funded centrally, regionally or by the Mission. The contracts may have been those that have been completed or which were in progress and they may have been managed by any office within USAID including the training office or sector offices.

Step 2: Describing results that have been achieved through USAID investment in E/HRD

The second task was to determine if USAID has obtained the intended results through its investment in training. The case study relied on existing evaluation data to determine what the E/HRD investment has achieved. Herein a methodological limitation was noted since most project evaluations described outcomes but did not measure impact of training. Nonetheless, the team was able to derive some useful information from the evaluations and to draw some conclusions regarding impact. The team then proceeded to identify the sectors, target groups or institutions where, according to the evaluations, evidence of development impact might be expected to be found.

Step 3: Describing how training has made an impact on development in Swaziland.

The third task was to explore the impact of training on development. Specifically, the task was to describe the impact of training on development in Swaziland and to analyze the causes that led to the impact. According to the methodology followed, this process included evaluating the role of the Swaziland Government, USAID training interventions, targeted recipient institutions and targeted individuals, as well as exogenous variables. The task included developing a measurement strategy, selecting and describing the sample and collecting the data.

Step 3.1 Developing the strategy for measuring impact. This task included the development of the approach, data collection methods, and instruments and setting of criteria for selection of the study sample. Criteria for the selection of institutions and individuals for the case study were:

- The sector(s) from which the sample was drawn had been targeted as a USAID priority;
- The sample was comprised of different types of organizations;
- The organizations were established work units with some autonomous decision making and a definable purpose;

- The organization had a high concentration of professionally trained individuals who served in mid- and high-level positions and who successfully completed training programs; and

- The organization could make its professional staff available to participate in individual one hour interviews and the majority of those staff could attend a one and a half hour focus group session.

The team developed and pilot tested four interviewing guides. The guides were directed to a) managers; b) current employees who received training; c) current employees who did not receive training; and d) former employees who had received training. The guides were revised and adapted for the various subjects of the study.

Step 3.2 Selecting and describing the sample. Using the sampling criteria to identify targets for the study, the team then proceeded to describe each of the institutional or organizational subjects. The description included:

- Background. Documentation identifying USAID's intended impact in sectors (e.g.; in the health sector, identifying the goal of lowering rates of infant mortality) was reviewed. The role of the specific organization in the sector (e.g; to provide community-based nursing services to mothers and children) and how this organization fits in an institutional delivery system within the sector (e.g., how it works along with primary health care units, traditional healers, public education programs) were researched. The organization's size, purpose, and activities were described. Information was obtained from documents and from interviews with the leadership of the organization.

- Documentation Outputs. Having established that beneficiaries have been targeted for impact in the sector, and that a given organization plays some role in the institutional complex to see that the beneficiaries are reached, relevant outputs of the organization were described as impact conditions or as impact pre-conditions. (For example, an organization that inoculates children and has documented evidence that lives have been saved may be said to contribute directly to impact.)

- The Role of Training. The role of training in affecting the organization's ability to create impact preconditions and/or achieve impact was explored. Professional personnel involved in this organization and all of the training that was provided by whatever source, as long as it was professional, technical or managerial in nature, were described. Specifically, USAID's contribution to training resources in the organization was described.

- The importance of training in the development sequence. Having established the role that training played in an organization, its relative importance to achieving impact on development was described. Availability of resources, conditions for impact (including such variables as personal commitment, interest and motivation; organizational and managerial support for the employee's work; support of the family and community; external assistance of donors or other technical assistance;

community leadership and support from the beneficiary groups) were also identified and explored to determine their importance to the organization. These data were collected at the level of the individual trainee and aggregated for the organization. Non-trainees were queried as well for comparative purposes and to determine whether and/or how trained individuals influenced or improved the productivity of the untrained.

Step 3.3 Collecting the Data. The study team used individual interviews and focus groups to collect data. Individual interviewees drawn from the organizational sample were persons who had received training (USAID or other training), persons who had not received training (including persons aspiring to participate in training), and managers who would have knowledge of how training was dealt with by the organization. Other individuals were drawn randomly from all sectors and were not part of the organizational sample.

Individual interviews with employees lasted from one to one and a half hours each and were conducted at the place of work. Interviews with the institution managers were a bit longer and lasted from one and one-half to two and one-half hours.

Following the individual interviews, one in-house focus group interview was held with each organization. All focus group interviews took place at the institutions themselves for convenience to employees. Focus groups relied on a pre-determined questioning route as the format for discussion. In each case, a series of five to seven questions was constructed and the team then facilitated group responses. The purpose of the focus groups was to place the individual and institutional training-related contributions into a national development context. General questions relevant to the sector led to quite focused questions related to the role of trained and untrained individuals and the role of the institution in facing the challenges of the particular sector. Linkages were then made between the individual/organizational capabilities in responding to challenges in the sector and the perceived impact of their achievements on beneficiaries or on national development.

Step 4: Analyzing the data

The study team hand-tabulated the data by summarizing and categorizing largely open-ended responses to questions. The data were fed back to study subjects and to USAID for verification of interpretations.

The Study Team

The study team consisted of a task leader, a country-team leader, two U.S. and one Swazi education and training specialists, and a Washington-based researcher. The team began the study by meeting with USAID officials in Education/Human Resource Development (E/HRD), Agriculture, Health, and Private Sector Development divisions at the USAID Mission in Swaziland. In addition, all chiefs-of-party for on-going USAID projects were interviewed. Simultaneously, the Washington-based researcher was compiling data from the PTMS system, CDIE, the A.I.D. Africa Bureau, the African American Institute (AAI) and OIT. Documentation

was gathered about USAID project interventions in order to formulate an historical perspective on which the study would be based. The study was conducted under the auspices of the Ministry of Labor since it is responsible for both training and resource development as well as managing the steering committee of the current USAID Swaziland Training and Institutional Development (STRIDE) project.

The Study Sample

In cooperation with USAID the team selected the sample for inclusion in the study. The selection of the sample began with targetting of the agriculture, health and education sectors which have been emphasized since the inception of USAID activity in Swaziland. The private sector was subsequently added because it is now central to the training portfolio.

Within the targeted sectors the team identified sixteen organizations that met the sampling criteria and had received substantial USAID training or had employed trained participants. The sixteen organizations were reviewed and categorized to include: a) At least one governmental, parastatal, nongovernmental (NGO), and private organization; b) Each targeted sector -- health, agriculture, education; c) At least one parastatal, private and nongovernmental organization not in the targeted sectors; and d) A minimum of five persons within the organization unit that had received training.

The study's institutional sample was comprised of six organizations or organizational clusters:

- The National Curriculum Center, Ministry of Education;
- The Swaziland Institute of Health Sciences, Ministry of Health;
- Malkerns Research Station, Ministry of Agriculture and Cooperatives;
- The Central Bank of Swaziland, parastatal;
- The Family Life Association of Swaziland, and the Business Management Extension Program, both nongovernmental organizations; and
- Usutu Pulp, Gama and Associates, and Swazi Clutch and Brake; three private companies.

Three of the entities are public; one is a parastatal; one is nongovernmental; one is a cluster of private companies. Six USAID projects supported the training for these organizations. They were the Primary Curriculum Development (PCD) Project, the Cropping Systems Research and Extension Project, the Health Manpower Development Project, the Family Health Services Project, the Swaziland Manpower Development Project (SWAMDP) and AFGRAD.

A total of 98 individuals were selected for study. They were managers and current and former employees of selected organizations. The sample also included employees who had not received training. Seven subjects were not employed by the organizations targeted in the study.

OVERVIEW OF THE REPORT

The report that follows is a case study of the six organizations or organizational clusters listed above. Chapters I-VI are devoted to the description and analysis of each case. In the final chapter, the team presents analysis and conclusions. Detailed supporting material appears in the appendices.

CHAPTER I
THE NATIONAL CURRICULUM CENTER

OVERVIEW

In 1972, a nationwide program was initiated to reform Swaziland's primary educational system by reorienting the content of primary education toward the needs and circumstances of the Swazi environment. In collaboration with the Government of Swaziland (GOS), USAID established a program to develop new curriculum and institutional capability within Swaziland's Ministry of Education (MOE) that would be able to carry out curriculum reform on a continuing basis. In 1974, the Primary Curriculum Unit (PCU) of the MOE was established. Its mission is to:

> Develop and operate a curriculum design and preparation system which includes the design and preparation of prototype materials addressed to national outcomes or educational goals as well as testing and evaluating them prior to large-scale use.

The goals of USAID's Primary Curriculum Development (PCD) Project were to:

- Strengthen curriculum design and development capability of the Primary Curriculum Unit within the MOE;
- Establish teacher training in implementation of the new curriculum;
- Develop delivery systems for production and distribution of curriculum materials within Swaziland; and
- Create a system for ongoing evaluation.

With USAID assistance, Swaziland established a policy framework and an institutional infrastructure for implementation of the project. Components of the project included the Primary Curriculum Unit, and a Primary Curriculum Panel, a Curriculum Coordinating Committee, and 11 Subject Panels comprised of subject experts from the University of Swaziland (UNISWA), members of Swaziland's Teacher Training Colleges, and teachers and others advisors on curriculum materials development. The USAID contribution was US$5,692,692.

Prior to the initiation of the Primary Curriculum Development (PCD) Project, primary curriculum specialists did not exist in Swaziland. Curriculum training was a new field. None of the MOE staff had been trained in curriculum materials development. An integral part of the PCD project was to train the newly hired Swazi PCU staff in curriculum development. Through the project, all PCU staff members received on-the-job training from technical advisors from the contracting agent, Eastern Michigan University (EMU), as well as "off-campus training", through courses given by the contractor in Swaziland.

Twenty members of the curriculum center were sent to Eastern Michigan University for further training in the U.S. Two staff members were sent twice. The majority of the participants who went to EMU studied for Bachelor of Science degrees. These students followed EMU's Individualized Interdisciplinary Concentration Program, which required students to first meet the University's basic study requirements and then to design a concentration program in consultation with an EMU faculty member. This program provided students with a course of study more appropriate to PCU needs, since students were not required to follow the regular pre-service degree program for teachers at EMU because this program is tailored to meet Michigan teacher certification. Four curriculum center staff members also obtained masters degrees in educational leadership or educational measurement and evaluation from EMU.

As the PCD project phased out in 1983, the PCU joined forces with the UNESCO-funded Secondary Curriculum Unit to create the National Curriculum Center (NCC). In 1990, a Continual Assessment Unit was added to the NCC. This program was established to provide ongoing monitoring and assessment of students and materials. The Continual Assessment Unit is being funded by A.I.D. through the Educational Planning, Management and Technology (EPMT) Project.

At present, the NCC has a staff of 48, including 28 professional staff and 20 support staff. Since the inception of the Primary Curriculum Unit, 28 of the professional staff have left the organization, necessitating rehiring for those positions. With the recent introduction of the Continual Assessment Unit, five additional new staff positions have been added and filled.

THE SUBJECTS OF THE STUDY

For this study, 23 professional staff were interviewed: 1 manager, 20 professional staff of the NCC and 2 individuals who had left the organization. Interviewees included 14 curriculum designers, 4 curriculum evaluators, and 2 heads of departments. One of the "leavers" (an individual who has left the organization where he or she was trained) is now a Personnel Director for Swazi Railways; the other is the Vice-Principal of Swaziland College of Technology. The training profile for those interviewed is as follows:

- Eleven people received masters degrees from long-term overseas programs. (PCD Project: 6; AFGRAD: 1; SWAMDP: 2; Development Communications Project: 1.) Four other staff members were sponsored by British Council funding; 2 were institution leavers.

- Seven people received bachelors degrees from long-term overseas programs. (PCD Project: 4; Teacher Training Project: 1; British Council funding; 2); 2 people obtained both a bachelors and a masters degree.

- Seven people have received no long-term overseas training.

- Four people interviewed were employed at NCC during the PCD project and received training at EMU.

- Three people interviewed were employed at NCC after the PCD project and received training during their employment at NCC.

- Seven people interviewed were employed at other organizations, not NCC, at the time of their training.

Following are the findings and conclusions drawn from interviews and the focus group meeting with the National Curriculum Center.

FINDINGS

The study team examined both training and the contextual factors (exogenous variables) as they related to the ability of the NCC to have an impact on development in Swaziland. The factors are discussed below.

1. Factors Related to the Training Process

The quality and effectiveness of the training program affects the learning of the participant and his or her ability to make a difference in efforts to contribute to development. Training includes both pre-training preparation and the conduct of the training course itself. Several findings are pertinent to the effectiveness of training for the NCC.

a. Quantity and pervasiveness of NCC training. All of the NCC professional personnel have received donor-assisted training. They unanimously believe that training has been significant to their effectiveness as a work unit. Training has provided skills, a common language (with regard to educational terminology) and useful methods and procedures within the organization.

b. Absence of involvement of participants in planning for training. In terms of the pre-departure for training, respondents noted they were not involved in the planning process related to choice of degree, institution and length of program. People employed at NCC during the PCD project went to Eastern Michigan University. One returned participant was sponsored by the Teacher Training Project and was sent for a masters degree to Ohio University where the contractor for that project was based. The other respondents went through an application process which was handled by the contracting or sponsoring agency (AFGRAD, British Council, SWAMDP, Development Communications). Because PCD objectives were already formulated, interviewees revealed that the lack of involvement in the planning process was not an issue. In most cases, respondents revealed that "the project" took care of their needs and little individual action was needed.

c. Widespread access to orientations. Most respondents had a pre-departure orientation program: a formal orientation in Swaziland given by a contracting agency or an orientation offered by the training institution. The pre-departure orientations proved to be informative about United States cultural and social norms, survival skills, and training expectations. In general, the orientations were very useful as they gave participants an idea of what they could expect once they arrived in the U.S. and at their universities. Only one respondent had an orientation at the training institution in the U.S. which lasted one week and was very helpful. In all cases, computer

training, either as pre-departure preparation or as part of a U.S.-based orientation program, was found to be extremely useful, especially to graduate students.

d. Commitment from the employer prior to departure for training. All respondents departed for their training with a verbal understanding from Ministry of Education officials that they would return to their respective positions at NCC (or other workplace) upon completion of their degree.

e. Lack of career planning. No promotion scheme was in place regarding degree advancement, job mobility or salary or promotional increase. No career planning occurred for participants nor did they initiate career planning.

f. Critical role of academic advisors. All interviewees were assigned an academic advisor once they arrived at their university. Twelve of the interviewees felt their advisors were essential to making their training experience relevant and valuable. The advisors assisted interviewees in making decisions regarding selection of courses in relation to their jobs and courses of study. Advisors also discussed academic needs and, when necessary, arranged for tutors. Advisors were called upon to assist with trainees' personal and social needs. Two of the respondents felt they would not have completed their programs had it not been for the support of their advisors.

It is important to note that at EMU, assigned advisors who had either worked in or visited Swaziland were connected to the PCD project. The advisors were thus quite familiar with the needs of the NCC staff who came to the university for further training and helped them design their programs accordingly, especially in the Individualized Interdisciplinary Concentration Program. Advisor knowledge and background of the training project itself was viewed as the single most important factor of advisor effectiveness.

g. Importance of extra-curricular involvement and practical experience. Engagement in extra-curricular activities was an extremely important aspect for half of the interviewees. Activities cited as having made training practical and relevant were: visiting schools, taking educational tours, being involved in local teachers' associations, working in a teachers' resource center, participating in the community career awareness program, and involvement in African Student Organizations. These practical learning experiences increased subject awareness, broadened the scope of teacher training and sharpened both professional and social skills. Most respondents stressed that the practical nature of the activities was most beneficial when they could actively learn from hands-on experience, and critique and analyze by observation. Two respondents who were enrolled in very demanding courses that were already practical, did not partake in any extra-curricular activities. These people felt that the nature of their programs did not allow them time to get involved in other activities but that their programs provided the types of knowledge and experience others acquired during extra-curricular activities.

h. Significant effect of academic work specific to Swaziland. Two of the degree programs that respondents attended focused course work on country-specific issues related to Swaziland. Other degree programs were more general so students had to choose to relate the course work to Swaziland. Eight of the respondents did papers or projects related to Swaziland and their work. It was noted that by working on a project related to Swaziland and by having work experience, participants were able to conduct research applicable to Swaziland. All of the respondents who conducted projects related to Swaziland responded putting knowledge acquired from their project

or aspects of their project into practice upon their return. This opportunity was an easily measurable training output and was highly rated as having a direct impact upon the respondents' institution.

i. Stress on both theory and practice. Four respondents were enrolled in programs that were specifically designed for older students who had substantial experience. These programs were quite beneficial, as theoretical knowledge was always related back to experience in the classroom which made subject-specific information practical. One respondent noted that "with older students who have experience, classroom learning tends to be focused on ideas learned from the field and not just academic theory. For me this is what was needed". Three of these programs also emphasized relating coursework back to work situations.

j. Difficulty in maintaining contact with the employer while studying abroad. Monitoring events in Swaziland proved to be a difficult task for Swazi trainees studying abroad. Contact was maintained primarily through family and friends who would send newspapers and other news from home. A few respondents noted that staying in touch with events in Swaziland was very important to them so they would not lose sight of what was occurring in the educational sector and where they would fit in upon return. NCC management stated that staff who were in training were not kept informed about organizational or sectoral news on a formal basis. An example of the importance of such contact came from one respondent who noted that she added courses in special education based on news from Swaziland about developments in that field and the need for trained personnel. If participants were kept better informed about general and work-related news, they could adjust their course work to address changes in the sector or the institution itself.

k. Strain caused by family separation. All respondents noted that being away for periods from one to four years affected their family situation. During the time away from home, people had to worry about their families but felt at a loss because they could not do anything about problems when they occurred. Although the respondents' productivity during the training period was not directly affected by the separation, distance from family was generally cited as a major concern. One respondent felt it necessary to return home to address a pressing family problem.

Respondents "tolerate" the separation caused by training because options for obtaining training are limited. Alternatives which participants voiced to sending participants for extended periods included:

- Locate accelerated programs to minimize time away;
- Offer degree-related courses in-country (as the PCD project did) so when participants go for long-term training outside of Swaziland, credit can be transferred and time away can be shortened;
- Locate programs in the region, making periodic travel home a viable option; and
- Sponsor participants at the local university.

2. Contextual Factors and their Effect on Training Impact

Once training is completed, the ability of the trainee to use the training is affected by a variety of factors. The contextual factors affecting training utilization are discussed below.

a. Job availability upon return from training. Upon completion of training, all respondents returned to their intended jobs. In all cases, the positions were left vacant during the training period. No respondent noted a salary or position promotion as a direct result of training. If a promotion was received, it was in relation to their time in service (seniority).

b. Negative effects of lack of advancement opportunity and salary enhancement. Management stated that many people who left the organization after returning from training did so for better paying jobs. The Ministry of Education has a grade pay scale ceiling of level 20 for curriculum developers. Once level 20 is reached, salary promotion can only be received with a job promotion, i.e. a change of job position to one which is of a higher grade. In a small organizational unit such as the NCC, even lateral job moves are limited. Since the NCC is a part of the Ministry of Education, lateral job moves can be made to other positions within the Ministry. NCC has had 28 professionals leave the organization, representing a 100% rate of turnover in 18 years. Management and leavers stated that lack of promotion opportunities had a significant negative impact on trained individuals remaining at the NCC when no recognition was attached to academic qualification. It is noteworthy that this returnee/leaver problem was not foreseen by participants prior to training. Lack of mobility became an institutional hindrance to impact upon their return since most trainees desired recognition of the academic programs they had completed.

Promotion and mobility became serious problems in the public sector, specifically in the field of education. Since the salary grading system is based on the position with little regard for the employees' academic background, the value of training becomes questionable if no commensurate salary and recognition are attached. This system showed how training becomes limited in its capacity to benefit the targeted individual and hinders the likelihood that the trained individual will benefit the institution and the sector since there is a lack of incentive for trained staff to disseminate information or to feel challenged on the job. Instead, resentment and job dissatisfaction result since returnees end up doing exactly the same job as others who have fewer academic qualifications and less experience. Since no increased capability is recognized, the potential for use of newly acquired skills is disminished.

c. Ability to immediately apply learning in the work situation. All respondents described direct beneficial impact of their training on their work performance and productivity. This was also true for respondents who obtained degrees while working at other institutions. The most commonly expressed gains were eliminated reliance on technical assistance, increased scope of understanding of the basic tenets of curriculum design, confidence in using knowledge in situations outside the immediate work environment, increased analytical and research skills to approach and solve a variety of NCC tasks productively, and increased credibility within the education community, especially on subject panels where subject expertise is required.

d. Reliance of untrained personnel on trained personnel. In contrast, those employees who had not received training stated the need to receive specific direction when working, work more

efficiently, look to trained colleagues who are better able to solve problems, and use a thought process which enables them to interact effectively when different issues and problems arise. All untrained respondents noted that they receive professional support in informal discussions or formal workshops from colleagues who have received training.

e. High regard for training from NCC management. NCC management believed that training has had a positive impact on the effectiveness of the organization. Management echoes respondents' remarks that returnees are "more confident, more efficient, more productive and work independently". Furthermore, management stated that the staff is " ... very motivated...and the rate for improved work quality has increased". Management also rated training's impact highly because when staff returned there was an "infusion of new ideas that begins to circulate", especially when participants provided workshops to colleagues and subordinates.

f. Lack of receptivity to new ideas within NCC. However, management also reiterated that returnees tend to get frustrated because new ideas are not readily accepted, which in turn inhibits them from progressing in their work. One former employee stated that the lack of support for new ideas was a reason for leaving to find employment in another institution.

g. Potential of trainees who leave the organization to contribute to impact elsewhere. The question of project or institutional leavers raises some important concerns. Projects that target institutions should explicitly address the issue of leavers. At NCC, for example, 28 persons have left and found other employment. Since no indicators were designed to measure leavers' contribution to other institutions, they have been discarded; the positions they vacated remain open or have been filled by untrained individuals. The institutional evaluation suggests that the training has had less of an impact since it was designed to affect individual positions rather than institutional product or services rendered. In this sense, leavers create project failures when they leave positions intended for newly trained staff, though they may benefit other institutions.

In the case of the NCC, it is important to note that positions which leavers filled outside the organization include: 3 secondary school headmasters, 3 deputy headmasters, the principal and vice principal of the Swaziland College of Technology; 3 secondary heads of department, 5 secondary lecturers, 3 university lecturers, 1 House of Parliament member, 1 Swaziland Union of Bakers representative, 1 Bible translator, 1 inspector, 1 Simunye Sugar Company representative and 1 Director of Personnel at Swazi Railways. One former trainee has retired, 1 has moved to RSA and 1 is currently located in the U.K.

The question of the impact of leavers on the NCC and on national development is an interesting one. Although no baseline data were available on what each of these individuals accomplished while at the NCC or what their current job contributions were, it can be said with confidence that their presence in the positions they now hold showed promise of impact not only in the public education sector but in the private and parastatal sectors as well.

CONCLUSIONS

1. Factors Related to the Training Process

Components of training programs that affected the results of training elicited the following recommendations for improved training impact.

a. Orientation. As a single factor in the training process, the orientation programs did not in and of themselves affect the impact of training. However, within the context of the whole training process, the orientation programs did set the stage for the participants' introduction to the universities and helped them to adjust. Of most importance were the availability of information about university procedures, survival issues (banking, insurance, health care, etc.), social and cultural awareness, and participation of Swazi returnees in pre-departure orientation. Orientation programs should be an integral part of training; however, the quantity and type of (Swazi or U.S.-based) orientation programs should be coordinated by the contractor to minimize repetition and maximize information dissemination. The most effective scenario described by respondents was a short orientation in Swaziland (1-2 days) and a longer (1 week) orientation in the U.S.

b. Pre-departure advisories. Pre-departure advisories, specifying the quantity and type of documentation both personal and institutional which participants should bring, were significant. Such advisories minimized the time and expense of having information sent from Swaziland once participants had reached their training sites in the U.S. Having Swazi information on hand also encouraged research projects directly related to the type of institution or job position in Swaziland and the region. The contractor and returnees should, before the trainee's departure, compile a list of needed information and documentation to facilitate research (e.g. pre-departure thesis research orientation).

c. Academic Advising. Academic advisors in the U.S. should have knowledge of and experience with the project to which the trainee will return. He or she should be sent information about the ongoing project or should at least be familiar with Southern African student affairs. Random selection of advisors may minimize the number of relevant courses and experiences which render training practical. Criteria for advisors should accompany other university criteria for program selection.

d. Extra-curricular activities. Participants should seek extra-curricular activities that offer practical, hands-on experience to complement their coursework or see programs that offer courses or activities that are practical and offer hands-on experience to enhance skills and knowledge. Such decisions for practical experience as part of the training process should be explicitly called for and coordinated with university departments prior to program selection.

e. Experience-based coursework. Programs should be selected that encourage students to integrate their experiences and background with their coursework in order to help students stay in touch with the context of their community and jobs. In some cases, training programs were regarded as completely irrelevant due to the oversight of Swazi-specific applications.

f. Training-based job experience. Projects or theses directly related to job situations should be required to make training time also productive work time. By bringing back country-specific projects that can be integrated into existing institutional frameworks, employers and colleagues can immediately benefit from tangible outputs of training thereby maximizing knowledge dissemination.

g. Experience as a selection criteria. Criteria for selecting an adult education program for training should be based on the student profile. Swazi participants from the education sector tended to have many years of experience in the field, often with little academic training. Programs selected for participants in this category would easily facilitate access to higher education especially for older participants (e.g., headteachers) who may have more significant experience but fewer formal academic qualifications than their subordinates.

h. Contact with the employer during training. In order to help students stay in touch with their country and their institution of employment, the contractor or institution should be responsible for providing complete newspapers (not just clippings) on a regular basis. In addition, a formal mechanism should be in place (e.g., the institution's HRD department contact person) to provide updates on a regular basis of the institution's progress and changes. The participants' organization should be required to provide such information as it could directly help the employer and the participant make training more relevant and effective by allowing the participant to make course and or research selection based on institutional need and specific work plans.

i. Geographic distance from family. No pattern could be found in the problem of participant distance from family, although single participants were much more likely to have no or fewer problems than married participants, especially those with children. Moving children to relatives' homes or relatives moving into participants' homes were problematic changes for families to negotiate, especially when extremely short notice of departure was given. It is recommended that the interviewing process for participant selection include questions regarding participants' plans to ensure the smooth transition and maintenance of family well-being, but it should be emphasized that this should not be a factor in the criteria for selection.

