

CLASSIFICATION  
PROJECT EVALUATION SUMMARY (PES) - PART I

Report Symbol U-447

1. PROJECT TITLE  SOUTHERN AFRICA MANPOWER DEVELOPMENT AND TRAINING			2. PROJECT NUMBER 645-0069	3. MISSION/AID/W OFFICE USAID/SWAZILAND
5. KEY PROJECT IMPLEMENTATION DATES			4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) 645-81-2	
A. First PRO-AG or Equivalent FY 78	B. Final Obligation Expected FY 82	C. Final Input Delivery FY 82	6. ESTIMATED PROJECT FUNDING A. Total \$ 9,292 B. U.S. \$ 9,292	
			7. PERIOD COVERED BY EVALUATION From (month/yr.) 9/78 To (month/yr.) 2/81 Date of Evaluation Review 8/81	

8. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
1. That the Department of Establishments and Training promote and explain to the line Ministries and the University the purpose of the project, the criteria for selecting trainees and OPEX technicians in accordance with the training plan, and opportunities for in-country training programs.	GOS/E&T	12/81
2. That the GOS establish within the Manpower Division of the Department of Economic Planning a monitoring unit for reviewing all training undertaken by GOS and donor resources, the utilization of trained personnel, and the utility and appropriateness of training received.	GOS/E&R	06/82
3. That the participant training program be strengthened through the following actions: a) Phelps-Stokes Foundation (PSF) should		

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS	10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT
<input type="checkbox"/> Project Paper <input type="checkbox"/> Financial Plan <input checked="" type="checkbox"/> Logical Framework <input type="checkbox"/> Project Agreement <input type="checkbox"/> Implementation Plan e.g., CPI Network <input type="checkbox"/> PIO/T <input type="checkbox"/> PIO/C <input type="checkbox"/> PIO/P <input type="checkbox"/> Other (Specify) _____ <input type="checkbox"/> Other (Specify) _____	A. <input type="checkbox"/> Continue Project Without Change B. <input type="checkbox"/> Change Project Design and/or Change Implementation Plan C. <input type="checkbox"/> Discontinue Project

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)	12. Mission/AID/W Office Director Approval
HRDO:WRCharleson REDSO/EA:N. Soos	Signature <i>Julius E. Colson</i>
E&T:R. Sibiya REDSO/EA:T. Lofgren	Typed Name _____
	Date 9/24/81

AID 1330-15 (3-78)

AID 1300-1 (7-69)  CONTINUATION SHEET  FORM SYMBOL	DEPARTMENT OF STATE AGENCY FOR INTERNATIONAL DEVELOPMENT  TITLE OF FORM PROJECT EVALUATION SUMMARY (PES)	<input type="checkbox"/> Worksheet <input type="checkbox"/> Issuance	PAGE <u>1</u> OF <u>   </u> PAGES
		1. Cooperating Country SWAZILAND	2.