2. Contextual Factors and their Effect on Training Impact

The following contextual factors affected NCC's ability to use trained personnel fully and effectively.

a. Promotion scheme. Lack of a promotion scheme can be directly linked to the high rate of trained staff leavers. In order to secure institutional development (an explicit project objective), promotional schemes must be developed in an institutional manpower development training plan prior to the participation of the institution or individual in the training program. Due to the many positions in education (school headmasters, NCC, teacher training, Ministry, in-service) trained educators have a rather large pool for possible employment. Educators may have a wide spectrum of skills and thus may move either laterally or vertically within other Ministries. This may provide maximum mobility for the individual but minimal guarantee of project impact when job placement at targeted educational institutions is designed.

b. Accountability. Educators tend to have secure jobs with little accountability. It is not uncommon for a manager to decide that retirement is the best means of removing unproductive persons. High performance resulting from training is not reinforced by job performance reviews.

c. Financial incentives. Training does not necessarily lead to increases in pay and few tangible incentives exist to reinforce proper recognition of training.

d. Transfer of highly skilled returnees to other sectors. Although doctoral degrees are mostly awarded to individuals in the education sector, the value of promoting PhD degree programs is questionable when many factors encourage the movement of trained individuals out of education and into other sectors.

e. Staff motivation. NCC staff members cite there own motivation and dedication to education as reasons for why NCC makes a positive contribution to training. Motivation is enhanced by training.

IMPACT OF NCC TRAINING ON DEVELOPMENT

During the past two decades, Swaziland has emphasized the education of its people. Investments in education appear to be getting results. In 1976 Swaziland reported a literacy rate of 55.2%; in 1986 the rate reached 64%. Between 1977 and 1990 the number of primary schools increased from 436 to 508 while 50 secondary schools were built bringing the total from 70 to 120. During the same period primary school enrollments increased by 41,000 to 140,000 pupils and secondary enrollments nearly doubled. The progress is impressive and, while measurement has been minimal, it is apparent that the significant amounts of donor assistance in education have led to benefits for people. (Source: African Development Bank, 1988 and UNICEF, 1990.)

National educational aims beyond improving literacy are not explicitly (or even implicitly) stated in Swaziland's planning documents. Therefore, NCC performance cannot be linked to national development plans in any comprehensive way. Rather, NCC's contributions to educational improvements can be identified nationally throughout Swaziland although national plans do not explicitly address NCC goals.

NCC's staff is dedicated to improving the quality of education by producing materials which are accessible and appropriate to the Swazi community. The staff is clearly convinced that they contribute to the development of education in Swaziland, and this was confirmed by evaluation reports on the project as well.

Since the completion of the PCD project, NCC is producing books for the primary level and to a limited extent for the secondary level. Subject panels assist with the initial conception and design of the material. Teachers' guides and additional teacher training to assist instructors to use the material effectively have also been produced. Evaluation of student achievement and curriculum quality is ongoing and is currently being up-graded by the introduction of the Continual Assessment Unit, a recent USAID education project intervention EPMT. Since the completion of the PCD project, there has been little or no technical assistance at the central management unit except for the one advisor working with the continual assessment unit. Productivity has remained high and the dispersal of materials in SiSwati, the Swazis' home

language, is significant. SiSwati is now the language of instruction at the lower primary grades. From the middle primary level on, English is the language of instruction.

The impact that training has had on individuals at the NCC in the development of educational materials and their accessibility to Swaziland schools is significant. Designed and initiated by USAID sponsorship, a direct link can be made between the institution's longevity and productivity and the training which employees have received.

Since no baseline data for materials production, quality and accessibility could be produced by the institution or USAID documentation, even if clientele behavior seemed changed, marked improvement could only be suggested rather than documented. On the national level, it can only be said that trained individuals at NCC constitute a pre-condition for NCC's impact on education in the country.

In order to measure impact to determine improvement in lives of particular populations, two actions must occur: documentation of measurable national indicators for that project must be part of the training design and components of the training program must be explicitly tailored to focus on the targeted population's educational needs. In the case of the NCC, no impact indicators were specified at the outset of training, for example:

- No individual baseline data were recorded;
- No database was established to tabulate that information;
- No trainee tracking system was in place to register pre-, during and post- individual behavior;
- No institutional tracking system was in place to measure changes in goods or services rendered;
- No clientele baseline data were gathered; and
- No national baseline data were gathered.

As a result, although it can safely be said that training has had a significant impact on the individuals and thereby the productivity of the institution (i.e. more Swazi-appropriate materials are available to schools), a causal relationship between training and whether children are better able to be productive citizens as a result of improved education (in this case materials and their distribution) cannot be made. Although more books are reaching children, how effective those books are to those children is unknown. Contributions of NCC leavers to impact of other institutions' productivity were also not evaluated. The Center continues to function, but whether it is functioning effectively or to its maximum capability and therefore better able to serve the Ministry of Education is not being measured.

CHAPTER II
THE SWAZILAND INSTITUTE OF HEALTH SCIENCES

OVERVIEW

USAID has been providing technical assistance and training opportunities in the health sector of Swaziland since 1977. Some of the major training and technical assistance interventions in this sector have included the Health Manpower Training Project, the Swaziland Rural Water Borne Disease Control Project, the Swaziland Health Planning and Management Project, the Swaziland Primary Health Care Project, and most recently, the Family Health Services Project. One of USAID's first interventions in the health sector was the Swaziland Health Manpower Training Project.

The Swaziland Health Manpower Training Project was a five-year project designed in 1977 at a cost of US$7,000,000. USAID's contribution represented 55 percent of the total cost or US$4,016,908; other donors contributed 24 percent; and the Government of Swaziland (GOS) financed the remaining 21 percent. The project was designed to institutionalize a permanent Swaziland health training institution and train nurses and other auxiliary health personnel. The goal was also to assist in the development of necessary planning and administrative capabilities to expand the delivery of preventive and curative health services to the population of Swaziland, especially in the rural areas.

The Health Manpower Training Project had three stated goals: institution-building; implementation of management systems; and training counterparts. Technical assistance was provided by a contractor, Medical Service Consultants, Inc. (MSCI). Technicians from MSCI worked with Ministry of Health personnel to modify the established programs of training in all categories of non-physician health personnel. The Swaziland Institute of Health Sciences (SIHS) received assistance from other international donors including the British Council and the World Health Organization (WHO). The Government of Swaziland also provided funding for training of SIHS staff.

SIHS, an autonomous public education institution operated by the Ministry of Health, was constructed and financed by USAID as an institution where state-registered nurses, nurse midwives, nurse practitioners, health inspectors, dental technicians, and other paramedical personnel would be educated, and where in-service education would be offered for those individuals already working in the field of health. At its opening in 1979, twenty new Swazi nurses were expected to be trained annually to deliver promotive health care and provide preventive and curative health services throughout the country.

At the request of the Government of Swaziland, USAID contributions also provided for technical assistance including: a) two nurse-tutors who specialized in curriculum design, instruction, administration and staff training; b) one health planner and two health services administrators to strengthen the capacity of the Ministry of Health to plan and administer its health services program; c) short-term advisory services in the areas of health statistics, curriculum design, and program evaluation; and d) long- and short-term training of Swazi counterparts. Short- and long-

term training for the Institute also has been provided by the Swaziland Management Development Project (SWAMDP), and Swaziland Training and Institutional Development Project (STRIDE).

The project expanded rural health services by strengthening the Ministry of Health's (MOH) planning capabilities and by training health manpower at SIHS. Over the life of the project seven nurse-educators were trained in the United States. They all returned to SIHS as senior lecturers, faculty members or administrative staff. Five of the seven received bachelor's degrees in nursing, one received a master's degree in public health (maternal and child health), and one person received a master's degree in nursing (family nurse practitioner). The current principal of the Institute is one of the U.S.-trained nurse educators.

Training for health practitioners and other paramedicals resulted in the first graduation at SIHS in September 1983. A total of 118 paramedicals completed their course work. Sixty were registered nurses who completed either the family nurse practitioners or the community mental health course. An additional thirty-four state-registered nurses graduated. Eighteen graduates completed the health inspector's course while six were trained as dental hygienists. The number of trained nurses in the first graduating class far exceeded the expected output of twenty.

In 1990 and 1991, the Institute's graduating classes were 86 and 68 respectively. Typically, graduates of SIHS are employed by the GOS/MOH and private or nongovernmental organizations such as the Family Life Association of Swaziland (FLAS) or the Red Cross. The current student enrollment of 225 at SIHS is for courses which run two to three years. Students are trained by the SIHS professional teaching staff of thirty-one persons. Practical learning experiences are designed to synchronize with, reinforce, and augment classroom lectures. The Institute is a multi-disciplinary training institution that has increased its basic programs from four in 1979, to the existing seven. Basic programs of SIHS include:

- Basic nursing;
- Community health nursing;
- Community mental health nursing;
- Dental hygiene;
- Family nurse practitioners;
- Midwifery; and
- Public health inspectorate.

All programs are two to three years in duration, and are designed to train experts in their respective fields to increase the number of trained health specialists. The Institute is committed to the World Health Organizations' goal of "Health for All" by the year 2000. The Ministry of Health's goal is to improve the health status of the Swazi people by providing preventive, promotive, rehabilitative, and curative health services which are relevant and accessible to all. Therefore, the establishment of a comprehensive primary health care system in Swaziland places highest priority on the provision of health education which SIHS is mandated to provide.

SIHS is not a health service delivery agency, i.e. a hospital or a department of a hospital. It liaises with approved service delivery agencies such as hospitals, health centers, clinics, and laboratories to provide relevant, structured, practical learning experiences which are planned and supervised by the Institute's teaching staff in collaboration with various agencies and community

groups including the Family Life Association of Swaziland (FLAS), the Salvation Army, the Red Cross, Good Shepherd Mission Hospital, the Usutu Pulp Company, the Swazi Meat Corporation, refugee camps and peri-urban and rural community groups.

THE SUBJECTS OF THE STUDY

Interviews were conducted with five of the current six-member teaching staff who have received or are receiving USAID long-term academic degrees in the U.S. or in Southern Africa under the SWAMDP or STRIDE projects; the current principal of the Institute, who received USAID-sponsored training for both a bachelor's degree in nursing and a master's degree in nursing education; and one lecturer who was in Swaziland at the time of the study conducting research for her PhD.

One participant had received a bachelor's degree in nursing from the University of Botswana. All others had received master's degrees with areas of specialization such as nursing education, microbiology, and parasitology. Participants had been employed with the SIHS for time periods ranging from two months to ten years. Two of the six persons interviewed had been working at the Institute at the time of their training. The others had been employed by either the Ministry of Education or the Ministry of Health and later joined the SIHS staff.

Following are the findings and conclusions drawn from the interviews and from the focus group meeting with the Swaziland Institute of Health Sciences.

FINDINGS

The study team examined both the factor related to training and the contextual factors that contributed to the ability of the SIHS to have an impact development in Swaziland. The types of effects are discussed below according to different categories which were elicited by the interview process.

1. Factors Related to the Training Process

The quality and effectiveness of the training program affect the achievement of the participant and his or her ability to make a contribution to development in the health sector. Training includes both pre-training preparation, the conduct of the training program itself and post-training job placement and performance. Several findings are pertinent to the effectiveness of training for the SIHS.

a. Participation in selection of training. Participants became aware of the training opportunities through either newspaper advertisements or employers. Individuals were involved in the selection of the program or institution where they received training. Cooperation between USAID project staff and the contractor in selecting programs and institutions was highly praised and identified as the most essential and effective pre-departure activity.

b. Accommodation to family concerns. In some cases, third country training was preferred. For example, the University of Botswana was selected for individuals who needed to remain close to family.

c. Insufficient lead time. In most cases, the three month pre-departure notice of acceptance for long-term programs was viewed as insufficient time for employees to prepare for their absences from both work and from their families.

d. Limited usefulness of orientation. Pre-departure orientation programs were held but were rated as ineffective because: a) a three-day orientation period necessitated a long absence from work; b) there was a lack of information provided about the U.S. system of education; and, c) the orientation was held three months prior to departure, which meant that most information was either quickly forgotten or seemed irrelevant at the time of the session.

e. Importance of individual career planning. Career plans were developed either at the individual's own initiative or with the employers' assistance. These plans were helpful in identifying the role that the participant would play within the organization upon return from training. Individual plans were also helpful in obtaining support for the training from employers.

f. Importance of organizational planning for training. Upon the completion of an organizational needs assessment conducted by the Institute and its Educators Committee, a training plan was developed to increase the number of trained teaching staff in the programs in which SIHS specialized. The training plans were used to select staff to participate in degree training programs.

g. Restrictive age-limit policy. The government's age restriction of 45 years placed upon trainees receiving long-term degree training has been a major drawback because: a) often the individuals requiring training have already reached the age limit and are unable to participate; or b) the institution has to expedite training opportunities for individuals approaching the age limit. The majority of SIHS staff are between the ages of 35-50. Half of those participants interviewed had already reached the age limit at the time of their training.

h. Limited contact with employers during training. When participants were in contact with either their employers or the Ministry of Health, it was done on an informal basis initiated by participants, and occurred most often when trainees needed to request documents for research purposes.

i. Limited support for Swaziland-based research and other projects. Research documents requested by participants were not always forwarded in a timely manner, thus preventing participants from conducting research projects directly related to Swaziland.

No department head or other colleague at SIHS or elsewhere was assigned to assist participants with research needs, information about changes within the organization, or guidance for institution-specific research opportunities, presenting a serious obstacle to relevant academic training, especially for master's degree candidates writing theses. Doctoral candidates were permitted to return to Swaziland to conduct research, but Master's degree candidates were not, not even for geographical or country-specific research on areas such as, *inter alia*, tropical diseases.

Participants received newsclippings about Swaziland in a newsletter distributed by the contractor.

j. Advantages of regional training. There were four major benefits to regional training: a) Participants could meet with SIHS, the contractor and USAID to provide relatively frequent feedback about the training program. For others who were not regionally based, there was a lack of direct contact with the employer. b) Research was easily conducted and documentation was easily obtained. c) Family matters could more easily be managed. d) Regional learning was more applicable to the job and Swazi needs, and e) participants could spend vacation time at home.

k. Advantages of in-country training. When desired courses were available locally, they were preferred by participants and SIHS because information was directly and immediately applicable to SIHS, and also for reasons attributed to regional training advantages, as listed above.

l. Restrictions on spouse travel. The long-term training programs only allowed spouses to join participants in training after the trainee had met the following requirements: a) been in the program for at least six months; b) maintained above average grades; c) provided the roundtrip airfare; and, d) showed evidence of financial ability to maintain and support the spouse and family, including food and medical insurance without using the maintenance allowance provided and without working. Since many trainees' academic performances are improved when they have the benefit of their spouses' presence, these restrictions were considered an undue hardship.

m. Importance of academic advising. Academic advisors provided guidance and direction; however, those advisors who were either familiar with the developing world or who had actually traveled or worked in the developing world were far more effective than advisors lacking this background. All but one respondent established long-term relationships with advisors which are still maintained.

n. Importance of extra-curricular involvement. Extra-curricular activities provided an opportunity to meet new people, socialize, and share ideas and information. All participants joined either the African Students' Association or the International Student Association and professional associations in their fields of study. Memberships afforded participants opportunities to travel to different parts of the country in order to attend professional conferences and meetings specifically related to their fields of study.

o. Contributions by SIHS to training. Airline tickets and salaries for the first year of training were paid for by employers.

2. Contextual Factors Related to Training Impact

Once training is completed, the ability of the trainee to use his or her training is affected by a variety of exogenous factors. The contextual factors affecting SIHS are discussed below.

a. Job placement variability. After completing their programs, participants either a) returned to positions within their employing organizations that had been identified prior to training; b) were reassigned to an entirely different position; or c) had no placement at all. One participant was transferred to the Institute where new skills could be utilized to teach paramedical students and one participant was hired by an international donor agency and placed at the Institute.

b. Essential nature of training for advancement. In each instance where the trainee acquired a new position, training and the newly acquired skills were essential to obtaining the job.

c. Opportunity to contribute to SIHS. The most important contributions made by returned participants to SIHS were a) increased curricular capacity which resulted from adding new courses to the program; b) improved capacity to make teaching content relevant to Swaziland; and, c) increased confidence in teaching and in professional capacity of the Institute.

d. "Swaziization" of management. Four management positions previously held by expatriates were filled by returnees with promotion, salary and increases attached.

e. Multiplier effects. All trained staff offered on-the-job skills training and conducted seminars and workshops for their colleagues.

f. Desirability of job experience prior to U.S. training. U.S. training was more desirable after participants had had a variety of professional experiences prior to departure.

g. Absence of follow-up. No follow-up was offered upon return by either the USAID contractor or the employer.

h. Disruptive nature of secondments. Some returnees were seconded to the Ministry of Health which lessened the impact on the SIHS.

i. Limited ministry support for effective use of trained personnel. Some SIHS positions were not approved by the MOH, leaving some returnees unemployed after they had successfully completed a degree course.

j. Limited pay incentives for training. Returnees received public sector salaries and worked within a promotion grading system which was not based on advanced degrees or training.

CONCLUSIONS

Based on the findings presented above, the study team drew the following conclusions regarding the ability of training and related contextual factors to have an impact on development.

1. Factors Related to the Training Process

Components of training programs engaged in by the SIHS which affected the results of training included:

a. Orientation. A short orientation that includes detailed specifics of how U.S. universities operate, and institutional and program-specific information should take place immediately prior to departure.

b. Age limitation. The 45 year old age restriction should be reviewed by USAID and GOS officials when institutions have an age mean which restricts training. Short-term and other alternatives should be explored.

c. Secure job placements. The MOH should be held accountable for securing job positions and maintaining those positions until the targeted individuals have returned.

d. Prior job planning. Participants and management should have clear agreement, about the role the participant is expected to play upon return from training. Management and participants agree that training has the greatest impact when career planning takes place.

e. Selection criteria. Selection criteria should favor participants with prior work experience.

f. Maintenance of professional linkages. Employing institutions should pay for staff membership fees to professional organizations so that they may maintain relationships and ensure the continued knowledge dissemination process once trainees have returned. Such memberships could also afford opportunities for future participation of the institution in international conferences and book or research publications related to SIHS concerns. Participants should also establish their own institutional linkages to formulate continuing relationships with other professional institutions.

g. Support from employer during training. An individual advisor or mentor at the employing institution should be accountable for ensuring candidates'access to documents and for providing institutional support for research. A formal structure for communicating with the employing institution during training should be mandated.

h. Regional and in-country placements. Participants with family obligations should pursue regional or in-country training if and when possible.

2. Contextual Factors and their Effect on Training Impact

The following contextual factors affected SIHS's ability to effectively maximize use of trained personnel.

a. Follow-on training. A follow-up session including re-entry orientation for returnees should be structured by the USAID contractor and the employing institution. Follow-on training would contribute to more effective application of skills and expertise.

b. Placement and promotion scheme. A placement and promotion scheme should be clearly defined to avoid returnee unemployment, job dissatisfaction, and secondment for jobs which do not utilize newly acquired skills.

c. Ministry support. The MOH, not fully on board with SIHS's training plans and plans for development, failed to approve Institute staffing plans, thus undermining the organization's potential to derive benefits from training. Institutional support at higher levels is critical to effectiveness of organizations that are part of the institutional arrangement.

IMPACT OF SIHS TRAINING ON DEVELOPMENT

Health and population programs have been important to Swaziland's development for decades. It is for this reason that USAID has made sizeable contributions to health and to the training of health personnel. Evidence indicates that gains have clearly been made in public health status. Average life expectancy has risen steadily since the 1970s and is now 52 years for men and women.

It is not surprising that members of the SIHS believe that they have contributed toward improving conditions in the health sector. They have demonstrated a commitment to the organization and to its purposes. All of the participants who were trained are currently working as lecturers at the Institute and are involved in various committee work with students which ranges from academic and technical to social and disciplinary. One participant at SIHS returned to the Institute upon completion of training, was promoted and transferred to the Ministry of Health as a Training Officer, then retired from MOH and returned to the Institute as a lecturer hired by WHO. Teaching and organizational commitment do not constitute impact, although they are clearly effects and may or may not be considered preconditions for development impact.

Two other more observable effects of training have contributed to SIHS's performance in development. First, trained personnel have been able to train paramedics and have increased the number of paramedics available for emergency medical response. Paramedics have saved people's lives. Second, trained personnel have designed and implemented curriculum in areas not previously included in the Institute's course offering, including communicable diseases and parasitology. Knowledge and practice in both of these fields is essential to improved public health. These contributions of trained personnel through SIHS constitute impact pre-conditions.

Additionally, training of Swazis has directly led to a decrease in the number of expatriate lecturers, especially in the biology and microbiology departments in Swaziland. Returnees conduct workshops and seminars on numerous topics such as: community mental health; AIDS/HIV awareness; and communicable and tropical diseases. They provide in-service training to community nurses and mental health workers. One participant returned from regional training to publish work now utilized in the Ministry of Health. Returnees also help manage the school and assist and counsel students. In summary, academic degree training has strengthened the institutional capabilities of the Swaziland Institute of Health Sciences in the following ways:

- Trainees have filled positions previously held by expatriates;
- The Institute has established new departments and curricula;
- The SIHS now has the capability to design, develop, and revise curriculum;
- Swaziland's first parasitologist is a lecturer and curriculum designer at the Institute;
- SIHS's biology/microbiology department (including all research initiatives) is now headed by a Swazi;

- Each department now has a research unit;
- In-service training is conducted by staff members, and
- The Institute conducts its own institutional and staff appraisals.

Some of these capabilities can be linked to impact preconditions. Discussions are currently taking place between the SIHS administration, the Ministry of Health, UNISWA, and donor agencies to make the Institute a part of the national university by creating a Department of Health Sciences within UNISWA. Further expansion of the SIHS facility is planned to enable the acceptance of more students into its programs. The current enrollment at SIHS is over 200. The institutional development of the SIHS (training being only one variable) has significantly benefitted the sector. Quantifying the impact would involve field data of SIHS graduates' impact on the changes of behavior in clients and relating this to overall national changes in Swaziland's health conditions. There was no system in place for this study to retrieve and analyze such data.

The SIHS has been fully operational for 14 years. It continues to train staff so that it can produce Swaziland's paramedical and nursing professionals. In order to determine staff training needs as well as institutional development needs, the Institute should continue to develop, refine, and utilize its training plans. There are currently two expatriate staff members at the Institute. It is envisaged that current Swazi staff members will be able to replace these remaining expatriates, thus securing indigenous management of SIHS and improved institution building.

A system is emerging in Swaziland that may help improve the capacity to trace training and ultimate development impacts. Currently, participants' contributions to the organization are measured by the Government's performance appraisal process. The Institute is in the process of developing its own internal appraisal process because the GOS process is not always applicable. For example, those participants employed by WHO are accountable to representatives of that organization and are required to submit bi-annual progress reports. Both participants and the Institute's management are in agreement that an appraisal process needs to be developed and utilized to measure individual and institutional progress and impact. Staff training needs are regularly discussed in bi-weekly staff meetings. Because SIHS is a government institution within the Ministry of Health, the final decision about who will receive training, where they will receive training, and when they can be released for training, is made by the Ministry.

CHAPTER III
MALKERNS RESEARCH STATION

OVERVIEW

In 1959, Swaziland's Ministry of Agriculture and Cooperatives (MOAC) initiated an agricultural research division, establishing a central station at Malkerns and substations at Big Ben and Nhylangano. Widely varying topographical zones within the country necessitated the dispersion of research sites, and research plots were also located at Luve, Vuvulane and Mangcongco. An additional plot was added at Hebron in 1969.

Since its inception, the Agricultural Research Division has bee .erving both the University of Swaziland (UNISWA) and the Ministry of Agriculture and Cooperatives; in 1977, the Research Division became a department of MOAC. The Research Division is organized into sections responsible for: commodities; cereals; agronomy; grain legumes agronomy; horticulture; veld and pasture management; animal nutrition; socio-economics; soil fertility and crop nutrition; crop protection; biometry; and irrigation. The mandate of the Research Division is to carry out research that is responsive to the country's needs for increasing and sustaining productivity of crops and livestock produced by Swazi Nation Land farmers; and for effectively managing the natural resource base and providing information and advice to policy-makers, extension workers and farmers.

The major objective of the division's research is to solve Swazi farming problems that stand in the way of development of increased food production on Swazi Nation Land. These problems can be technical, sociological or economic in nature. The Malkerns Research Station (MRS), the central facility of the Agriculture Research Division, was originally designed to service private farmers who typically owned extensive farm lands. The entire research staff was expatriate. Most of the station's findings were utilized by the large scale farmers on the Title Deed Lands. A few progressive farmers on Swazi Nation Land adopted innovations but the majority did not.

In 1982, the Swaziland Government, together with USAID, initiated the Cropping Systems Research and Extension Training Project. The objectives of this project were to increase the capacity of the MOAC research and extension programs to develop and extend effective cropping systems recommendations relevant to the needs of the Swazi Nation Land farmers. The total USAID contribution was US$12,496,209. The project had three purposes. They were to:

- Carry out on-farm research with a farming systems perspective;
- Develop research recommendations and transmit them effectively to front-line extension workers and farmers; and
- Better equip the Agricultural Information Section in order to more effectively translate and transmit research findings and improved

technologies through the extension system to Swazi Nation Land farmers.

The GOS restructured the Station so that researchers were Swazi (although minimally trained) and the research and findings were aimed at the small individual farmer. The project provided the Research Station with nine U.S. technical assistants who were matched with Swazi counterparts. The Swazi counterparts, 16 in total all went to the U.S. for formal degree training while the American staff remained in Swaziland and began to equip the Station, purchase vehicles and lay out plans for small farmer food production research and training. The research was based on a thorough analysis of the complex set of problems facing the small-scale, and limited resource farmers on Swazi Nation Land.

It was not until the Cropping System Project began that shortages of trained personnel and research needs were identified. From 1987 to 1990, the extension worker training component of the project redesigned "train and visit" extension procedures that until than point had not been successful at reaching individual farmers and that had caused local social problems due to dissemination procedures. The new system made all extension workers generalists rather than specialists limited to agricultural sectors in order to enhance their effectiveness in their designated districts and mapped out all the regions to locate farmers and bring research findings from the Station directly to them. All 139 extension workers in the country across the four geographic regions had a total of 219 hours of in-service training. The major goals of training were to improve the linkage between research and knowledge dissemination to farmers and to improve the methods by which that knowledge was transmitted.

In 1989, the First Annual Conference for Extension Workers was held. Four district extension plans were developed and merged into a national development plan for agricultural extension. The major difference in extension philosophy was that the plan was developed with the input from the farmers and thus was a "trickle up" plan to the Ministry. The importance of these extension developments to the Research Station was that agricultural research findings could be used directly and in a timely manner by small-scale farmers.

THE SUBJECTS OF THE STUDY

The Malkerns Research Station is staffed by 16 research officers, 34 technicians, 3 farm managers and 1 assistant farm manager. Nine professional staff members provided information for the study. There were 28 individuals who received long- or short-term overseas training during the project which targeted the Research Station including MOAC headquarters and extension officers. Extension workers participated in the in-country training program.

Prior to the Cropping Systems Project, most of the participants at the Research Station were either laboratory technicians or research recorders. Of the 16 research station participants, nine are still on the job. Seven have left the unit but most have remained in the sector serving the Ministry in different capacities such as: the Minister of Agriculture, the Deputy to the Principal Secretary, the MOAC Information Officer, the MOAC Training Officer, and Agricultural Production Specialists (e.g. maize, soil, etc).

Following are the findings and conclusions drawn from interviews and the focus group meeting with the Malkerns Research Station.

FINDINGS

The study team examined both the training process and the effects of contextual variables on the ability of the MRS to have an impact on development. These are discussed below.

1. Factors Related to the Training Process

The nature and quality of the educational program affect the achievement of the participant and his or her ability to make a contribution to development in the agricultural sector. The training, as discussed here, includes both pre-training preparation and the conduct of the training program itself. Several findings are pertinent to the effectiveness of training for the MRS.

a. Planning by MOAC for training. The MOAC was involved in planning for training and in selecting participants. The technical assistants, MOAC officials and MOAC technicians identified the areas of specialization for long-term degree training. It was then agreed that the individual would go on training while a technical assistant would take his or her place at the Station. Upon return, the participant would assume a position in the area of expertise. Sixteen positions were identified. Some participants were involved in selection of the training institutions although this practice was not customary.

b. Varied effective of orientations programs. Responses from participants with regard to pre-departure orientations programs varied. The orientation sessions that were judged in a positive vein: a) presented an objective view of the U.S. and prepared participants for the different social aspects (both positive and negative) of life in the U.S.; b) did not send people to Botswana to take the TOEFL test; c) did not mandate an HIV/AIDS test; d) gave participants time to prepare for departure and take required entrance tests; e) included computer training; and f) established a positive group dynamic among participants.

c. Preparation of training plans. Training plans were initiated for all members of research and extension.

d. Insufficiency of career planning. Individual career plans and participant mobility-leavers were not accommodated.

e. Inadequacy of communication with the MRS/MOAC. No formal communications were set up between the institution and the participants during their training. Any contacts were initiated and paid for by participants.

f. Importance of academic advising. Advisors with Swaziland-specific experience or project knowledge were extremely essential to participants in maximizing training experiences.

g. Importance of Swaziland-based research projects during training and on the job. Theses or research projects geared to Swaziland agricultural needs were the most beneficial and were used on the job upon return.

h. Personal and social costs of training. Family separation made participants reluctant to leave since no support was given by the project or government for pregnancies, funerals, or child care. Participants' believed that the personal, financial, and social costs of training were high.

i. Some irrelevance of training. Participants believed that regional training might have been more appropriate in cases when U.S. training programs used advanced technological devices not applicable in Swaziland. Skills learned using such devices were deemed inappropriate to the Swazi context and were unusable.

Contextual Factors Related to Training Impact

Once the training is completed, the ability of the trainee to apply the training is affected by a variety of exogenous factors. Those factors are discussed below as perceived by subjects of the study.

a. Unsupportive salary policies. Positions in the GOS were based on the salary grading system. Returned participants were paid according to the grade of their position whether or not the grade was sensitive to academic qualifications.

b. Supportive and collaborative roles of research and extension. The USAID project and related training was designed to require collaboration between research and extension. Extension workers believe they are better able to serve farmers in the field due to the collaboration with researchers.

c. Involvement of beneficiaries. As a result of both training and technical assistance, small farmers have been involved in needs assessment and research. Trainees report that social and economic barriers to adaptation of innovations are now better understood and addressed more effectively by extension workers. In short, the integrated design of the Cropping Systems Project, bringing together research and extension, involving training and including on-the-job practical experience is considered to be the most important factor affecting the ability to use training to change small farmer behavior.

CONCLUSIONS

Based on the findings presented above, the study team drew the following conclusions regarding the ability of training and related contextual factors to make an impact upon development.

1. Factors Related to the Training Process

As discussed previously, several elements of the training programs undertaken by the MRS were identified as affecting the results of training. They include:

a. Selection of institutions. Participants believed that some inappropriate placements led to limited usefulness of academic training. Participants and institutions benefit when there is involvement in selection of training institutions.

b. Orientation programs. Effective pre-departure orientation programs should include detailed information about family constraints (funerals in Swaziland, pregnancies, daycare); objective U.S. social and cultural information; university procedures and; explanation and expediency regarding all pre-departure testing.

c. Applied research. In every case where Swazi-specific research was undertaken by trainees, the research was used at the MRS. Emphasis should be placed on Swazi-specific research. Coordination and results of theses and research needs to occur with an eye toward its value to the training institution and the MRS.

d. Relevant training. Training must utilize technologies which are available to trainees and their employing organizations. Emphasis should be placed on local or regional training which has technological capacities similar to Swaziland.

e. Communication during training. Relevance is critical to training effectiveness. A formal communication scheme should be set up by the project to facilitate the participant's involvement with the institution while he or she is still in training. This communication should occur in addition to grades and semester reports filed with the Ministry.

f. Academic advising. Advisors have the opportunity to join theory and practice. An advisor who has either country- specific or regional knowledge of the concentration area should be assigned to each participant.

2. Contextual Factors and their Effect on Training Impact

Several contextual factors appeared to affect MRS's ability to use trained personnel fully and effectively. Among these are:

a. Salary policy. As with other public sector employees, MRS trainees found little or no incentive in the salary system and some moved to other job opportunities.

b. Technology assessment. The use of technology in a field such as agriculture is critical and learning about the applications of appropriate technology during training is important. Experience of Swazi returnees suggests that technology in the agriculture field should be assessed locally prior to choosing training programs so that skills acquired will be appropriate to the national context.

c. Documentation system. In Swaziland, extension workers have documentation systems in place to allow for determination of impact from their work. Those systems could well be expanded to track various indicators for the long-term and such a model could benefit other ministries. The documentation system was important in identifying impact during this study.

IMPACT OF MRS TRAINING ON DEVELOPMENT

With the introduction of hybrid varieties to farms on Swazi Nation Lands, net yields have continually increased except during 1985. The GOS/USAID goal of increasing food production has been met. Crop area and crop production have improved dramatically between 1980 and

1989. According to the Central Statistics Office, maize, sugar, cotton and oranges production are up and crop yields have risen although drought conditions in 1985 and 1988 caused downward fluctuations especially in the cotton industry. Policy makers now have direct access to recommendations of highly trained research officers. The recommendations are highly regarded by Ministry officials. Finally, there is an established linkage between research, extension and adoption necessitating less dependency on information generated outside the country.

The Malkerns Research Station has benefitted from training and other USAID assistance and its impact has been significant. The Research Station continues to demonstrate the following improvements:

- Local farmers are now using high yielding hybrids;
- Research is conducted with farmers on their farms, therefore recommendations are based on voiced need and local participatory research;
- Farmer adoption of fertilizer utilization;
- Significant reduction in expatriate staff;
- Most officers have a minimum of a M.Sc. degree;
- Both Title Deed Land farmers and Swazi National Land farmers can use information generated by the Research Station;
- A self-evaluation system is now in place to measure the dissemination of information among farmers;
- The Station's credibility has now earned it a regional reputation;
- The Station is now conducting its own conferences on research findings;
- Research is now produced in a professional and presentable fashion for national and international dissemination;
- Participants are confident in their research methodology and public presentation;
- Productivity, as measured by increased rate of task completion, has improved at MRS;
- Officers are better able to delegate tasks;
- Annual conferences for extension workers are now a GOS/MOAC budget line item;
- Researchers and extension workers hold research-extension workshops and meetings to ensure that the linkage is sustained;
- A 5-year extension and research training plan now exists at MOAC;
- Recommendations to the GOS for policy change are based on the use of research findings by local farmers and collaboration between researchers, extensionists and farmers;
- Project leavers include the Minister of Agriculture, Deputy to the Principal Secretary of Agriculture, the MOAC Information Officer of the MOAC, the MOAC Training Officer; i.e.; they remain in decision-making and policy roles within the agricultural sector;
- Field support guides are now available;
- Use of new project equipment (telecommunications) has increased station efficiency; and
- The rate of adoption of innovations (new technologies and research findings and recommendations) has continually increased among Swazi Nation Land farmers.

Although documentation is sparse, participants in MRS training do not hesitate to cite direct linkages between training and:

- their capacity to dominate in their field of specialization;

- changes in farmer behavior;
- improved community contact;
- seed variety research that is immediately responsive to local farmer usage; and
- specific achievements in soil fertility crop protection, biometry, agricultural extension training and dissemination processes, entomology, weed science, plant pathology and agricultural economics.

Because gathering baseline data was not mandated by the project, the impact of training cannot be directly linked to changes in farmer behavior which led to increased food production. No benchmarks or milestones were measured as part of the project's indicators. Although assumptions were made regarding aspects of training impact linkage, one key technical advisor who served on the project stated that to link the training and the impact with no available baseline data would be entirely misleading. He also added that baseline data collection and benchmark measurement were not only necessary but also completely within the realm of the contractor's and institution's capabilities. Finally, no tracking system of measuring participants' contribution to the sector or nation, the institutional capacity, or the farmers' behavior was designed. Therefore, the information is not available since no institutionalized tracking measure was mandated during the project to assist with food production impact indicators post-training.

CHAPTER IV
THE CENTRAL BANK OF SWAZILAND

OVERVIEW

The Central Bank of Swaziland obtained much of the training for its personnel through the Swaziland Manpower Development Project. SWAMDP was initiated to help Swaziland "realize the full development potential of its human resources, both in the modern sector and on rural homesteads". The training offered was to support public, private and parastatal sectors to: reduce unemployment; increase agricultural productivity; reduce population growth; and reduce infant mortality. A total of 216 short- and long-term individual training programs were sponsored.

In addition, SWAMDP provided an in-country training program which sponsored approximately 500 participants in 1,000 training units. A total of 55 courses were offered and were attended by representatives from self-selected organizations. The project's final report revealed however that the in-country training component did not define its intended focus until the last two years of the five-year project. Also, the private sector was not targeted and had few participants and the lack of a tracking system impaired the ability to measure SWAMDP's in-country impact efforts.

Under SWAMDP, a technical advisor was hired at the Ministry of Labor to design a National Manpower Development Plan. In 1989, he designed a training needs assessment format and a handbook for human resource development. Neither, however, has been institutionalized to date. In addition, little institutional development occurred when local and U.S. firms were hired for training implementation. This was particularly noted in the delivery of senior-level management training.

A purpose of the SWAMDP project was localization and mobility of Swazis in the workplace. The final evaluation stated that employees in the public sector had greater mobility yet referred to this mobility as "hop-scotching up the ladder". No formal system measured to what extent such "hop-scotching" increased localization or mobility.

There were three other components of the project: technical assistance provided by 10 Operational Experts (OPEX) assigned to local institutions; technical training for Zenzele women and traditional leaders; and development communications support. In training for Zenzele women and traditional leaders, community impact was documented by comparing 1984 community statistics to post-training 1990 statistics of increased numbers of groups. These numbers could not be directly linked to training input, but indirect linkages were stated with confidence due to reported attitudinal changes in local chiefs and community expectations from chiefs. In this case, impact was measured by changes from 1984 baseline data and 1990 "compelling indirect evidence" suggesting that SWAMDP had a significant role in the community changes. In the Development Communications component, SWAMDP provided short- and long-term training in communications.

A total of 154 long-term degrees was earned; 62 individuals completed short-term courses. In this regard, the targets were surpassed. However, the measurement for institutional and national impact of those individuals was still lacking. Locating past participants is possible although no system is currently tracking individuals. Linkages between training and institutional expectation is limited to job position qualification rather than some measurement of returnee performance compiled by USAID, the contractor or the institution of work. Manpower increases and anecdotal evidence are available to determine the outputs of this US$17,215,984 training project.

Follow-up to training to measure organizational impact seems to have been confused. Except for organizations which had systems of impact measurement in place, project documentation reveals that impact of returnees from training is largely unknown. Final evaluation interviews and questionnaires show that trainees met a number of obstacles back on the job and that returnee productivity was never measured.

The final report also suggests that three factors influence technology transfer and change: a) type of organization; b) position and authority of participant and; c) expectations as agents of change. Exactly how these three factors were identified is unclear. Although the factors may influence returnee behavior, no evidence was given of how such behavior was improved after training and if institutional and national change occurred. To assume sectoral enhancement and improvement based on individual "feelings of accomplishment" is misleading because no baseline, monitoring, tracking and follow-up were initiated.

The Central Bank of Swaziland (CBS) is the national reserve bank of the country and directly under the jurisdiction of the Ministry of Finance. It is a parastatal organization overseen by a board of directors whose members include His Majesty King Mswati III and the Principal Secretary of the Ministry of Finance. Although Central Bank employees have participated in a vairety of USAID-sponsored training projects, most of the returned participants were trained under the SWAMDP project.

The bank has been in existence since 1974 and has 367 employees, 144 of whom are listed as professional staff. The initial capitalization by the GOS was in the form of one million Emalangeni start-up capital which was issued to the bank. The bank, as a parastatal, has continued to issue dividends to the GOS.

The overall objective of the bank is to control the financial sector in Swaziland and foster economic growth and development. The Central Bank regulates interest rates and oversees official exchanges for all banks in the country. It raises loans, advises, licenses and supervises all banks. It has recently become involved in most of the country's financial and economic advising for both national and international economic development projects.

The Central Bank has gone beyond its original founding objectives and how issues currency, regulates foreign exchange, and is developing a department to guarantee small-scale and export commercial loans including for the first time loans and advisory services for individuals and private companies. Over the past 18 years, the bank has grown from a staff of 27 to its current 361. Although growth of the bank has leveled off at this time, officials state that responsibilities will not decrease but will only expand throughout the decade. Its future will include establishing

an independent national monetary exchange which is completely independent of the existing ties to the South African Rand.

THE SUBJECTS OF THE STUDY

The targeted study group consisted of 17 individuals at the Central Bank, 6 of whom were participants in SWAMDP. Seven participants had not received advanced degrees overseas but had bachelor's degrees from either UNISWA or other institutions. One was a former employee of the bank who is currently the general manager of Tibiyo Taka Ngwane, the largest parastatal investment firm. One had received a master's degree in the U.K. Two had received short term, in-country training. Interviewees included 11 supervisors department heads or managers, two assistant managers, and three bank managers including the deputy governor, chief administrator, and the assistant to the governor. Together participants directly supervise 162 bank employees and indirectly supervise an additional 183 employees. Twenty-five hours were spent conducting interviews and one in-house focus group.

Out of the 144 professional staff at the bank, 12 have received--or are currently enrolled in--degree training outside the country. A number of others have participated in a host of both short-term overseas and in-country training programs. Seven of the nine have been promoted to high management positions in the bank such as the governor, deputy governor and chief administrator. Four other returnees have left the bank; two have moved out of the country and two have taken up positions with other parastatal institutions. Of the 6 top executive staff, 4 were trained in the U.S. under SWAMDP. Of the eight department heads at the bank, three are returned participants. While the study was being conducted, five individuals were participating in training programs abroad: 3 in Canada and 2 in the U.S. All five will return with Masters degrees. The bank has also participated in training sponsored by the World Bank, IMF, African Center for Monetary Studies, Bank of England, Barclays Bank, Federal Reserve Bank of New York, the Australian Government, the British Government, and the Central Bank itself as a sole sponsor. Training interventions have been both long- and short-term, both in and outside of Swaziland.

FINDINGS

The study team examined both factors related to training and the contextual variables that affected the ability of the CBS to impact development. The factors are discussed below:

1. Factors Related to the Training Process

The quality and effectiveness of a training program affect the achievement of participants and their ability to make a contribution to development through a parastatal organization such as the Central Bank of Swaziland. In the discussion of training the study team referred to both pre-training preparation and to training delivery. The findings are pertinent to the effects of training for the CBS.

a) Emphasis on the individual trainee as opposed to the employing organization. USAID-sponsored individuals were trained under the SWAMDP project which advertised in the local newspapers for applicants. Once a scholarship was offered, the participant then informed the bank requesting permission to leave for the designated length of time and approval of the field of

study. Neither individuals nor the institution itself was approached directly by SWAMDP officials, according to respondents. All coordination, recruitment, and selection of coursework and training institutions was done on an individual basis by the SWAMDP contractor.

b) General ineffectiveness of orientation programs. No structured pre-departure preparations occurred except for pre-departure orientation programs which ranged from extremely useful to virtually useless. The most significant factors identified as contributing to the orientations' ineffectiveness were:

- The lack of information about the institutions where individuals would study;
- The lack of clarification about how U.S. universities work including how courses are selected, the potential benefits of academic advisors, the use of independent studies for Swazi-specific research, and the lack of emphasis on Swazi-specific research or thesis writing; and
- Weaknesses in placement and course selection.

Participants had some input as to the choice of courses that they wished to pursue. In some cases, participants arrived at institutions only to find that the intended field of study was not even offered at the university where the individual had been assigned. "Assigned" is used here because participants were neither allowed to choose the institution or were they made aware of the differences in specialization offered at the different institutions. Particular problems were faced by students pursuing Master's degrees in Business Administration (MBAs) and finance or economics degrees.

c) Minimal involvement of the CBS in career planning, planning for training, or assurance of post-training employment. Because of the nature of the SWAMDP training design, no responsibility was assumed or mandated on the part of the employing institution to either construct a career plan or guarantee placement or promotion upon return. The individual was required to sign a USAID-mandated training agreement to return from studies and work in Swaziland for a minimum of two years, but there was no <u>institutional</u> linkage (employee to employer) included in this agreement.

d) Lack of regional options for training. Individuals from the bank also had no choice for degree programs in the region. All participants stated that they were told by the sponsor that they would go to the U.S. on long-term degree programs. A combination of short-term courses to suit individual or institutional needs was not offered. Local or regional degree programs were not offered. In the current STRIDE project, however, short-term, in-country courses have been offered to members of the bank. SWAMDP did send a few participants to Kenya and Zimbabwe. Officials found operating logistics for such programs burdensome.

e) Limited planning and coordination monitoring capacity of the CBS. The bank had little if anything to do with the pre-departure planning of long-term participants. The ad hoc approach accommodated training interventions when they were brought to the management's attention by individuals. Therefore, individuals were almost entirely responsible for their own training relying

on SWAMDP officials for the selection of institution, program and concentration. No career planning has ever been in place; rather, a slot-filling approach to meeting the bank's immediate and perceived needs has been the reactive policy.

Because the bank has no HRD office, planning for degree training is not under anyone's direct jurisdiction. The training office manages the logistics for training only. The training and personnel officers have offered their recommendations for training preferences; however, no formal structure existed during training nor exists at this time to manage manpower development. The bank has stressed its sincere interest in pursuing such an effort.

f) Constraints of family responsibilities. One of the frequently mentioned drawbacks to long-term training is the issue of family and social concerns and obligations which Swazi trainees leave while studying abroad. A degree program not only creates problems due to the absence of the individuals, but in many cases alters family or household members' lives as others must take care of children either at the residence of the participant or at their own homes. This can present a stressful situation in the best of scenarios. In addition, since family benefits are only paid by CBS during the eighteen-month salary period of the employee, after the initial eighteen months the family is left on its own.

When asked if, given the choice, participants would have chosen to remain in the region, over half indicated that this would have been their preferrence. The majority of married individuals with children preferred to stay in the region. The categories of individuals who would choose to go tho the U.S. were either single, had no other experience outside of Swaziland, or both.

g) Usefulness of academic advising. Advisors at training institutions were useful although not imperative since most of the courses followed were rather structured with few choices for elective courses or concentrations. Advisors were helpful for locating tutors and out-of-class help in particular topic areas.

h) Little academic support from CBS. No advisor or mentor was on staff at the Central Bank to either communicate with or help guide the participant with coursework or research. A bank resident advisor, preferably a returnee, would have been helpful for participants. All contact with the bank itself was entirely informal and unstructured. As a result, there was no forum at the bank to enable individuals going out for degree programs to benefit from those who had returned. There was a considerable amount of confusion about how the sponsoring agency could or should be in contact with the employer. Although the institutions where participants were studying were required to report back to the USAID Mission either directly or via the contractor, records went directly to the Ministry of Labor. The bank managers stated that no records were received on a regular basis from the Ministry of Labor. No system was in place for the bank to know what the participant was studying at the institution since the bank had no formal contact with SWAMDP officials. Inter-institutional communication regarding the program content and participant performance was thus sorely lacking and resulted in the employer either being misinformed or uninformed about the participants' newly acquired skills. This had a direct impact on the ability of the institution to assess the individual's newly acquired skills and place returned participants. The communication difficulties were caused by the lack of a human resource development office at the bank and by the contractor's ineffective use of communication channels.

i) Contributions from CBS. The CBS paid trainee salaries for 18 months and paid for airline tickets. Families remained on health benefits while salary was paid but health benefits were terminated thereafter.

j) Importance of internships. The most effective training programs were those which had institutional linkages for internships. In fact, this was regarded as the most important part of the training by those individuals whose training institutions were able to arrange such practice. The lack of institutional practice was considered the "missing link" in training by those who did not participate in such a scheme.

k) Importance of professional linkages. One of the positive effects of short term training in the region was the ability to link with other banking institutions. For example, individuals placed at the Banks of Botswana and Zimbabwe, and Barclays of London were much more able to apply new skills upon their return to the Central Bank. These experiences had direct implications on the expertise which the individual could offer. What short term courses lacked, however, was the larger scope or perspective that degree participants and managers expressed as one of the most beneficial aspects of long term training.

l) Need for back-home contact during training. Not one participant was able to consider any content area changes or adaptations based on information from back home concerning sectoral or organizational developments. Without exception, participants voiced a need for news and information from home, either through the sponsor in Swaziland or through the participant's employer, so that participants could be aware of the changing economic and political environment in order to address their training needs accordingly. The SWAMDP contractor did send periodic newsletters including some local articles from Swaziland.

m) Importance of Swazi research and theses. Those participants who completed research projects or theses on a subject related to Swaziland finance and economics, their job or to central banks in Africa were able to use the information upon return. Such was the case with computer technology (MIS for banking), banking systems restructuring, budget lay-out, accounting, economic performance of parastatals, management of foreign exchange reserves, strategic management, annual report writing, internal controls, PTA structuring, etc.

n) Relevance of short courses when participants have a solid educational and experiential base. From an institutional perspective, long-term training has the benefit of widening the individual's scope, bringing new perspectives and of encouraging quickness and ease in problem-solving and task delegation. Short-term training offers job-related specialization that may increase the immediate productivity of the individual but may not allow that individual to put the meaning of his or her performance into a wider scope of bank functions and responsibilities. While short-term courses were deemed extremely useful for technical upgrading and skill utilization, these courses also demanded that individuals possess experience in order to make use of the technical skill area within the context of the bank. Individuals were more readily released for short-term courses. Technical skills from short-term regional courses were highly rated.

o) Perceived benefits of long-term degree training. Of the many gains voiced by returned degree participants, the most salient were:

- Improved communication skills including writing, information gathering and public speaking;
- Self-confidence, assertiveness, and decision-making skills;
- A more global perspective on economics and banking;
- A better understanding and appreciation for Swazi cultural norms in comparison to U.S. or others;
- Management and supervisory skills either through coursework or as a serendipitous outcome of the training experience; and
- Obtaining a degree to aid skill enhancement, status and marketability. Degree programs served both to provide new or enhanced skills and to give individuals and the institution the status and prestige of possessing degrees.

p) Perceived disadvantages of long-term, degree were:

- Skills not applicable in Swaziland;
- Degree areas not applicable to job position or the bank;
- Degree not valued in Swaziland;
- Post-training job not challenging enough, or significant promotion did not result; and
- Resentment from colleagues and untrained managers and supervisors.

2. Contextual Factors Related to Training

Once an educational opportunity is completed, the ability of the trainee to use the experience is affected by a variety of exogenous factors. Those factors are discussed below.

a) Experience base required for training by CBS. The CBS supports training for employees having three or more years of experience in the bank. After three years, substantial support is available for short courses, usually in the region. In its policy, CBS reflects the belief that investment in training does not pay off for inexperienced personnel.

b) Mobility limitations and limited incentives. The CBS is limited in its ability to secure promotions and salary increases for returning trainees due to lack of job mobility within a parastatal institution of its size. Few incentives exist to pursue academic training. On the other hand, parastatal employees appear to have access to jobs in both the public and private sectors.

c) Improving climate for business and banking training. The perception among trainees that business opportunities will increase and that related training will increase their marketability has acted as an incentive to pursue training. Increased donor funds are available for business-related training.

d) Importance of certain flexibility within parastatals. Parastatal organizations are not bound by government pay scales or by government promotion schemes, and have the capacity to develop incentives for training that are not available to the public sector. Generally, parastatals have more training resources than do public agencies. Parastatals do require government approval of hiring and, therefore, are subject to any hiring biases that operate in the public sector.

CONCLUSIONS

Based on the findings presented above, the study team drew the following conclusions regarding the ability of training and related contextual factors to have an impact upon development.

1. Factors Related to the Training Process

a) Career planning. All individuals should have a career plan designed in coordination with the employer's HRD unit.

b) Orientations. Pre-departure orientations should address issues of family maintenance, course selection process and social and cultural norms.

c) Employer contact. Formal reporting mechanisms between the individual, training institution and employer should be the responsibility of a HRD person at the institution of employment. The institution of employment should be responsible for reporting to the individual on a regular basis.

d) Training plans. Clear definitions of the skills which the individual should obtain from training should be negotiated between employer and employee prior to departure.

e) Institutional linkages. Institutional linkages should be part of the training package from the university. If none is available through the university program, regional linkages should be set up before departure.

f) Accurate placements. Type of program and degree should be agreed upon by employer and individual and guaranteed at the university of attendance.

g) Relevant research. Thesis and research on Swaziland and places of employment should be mandated. Employers and participants should generate a list of possible topic areas.

h) Employer support. An advisor or mentor at the institution of employment (preferably a returned participant) should be designated to assist individuals with questions related to course selection, institutional appropriateness of research, and extra-curricular activities.

2. Contextual Factors and their Effect on Training

The contextual factors affecting the bank's use of trained personnel are largely related to the lack of human resources development capacity within the bank. The bank is not at present effective in planning for, offering incentives for, managing or utilizing the training of employees.

Upon completion of training programs, the bank has experienced some obvious benefits and some problems. For example, three Swazi participants have replaced expatriates, and only one expatriate advisor remains. Two positions were created for returned participants because of the skills they brought back to the bank. All returnees, according to Bank managers, have been promoted at least once, receiving increases in salary, new positions or both. All have taken up either supervisory or management positions even though the assigned title may not have

"manager" or "supervisor" attached. These promotions did not occur immediately upon return for most participants. The probation period for returnees informally is 3 to 6 months.

Further, exposure to the outside has brought a broader perspective to the bank which has been important in international transactions. Trained staff have improved the bank's public relations and have brought with them public speaking skills, assertiveness and an attitude that contributes positively to bank performance. On the other hand, the return of participants has created several problems for the bank management including:

- Interpersonal departmental conflicts because of inequities in academic experience;

- Replacements stay in the position and are not moved out once the participant returns (especially if the replacement has been appointed for either political or social purposes);

- No formal structure is in place to assess the new skill areas of the participant and therefore a six-month trial period is required before any movement for the individual is considered;

- There is no formal structure for the bank to review both the salary and promotion scheme of employees based on training, experience and performance. This is particularly crucial since placements are so limited at the bank. The bank is not constrained by the government's salary grading system adhered to by GOS agencies. However, the lack of promotional schemes and individual placements disables the bank since it underutilizes individuals with new skills and increases chances of job dissatisfaction which may raise the leaver rate. (It is interesting to note that participants had been with the bank for a range of 6 to 16 years. When asked about the length of time which employees stay at the bank, both employees and managers stated that the challenges of the bank and the increased rate of pay above GOS standards were responsible for the long stay rate);

- Changes in group dynamics--called "returnee arrogance"--have caused some returnees to be transferred to other departments simply because the "trained"-"untrained" dichotomy could not be overcome by either the individual or the individual's colleagues. Such behavior and the actions which ensue limit productivity and skill utilization and have created a need for a structured forum to address these problems; and

- Frustration of trainees who are not able to put new ideas into practice.

The skills of the returnees are currently not assessed upon return. There is no plan in place which allows for either the organization or the individual to match newly acquired skills to positions or tasks. For example, an individual who has majored in a particular area may in fact be better suited for a position for which he or she has not been slotted. There is no job movement, however, because there is no mechanism in place for the individual to assure that these skills are fully utilized. If the bank had a HRD unit in place, such uncertainties could be avoided.

IMPACT OF CBS TRAINING ON DEVELOPMENT

The Central Bank of Swaziland is undertaking more and more responsibilities and increasing its areas of expertise to serve the GOS. These responsibilities include evaluating development projects and international investment schemes. There is no doubt among the subjects of the study that the ability of the bank to undertake such endeavors is due to the ability of its staff which can be linked directly to training. Documentation which illustrates how these capabilities have impacted the development of Swaziland (services to other banks, international investors, advisories to the Ministry of Finance, etc.) could not be produced by the bank or USAID.

The Central Bank exemplifies what happens in an institution under an umbrella training project which has no mandated measure for institutional development and fails to monitor training at each step of the process. The study team did identify some indications of impact which are reported below.

Of 144 professional staff employees, 54 or more than 30% of the bank's professional staff is directly supervised by returned participants. At the in-house focus group, participants voiced the need for the bank to develop a HRD department. Employees stated that they are now better able to distinguish the difference between a training office and a HRD office. This difference was reiterated by managers and joyously appreciated by subordinates once they heard the commitment from the management to support someone from the bank as an HRD specialist. The reasons given by returnees for the need of a HRD unit were to: propose training programs for individuals; design a manpower plan including career paths, placement, etc; enable the bank to facilitate international donor training activities; and, revise promotion requirements to be explicit and to place a value on training.

The staff members of the Central Bank were able to field questions, pose questions, and prioritize needs and training obstacles with the utmost professionalism and efficiency. Even the administrator and training officer's ability to assist the team in facilitating case study was extremely impressive. Its efficiency was matched only by one of the private organizations. Managers admit that human resource development is ad hoc and is in need of immediate attention. They could not state why the HRD area had not been addressed in the past, or why none of the bank's employees had training to specialize in HRD.

Nonetheless, the following outputs were directly linked to training received by individuals. These outputs include the capacity to:

- Produce annual reports;
- Participate in regional banking initiatives;
- Reformulate the PTA (Preferential Trade Agreement) reducing Swaziland's budget by 33%;
- Eliminate positions held by ex-patriates;
- Review and revise banking systems;
- Change internal control systems to data processing;
- Redesign banking forms for foreign exchange;
- Increase national dividends by increased bank investment;
- Serve on Swaziland's economic review committee;

- Address the Economics Association of Swaziland;
- Offer courses to other banks on foreign exchange;
- Design national pension plans;
- Make stock and money market recommendations;
- Invest in foreign markets; and
- Address the issue of a separate monetary system.

Training outside of the bank also has had its effects. Clerical staff who already possess BA degrees are being hired at entry levels. The implications for further training and the need for strategic planning (including manpower development planning and institutional growth) are not insignificant. The competitive market created by the increase of trained individuals combined with the lack of skilled positions available has increased the bank's ability to raise its standard and has forced the bank to address promotion, mobility, merit by skill and advancement by qualification. It also means that the untrained individual is at a distinct disadvantage.

Individuals at the bank are still applying for USAID scholarships on their own initiative. Despite the years of international donor training, the bank remains with no clear manpower development plan or human resource development office. Although the new STRIDE project is sponsoring an "employer-centered" training design, no human resource development plan is mandated from the bank. If an employee were to get a scholarship, the bank (even when supporting the individual) will have made no arrangement for a measurable participant impact upon return. Instead, a guarantee that the participant will return to a mid to high level management position is required. In a parastatal such as the Central Bank, such a guarantee, because of the limited number of positions, is virtually impossible to make.

A final note about the impact of training at the bank. One of its leavers was appointed by King Mswati III to be general manager of the country's largest investment company, the Swaziland Development Investment Company (SDIC), another parastatal. The individual states without reservation that his capabilities are directly linked to his training (MBA) and his experiences at the bank. Indirectly, the bank and donor's support for this individual have impacted yet another influential parastatal institution whose decisions and directives affect scholarships to the UNISWA, maintenance of national cultural events, job creation initiatives, social welfare projects, etc. This individual left the bank to join the SDIC because he was offered a planned career path and a promotional scheme.

CHAPTER V
THE FAMILY LIFE ASSOCIATION OF SWAZILAND AND OTHER NGO TRAINING

OVERVIEW

Because of the Government of Swaziland's sensitivity to family planning and other high-priority health needs, USAID promoted an integrated package of family planning and child survival services. The goal was to provide a mechanism to increase the provision of, and access to, family planning methods and improve maternal and child health in Swaziland.

USAID identified rapid population growth as Swaziland's number one development problem in its current Country Development Strategy Statement (CDSS). A number of family planning activities has been supported by USAID in recent years. However, its initial major effort to reduce the country's high fertility rate and improve maternal and child health is the Family Health Services Project.

The Family Health Services (FHS) project began in July 1988. The project anticipated completion date is July 31, 1993. The project was designed to be implemented in two phases over this five-year period. The initial two-and-one-half years of the project were funded through two cooperative agreements between USAID and the Family Life Association of Swaziland (FLAS) ($525,000) and between USAID and the Pathfinder Fund ($875,000). Following the project's mid-term evaluation, USAID provided an additional $1,000,000, increasing the total commitment for both cooperative agreements to $2,300,000. The greater amount provided to Pathfinder was to cover the costs associated with the Resident Advisor and Technical Assistant.

The focus of Phase I was institutional development with activities designed to strengthen the key areas of research and program monitoring, management and planning, information, education and communication, and service delivery. Phase II of the project was planned to build upon the accomplishments during the first phase with a priority on expansion of family planning services in the private sector, specifically industry.

The goal of the FHS project is to reduce high fertility rates and improve maternal and child health in Swaziland. The purpose is to increase modern contraceptive prevalence to at least twenty-five percent (25%) and to affect the practice of child spacing. Emphasis is being placed on the expansion of services into new areas and increasing the availability and accessibility of family planning methods to a greater population by July, 1993. To achieve this goal, the following six outputs are expected:

- Increased access to family planning services;
- Improved knowledge about the availability, benefits and use of family planning;

- Improved capabilities for research, monitoring and evaluating program implementation;

- Improved technical and management skills of program staff;

- Assured continual supply of contraceptives; and

- Increased leadership awareness.

These outputs focus on three areas: *management and institutional development* by improving monitoring and evaluation capabilities, management, and technical skills; *increasing demand* by increasing knowledge and leadership awareness; and *increasing supply* by increasing access and assuring adequate contraceptive supplies.

In the area of management and institutional development, the Pathfinder Fund provided a long-term resident technical advisor to support the creation of the Research and Evaluation Unit (REU) within FLAS and to provide technical assistance in program development and management. The head of the Information, Education, and Communications (IEC) Unit and the Manzini Clinic Head Nurse participated in a six-week family planning management training program facilitated by the Centre for African Family Studies (CAFS) in Mombasa, Kenya. The FLAS Program Director attended a six-week course in program management at the University of Connecticut; and the Industrial Nurse attended the World Health Organization's (WHO) fertility management course in Mauritius. In-house workshops and tutorials on computer applications were conducted by the resident advisor. In addition, selected program and secretarial staff attended short computer training courses offered by local computer service and training agencies.

In general, the outputs of the above short-term training have raised the qualifications of FLAS staff. Additionally, the efforts of the long-term resident advisor have contributed to improved organizational capability in management techniques, research methods, and the development of IEC materials (i.e., pamphlets and slide tapes).

Leadership awareness is an important component of the FHS project. However, specific inputs were not stated in the cooperative agreements. Because of the organization's focus on outputs in the area of increasing demand by increasing knowledge and awareness, FLAS held workshops for traditional healers, religious ministers, business leaders, high-ranking government officials and parliamentarians. Family planning received endorsements during a two-day conference for ministry and parliament leaders. Additionally, a proposal was forwarded to the Prime Minister's office from parliamentarians and ministry officials with whom FLAS has worked closely, requesting that a National Population Council be created and a population policy for Swaziland be developed. The Executive Director of FLAS was directly linked to this effort.

In order to increase access and assure adequate contraceptive supplies, FLAS stepped up its efforts in the private sector by hiring and providing training for an industry nurse, and expanding its private sector condom distribution program. This activity has involved more than 80 industries throughout the country where condoms are now being distributed.

In 1989, each of the three FLAS clinics averaged 67 new clients and 376 revisits. Today each clinic receives between 60 and 80 male and female clients daily. The three clinics have historically been among the top ten providers of family planning services in Swaziland. Following a decline in the number of clients during 1991, reports for the first half of 1992 indicate large increases in clients.

FLAS also operates its Community-Based Distribution (CBD) pilot project through its IEC Unit in the rural areas. The IEC program has recently developed a comprehensive strategy and detailed workplan to expand and improve its activities. The components of the new IEC strategy include: clinic-based IEC, industry-based IEC, mass-media and community-oriented IEC; family life education IEC, and improved monitoring and evaluation of IEC activities and materials.

THE FAMILY LIFE ASSOCIATION OF SWAZILAND (FLAS)

The Family Life Association of Swaziland (FLAS) is a voluntary non-profit, non-governmental organization (NGO) that was founded in December 1979 as a result of the efforts of Mrs. Fiona Duby and her communication with the International Planned Parenthood Federation (IPPF). FLAS is registered as a non-profit organization under the Companies Act and was re-registered in 1985 under the Protection of Badges and Names Act of 1969. FLAS is also registered with the Ministry of Interior. In 1984, The Ministry of Health (MOH) ceded its membership in IPPF to FLAS and has a representative who sits on the Executive Committee of FLAS.

Initial support for FLAS was provided by Family Planning International Assistance, the Unitarian Service Committee of Canada, and the U.S. Agency for International Development. Grant agreements with those organizations provided for equipment, staff, training, and infrastructure development.

The association collaborates with the Government of Swaziland and various non-governmental organizations in an effort to reach the population of the country. The FLAS serves various sectors in Swaziland including the Ministry of Health, the Ministry of Education, the Ministry of Natural Resources, the Swaziland National Youth Council, and the NGO Assembly. It is perceived by the Government, by NGOs, and by international donor agencies, as well as by the general public as a pioneering organization in family planning and reproductive health.

Its current membership of approximately 200 meets annually to discuss the previous year's activities and strategies for the organization's future direction. The Executive Committee manages the association's affairs and meets once every three months. The Executive Committee is composed of the association's officers, a representative from the Ministry of Health, the Executive Director, and four volunteer members.

The name Family Life was preferred to Family Planning because family planning was not generally accepted within the Government of Swaziland (GOS) or the society. Therefore, it was important to begin a family planning association that was designed to assist families in a variety of activities. The initial activities of FLAS display a diverse range of activities such as legal aid, psychotherapy, bursaries, social welfare, antenatal classes, alcoholics anonymous, and family life education.

The main provider of family planning services in Swaziland is the Government. FLAS plays a complementary role to the government's family life education service. The organization is expected to function in areas where Government has not ventured. These areas include leadership awareness, information, education, communication and service delivery targeting youth, clinic services, and alternative delivery systems such as the community-based distribution and industry-based approaches. It also provides innovative family planning services and is committed to advocating for family planning, population, and development to policymakers. The goals and objectives of the association are to:

- Assist and supplement the activities of the Ministry of Health and other governmental agencies in the promotion of a healthy family life and the creation of a sense of awareness of the importance of family health in all respects so that it becomes a way of life;

- Assist and supplement the activities of the Ministry of Health and other governmental agencies in the education and acceptance of child spacing as a basic human right available to all;

- Work with other organizations and government agencies in the implementation of community schemes in family health so that the quality of life for the individual person, the family, and the community may be improved;

- Help and assist in the education for the understanding of the nature, cause and effects of rapid growth in population on people in their own communities, countries, and in the world; and

- Assist in the distribution of information concerning all aspects of family health education and welfare.

The Family Life Association of Swaziland is dedicated to the principle that every individual has the right to choose when and whether to have children. Its staff of 40 addresses the family planning needs of the country through the various departments and programs which include Service Delivery; Information, Education and Communication; and Research and Evaluation.

THE BUSINESS MANAGEMENT EXTENSION PROGRAM (BMEP)

One additional NGO was added to the study sample--the Business Management Extension Program (BMEP). The director of the BMEP recently returned from a MA degree under the STRIDE project. The BMEP facilities in Manzini were built with USAID funds and BMEP continues to be a USAID PVO grant recipient. There are eight other professional staff members.

The initial grant for BMEP was awarded in 1986. It has since received a second grant totaling a USAID contribution of US$600,000. The BMEP provides business management training for small business owners (formerly graduates of the Manzini Industrial Training College and recently from the Manzini areas at large). A total of 326 small business owners have participated in full-time, part-time or rural training initiatives. BMEP also assists in obtaining small scale revolving loans from Barclays Bank. The major task of BMEP is to reduce unemployment by

offering training and disseminating information to promote self-sufficient microbusiness managers. CARE has provided technical training to BMEP staff.

THE SUBJECTS OF THE STUDY

Interviews were conducted with ten staff members of FLAS, including the Executive Director who received a Master's Degree in Family Planning Program Management from the University of Exeter, U.K.. It should be noted, however, that this training was not an FHS project input and that it was sponsored by the U.K. Overseas Development Authority. It should also be noted that all USAID-sponsored training of FLAS staff, to date, has been short-term technical training. There is no provision in FLAS's contract with USAID for long-term academic training.

Of the ten staff members interviewed, five are current employees who had not received USAID-sponsored training but had received short-term technical training sponsored by other international donor agencies. Four employees had participated in USAID-sponsored short-term technical or competency-based training related to their jobs. Courses took place in Swaziland, in the United States, or elsewhere in Africa. One leaver was interviewed. All thirty professional staff members of FLAS had either received degrees, diplomas, or certificates from local training institutions prior to their employment with FLAS. The training received while employed with the organization has been competency-based, technical, on-the-job training. Trainees had been employed by FLAS for two months to six years. All interviews including the interview with the director of BMEP are summarized below.

FINDINGS

The study team examined both the factors affecting training and the contextual variables that affected the ability of the FLAS to have an impact on development. It is important to note that training is short-term. The factors are discussed below.

1. Factors Related to the Training Process

The quality and effectiveness of a training program affect the achievement of participants and their ability to make a contribution to development through an NGO such as the Family Life Association of Swaziland. In its examination of training, the study team considered pre-training preparation and training delivery. These findings are pertinent to the effects of training for FLAS.

a. Emphasis on training that is clearly job related. Participants had been employed by FLAS from 4 to 6 years at the time of training. Participants became aware of their training programs because management established a direct relationship between the training program and job responsibilities. The participants were not involved in the selection of the training programs, training institutions, or the length of the programs.

b. Emphasis on training that is clearly related to contributions the trainee is expectedto make to the organization. Career plans were not developed between the trainee and management prior to the training even though training was a result of needs assessments developed through performance appraisals. What management named "career planning" was a focus on the actual

impact and contribution (goods or services) trained employees would be expected to make to the organization upon their return. Career planning did not include promotion, salary, mobility, etc.

c. Commitment of the organization to job placement for the trainee. Prior to departure for training, job placements were identified and returnees were placed in their respective positions upon their return. Participants, therefore, departed knowing what their job responsibilities would be.

d. Management involvement in training design and selection of training programs. The management of FLAS was involved in the selection of training programs and designated trainees for supervisory and managerial level positions. Through contacts between the organization and donor agencies such as USAID, IPPF, and training institutions in Africa and the U.S., the management was able to participate in the selection and sometimes even the design of training programs for staff.

e. Minimal employer contact during training. Interviewees stated that there was little, if any, contact with the employer during the training.

f. Importance of extra-curricular activities. Extra-curricular activities were viewed as an important aspect of the training experience. Activities undertaken involved debates or speeches at local institutions in Swaziland with other individuals working in the health sector. These activities provided an opportunity for dialogue and exchange of ideas with other colleagues involved in similar activities.

g. Importance of research by trainees. Participants who conducted research projects indicated that these projects strengthened their skills in research methodology and interviewing techniques.

h. Minimal disruption of families. Only one married participant felt that the training had been a serious disruption to family life.

i. Contribution of the organization through salary support to trainees. While employees are in short-term training the organization pays salaries.

j. Management contact with the training institution during training. The employer expects to remain in contact with trainees through progress reports submitted by the training institution.

k. Minimal importance of mentors within the organization. Because of the short-term nature of the training being offered, no mentor is identified within the organization to be responsible for providing and maintaining contact with participants.

2. Contextual Factors Related to Training

Once an educational program is completed, the ability of the trainee to use the experience is affected by a variety of exogenous factors. These factors are discussed below.

a. Resumption of same position in the organization after training, and other constraints of small NGO. In most instances, trainees returned to the same positions that they held prior to training. There was no promotion involved even though their job responsibilities may have increased. Upward mobility is rare within FLAS.

b. Importance of public sector and political support. A series of activities were conducted to obtain visible government approval of the family planning programs of FLAS trainees.

c. Importance of cultural sensitivity. The programs and activities conducted by the trainees were provided in a context that was highly sensitive to the reluctance of the community to engage in family planning.

d. Training as an integrated part of program delivery. The training provided to the FLAS was one of a number of interventions supported by USAID. Training was compatible and integrated with those activities; training and non-training interventions were said to be mutually reinforcing.

CONCLUSIONS

Based on the findings presented above, the study team drew the following conclusions regarding the ability of training and related contextual factors to impact on development.

1. Factors Related to the Training Process

The following elements of training programs undertaken by FLAS employees affected the results of training:

a. Employer involvement in training design and selection. Because of NGO limitations on financial and human resources, it is especially important to involve employees and employers in the selection of training programs and institutions.

b. Career planning. Career planning prior to departure should include promotion opportunities, salary increases and individual growth within the organization rather than being limited to the individual's increased productivity. Participants described this over-emphasis on productivity as a disincentive.

c. Training that meets both individual and organizational needs. A human resource development initiative should be designed so that the training selected is the most appropriate for both the trainee and the organization.

d. Mentors for trainees. A designated mentor, preferably the department or unit manager, should be assigned to staff while in training to advise and keep participants informed of new developments in the country and the organization.

e. Technical assistance. The provision of expatriate technical assistants to replace participants while in training might alleviate the staff shortage problem for the organization and open up possibilities for long-term training. The organization's financial constraints and inability to release

its members for long-term training have been major obstacles especially for the growth and development of the research and evaluation unit.

f. Relevant training. In-country training is preferred because of the ability to make the training experience relevant to the country, participants' ability to stay abreast of developments in the country and the organization, and less strain on family life.

g. Active role of the trainee from start to end of training. The applicability of in-country or regional training revealed that participants preferred to: a) be involved in the process of selecting training programs; b) be trained in the environment in which they will serve either in-country or in other African countries; c) be able to continue to work in the organization while in training to relate training directly to the job; and d) stay in touch with changes and new developments in the country and sector.

h. Cooperative management of all training. Employees who had not received USAID-sponsored training had received in-service training and short-term training sponsored by other donor agencies such as CAFS, IPPF and WHO. There were no measurable differences between their responses and the responses of those trained by USAID.

i. Structured re-entry. A participant's return must be articulated in terms of the institution and the individual (mobility, etc.) rather than in terms of the institutional capacities alone. A structured re-entry process for trained staff should be developed so that trainees are aware of the organization's expectations.

j. Capacity to measure training impact. Development of the research and evaluation unit would increase FLAS's ability to measure training impact.

k. Retention incentives. FLAS (like other NGOs) sets its salary scale a bit above the GOS rate. Other incentives should be investigated to help keep returnees for a longer period of time after training.

2. Contextual Factors and their Effect on Training

The contextual factors affecting FLAS's use of trained personnel are largely related to some unique features of NGOs. These conclusions are verified by BMEP as well.

a. Loss of staff to the public sector. More training opportunities in the public sector, typically international donor-funded scholarships, attract employees away from NGOs. A country's planning for training would, ideally, consider the sector (e.g., family planning, health) as a whole and develop incentives for all types of organizations to participate.

b. Loss of staff to the private sector. Better wages, career planning and job mobility attract trained NGO employees to the private sector. Retention incentives must be considered from the planning stages of training.

IMPACT OF NGOs TRAINING ON DEVELOPMENT

1. FLAS

There have been dramatic changes in family planning in Swaziland over the past three to five years. Contraceptive prevalence is up and fertility rates have declined from 7 to 6.2. Many changes are a result of FLAS interventions and will be reflected in the organization's upcoming strategic plan.

The short-term technical training that FLAS employees have received has made an impact on the organization, on the individuals trained and their colleagues, on the managers of those trained staff members, and has increased the number of services offered to the beneficiaries of the organization. In this regard, training has assisted staff in accomplishing many of their goals. Recipients of training are more confident in their subject matter and their ability to interact with clients and colleagues as demonstrated in report-back sessions and in-house training.

Prior to training, participants were aware of the contribution(s) that they wanted to make toward the development of the country. The following are some of their comments.

> "I was a welfare officer and a member of FLAS prior to being employed by the organization. I had observed the destruction of the family in the country and wanted to make a difference."
>
> "I always wanted to become more involved and contribute to planning for the country's future. I've also been concerned about the attitude of men toward family planning."
>
> "While working at a Government clinic prior to working with FLAS, I was interested in family planning, however, opportunities were limited at that time. Because of my awareness of the country's economic problems -shortages of schools and jobs, and high crime rates- I wanted to ensure that couples who wanted large families understood the need to be able to provide a good home life and education for them."

Organization managers have high expectations of trained staff and rely on them to be leaders in their areas of expertise. Although the training that has occurred has made an impact on the organization and on the trained individuals, most staff indicated the desire and need for additional training in the areas of management, in training of trainers to enable them to perform their jobs better, and in refresher courses to keep them abreast of new developments in their respective fields. Most staff also cited computer training for all staff as a tremendous need in order for the organization to function more efficiently. Past training experiences have motivated and inspired both trained and untrained to seek out further education.

Since 1980, the organization's projects have increased from six to fifteen. According to FLAS officials, family planning has become less of a controversial subject. While there continues to be strong differing opinions about family planning, FLAS allows for these opinions to be openly discussed. Awareness of family planning and contraception is high and contraceptive prevalence

has increased from 4% to 17%. The Parliamentary Committee on Population and Development has reported that the draft population and development policy document is in its third revision; the next step involves a presentation to the Prime Minister followed by the issuance of the policy by the Head of State.

The Ministry of Health (MOH) appears to perceive the future of FLAS as playing an important role in areas such as integrating HIV/AIDS education into secondary school curriculum in collaboration with the Ministry of Education; expanding the family life education program to include primary schools; training for family planning service providers; continuing public awareness and community work; assisting the Health Education Unit (HEU) in family planning information, education, and communication; continuing the industry-based initiative; and working closely with the MOH as it sets up its research and evaluation unit.

Through its service delivery program, FLAS has established three urban-based clinics (Mbabane, Malkerns, and Manzini) that provide family planning services. Services include contraception distribution, sexually transmitted disease (STD) counseling and treatment, HIV/AIDS referral, youth counseling, infertility counseling, and supervision of the practice for midwifery and community health nursing students. Additionally, the Manzini clinic offers treatment for childhood illnesses, and the clinic in Malkerns offers comprehensive preventive and curative child health services. All three clinics have historically been, and continue to be, among the top ten providers of family planning services in Swaziland.

Early reports for this year indicate large increases in clients in most of the service delivery categories. The total number of family planning clients in 1991 was 7,368, while the number of contraceptive users was 2,023. The contraceptives used include oral (pills), intra-uterine devices (IUDs), condoms, injections, foam tablets, and diaphragms.

The major focus of the work of the Information, Education and Communications (IEC) program has been to increase the awareness of the general public about family planning. This is done primarily through the mass media and through its Family Life Education (FLE) program in secondary schools and communities. The FLE program has produced a teacher's guide and several pamphlets for use by students. Regular lectures are also given on family planning to parents, traditional leaders, church leaders and out of school youth during community meetings.

The research and evaluation department works closely with the IEC department and produces useful monthly, quarterly, and semi-annual reports of services provided in all FLAS clinics. The Unit produces contraceptive procurement tables and is currently involved in seven ongoing research efforts. Current statistics show that FLAS distributes 53,000 packs of condoms and 13,000 foam tablets annually. The unit is developing an approach to research to contract expertise from the University to assist in major research initiatives.

The performance of FLAS during the last few years is clearly a result of numerous efforts to strengthen the organization. Training is but one intervention and its contribution has not been traced specifically. Nonetheless, participants believe that their contributions to FLAS are identifiable.

All participants described the following personal contributions made to the overall effectiveness of the organization directly linked to training: formulation of community outreach programs; improved client counseling skills; more efficient clinic coordination; improved staff motivation; better collaborative efforts and team work; more comprehensive report writing; newly acquired listening skills related to the staff they manage; better ability to delegate tasks; participation in management decision-making; and revising organization systems. Participants who were not trained outside of Swaziland stated that they are able to share information and help trained colleagues adjust their training to Swazi specific applications. Participants are providing training to staff members. All contributions are measured by a monthly and quarterly performance appraisal conducted by individual supervisors.

Newly acquired skills being utilized at FLAS with direct linkage to training are: research methodology, project planning, management, theoretical bases of family planning, information dissemination, and a clear and wider concept of the field.

Three trained staff members have left the organization--two professional and one administrative--since the completion of their training. Lack of upward mobility within the organization was cited as the reason for leaving.

2. BMEP

The results of training at the BMEP were equally clear to the Director. Training has led to (a) production of financial loan reports; (b) computerization of all business data; production of proposals for future funding from various donors; (c) increased private sector productivity of microbusinesses; and (d) effectiveness of BMEP traceable through client improvements.

3. FLAS and BMEP

Short-term training appears to produce results. There is a plausible association between training for FLAS and BMEP and impacts being realized in population control and small enterprise productivity. Short-term training has a greater impact upon staff of NGOs when:

- Training is directly related to job responsibilities;
- Training is conducted in-country or in other African countries to maximize applicability;
- Participants are involved in the process of selecting the training program and the institution to ensure both employee and employer investment;
- Participants are kept informed about new developments within the organization to provide a forum for research and an easy reentry after training; and
- Job responsibilities increase in conjunction with salary increases.

CHAPTER VI
PRIVATE COMPANIES

OVERVIEW

Three organizations were selected as representative of the private firms that have received training under USAID sponsorship. They are: Usutu Pulp Company, Gama Associates, and Swazi Clutch and Brake. Each is described below.

First, Usutu Pulp Company (UPC) was established in 1961 after the Commonwealth Development Corporation invested in tree planting in the hills known as Nkhangala (the treeless) in 1949. Today, Usutu Pulp manages one of the largest man-made forests in the world covering some 65,000 hectares with a plantation of over 70 million trees with 2,800 employees including 363 professional positions (supervisory or management) and 2,448 semi or unskilled laborers. The company's estates house 1,800 Swazi employees who together with their families number some 15,000. If contractors and suppliers are added to these numbers, Usutu Pulp directly or indirectly employs 20,000 people.

Trees planted include the pinus patula (from Mexico) and the Pelloitti and Pteada (from the southern U.S.). Well-watered highlands and soil type have made the plantation prosper. Usutu Pulp has built a woodpulp mill industry to produce a variety of saleable products, mostly unbleached pulp used in paper bags, cardboard, and fibre cement compounds. The market for Usutu goods includes Korea, Japan, Taiwan, southern Europe and the U.S.. Three thousand tons of wood are milled daily in a 24-hour operation to produce 180,000 tons of pulp per year or approximately 12% of the world's pulp requirements. Usutu is a South Africa-owned company. The GOS owns 30% preference shares. Pulp products are not only exported out of Africa but also are used nationally and regionally.

Usutu has a HRD unit which supports international and regional studies, and in-house training in management, production, literacy, and economics. Typically, line managers are responsible for identifying training needs.

Second, Gama and Associates, the first Swazi-owned and operated engineering firm in the nation, was started by two individuals who returned from long-term degree training under AFGRAD. Gama and Associates was established in 1990.

Third, another small business, Swazi Clutch and Brake, had three individuals participate in short-term training courses in South Africa. The owner was trained in technical areas and management; his brother in management, and his wife in marketing. The firm began operations in 1983.

THE SUBJECTS OF THE STUDY

Usutu Pulp managers agreed to a combined group interview in-house focus group on one afternoon for all participants because: a) it was difficult to release participants from their jobs; b) the size of the company made it difficult to plan individual interview times; and, c) the HRD department wanted to be involved in the group responses. One two and one half hour focus group was held with four returnees, three of their supervisors and the head of the Usutu human resource development office. All participants had training under the SWAMDP project and one is currently in training under STRIDE. In two cases, participants contacted the employer for permission to obtain overseas training. In the other two cases, the employer contacted participants. Participants have been employed by the organization from seven to 18 years. In all, eight persons from UPC participated in the study.

In addition, the team interviewed and met with two owners from Gama and Associates and three principals from Swaza Brake and Clutch.

A total of 13 persons comprise the sample from private companies.

FINDINGS

The study team explored both the factors related to training and the of contextual variables affecting the ability of the UPC, Gama and Associates and Swazi Brake and Clutch trainees to have an impact on development. The factors are discussed below.

1. Factors Related to the Training Process

The quality and effectiveness of a training program influence the achievement of participants and their ability to make a contribution to development through a private company such as Usutu Pulp. In the review of training, the study team explored both preparation before training and training delivery. These findings are pertinent to the effects of training for UPC, Gama and Swazi Brake and Clutch.

a. Minimal contract between employer and employee planned. No formal structure was established for employer-employee communication.

b. Importance of career planning. Participants were released from work with specific positions identified for their return. Two were promotions and two were lateral moves to increase job productivity.

c. Lack of contact between contractor and organization. No relationship existed between the SWAMDP contractor and company management.

d. Extensive contributions to training by the company. Sending participants was costly to the company (salary, air ticket, salary for replacement) and investment in individuals was very high. Expectations of returnees were also high.

e. Lack of employer contact during training. No reports were received by supervisors of participants' coursework, coursework changes, theses, extra-curriculars, academic difficulties, etc. No reports were sent by participants. Only informal contact between participants and friends at the company was made. No advisor, HRD official or supervisor was accountable to the participant for institutional support.

f. Mostly required, clear and relevant selection of courses. Course content was chosen by participants and in one case did not coincide with the supervisor's expectation of departmental need. Most coursework was quite specific with few elective courses.

2. Contextual Factors Related to Training

Once an educational program is completed, the ability of the trainee to use the experience is affected by a variety of exogenous factors. For the private companies in this study, the most significant variables were related to the economy and to opportunities for the company to sustain a market and build capacity to produce. During the years when the training was occurring for the three companies in the study, Swaziland's economy has been stable and growing. Companies have taken advantage of poor performance of the economy in South Africa due to political factors. Both training and other resources have been available to Swaziland at a time when the emerging private sector has needed some advantages to gain a foothold in the region.

Also affecting training in the private sector is the drive of companies for accountability and productivity--a drive that is clearer than it is for NGOs and public organizations. By and large, the small company owner and manager has a clear and specific need for training of employees and his or her incentives are to obtain results in skills, knowledge and related competencies.

The experience of the three companies is illustrative. At Usutu Pulp three participants returned to pre-determined slots, all with either salary or position promotions--or both. The fourth participant was entirely "forgotten" by Usutu. No communication transpired either between the individual and Usutu or between Usutu and the contractor. The participant returned to a new department supervisor who had no idea who he was, where he had been, or what he was supposed to do. Usutu kept him employed but has not been able to find him a suitable placement within the organization. Participants who had been with the company for a substantial amount of time (e.g. 13 years) were not as successful at promotions because their seniority had already allowed them maximum vertical mobility.

The returnees manage 6 supervisors or line managers directly and over 400 employees indirectly, or approximately 15% of Usutu's employees. Positions of returnees include section manager for forestry operations, senior computer programming analyst, production manager or processing engineer and chemical engineer.

Management contends that improved job performance has more than repaid the company's financial investment for individuals in training except when training programs had not provided the specific skills determined as priorities by supervisors.

Since Gama and Associates and Swazi Brake and Clutch trainees were principals in their companies, their return, placement and promotion was not an issue. The constraints they would

face would not be internal to the companies, but would reside in the economy as a whole and in institutions fostering a favorable small business climate.

CONCLUSIONS

Based on the findings presented above, the study team drew the following conclusions regarding the ability of training and related contextual factors to have an impact upon development.

1. Factors Related to the Training Process

a. Specific skill-based training . For the private sector training is expected to have an immediate pay-off. Training must be designed with the documented needs of the company and its employees in mind.

b. Accountability. The companies in the study illustrated very well the role that organizational accountability plays in training effectiveness. The company that establishes measurable benchmarks for trainees upon return benefits from the investment it makes in training.

c. Measurement of impact. Accountability in private companies fosters a respect for and use of measurement of impact. Private companies want to know what training is worth to them and they have systems for tracking results that are better than those in public institutions, parastatals or NGOs. The data are available at the organizational level rather than at the level of the individual trainee and individual baseline and performance data would be a useful enhancement to the monitoring system.

d. HRD Planning. Private companies made better use of HRD planning than did other organizations in the study and the planning had a favorable impact on training results and utility.

e. Immediate skill application . Private companies made better use of the skills of trainees by assessing and using their new skills immediately.

f. Communication. Where formal communications procedures were established among employers and contractors, training was managed to achieve better and more clearly measurable results in productivity.

g. Follow-on training. Private companies can identify needs for follow-on training and would benefit from job-specific follow-on.

2. Contextual Factors and their Effect on Training

The contextual factors affecting private companies' training effectiveness are largely economic in nature. Private companies are able to attract good people into their organizations. They have been able to attract training funds and the regional economy has created a positive business climate in Swaziland in general. Training has also been able to draw Swazis into business arenas once dominated by expatriates and overseas exposure has triggered initiative as well as building skills. Private companies in Swaziland do not fear loss of trainees to other sectors.

IMPACT OF PRIVATE SECTOR TRAINING ON DEVELOPMENT

1. Usutu Pulp Company

Training has been a benefit to the three companies in the study. The benefits differ in each company. At Usutu Pulp, management and participants confirmed that training had increased individual productivity and institutional capabilities. Although no increases or specific changes in production could be directly linked to training interventions, the intent of Usutu managers is to strengthen performance thereby increasing or improving sales or services. Although this objective, particularly essential in the private sector, does not guarantee improved mobility for Swazi citizens, it does increase the number of employment opportunities both in semi or unskilled areas as well as supervisory and management areas. Usutu Pulp must make a profit in order to sustain its business. Increased productivity does not necessarily mean opportunities for Swazi citizens since many management staff come from South Africa--all participant supervisors in the focus group were South African.

Usutu Pulp has, however, made a commitment to improving its training plan. A new post for a training officer within the HRD department was created and filled by a Swazi citizen. This individual received his PhD in education in the U.S. under the SWAMDP project and had been working at UNISWA. His move meant a great loss to the university community but a major gain for Usutu Pulp. The HRD department head noted that the majority of applicants for the job had received degree training in the U.S. He also commented that because all the BA candidates for the job had such general education courses, they were not able to satisfy the job requirements for a training officer. In his opinion, general liberal arts education for a BA was not at all useful to those individuals who would need specific skills at Usutu Pulp.

2. Gama and Associates

Gama and Associates was created by two trainees after they finished their degrees. Both individuals who received degrees in engineering state that opening this firm has made them role models for other Swazi citizens. Although technical skills were not targeted for development as a result of training, the opening of Gama Associates would not have occurred had the owners not had the opportunity of benefiting from the scope of long term degree programs.

Business growth has turned a 30,000 Emalangeni initial investment into a 250,000 Emalangeni business. Training program components which were most essential were: a) having a well-informed advisor; b) participating in extra-curricular short courses and; c) training was based on the individual rather than the individual's employer (SWAMDP). This engineering firm now is an active member of the Swazi Association of Technologists and the Electric Standards Committee for Swaziland. Both committees serve as advisories to the Ministry of Works.

3. Swazi Brake and Clutch

Direct results of training at Swazi Brake and Clutch included a) the opening of seven new shops, two of which are in South Africa near the Swazi border; b) employment for forty-two Swazis; and c) production of the first brake and clutch plates produced for export in Swaziland currently being tested in South Africa.

The company's owner attributes his achievements in technical innovation directly to his exposure to technology and aspects of business competition through the office of United States Information Service (USIS) in the U.S. The innovations are directly linked to more and better services for vehicles in Swaziland, more jobs, and more export revenues for the country.

The major components of short-term training which were essential include: pre-determined application of skills to positions (tailoring training); focus on productivity (making a profit to guarantee sustainability); and, wider perspective on business in other countries made applicable to Swaziland. As a result of a series of short-term courses in the region, five shops in Swaziland are now managed and operated by three trained individuals who can service public and private vehicles in one-fith of the previous turnaround time. The owner is also active on several committees which serve private sector businesses.

CHAPTER VII
CONCLUSIONS AND RECOMMENDATIONS

Education and training have made a difference to the development of Swaziland. For twenty years, USAID and other donor organizations have invested in Swaziland's human resources and there is no question that the investment has been an essential ingredient in the progress that has been demonstrated. Since 1972 USAID has implemented 41 projects having training components. USAID has supported academic degree programs at the graduate and undergraduate levels and has provided short-term training in Swaziland and in third countries for hundreds of other individuals.

Throughout Swaziland, graduates of USAID-funded programs are in key positions of leadership, decision-making, teaching and research, and they continue to influence the country's future well-being. The study that has been reported in this document verifies the magnitude of USAID's contribution to the development of human resources.

A total of 857 individuals have been trained in long- and short-term programs. Thirty-two percent (32%) or 278 are women. Further, a tracer study in 1988 and related follow-up investigation report that graduates largely have remained in the fields for which they were prepared through USAID training. They have brought to Swaziland capabilities that previously were non-existent. Capacities in primary curriculum development, in health sciences education, in agriculture research for Swazi farmers, in agriculture extension and in small business were introduced through training and other strategies.

Short-term training has been used extensively in Swaziland to develop technical and managerial capacity. Impressive results have been realized. USAID has provided training for virtually all primary school teachers, nurse practitioners, and agricultural extension workers in Swaziland.

Training continues to be an important part of the Mission's portfolio encompassing U.S., third country and in-country training opportunities.

EVIDENCE OF THE IMPACT OF TRAINING ON DEVELOPMENT

There is no question that education and training have been comprehensive in scope and effective in developing skilled personnel. But, apart from giving individuals competitive advantage in employment opportunities, has training contributed to the development of Swaziland? The 98 subjects of the study spoke to this question in personal terms.

From the **National Curriculum Center,** USAID training is credited with:

- The creation of primary curriculum development specialists and the introduction of a primary curriculum capacity in Swaziland;

- The production of primary level books;

- The production of a variety of educational materials that have been widely disseminated to schools;

- The introduction of SiSwati as the chief language of instruction in the primary schools, with an increased circulation of books in this home language.

From the **Swaziland Institute of Health Sciences** USAID training is credited with:

- Contributing substantially to the personnel capacity of the Institute by training seven nurse educators, one of whom is currently principal of the Institute;

- Creating with other donors the capacity to train about 80-90 paramedicals each year in basic nursing, community health, community mental health, dental hygiene, family nursing, midwifery and public health inspection;

- Increasing the number of paramedical personnel available for emergency medical response resulting directly in the saving of lives;

- Introducing new curriculum in communicable diseases and parasitology;

- Decreasing the numbers of expatriate lecturers.

Returned trainees have conducted numerous workshops for other medical personnel and have written and published materials that are being used by the Ministry of Health. They serve on Institute committees and advise and counsel students in medical fields of study.

From the **Malkerns Research Station** USAID training is credited with:

- Training 139 agricultural extension workers;

- The timely and direct communication of agricultural research findings to small-scale Swazi farmers;

- Local farmer use of high yield hybrids;

- Farmer adoption of fertilizer utilization;

- Decreased expatriate staff;

- Improved productivity of the Research Station as measured by improved rates of task completion and increases in delegation;

- The production of field support guides for agricultural extension;

- Continual increases in the rate of adoption of innovations by Swazi Nation Land Farmers;

- Effective use of new research equipment;

- Initiation of new seed variety research that is based directly on the identified needs of farmers;

- Breakthroughs in soil fertility, crop protection, biometry, agricultural extension training and dissemination, entomology, weed science, plant pathology and agricultural economics.

From the **Central Bank of Swaziland**, USAID training is credited with:

- Providing academic training for 12 of the 144 professional staff who supervise 54 (30%) of the Bank's employees and supporting in-country and third country training for many more individuals;

- Replacing three expatriate positions;

- Improving the Bank's capacity to handle international transactions;

- A more highly skilled, professional staff and improved image of the Bank in the community;

- Increased national dividends resulting from increased investment in the Bank;

- Specific improvements in annual report preparation, banking systems, automated internal control systems, banking forms for handling foreign exchange, national pension plans, stock and money market advising and analysis and reform of Swaziland's monetary system.

From the **Family Life Association of Swaziland** USAID training is credited with contributing to:

- Technical training of FLAS staff;

- Increases in contraceptive prevalence from 4% to 17% in 1992;

- Increased popular acceptance of family planning and demonstrated government support;

- Formulation of community outreach programs;

- Improved client counseling skills;

- Improved staff motivation, collaboration, listening, delegation and decision making;

- Staff skills in research methodology, project planning and management, application of family planning theory and information dissemination;

From the **Business Management Extension Program** USAID training is credited with:

- Establishment of the capacity to computerize business records;

- Production of financial loan reports;

- Increased productivity of microbusinesses served by BMEP.

From the **Usutu Pulp Company** USAID training is credited with:

- Academic degrees for three employees who supervise directly and indirectly 15% of the company's workforce (400 persons);

- Increases in the organization's productivity.

From **Gama Associates** USAID training is credited with:

- Providing academic degrees to two participants who initiated the first Swazi-owned and operated engineering firm in Swaziland.

From **Swazi Brake and Clutch** USAID training is credited with:

- Academic degrees for the company's three principals who have opened seven new brake and clutch shops;

- Employment of forty-two Swazis;

- Production of the first brake and clutch plates produced in Swaziland for export.

No doubt this list of achievements could be easily expanded were the study to be extended to other recipients of training from other organizations and sectors that have been supported by USAID. But can these achievements be said to constitute impact?

According to the definition used by the study team, impact is a change in the quality of life of target groups. In the results listed above, few of the contributions are achievements that have occurred at the level of impact. They are, however, in many cases, achievements that must be considered preconditions for impact; i.e., capacities that must be in place in order for impact to be achieved further on in the development process.

CONDITIONS FOR ACHIEVING DEVELOPMENT IMPACT THROUGH TRAINING

From the case studies that have been presented here, it is clear that some forms of training have more of a chance of making an impact or contributing to the creation of necessary impact preconditions than others. This study of training in Swaziland teaches several lessons.

First, preparation for training is a factor in getting results. Preparation includes planning, design, project development, selection and the like. The case studies provide evidence to suggest that preparation for training will improve the results of training and its impact when:

- Employers have demonstrated commitment to the trainee at the early stages of preparation by paying salaries or airfares, by providing assurance of jobs upon return, or by releasing trainees for short courses;

- Trainees have engaged in career planning and have training plans that are related to performance requirements, responsibilities and development impact preconditions;

- Participants are involved in the planning of their training programs and in program selection;

- Experience is a selection criteria; a broader experience base and length of service contribute favorably to the effectiveness of training and, ultimately, to the performance of trainees;

- The employing organization is involved in the planning of training and has a training plan for the organization that is related to organization performance in development;

- Management is supportive of training and is ready to be actively involved, committing organization resources to support the training process and its management;

- The employing organization has an accountability system that provided for setting performance targets, monitoring performance and providing feedback to employees;

- Pre-departure orientations include solid advice about what to study and how study will relate to future job performance or advancement opportunities;

- College placements are appropriate to the career aims of the trainee.

Second, the implementation and management of training is important to the ways that training is used to effect development goals. The case studies suggest that training programs contribute to development impact or preconditions when:

- Training is pervasive and affects large numbers of employees rather than being limited to educational opportunities for one or two individuals and often combines long- and short-term and technical and academic programs;

- Employers are in contact with trainees and with training institutions and the employer actively monitors the training program;

- Training includes Swazi-specific research projects and experience-based coursework; training is job related; training relates to the employing organization and its functions;

- Trainees are involved in extra-curricular activities that include practical training;

- Academic advising is provided by informed faculty members who have knowledge of the trainee's job and organizational setting;

- Training includes both theory and practice;
- Family issues are minimal and long separations are avoided;
- Training is regional or in-country;
- Methods and technologies taught are appropriate to the trainees job context;
- Contractors are involved with both the organization and the individual.

Third, the immediate follow-on to a training program is critical in how training will be applied and how it will be drawn upon by the trainee to effect development. The development impact of training is enhanced at the post-training stage when:

- There is a structured re-entry program that brings trainees back into the work setting with other employees and provides immediate direction and encouragement;
- Follow-up training is planned and implemented;
- Professional linkages with the training institution or other organizations is maintained;
- The employee's job is immediately available;
- Advancement opportunities and salary increases are associated with the training;
- Job assignments are directly related to the training and the trainee uses the learning right away;
- Trainees have opportunities to train others;
- The organization is receptive to the trainee's return.

Finally, exogenous variables always intervene in the ability of training and the trained individual to be used effectively. Every situation is unique and the contextual variables differ from place to place. In the case studies contained in this report, there were examples of important contextual variables that included, for example, political support that was clearly needed for the application of training in the area of family planning and a favorable economic climate that encouraged the successful creation of small businesses by USAID trainees. While the context is always situation-specific, some generalizations can be made. Training is more likely to lead to development impact when:

- Training is one of several coordinated interventions that are directed towards and managed for a specific impact or impact precondition. Training is well-integrated into the design, implementation, and management of development efforts and is not independent of USAID's overall strategy and program;

- USAID or its implementing agents is actively managing the context in order to influence and secure a favorable environment for the utilization of training. "Environmental management" is viewed as a part of training implementation and follow-on so that social, cultural, economic or political barriers are being reduced or brought in line with the kinds of activities that trainees will be engaged in after training;

- Personnel policies support training and the proper and effective deployment of trained personnel. Frequent secondments are minimized; trainee job assignments are relevant to training; and incentives like salary increase, career advancement or job challenge are available;

- Human resource development is coordinated at the organizational or institutional level regardless of donor or funding source; training is managed comprehensively by the institution.

IMPLICATIONS FOR USAID

The Swaziland case studies make clear the need for a reframing of the approach to planning and managing human resource development programs within USAID Missions. Beginning with the assumption that training is driven by a desire to create impact, a USAID Mission needs to establish goals. First, the Mission must specify impact indicators at the level of impact on people--targeted beneficiaries. Second, the Mission needs to direct its programs, projects and other activities so that the designs are impact-driven. Third, the designs of training programs are specific to impact preconditions and context variables. Fourth, training programs must be managed for impact; and fifth, the Mission must be able to measure impact at the level of beneficiaries and at the level of development preconditions. Each of these management requirements is addressed below.

1. Establish impact indicators. Impact indicators are established at the level of the Mission/country. The current trend towards keeping the Mission scope limited and focussed is conducive to the identification of a few impact indicators that can guide the programming for the entire Mission. Guidelines for stating impact indicators include the following:

- The indicators are likely to be long-term, perhaps bridging sectors as well as projects and programs;

- Indicators make clear the target audiences that are to be impacted; if the beneficiaries are anything less than the general population (a regional, ethnic, gender, age, occupational or other group) the indicators so state;

- The indicators are measurable and rely significantly on already existing data that have utility for other purposes. As it is necessary to rely on the availability of the data for a considerable period of time, support to data collection is built in from the beginning if needed;

- The indicators are widely understood within the Mission and between the Mission and representatives in the host country.

2. ***Direct training as a strategic intervention.*** Using Swaziland as a case in point, A.I.D. has expanded the strategic uses of training during the past several years. Having at one time offered general scholarships for study abroad at all levels and in most fields, A.I.D. now provides much more guidance and direction in the use of training funds. This guidance and direction is appropriate. Ideally, the guidance to training design and implementation encompasses the following:

- Guidance to training begins with the impact indicators which training is expected to effect; (Example - reduce fertility rates in the general population to 2% by the year 2000.);

- Guidance clearly states the hypotheses that have been generated in order to achieve stated impacts. (Example: If the supply of contraceptives is increased, the use of contraception will increase resulting in a declining fertility rate. A specific target audience is teenage girls and boys);

- Hypotheses are translated into programming preconditions; (Example: Country x needs a capacity to produce and distribute contraceptives that effectively reach sexually active teenagers);

- Guidance indicates the assumptions and identifies the contextual variables upon which the hypotheses and preconditions are predicated: (Example: Assumes government support for family planning and assumes that other donors will do a large scale family planning education intervention that will emphasize teenage girls and boys.);

- Guidance defines the role of training and specifically links training to the program preconditions; (Example: In order to work effectively with teenage girls and boys, rural clinic nurses need training in family planning counseling.);

- Guidance also indicates how training might influence contextual variables; (Example: Involve and educate a human resources officer from the Ministry of Health in order to ensure the continuation of technically qualified leadership in the area of family planning.).

3. ***Design training for impact.*** Given the above guidance to the Mission's training program, it is then possible to design training for impact. Training designs must:

- Begin with a statement of the impact indicators, program preconditions and implementation assumptions which provide the context into which training is being delivered;

- Describe the institutional arrangements that have been established to mediate the resources and deliver the desired impacts; include Ministries, agencies, private and non-governmental players, other donors, etc.;

- Within the institutions, target the organizations that must be strengthened through training and work with the organization to develop a training plan.

It is probable that this system of designing training will result in a bias for short-term training and in-country training because these types of training can reach more people, can be targeted to specific skills and needs, and can intervene in whole organizations and across organizations instead of limiting the experience to a few isolated individuals. It means that training must be designed in close coordination with the Mission's projects and programs and, indeed, must be fully integrated into those projects and programs because training is but one intervention in an integrated set of interventions all targeted to a very few impacts and their related preconditions. This suggests a bias for sector projects rather than umbrella-type training projects since the latter are more difficult (although not impossible) to integrate into the larger Mission strategy.

4. Manage training for impact. One of the problems associated with some types of USAID-sponsored training is that the training is not managed for impact. That is to say, neither the managers nor the systems they are using are set up to focus action on impact or on the achievement of impact preconditions. In order for training to be managed for impact, the following requirements need to be met:

- Impact must be managed at the Mission level. Since training is not ever (or very rarely) a sufficient condition for impact to occur, other inputs and actions are needed. Those other inputs and actions, along with training, need to be managed at a level higher than the training office.

- Training should be specifically managed to help create impact preconditions. The training office should focus primarily on preconditions for impact and should monitor the progress of training on the basis of effecting preconditions.

- The training office within USAID must be structured and managed as a part of the program offices within USAID. If these operations are only administrative, then decisions relating to recruitment, selection, fields of study, coordination of academic and technical training and the like will be decisions that are made without impact preconditions and impact, itself, in mind;

- Program staff must understand the role that training is playing in the preconditions and impacts they are trying to achieve. Training cannot be delegated to staff who do not know what the training is intended to produce;

- Training should be targeted towards organizations rather than towards individuals. Program staff and training staff would work together to ensure that appropriate training is taking place and training would be well coordinated across projects, programs and sectors within the Mission;

- USAID should limit investment in training for staff of organizations that have no HRD capability and no plan for training and career development. Evidence from the study team's case studies has shown that introducing training into such an environment is an investment with severe limits on returns. Rather, USAID is better advised to assist the organization in its personnel and HRD function prior to investing in academic or technical training.

5. ***Measure impact and impact preconditions.*** The efforts of USAID to create positive changes in living conditions should begin with an understanding of the current situation into which USAID will intervene. Creating impact, then, begins with baseline data that are descriptive of the current situation and provide the basis for establishing impact targets. Assuming that impact indicators have been clearly specified and baseline measures are in place, the following need to occur:

- USAID should establish with confidence that needed impact data are accurate and valid and likely to continue to be collected. USAID may need to assist in the strengthening of a country's measurement capacity, but it is not appropriate for USAID to assume the responsibility for impact measurement. Such measures are too costly to serve only the USAID purpose;

- Tracking of measures at the national and sectoral level should be accompanied by tracking at the level of the organization and the individual. This means that organizations targeted for training must have their own plans and measures for contributing to development impacts. The burden for tracking organization performance resides with the organization. Similarly, an individual's training plan, developed in conjunction with the employer in most cases, should contain targets and strategies for effecting impact, most probably at the preconditional level. Tracking of individual performance is an organizational and individual responsibility as well;

- Track beneficiaries and target groups directly served by a trainee or group of trainees from a given organization. Both individuals and organizations are positive about the concept of tracking beneficiaries and the responsibility for this should be handled by training recipients;

- Environmental monitoring must accompany the measurement of impact and the tracking of contributions to impact preconditions. USAID must monitor the exogenous situation in order to strive to obtain the conditions necessary for training utilization, and intervene appropriately if conditions are not conducive to training utilization. For example, training of small-scale entrepreneurs may be relying on the availability of credit for business start-up and expansion. While the participants in business training are being prepared, USAID may need to be effecting the policies or practices regarding business credit.

CONCLUDING REMARKS

The case study method employed in this study is a useful tool for monitoring training activities and providing recommendations for improved impact effectiveness. The case study method has the advantage of bringing together the key players who are working on an impact target and focusing their collective attention on impacts and impact preconditions. Case studies can involve trainees currently in programs and can quickly identify adjustments needed to achieve better results.

Measurement of impact must be a collaborative effort among a host country and its national statistics office, organizations targeted for training, individual trainees and USAID technical and training personnel. The aim is to keep USAID initiatives focussed on the targets, while at the

same time managing training towards the impact preconditions. This broader interpretation of training impact as a many-tiered process provides a realistic and practical approach to meeting the central goal of changing people's quality of life. The study team's investigation of USAID-sponsored training and its impact on development in Swaziland has shown the many positive results of training initiatives, and offered insights into the various stages at which interventions conducive to impact on development may occur.

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APPENDICES

A. The Impact of Training on Development in Swaziland
   - Initial Evaluation Design
   - A Case Study
   - Data Collection Guide

B. Interview Guides
   - Organization Managers
   - Current Employees who have received training
   - Former Employees who have received training
   - Current Employees who have not received training

C. In-House Focus Group Questions
   - NCC In-house Focus Group Questions
   - SIHS In-house Focus Group Questions
   - Central Bank In-house focus Group Questions
   - FLAS In-house Focus Group Questions
   - USUTU Pulp In-house Focus Group Questions

D. List of Study Subjects/Interviewees

E. Selected Project Summaries
   - Selected Project Descriptions
   - List of Projects and Numbers of Participants
   - Participant Breakdown by Age (chart)

Impact Evaluation of Swaziland Training Initiatives

Initial Design for the Case Study

The purpose of this study is to explore the possibilities of measuring impact of USAID training in Swaziland. The following design includes five major components:

1. Describing the history and background of USAID training initiatives and identifying the population of USAID trainees in Swaziland;

2. Assessing the successes and failures of such initiatives based on USAID documentation to determine the suitability of Swaziland training as a viable case study;

3. Conducting an evaluation of training impact in targeted sectors of Swazi organizations which have been selected based on USAID training initiative participation;

4. Assessing the potential impact of the newly designed and on-going STRIDE training initiative based on impact indicators identified in the evaluation;

5. Constructing a model which will guide the design of training as well as the measurement of impact.

Background

This section of the study describes USAID training initiatives in Swaziland from 1971. It provides information related to the numbers of trainees, type of training, types of programming/projects which supported the training, and a description of the overall USAID training population in Swaziland. The section's purpose is to define the total population from which a sample will be drawn for further study.

Summary of training effectiveness

Section two compiles evaluation and impact data about training initiatives to determine outputs and impact which have been measured to date. It establishes that the HRD program in Swazilnad deserves further attention as a possible model for other mission training initiatives. The section sheds light on the importance of the outputs described in section one to the development of the Swazi population.

The Study

This section describes the definitions, assumptions, methodology, and results of the study conducted to investigate the components of

training impact in USAID sponsored Swazi organizations. It ties the Swaziland NDP to USAID strategies expressed in its CPSS and the sectoral interventions which have included training. The study examines and analyses three different organizations which fall within the targeted sectors where training interventions have occurred. It examines interviews with officials, questionnaires regarding development contribution by trainees and analyses the results of three focus groups composed of the trainees from each organization. Section three identifies variables which have resulted in positive and negative training impact at both organizational and individual levels and implications for future training design and impact evaluation.

Previous evaluation methodologies have successfully described the impact of training by using indicators based on benchmarks attained by each individual trainee. This study will go beyond such indicators to assess training impact based on benchmarks attained by the institution/organization where the trainee is employed. The study will use the USAID CDSS and the Swaziland National Development Plan to determine the mission's strategies and how those strategies fit into the overall NDP. It in turn will analyze the impact of training on one institution within each of the mission's targeted sectors in order to identify the variables which both positively and negatively affected impact. The purpose of this study will be to formulate impact indicators by uncovering relationships between 1. the aims of the Swazi NDP 2.the mission's stated intervention strategies to accommodate populations targeted by the NDP 3. changes within targeted USAID organizations which utilized training initiatives and 4. contextual variables expressed by trainees which have facilitated positive and even sustainable impact. Such variables might include employer involvement, selection process, mentoring, family conditions, adherence to national goals, salaries, national climate, political stability, type of training, length of training, monitoring of training, etc.

Selection of the sample population for the study

The following criteria will be used to create a pool of candidates for evaluation.

1. The sector has been targeted as a USAID priority

2. The organization falls under one of the USAID targeted sectors

3. The organization is an established work unit with autonommous decision making and a definable purpose

4. The organization has a high concentration of professionallly trained individuals who serve in mid-high level positions and have successfully completed a USAID training program

An Assessment of Potential Impact of USAID New Initiatives in Training - STRIDE

This section will examine the changes made in USAID training strategies for its on-going STRIDE progject and assess potential positive and negative impact based on indicators identifed int eh case study. This section will attempt to use information gathered to assist the mission maximize impact by identifying needed changes in the original design and identification of impact indicators by examining the objectives written for this project and whether its stated indicator(s) will be able to be measured upon the project's completion.

Analysis and Conclusions

The final section of the case study will analyze findings and produce a model for impact evaluations based on information gathered in Swaziland. It will explain necessary connections between national, mission, institutional and individual indicators which need to be articulated for impact to be measured. In addition, it will describe the difference and importance of intended and serendipitous impact and how the information generated by this case study can assist in formulating a framework for constructing USAID training designs, identifying impact indicators and measuring for overall training impact.

A Study of the Impact of Training on Development: Swaziland Case Study

The goals of the training impact study are to develop a strategy for measuring training impact, to test that strategy in a field setting and to use the findings to imform both the design and the impact assessment of HRD programs.

The strategy for measuring training impact will be derived from a methodology developed under a previous contract. The field test will take place in Swaziland and will employ a case study approach. The case study will be completed in four steps as follows.

Step 1: Describe the HRD Investment in Swaziland

The first task is to set the boundaries of the case study by describing the dimensions of the total investment made to date in HRD in Swaziland and determining the size and scope of the total population. The total population is defined as all targets of USAID/Swaziland assistance in the HRD program since its inception in 1972 (?). Targets of assistance may be found in any sector. They may be individuals or organizations. They may have received academic or technical training; short-term or long-term training; training in the US, third countries or incountry. They may have received assistance through any contracting mechanism including contracts that are centrally or regionally funded as well as Mission-funded. The contracts may have been designed and managed by the HRD office or by the sector offices. The contracts may be completed or continuing.

- 0 Give brief background on Swaziland and the need for HRD established at and since independence.
- 0 Refer to the National Development Plans and extract some information on HRD if the plans make any reference. Also might sight the priority attention given over the years to education, health, and agriculture (or other priority sectors).
- 0 Overview the HRD program in Swaziland from inception. Themes, trends, changes, $ investment.
- 0 Cite the relevant section of all available CDSSs.
- 0 List all of the training vehicles (AFGRAD, SAMDTP) and sectoral contracts with major training components and briefly describe each. Full name of the contract, contract number, numbers trained, type of training (graduate, undergraduate, academic, technical, incountry, etc.), start and end dates of the contract, other assistance, if any, provided under the contract.

Step 2: Describe the results that have been achieved through the

investment in HRD

The second task is to determine if USAID has obtained the intended results through its investment in training. The case study will rely on existing evaluation data to determine what the HRD investment has achieved. Evaluations of any or all of the projects and contracts cited above should be referenced. (Note: the Mission may not have the data on centrally and regionally funded and managed contracts.)

In this task we will draw conclusions from the evaluation data and make general statements. We believe that we will find that the Swaziland HRD investment has obtained the intended results. We will state what those results are and we will determine where the impact on development is likely to be found insofaras training has been one tool for achieving development impacts. We will cite the sectors and the organizations or institutions where it appears that training has played a significant role in the development of Swaziland. (Suggest a matrix of documents if there are many. Down the side list the document and across the top list all the training projects and put Xs in the boxes to show what document evaluated what project.)

Step 3: In situations where training has obtained the intended results, describe how training has made an impact on development in Swaziland. If training has made an impact on development in Swaziland, describe how that impact has been obtained.

The third task is to explore the impact of training on development. Specifically, the task is to measure the impact of training on development in Swaziland and to analyze the causes that led to the impact.

Step 3.1 is to develop the strategy for measuring impact. This step includes the development of the approach, data collection methods, development of instruments, setting of selection criteria for sampling and selection of the study sample. At present the proposed selection criteria are:

- The sector(s) from which the sample is to be drawn has been targeted as a USAID priority;
- The sample will be comprised of organizations;
- The organizations will fall under one of the USAID targeted sectors;
- The organizations will be an established work units with some autonomous decision making and a definable purpose;
- The organization has a high concentration of professionally trained individuals who serve in mid-high level positions and have successfully completed a USAID

training program.

0 The organization can make its professional staff available to complete a questionnaire of about 30 minutes and the majority of those staff can attend a three-hour focus group session.

Step 3.2 is to conduct the study in four case settings. Each of the first three cases will include:

0 Background. USAID's intended impact in the sector (eg lower infant mortality). The role of this organization in the sector (eg provide community-based nursing services to mothers and children) and how this organization fits in an institutional delivery system within the sector (works along with primary health care units, traditional healers, public education programs). Describe the organization size, mission, etc. Obtain this information from documents and from interviews with the leadership of the organization.

0 The contribution of the organization to impact. Having established that beneficiaries have been targeted for impact in the sector and that this organization plays some role in the institutional complex to see that the beneficiaries are reached, describe the relevant outputs of the organization and describe those outputs as impact or as impact preconditions. For example, an organization that innoculates children and has documented evidence that lives have been saved may be said to contibute directly to impact. Or, on the other hand, an organization that is producing literature promoting breast-feeding and is delivering that material to clinics may be said to be contributing to impact at the preconditional level. Nonetheless, there is a plausible association between the distribution of information and the choices made by mothers to breast-feed.

This information will come from interviews and reports done by the organization or outside evaluators if available.

0 The role of training in achieving impact or impact preconditions. Having established that the organization has made a contribution, we will find out how training has contributed to the organization's contribution to the development effort. Describe the professional personnel involved in this organization and describe all of the training that has been provided by whatever source, as long as it is professional, technical or managerial in nature. Specifically identify the USAID contribution to the training resource in the organization. This can probably be established through interviews and through

existing USAID data bases. Other donors could be consulted.

- The importance of training in the development sequence. Having established the role that training has played in this organization, establish its relative importance to achieving impact. Determine the other resources, conditions, etc.(at least five other variables including personal commitment, interest and motivation; organizational and managerial support for the employee's work; support of the family and community; external assistance of donors or other technical assistance; community leadership and support from the beneficiary groups) that have been important to the organization. These data are collected at the level of the individual trainee and are aggreggated for the organization. Non-trainees can be queried as well. (We will select all personnel in each organization?)

A fourth case will assess the design of the STRIDE project and, as a new project in the beginning stages of implementation, the study will be used to weigh the project's potential for achieving impact.

Step 4. Analyze the data and relate the findings from the three mini-cases.

THE IMPACT OF TRAINING ON DEVELOPMENT
A CASE STUDY OF SWAZILAND
Data Collection Guide

This Data Collection Guide contains the instruments that will be used to study the impact of training on development in Swaziland. The study will focus on individuals and organizations that have utilized A.I.D. training support and will attempt to link training, directly or indirectly, to benefits ultimately accruing to target populations. The sample for the study will include:

1. Organizations that have used training as a means of strengthening their performance in development. The study team will select at least three organizations to participate in the study.

2. Individual trainees (participants) will be involved in the study. The study aims to reach about 10% or 70 trainees that have studied in the US as well as persons who have engaged in third country training or in-country training or who have not received training at all. The individual interviews will be obtained through the organizations (cited in 1 above) and through the random selection of additional individual participants not affiliated with the selected organizations.

Following is a summary of the instruments included in this package.

1. Interview Guide and Questionnaire for Organization Managers;

2. Interview Guide and Questionnaire for **Current** Employees Who Have Received Training;

3. Interview Guide and Questionnaire for **Former** Employees Who Have Received Training;

4. Interview Guide and Questionnaire for Current Employees Who Have **Not** Received Training;

5. Discussion Guide for Organization Focus Groups;

6. Interview Guide and Questionnaire for Participants Not Affiliated with a Selected Organization.

The interviewer should define training as any education or training experience, degree or non-degree, related to their profession.

Additional information concerning the administration of each instrument is contained within the attachments.

Interview Guide for Organization Managers

Each of the case studies of organizations in Swaziland that have received a substantial amount of USAID or other training includes several sets of interviews. The first interview is with heads of the organization and other senior personnel who have a history with the organization, know its measures of effectiveness and are knowledgeable about training that has been provided to employees during the time period in question. (The time period in question is the year of the first participation of the organization in USAID training to present.) The purposes of this interview or set of interviews are to:

- Obtain background information on the organization.
- Obtain information on the contributions made by this organization to the sector of which it is a part. Specifically, determine how the organization has contributed to impact (a direct effect on beneficiaries) or impact preconditions (an indirect or partial effect on beneficiaries).
- Obtain information regarding training provided to professional employees in the organization during the time frame in question. Isolate and describe USAID training.
- Determine the perceived importance of training to organizational performance.
- Relate the training to the sector and to direct or indirect impact on beneficiaries.
- Explain why training has or has not been an important resource within the organization to help it impact development.

This instrument may be used with any informed individual in the organization whether or not he/she has received training. It may be completed in written form by the subject, but must also be administered as an interview.

The subject should be advised that the data are confidential and that results will not be reported in any way that identifies the source of the information.

Note: Question 1 may be fully answered through documents and one interview. The question may not need repeating for all interviewees.

INTERVIEW FOR ORGANIZATION MANAGERS
(1)

Name of Organization:_____

Type of Organization ***(please check one)*****:**

Public____ **Private**____ **Parastatal**____ **NGO**____

Name of Interviewee:_____

Position within Organization:_____

Number of Years Employed with Organization:_____

Number of People Supervised:_____

Number of Overall Staff:_____

Number of Professional Staff:_____

1. Description and role of the organization

1.1 Describe the organization (goals, objectives, mission statement).

1.2 What is the history of the organization, why/when did it begin, under whose jurisdiction, etc?

1.3 Since inception, describe any major changes or milestones in the organization (relate to specific donor interventions if appropriate).

1.4 What sector(s) is/are served by the organization and in what capacity?

1.5 What is the source(s) of financial support (government, international donors, etc.).

1.6 Who are the direct and indirect beneficiaries of the services your institution provides?

(Interviewer, obtain reports that document impact (e.g. annual reports))

2. Establishing the Contribution of Training

2.1 What training has been provided to the organization (1 or more individuals) during what time periods? List and indicate donor-funded and non-donor-funded training.

2.2 Please indicate whether training was

academic/degree_____ **and/or** technical_____ (number of trainees in each category)

(Please check the appropriate type of training below and the number of participants from the organization)

long-term_____ short-term_____ U.S._____

third country_____ in-country_____

2.3 How has the increased educational level of your employees influenced the effectiveness of your institution?

2.4 If the organization's capacity has increased because of training interventions, how has this influenced the effectiveness (eg. services rendered) of the institution?

2.5 As a result of training, how many participants have:

a)____ been promoted

b)____ taken management positions (mid, senior, expatriate?)

c)____ provided training to others

d)____ had a new position created for them

e)____ left the organization

f)____ other results

3. Establishing Benefits of Participant Training & How the Organization was Involved in Training

3.1 How did managers or supervisors become involved in an organizational needs assessment or other means of planning for training to meet manpower needs?

3.2 How were members of the organization involved in establishing selection criteria and/or in selecting participants for training program(s)?

3.3 How was the organization involved in conducting career planning with the participant(s)?

3.4 Did career planning focus on development impact or contributions that the participant would be expected to make to the workplace upon return?

3.5 How was the organization involved in the design or selection of the training program?

3.6 What kind of support does the organization provide to the trainee during training?

a. Financial support:
___Salary
___airline ticket
___benefits to family
___materials
___other (specify) _____

b. Is there any contact, information sharing, or other means of staying involved with the trainee(s) during the training program?

c. Is there a mentor/someone in your organization directly responsible for the participant during training?

Who?

3.7 How has the organization planned and prepared for the return of the trainees?

3.8 What specifically does the organization do to support returning participants (promotion schemes, responsibilities, training of other staff, managment positions, other benefits)?

3.9 How does the organization place the returning participant(s)?

3.10 What are the obstacles to returned participant placement in your organization?

3.11 What is done to ensure that the organization benefits from participants' new skills?

3.12 a. How has long-term academic degree training contributed to the organization?

b. How has short-term technical training contributed to the organization?

c. How has in-country training contributed to the organization?

3.13 Describe the benefits that your organization has gained from employees being trained.

3.14 Are there measures of individual performance that can be used to establish productivity (i.e. are contributions measured or judged?)

3.15 Are there measures of organization performance that can be used to establish the individual's productivity (ie. are the contributions made by returnees measured or judged)?

3.16 Describe the obstacles your organization faces as a result of training (leavers, lack of mobility, promotion, placement, the importance of the type of organization {NGO, GOS, parastatal, private}).

4. Establishing Development Impact

4.1 How does training improve the lives of:

a. participants

b. colleagues of participants

c. organization managers

d. beneficiaries of your organizational services

4.2 Describe specific contributions your organization makes to the development of Swaziland (service to target groups, direct or indirect) that can be linked to training interventions?

4.3 How should training programs be modified in order to serve your sector and type of organization more effectively?

4.4 Describe the obstacles to development that Swaziland faces as a result of training.

Other comments or observations:

Interview Guide for **Current** Employees Who Have Received Training

Each of the case studies of organizations in Swaziland that have received a substantial amount of USAID or other training includes several sets of interviews. The first interview set is with managers and heads of organizations. The second set of interviews is with current employees of the organization who have participated in one or more training events through USAID or other donors or other sources. The purposes of this interview are to:

- Develop a full picture of how individual employees engage in and use training and other professional development opportunities to enhance their careers.

- Determine how training affects individual productivity on the job.

- Determine how the training of individual employees or groups of employees affects the organization's productivity and its contributions to development.

This instrument may be used with any professional employee of an organization involved in the study who has received training whether USAID-supported or not. It may be completed in written form, but will require an interview to follow-up the responses. The instrument may be employed entirely in the interview format.

The subject should be advised that the information obtained through this instrument will remain confidential and their names will not be directly associated with any data nor with specific conclusions drawn from the data.

INTERVIEW FOR CURRENT EMPLOYEES WHO HAVE RECEIVED TRAINING

Name of Organization: _____

Type of Organization

Public:___ **Private:**___ **Parastatal:**___ **NGO:**___

Name of Interviewee: _____

Current Position in Organization: _____

Number of Employees in Department: _____

Number of Employees Directly Supervised by You: _____

Total Years in Organization: _____

1. Training Experience

1.1 Have you received long-term degree training, certificate, or diploma?

Please indicate type of degree(s) and field(s) of study

_____ _____
(degree) *(field of study)*

_____ _____
(degree) *(field of study)*

_____ _____
(degree) *(field of study)*

_____ _____
(degree) *(field of study)*

1.2 Where did you receive this training (location and training institution)?

1. 2.

G1

3. 4.

1.3 What were the dates of your training program?

1.4 In what age group were you at the time of your training?

19-24___ 25-35___ 36-50___

1.5 How was the degree/training program financed?

self_____ employer_____ *donor agency _____ *(please indicate agency)*

If donor agency is USAID, please state project/contract, if known.

1.6 Were you employed by this organization at the time of your training program?

___yes ___no

Position prior to training:_____

Position upon completion of training_____.

1.7 Have you received technical training or short courses of any kind?

In-country___ Third-Country___ *U.S.___ Other___

**Please indicate only those courses or training not undertaken during your long-term training.*

1.8 Where (location and training institution)?

1. 2.

3. 4.

1.9 How was training financed?

self_____ employer_____ *donor agency _____ *(please indicate agency)*

If donor agency is USAID, please state project/contract, if known.

1.10 What were the dates of the training courses?

1.11 Were you employed by this organization at the time of training?
___yes ___no

Position prior to training:_____

Position upon completion of training_____

2. Recruitment and Selection Process

2.1 How did you become aware of your training program?

_____Advertisement

_____Individual Employer

_____USAID Project

_____Other *(please specify)*

_____

2.2 How was your selection for the training program related to the job that you held at the time of your application?

2.3 How were you involved in the planning for your training?

_____Selection of training instutition

_____Selection of type of degree/training program

_____Selection of length of training program

2.4. Who else was involved in planning your training?

How?

2.5 What was your pre-departure training preparation?

(notice of selection, departure date, etc.)

2.6 How effective was your pre-departure orientation in preparing you for your departure for training?

Explain

2.7 Prior to your departure, did you develop a career plan?

Describe (employer involvement, self, institutional, mandated, etc.)

2.8 How did the plan describe a change agent role or a role in development for you upon return?

2.9 How did you stay in contact with your employer during your training program? Describe the nature and frequency of the contact.

2.10 How important was the contact with the employer to influencing the content and direction of your training program?

2.11 Were you in close contact with an assigned academic advisor or mentor at the training institution?

2.12 How important was your advisor__mentor__ at the training institution?

2.13 What extra-curricular activities did you participate in that were important in making your training relevant?

(Please include any short courses and/or technical training and indicate institution and location)

2.14 During your training what specific activities did you undertake such as a thesis or a research project that were directly linked to Swaziland?

2.15 How important were these activities to the overall effectiveness of your training program?

2.16 During your training program, how did you monitor events in Swaziland (or at the organization) as they related to your career plans?

2.17 How did you adjust your training program to respond to the knowledge of events back home?

2.18 How important was monitoring the home situation to the content and direction of your training?

2.19 Did you change your field of study while at the training institution?

Explain reason for changing

_____personal interest _____organizational interest

_____development interests _____other

2.20 Who did you notify about the change?

2.21 What was your marital status at the time of your training?

__married __single __divorced

2.22 If married, was spouse able to accompany or join you?

2.23 How did your training effect your family life?

2.24 Describe your job placement upon your return from training.

2.25 Was the placement identified prior to your departure for training?

2.26 How important are your newly acquired skills to your job position?

2.27 If your newly acquired skills are **not** utilized in your current job, what value was your training in:

a. getting the job

b. your daily responsibilities

{value of degree in obtaining employment}

3. Establishing Participant's Contribution to Employing Organization

3.1 Describe your previous job responsibilities.

3.2 What are your current job responsibilities?

3.3 Is it a promotion?

___salary increase
___management slot previously held by an expatriate
___created for you

3.4 Since your return and completion of training, have you received subsequent promotions (relate to areas in 3.3)?

___yes ___no

3.5 How are your new job responsibilites linked to the training you received?

3.6 How do you contribute to your organization's effectiveness?

(Describe any unusal contributions/achievements and how they are related to training received)

3.7 How is your contribution measured?

3.8 How essential was your training experience in contributing to your job productivity.

3.9 What do you gain from colleagues who have not received training?

3.10 How do you feel you contribute to their ability to perfom their jobs effectively?

What do you offer? (staff training, technical skills transfer, etc.)

4. Establishing the Participant's Contribution to Development Impact

4.1 Since your return from training, how have your contributions in the organization impacted

the development of Swaziland?

4.2 Before training, were you aware of the contribution you wanted to make to development?

Explain

4.3 Describe how knowledge of your country's development needs did or did not influence your training plans.

4.4 In retrospect, if given the option to obtain the same degree at the University of Swaziland, any university in the Southern Africa region, or a U.S. university, which would you choose?

____In-country ____Third-country ____U.S.

Please explain why

4.5 Please provide any other comments/suggestions for USAID-sponsored training programs.

INTERVIEW FOR FORMER EMPLOYEES WHO HAVE RECEIVED TRAINING

Name of Organization:_____

Type of Organization:

Public:_____ **Private:**_____ **Parastatal:**_____ **NGO:**_____

Name of Interviewee:_____

Current Position in Organization:_____

Total Years in Organization:_____

Previous Position and Name of Organization:_____

_____

1. Training Experience

1.1 Have you received long-term degree training, certificate, or diploma?

Please indicate type of degree(s) and field(s) of study

_____ _____
(degree) *(field of study)*

_____ _____
(degree) *(field of study)*

Position prior to training:_____

Position upon completion of training_____

1.2 Where did you receive this training (location and training institution)?

1.3 How was the degree/training program financed?

self_____ employer_____ *donor agency _____ *(please indicate agency)*

**If donor agency is USAID, please state project/contract, if known.*

1.4 What were the dates of your training program?

1.5 Were you employed by your former organization at the time of your training program?

____yes ____no

If no, what organization were you employed by?

1.6 Have you received technical training or short courses of any kind prior to your current position?

In-country_____ Third-Country_____ U.S._____

Position prior to training:_____

Position upon completion of training:_____

1.7 Where (location and training institution)?

1.8 How was training financed?

self_____ employer_____ *donor agency _____ *(please indicate agency)*

**If donor agency is USAID, please state project/contract, if known.*

1.9 What were the dates of the training courses?

1.10 Were you employed by your former organization at the time of training?

2. Recruitment and Selection Process

2.1 How did you become aware of your training program?

_____Advertisement

101

_____Individual Employer

_____USAID Project

_____Other *(please specify)*

2.2 How was your selection for the training program related to the job that you held at the time of your application?

2.3 How were you involved in the planning for your training?

_____Selection of training instutition

_____Selection of type of degree/training program

_____Selection of length of training program

2.4 Who else was involved in planning your training?

How?

2.5 What was your pre-departure training preparation?

2.6 How important was your pre-departure preparation to the effectiveness of your training?

Explain why

2.7 Prior to your departure, did you develop a career plan with your former employer? Describe (employer involvement, self, institutional, mandated, etc.)

2.8 How did the plan describe a change agent role or a role in development for you upon return?

2.9 How did you stay in contact with your former employer during your training program?

Describe the nature and frequency of the contact.

2.10 How important was the contact with the employer to influencing the content of your training program?

2.11 How important was your advisor/mentor at the training institution?

2.12 What extra-curricular activities did you participate in that were important in making your training relevant?

2.13 During your training what specific activities did you undertake such as a thesis or a research project that were directly linked to your training plan and Swaziland?

2.14 How important were these activities to the overall effectiveness of your training program?

2.15 During your training program, how did you monitor events in Swaziland (or at the

organization) as they related to your career plans?

2.16 How did you adjust your training program to respond to the knowledge of events back home?

2.17 How important was monitoring the home situation to the content and direction of your training?

2.18 Did you change your field of study while at the training institution?

Explain

_____personal interest _____organizational interest

_____development interests

2.19 Who did you notify about the change?

2.20 What was your marital status at the time of your training?

____married _____single ____divorced

2.21 If married, did your spouse accompany you?

2.22 How did your training effect your family life?

3. Establishing Participant's Contribution to Employing Organization

3.1 Describe your job responsibilities at your last employer.

3.2 When did you leave that organization (how many years assoicated?)

3.3 Why did you leave?

3.4 How long were you employed with that organization after you received training?

3.5 How were your job responsibilities at that organization linked to the training you received?

3.6 How was your contribution measured?

3.7 Describe your job placement upon your return from training.

3.8 Was the placement with your former employer determined prior to your departure for training?

3.9 Was it a promotion?

___ salary increase
___ management slot

___previously held by an expatriate
___created for you

3.10 After your return and completion of training, did you receive subsequent promotions (relate to areas in 3.24)?

3.11 How important were your newly acquired skills to your former job position?

3.12 If your newly acquired skills are **not** utilized in your former job, what value was your training in the following:

a. getting the new job

b. your daily responsibilities

3.13 What are your current job responsibilities?

3.14 How are your job responsibilites linked to the training you received?

3.15 How do you contribute to your organization's effectiveness?

(Describe any unusal contributions/achievements and how they are related to training received)

3.16 How is your contribution measured?

4. Establishing the Participant's Contribution to Development Impact

Previous Organization

4.1 After your return from training, how did your contributions in the organization impact the development of Swaziland?

Present Organization

4.2 Since your move from your former employer, how have your contributions in the organization impacted upon the development of Swaziland?

Interview Guide for Current Employees
Who Have Not Received Training

Each of the case studies of organizations in Swaziland that have received a substantial amount of USAID or other training includes several sets of interviews. The first set of interviews is with managers or heads of the organization. The second and third sets of interviews are with current and former employees who have received training while employed in the subject organization. The fourth set of interviews is with employees who have **not** received training while employed by the organization. The purposes of the interview are to.

- Determine if trained employees affect the performance and development contributions of employees who have not received training.

- Determine what factors other than training are perceived to contribute to an employee's capacity to contribute to development.

This instrument may be used with any employee who has **not** received training while employed in the organization. It should be administered as an interview, although the interviewee may read and comment in writing prior to the interview.

The interviewee should be advised that the data are confidential and his/her name will not be directly associated with any information or conclusion of the report.

Interview for Current Employees Who Have Not Received Training

Name of Organization: _____

Type of Organization: _____

Name of Interviewee: _____

Current Position: _____

Other Positions Held: _____

Total Years in Organization: _____

1. Training and Employment History

1.1 Prior to your employment what training did you receive related to the job you are now doing?

Degree___ Technical___ Certificate___ Other___

Field of study: _____

Institution: _____

1.2 Describe your current job.

1.3 Describe any other positions that you have held within this organization.

2. Establishing Interviewee's Contribution to Organization

2.1 How do you contribute to your organizations effectiveness?

2.2 How is your contribution measured?

2.3 Describe how you gain (continue to gain) the skills and knowledge needed to perform your job.

2.4 What obstacles (if any) inhibit you from acquiring the skills and knowledge needed to perfom your job?

2.5 What do you gain from colleagues who have received training?

2.6 How do you feel you contribute to your trained colleague' ability to perform their job?

3. Establishing Interviewee's Contribution to Development Impact

3.1 How have your contributions in the organization impacted the development of Swaziland?

3.2 Prior to employment, were you aware of the contribution that you wanted to make to development?

NCC In-house Focus Group Questions

August 21, 1992

1. What are the most important concepts that your children should learn at school?

2. How do your children use what is learned at school back at home or in the community?

3. Compare you schooling to that of your children's. How are Swazi schools different now?

Probes
* books
* relevancy to Swaziland
* capabilities of teachers

4. How are your children better prepared to meet the challenges that they will encounter in Swaziland.

Probes
* better prepared for the job market
* seek further education
* productive member of the community

5. The NCC is the institution responsible for the production of materials used by students and teachers in the classroom. How do NCC materials improve the teachers' capabilities of enhancing your childrens' education?

6. You've stated that the NCC has been able to improve upon the production, relevancy and availability of materials in the classroom. How has training assisted you in accomplishing NCC goals?

Probes
* what can NCC do now that it couldn't do before
* how has education improved
* how is NCC equipped to face the challenges of the future

SIHS IN-HOUSE FOCUS GROUP

August 27, 1992

1. What health services are required by the population of Swaziland?

2. How have these services changed over the last 10 years?

3. How has SIHS been able to respond to the changing health needs?

4. How do you as lecturers/administrators better prepare your students to respond to the health needs which you've identified?

5. What has training done to build the capacity of individuals at SIHS?

6. What should training programs do to strengthen SIHS's institutional capacity?

Central Bank In-house Focus Group Questions

August 24, 1992

1. What different types of banking services exist at Swazi banks?

Probe * how do services at Central Bank differ from others

2. Can you describe the changes/milestones which have taken place in the bank in the past 15-20 years?

3. How will you, as staff members of the bank, respond to the new economic and financial challenges which the bank will face?

4. How will the Central Bank more effectively serve the other financial institutions and the Ministry of Finance?

Probes * what signficant contributions have changed bank services

5. What has training provided to Central Bank personnel which allows the bank to respond to future challenges and the development of Swaziland?

FLAS In-House Focus Group Questions

August 21, 1992

1. Think back to when you were growing up, what were the major health issues faced by Swaziland at that time?

2. How have those issues changed?

   - AIDS
   - Family Planning
   - Sexually Transmitted Diseases
   - Other

3. What are the effects of family planning that are now visible in the community?

   - clinics
   - industry
   - FLAS

4. How is FLAS prepared to meet the upcoming challenges of family planning in Swaziland?

5. How will individuals at FLAS be able to be effective agents for family planning given their experience and background?

6. Overall objective of capabilities of FLAS?

USUTU PULP In-house Focus Group Questions

August 25, 1992

1. How has Usutu Pulp grown since you have been employed here?

2. What goods/services does Usutu Pulp offer?

3. What is your role in delivery of those goods/services

Probe * job responsibilities / meeting production needs

4. How has training affected your productivity?

Probe * position, salary, people supervised, relationship with supervisors and colleagues

* changes and effects of changes in personal contributions

5. How is Usutu contributing to the Swazi economy (development)?

* number of jobs
* training of Swazis (individual development)
* export revenues for Swaziland
* profits for GOS

STUDY SUBJECTS/INTERVIEWEES

IRMA ALLEN, DIRECTOR, IN-SERVICE TRAINING UNIT (INSET), MINED
JAY ANDERSON, HEALTH OFFICER USAID
FRANK BACKUM, PRINCIPAL SECRETARY, MIN AGRICULTURE
ED BAKER, PROJECT OFFICER, PRIVATE SECTOR DEVELOPMENT USAID
CHUCK BARRIS, CONTROLLER, USAID
DICK BETZ, CHIEF-OF-PARTY, STRIDE
PHIL CRISTENSON, CHIEF-OF-PARTY, EPMT
JAMES DIAMOND, PENN STATE (TECHNICAL ADVISOR, CSRET)
GRACE DLAMINI, TRAINING OFFICER, CENTRAL BANK
LEO DLAMINI, ACTING DIRECTOR, CCU
KHETSIWE DLAMINI, EXECTIVE DIRECTOR, FLAS
THEMBA DLAMINI, GENERAL MANAGER, TIBIYO NAKA NGWANE
PETERSON DLAMINI, LECTURER, SCOT
MARTIN DLAMINI, DEPUTY GOVERNOR, CENTRAL BANK
SIPHIWE DLAMINI, CHIEF ADMINISTRATOR, CENTRAL BANK
DIANE EAMES, PROJECT OFFICER, USAID, RAILWAYS AND SBDP
PATRICK FINE, EDUCATION/HRD OFFICER USAID, SWANDP EPMT, STRIDE
DON FOSTER-GROSS, ED/HRD OFFICER, USAID
P. GAMA, GAMA ASSOC.
KANYA GAMEZE, BUSINESS MANAGMENT ENTREPRENEUR PROJECT (BMEP)
STEVE GOERTZ, AGRICULTURE OFFICER USAID
DOYLE GRENOBLE, HORTICULTURE SPECIALIST, CROPPING SYSTEMS,CAPM
JERIMIA GULE, UNISWA, SANTD
DON HENRY, CHIEF-OF-PARTY, SBDP
NOMAKHEMBA HLOPHE, DIRECTOR MANAGEMENT SECTOR, DEPT OF LABOUR
MARY HUNTINGTON, ACTING MISSION DIRECTOR USAID
KIM KENNEDY, CHIEF-OF-PARTY, CAPM
CECILIA KENYON, PROJECT MANAGER USAID, STRIDE, ACTING ED/HRD
PATRICK LUKELE, NATIONAL DIRECTOR FOR AGRICULTURE
MARTIN MABUSA, DIRECTOR OF PERSONNEL, SWAZI NATIONAL RAILWAYS
HUGH MAGAGULA, UNDER SECRETARY, MIN OF LABOUR
PAUL MAKACHUWA, DIRECTOR, MALKERNS RESEARCH STATION
KURT MALZER, PRODUCTION MANAGER, USUTU PULP CO. LTD
GRACE MASUKU, TRAINING OFFICER USAID
MURMLY MATHUNGWA, PRINCIPAL, INSTITUTE OF HEALTH SCIENCES
ALLEN MCFADDEN, DIRECTOR OF PERSONNEL, MIN LABOUR
DOUG MCLEAN, ASST DIRECTOR,SBDP
BOB MORIN, PTMS SPECIALIST, LABAT ANDERSON WASHINGTON
CRISTABEL MOTSA, DIRECTOR, HOME ECONOMICS DEPT, MOAC
LON MUFFET, IN-COUNTRY TRAINING ADVISOR, STRIDE
CYRIL MZIYAKO, PTMS SPECIALIST, USAID
LOMBUSA NXUMALO, ACTING DIRECTOR, HEALTH EDUCATION UNIT
MILLICENT OBASO, RESIDENT ADVISOR, FAMILY LIFE ASSOC. (FLAS)
BILL RENISON, AFRICA BUREAU AID WASHINGTON
SOLOMAN SIMELANE, NATIONAL DIRECTOR OF EDUCATION
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ADDENDUM

SELECTED PROJECT SUMMARIES

Based on extensive research of the A.I.D. project evaluation summaries, final and mid-point reports, interviews and other evaluations, a synthesis of project initiatives and indicators was produced. The project name and number are listed along with a description of the project including impact indicators, impact preconditions and other categories of evaluation. In each sector summary, projects are listed in the chronological order in which they were introduced in Swaziland. Outputs are discussed along with recommendations concerning the training.

The narrative summary of projects that follows begins with the agricultural field, and is followed by an assessment of the educational and human resource development training and finally, training in the health sector. Overall, USAID's training in Swaziland has successfully helped to create valuable and appropriate preconditions for tangible impact to occur. (This addendum lists dates for periods for which evaluation information was available, not necessarily for the period that the project was active.) A complete list of project titles with each project number and data disaggregated according to gender immediately follows.

I. AGRICULTURE

The FY87 Country Development Strategy Statement (CDSS) for Swaziland recognized that past efforts to increase agricultural productivity on Swazi Nation Land--primarily subsistence agriculture--were largely unsuccessful; the CDSS proposed a reorientation of agricultural initiatives toward small-holder, commercial agriculture. Early efforts at improving agricultural development were hampered by lack of a clear vision as to what was needed and poor communication between the Government of Swaziland, USAID, and the Office of Southern Africa Regional Activities. Despite these difficulties, USAID succeeded in achieving its goal of supporting the GOS's rural development program. Direct impact on overall levels of food production has not been achieved; however, the preconditions for impact within the agricultural sector in Swaziland have definitely been accomplished.

Project No. 6900024
SWAZILAND RURAL DEVELOPMENT
FY71-79

Project Description: One of the pilot projects in Swaziland which was designed to increase agricultural productivity and farmer income in rural Swaziland was the Swaziland Rural Development Project.(1971--1979). The impact of this project was mainly institutional, supporting rural infrastructure construction including 800 km of fencing, 400

km of access roads, 20,000 acres of terraced arable land, and a number of irrigation systems, collectively reaching 95% completion within a decade of USAID's initial operations in Swaziland. In addition, a heavy equipment repair shop and five equipment field service units were constructed and all are currently functioning, as is an 11,500 acre breeding and demonstration ranch opened and operated by managers trained under the project. In these accomplishments--creating the infrastructure and service units--the project was successful in developing the necessary preconditions for impact in rural development to occur. The project did not succeed in its goal of increasing overall domestic food production. Productivity increased through the use of hybrid seeds, fertilizer and pesticides, and provision of production credit made the purchase of these inputs easier, but not enough attention was given to the lure of more favorable off-farm earning opportunities for farmers than had been foreseen. The project area was also reduced from six to four rural development areas at the request of the Swazi government.

Recommendations: Due to oversight of farmers' opportunities for other employment, better monitoring of the range of farmers' income generating options is desired. In addition, traditional leaders need to be enlisted as part of the process of rural development since they sometimes delay or even obstruct support for development activities.

Project No. 6450068
SWAZILAND RURAL AREAS DEVELOPMENT SUPPORT PROJECT
FY79-83

Project Description: A related project which followed the Swaziland Rural Development Project was the Swaziland Rural Areas Development Support Project. The Rural Development Areas (RDA) program was designed to increase the productivity and income of the rural sector and to strengthen the RDA's land planning and development capability while developing, installing, and maintaining land conservation works. This project helped the GOS implement its Rural Development Area (RDA) program for homesteaders on Swazi Nation Land by undertaking conservation works and by strengthening the Land Use Planning Section (LDS) of the Ministry of Agriculture and Cooperatives.

In order to increase the professional skills of Swazi staff, the grant funded long-term training in the U.S. (at the B.S. level) for Swazi technicians who specialized in civil engineering, resource economics, range ecology, heavy plant mechanics, and supply management. Five men received training in the U.S. Four received B.A. degrees in agricultural engineering, civil engineering or agronomy (soil science), and one received a Master's degree in Agriculture. Another 158 heavy equipment operators, 42 light vehicle operators, 8 surveyors, and 60 heavy equipment mechanics received on-the-job training from contract advisors in Swaziland.

All planned water and electrical systems construction was completed. In this area, the project was successful as demonstrated by the infrastructure it created:

1,900 km of access road; 4,693 level homesites; and 30 domestic water supply systems--the latter serving 67,500 persons. Unplanned effects include better living standards, deeper political and economic involvement by the people, decreased infant mortality, and improved school attendance. Training targeted at LDS was relatively successful, with 34 trained mechanics and 135 certified heavy equipment operators on board, and over 200 personnel attended an LDS maintenance workshop.

A subproject of the Rural Development Area (RDA) Program in Swaziland was the National Environmental Conservation Education (NECE) program. For the NECE program, 201 personnel completed 1 to 5-day field course, provided primarily by the Ministry of Education (MOE); and 360 university students completed one-day field tours. In addition, 22,366 of a projected 30,000-40,000 students and adults visited Mlilwane on educational tours, and 16,500 of a projected 85,000 viewed environmental conservation presentations through the NECE outreach program. Efforts to include conservation education in the standard MOE curriculum were set in motion.

Recommendations: The major problem with this project was that training was insufficient. Training that was provided was deemed inadequate. Serious problems also occurred at the level of implementation, mainly due to poor cooperation between the contractor and the Swazi home staff. It was recommended that trained surveyors be provided for the project. It was also suggested that USAID should be more careful in selecting project contractors based on their ability to work effectively within the targeted country and with counterpart personnel.

Project No. 6450068
SWAZILAND COOPERATIVES AND MARKETING PROJECT

Project Description: Another project aimed at influencing development at the rural level was the Swaziland Cooperatives and Marketing Project, which was designed to develop a rural cooperative production and marketing system in Swaziland. Rather than having any direct impact, this project was important for the training it provided establishing important preconditions for impact. Unlike previous USAID projects, this project succeeded in directly and positively affecting small farmers, principally by allowing farmers easier access to supplies of fertilizer, farm chemicals and veterinary supplies. The project improved upon the results of the Swaziland Rural Development project by improving access to inputs while also making it easier for farmers to purchase these supplies closer to their homes.

Recommendations: The suggestions offered in evaluations of this project were mainly concerned with ways to improve communication between the key players or parties--contractor, USAID, GOS, etc. More thoroughly designed, detailed implementation plans would have contributed to the success of the project. The rural populations participating in the project should have received more thorough orientation and information on the role

of Swaziland's cooperative structure. In addition, provision of an advisor to the Office of Commissioner of Cooperatives could have averted the communication problems which occurred during the project. The project objectives were not clearly spelled out, and this was said to create low morale. Also there were interpersonal and intra-team conflicts. Lack of qualified manpower proved to be a constraint to the project. It was strongly recommended that governmental support for projects be secured in advance, as lack of GOS support proved to be a major stumbling block in the implementation of this project.

Project No. 6900224
REGIONAL SORGHUM AND MILLET RESEARCH
Regional

Project Description: Established for the nine member states of the Southern Africa Development Coordination Conference (SADCC), this project was designed to support efforts of the International Crops Research Institute for the Semi-Arid Tropics (ICRISAT) to create a regional sorghum and millet research and training program. The goal was to a) collect and import promising local sorghum and millet varieties from ICRISAT members in India and West Africa, and b) begin testing and crossbreeding these varieties. Multi-locational trials were conducted throughout Southern Africa to test the varieties for local conditions in terms of pests, soils, climate, etc.

Training was provided for national research personnel through seminars and workshops at the Matopos facility. A.I.D. financed M.Sc. training for 20 students from 6 countries, as well as the first year of training for 4 Ph.D. students.

Four Swazis were trained in the U.S. (2 male, and 2 female). One completed a Master's degree, and 1 completed a Ph.D. Currently, one Swazi is still working toward an Associate degree, and another continues to work toward a Ph.D.

Recommendations: Evaluations of this project were not available for this study.

II. EDUCATION AND HUMAN RESOURCE DEVELOPMENT

At the beginning of USAID's operations in Swaziland, education at all levels needed serious improvement. As previously mentioned, manpower development was also sorely needed and continued to be lacking. In keeping with its sustained efforts to provide training in skilled manpower and leadership, USAID began its educational initiatives with a nationwide program designed to reform and reorient the primary educational system and curricula to better meet the needs and circumstances of the Swazi people. The average Swazi's number of years of education has increased since the early 1970s. Swaziland's primary education enrollment rate is

considered high compared to other African nations. Two of the most successful education projects have been the Primary Curriculum Development project and AFGRAD.

The Primary Curriculum Development (PCD) Project described in Chapter 1 of this report is an example of USAID's commitment to primary education improvement in Swaziland. A follow-up to this rather extensive project was the teacher training project of the late Eighties in which 22 people were trained in the U.S. Of these, 13 were male, and 9 were female. Teacher training took place between the years 1986 and 1989 on an academic and technical basis. Two B.A. degrees were earned, 13 M.A. degrees were conferred, and the remainder of the trainees received technical education with no degree.

Education at the university level still needs strengthening, especially in commerce, industry, agriculture and related disciplines. Swazi nationals formerly (in 1984) comprised about one-third of the faculty. According to a USAID report for FY87, the Swaziland Institute of Management and Public Administration was regarded as the "least effective of its type in the SADCC countries." The number of people trained through the African Graduate Fellowship Program and the number of bilaterally funded participants returning are growing. These returned trainees are beginning to reach positions of influence in many parts of the system, so direct impact can eventually be achieved.

Project No. 6980455
AFRICAN GRADUATE FELLOWSHIP PROGRAM (AFGRAD)
FY79-90 Regional

Project Description: Leadership training for Swazis was significantly expanded through the African Graduate Fellowship Program (AFGRAD). Its major purpose was to train manpower for priority positions in the economic and social development programs of African countries. It was assumed that most of those trained would attain responsible positions in government ministries or in training institutions. The program is a cooperative undertaking in international education, a partnership between the African and American governments and universities.

In keeping with USAID/Swaziland's overall effort to improve and expand manpower training, the African Graduate Fellowship Program (AFGRAD), which had been functioning in other African nations and continues to do so, was expanded to include Swaziland. Relevant educational programs for future Swazi leaders was arranged and administered by the institutional contractor who managed all training support including participant selection, placement, and monitoring. The basic quota for each country was three scholarships per year or fifteen over a 5-year period. No country quotas were set for postgraduate training. Swaziland's quota in 1980 was two. Female participation in AFGRAD has been high, with five of Swaziland's eight awards going to women in the WAVE III awards. Overall, this number represents a higher proportion of female awardees than the target of 30% female participation intended in AFGRAD's programs.

Participants are chosen on the basis of such factors as national development priorities and the staffing requirements of key institutions. The preconditions for impact were created through the acquisition of skills for policy-making, teaching, research, and technical fields. The skills that they acquired for policy making, teaching, research, and in technical fields would indirectly benefit the population of Swaziland.

According to the Thomas Jefferson Fellowship data from OIT, 24 Swazis were trained through AFGRAD: 13 male and 11 female. Training is scheduled to be completed by 1994, with sixteen receiving M.A. degrees, 7 receiving Ph.D.s, and 1 receiving an "Associate" degree.

Recommendations: AFGRAD evaluations suggest that those students who had received adequate social and cultural orientation tended to perform better than those who had not been adequately prepared with cultural orientation. Numerous evaluations also recommend continued monitoring of training participants to ensure maximum benefit of the training and to smooth out any problems or difficulties as they arise.

That employment can be better matched with training through a "goal hierarchy" approach where training is more individualized and job-specific is an issue explored by the methodology being tested here. That is, should job placement be more appropriately suited to program or policy level objectives? Intensive manpower training had this as its goal at least in part. Among other efforts designed to strengthen manpower programs in Swaziland was the SADCC technical support grant for the Regional Training Council (RTC).

Project No. 690021545
SADCC TECHNICAL SUPPORT GRANT TO THE REGIONAL TRAINING COUNCIL
FY84-89 Regional

Project Description: This project was designed to strengthen the capacity of the Southern Africa Development Coordination Conference's (SADCC) Regional Training Council to support human resource development activities. Of 41 projects initiated or supported since the RTC's inception, only 11 reached the implementation stage. The RTC managed to strengthen its advisor staff, introduced project monitoring and follow-up systems, and improved networking and collaboration with other SADCC sectors. However, in the sense that previous training for the RTC did not receive adequate support from the GOS, providing it with only two junior planning officers and leaving all the senior roles of RTC leadership, direction, management, and technical contributions to be filled by donor-funded advisors, this project clearly had problems with prospects for the continuity of its work.

Noteworthy achievements included the introduction of new management systems and procedures, and the new initiation of program monitoring and sector coordination. RTC

activities were expected to accelerate during the remainder of the project. There were lengthy delays in implementation of this project due to past weaknesses in RTC institutional capacity, problems with other sectors, and the RTC's cumbersome decision structure, which relies upon consensus among its members. In addition, the project experienced a setback when the RTC chairman died unexpectedly. Project outputs, however; were being achieved at the time of mid-term evaluation.

Recommendations: There was a lack of establishment of permanent positions, thus severely limiting the potential for institutionalizing RTC expertise. The Swazi director of RTC, named in late 1987, was diverted to another role, and no other senior personnel were appointed. At the time of the PES report, only two Swazis--who were junior planning officers--were permanent Swazi staff. Greater linkages need to be made between initial establishment of positions and continued appointments, so that the RTC's work can continue uninterrupted.

Other forms of training provided for Swazi manpower involved specialized training for labor leaders. Approximately 1,000 high- and mid-level developing country labor leaders--six from Swaziland--attended study programs in the U.S. to gain better perspectives of the role of labor in economic development, as well as an awareness of the methods through which working groups can take an active part in socioeconomic development.

Project No. 9362007
LABOR ORGANIZATIONS DEVELOPMENT II
Central

Project Description: This project was a follow-on to Project No. 9380601 which provided specialized training to mid-level labor leaders from developing countries worldwide. The program was designed to improve the motivation of labor leaders and expose them to various labor practices. One of the goals was to encourage participants to form alumni groups. The program was also intended to provide direct country-to-country cooperation to strengthen world unionism.

The project provided motivational and other specialized training programs for groups of 18-22 persons each. Each 1-month study period included an orientation in Washington, D.C. at labor institutes such as the American Institute for Free Labor Development, the Africa-American Labor Center, and the Asian American Free Institute; a one-week seminar conducted by a labor relations institute at an American university; and field trips to various U.S. unions, industries, and public and private institutions. Themes of these seminars included: income distribution; union leadership self-help programs; occupational health and safety; community services activities; integration of women in country development; roles of unions in the democratic process; and new methods and techniques for rural union development with farmer groups, cooperatives, and market systems.

Four men and two women from Swaziland received short-term technical training.

Recommendations: It was not clear who the beneficiaries of training were, although the participants themselves gained from this training experience, and it is assumed that they would translate this experience and exposure into their individual labor organizations.

Project No. 6450081
UNIVERSITY COLLEGE OF SWAZILAND, DIVISION OF EXTRA MURAL STUDIES (DEMS)
FY80-82

Project Description: To help meet Swaziland's manpower needs, AID sponsored this project to increase the capacity of the University College of Swaziland's (UCS) Division of Extra Mural Studies (DEMS). A series of workshops was conducted to improve enrollment figures in DEMS. DEMS expanded its adult education curricula in statistics and business studies; a management education curricula was developed, and the percentage of outreach courses offered in rural areas increased substantially. Several workshops were offered in support of adult education activities, on topics such as familiarization with Employment Act legislation (for 80 officers from 25 private organizations); the use of theater and drama in community education and development (for 31 extensionists); approaches to rural development (for 69 participants from 20 government agencies); and integration of training (for 68 adult educators). Other workshops included training of literacy officers at the Sebenta National Institute and career guidance training for all secondary and high school headmasters.

In-country adult education was expanded to reach greater numbers of Swazis. In addition to the workshops, permanent steering committees were established to further identify public and private sector adult education needs. DEMS increased its enrollments markedly from 390 in 1979-80 to 1,228 in 1981-82. DEMS counterparts were also selected for training in the U.S. It also enjoyed UCS support and was successful in attracting paying clientele.

Recommendations: Greater cooperation is needed between DEMS and UCS regarding fees and fiscal procedures. The adequacy of DEMS support staff should be reviewed, and the project budget and implementation plan should be reviewed and revised. It was recommended that the project be extended to 1985. The major point made was that these types of training and educational programs require a broad base of support outside the university community and it was suggested that provision should be made for developing fee structures and appropriate procedures for fee collection and distribution to UCS and DEMS.

Project No. 69003003; 690008303
SOUTHERN AFRICA ACADEMIC AND SKILLS TRAINING PROJECT
FY77-80 Regional

Project Description: These two projects were designed to train personnel in the fields of health, agriculture, and education. The number of women trainees was high relative to the number of qualified secondary school graduates. Thusfar, all trainees have returned to jobs appropriate to their level of training. The acquired knowledge is being passed along to fellow workers. The project demonstrated the importance of carefully developed training plans, of establishing formal procedures in the placement of OPEX technicians, and of developing specific relationships between OPEX personnel and counterparts.

Recommendations: Planning for training was not as effective as it could have been. First, the assumption that training institutions in other African countries would be willing and able to absorb Swazis proved erroneous. A.I.D. then made no subsequent effort to identify qualified African learning centers, something that ought to be done in the future. Thus, the quality of training plans deteriorated rapidly. Training programs ought to be investigated to assure low-cost and relevant training.

III. HEALTH

A.I.D. has successfully built on the experiences of previous training initiatives to achieve selected goals in the health sector in Swaziland. In recent years, USAID decided it was best to promote an integrated package of family planning and child survival services given the GOS's sensitivity to family planning and their strong interest in integrating family planning service with other high-priority health services. The major means of achieving this goal was to increase the provision of integrated family planning and maternal and child health services at Ministry of Health clinics. The first major health project of consequence in Swaziland was the Health Manpower Training Project, which expanded health services to rural areas. This project is discussed at length in Chapter III. Other projects are cited below and in the project list which follows.

Project No. 6450215
SWAZILAND HEALTH PLANNING AND MANAGEMENT PROJECT (PVO)
FY83-85

Project Description: This project was intended to expand the capability of the Swaziland Ministry of Health (MOH) in the ares of planning, management and policy development. The major goal of the project was to reorient policy from curative to primary and preventive health care. This goal was largely achieved through implementation of a country-wide decentralization plan under which new Regional Health Management Teams (RHMTs) were established. Lines

of communication at the central and regional levels of MOH were improved. One man received short-term training in health planning and management in the U.S. The project's technical assistance helped improve the MOH's management capability by establishing a Personnel Unit, initiating three personnel information systems, establishing procedures for determining needs, and creating 100 new MOH positions for 1985-1986, compared to a total of seven in the previous years. Lack of involvement of the personnel and finance units in the decentralization process curtailed development of the necessary management support systems--finance and budgeting--at the regional level.

Recommendations: Counterpart participation needs to be improved as it was cited as the main problem of the project. At the headquarters level, counterparts either were not brought in soon enough, were away on long-term training, or were unable to work with advisors.

PROJECT LIST AND TOTAL NUMBERS OF PARTICIPANTS

I. AGRICULTURE

Swaziland Rural Development (6900024)
[Incomplete numbers from PTMS]

Swaziland Rural Areas Development Support Project (6450068)

Female	0
Male	5
TOTAL:	5

Swaziland Cooperatives and Marketing (6450055)

No gender breakdown.

TOTAL: 19

Regional Sorghum and Millet Research (6900224)

Female	0
Male	2
TOTAL:	2

Strengthening Management of Agricultural Research (6980445)

Female	0
Male	1
TOTAL:	1

II. EDUCATION AND HUMAN RESOURCE DEVELOPMENT

Primary Curriculum Development (6450009.00)

No gender breakdown

Phase I:	4 B.A. degrees 2 M.A. degrees 15 on-the-job training 17 training of support staff
Phase II:	13 B.A. degrees 4 M.A. degrees 1 Ed.D. 12 on-the-job training

Other figures available state that 20 were trained in the U.S.--2 people were sent twice; 15 were sent to EMU.

AFGRAD (6980455)

Female	11
Male	13
TOTAL:	24

Swaziland Teacher Training Project (6450214)

Female	9
Male	13
TOTAL:	22

SADCC Technical Support to the Regional Council (690021545)

Labor Organizations Development (9362007)

Female	2
Male	4
TOTAL:	6

University College of Swaziland, Division of ExtraMural Studies (DEMS) (6450081)

Southern Africa Academic and Skills Training Project (69003003;690008303)

Manpower Development and Training (SAMDP) (6450069)

Female	15
Male	29
TOTAL:	44

Manpower Development Assistance (6450218)

Female	70
Male	144
TOTAL:	214

Swaziland Training and Institutional Development (STRIDE) (6450231)

Female	4
Male	8
TOTAL:	12

III. HEALTH

Health Manpower Training (6450062)

Female	1
Male	0
TOTAL:	1

Swaziland Health Planning and Management Project (6450215)

Female	0
Male	1
TOTAL:	1

PathFinder Family Planning Services (9363042)

Female	1
Male	1
TOTAL:	2

Family Planning Training for Paramedical Auxiliary Community-II (9363031)

Female	1
Male	1
TOTAL:	2

Family Health Services (6450228)

Female	0
Male	1
TOTAL:	1

Improvement of Maternal/[illegible] ([illegible]1010)

Female	3
Male	0
TOTAL:	3

Primary Health Care (6450220)

Female	8
Male	9
TOTAL:	17

Primary Health Care--Operations Research (9365920)

Female	1
Male	0
TOTAL:	1

Training in Reproductive Health (9320604)

Female	5
Male	1
TOTAL:	5

Women and Infant Nutrition:A Family Focus (93652117)

Female	4
Male	2
TOTAL:	6

AIDS Technical Support (9365972)

Female	0
Male	1
TOTAL:	1

IV. OTHER PROJECTS

Africa Labor Development II (6980442)

Female	0
Male	2
TOTAL:	2

African Private Enterprise Fund (6980438)

Female	0
Male	1
TOTAL:	1

Agriculture and Livestock Development (6900207)

Female	0
Male	1
TOTAL:	1

Commercial Agricultural Production and Marketing (6450229)

Female	2
Male	11
TOTAL:	13

Israeli African Support (6980465)

Female	0
Male	11
TOTAL:	11

Cropping Systems Research and Extension Training (6450212)

Female	8
Male	62
TOTAL:	70

Education Policy, Management and Technology (6450230)

Female	1
Male	1
TOTAL:	2

Refugee Assistance SEC495-F (6980422)

Female	0
Male	1
TOTAL:	1

Regional Rail Systems Support - Malawi (6900247)

Female	0
Male	3
TOTAL:	3

Technology Transfer (6640315)

Female	0
Male	1
TOTAL:	1

Other projects for which project titles and descriptions were not available are:

Project No. 6450128

Female	2
Male	2
TOTAL:	4

Project No. 6451005

Original listing cites this as Kenya-based: RHUDO/DDS?

Female	1
Male	2
TOTAL:	3

Project No. 6490069

Female	0
Male	1
TOTAL:	1

Project No. 6890455

Female	0
Male	1
TOTAL:	1

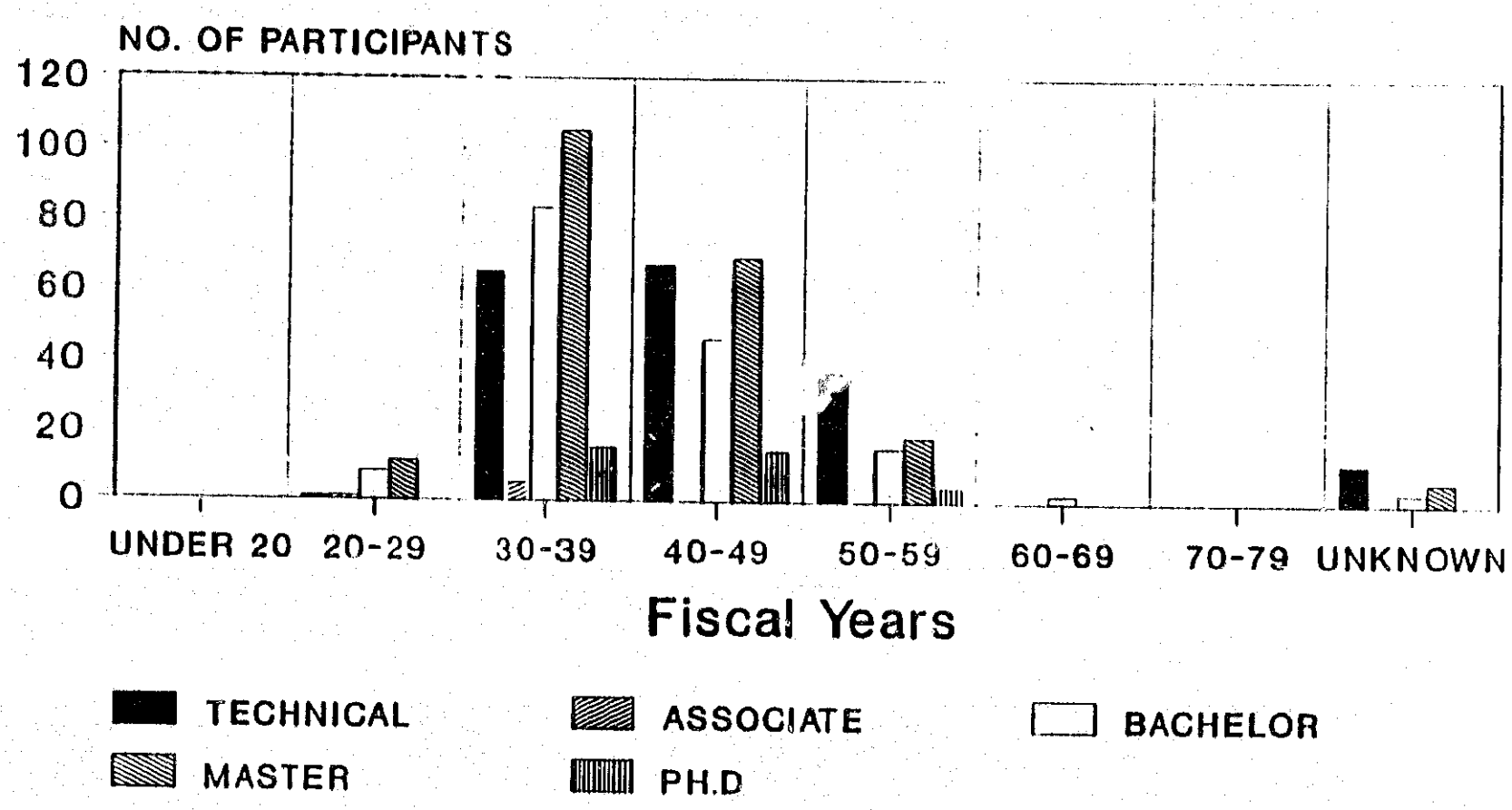
There is also one project for which no title or number is given.

Project No.

Female	98
Male	268
TOTAL:	366

137

PARTICIPANTS IN-TRAINING FY 82-92
BY DEGREE OBJECTIVE AND AGE
SWAZILAND



as of 09/23/92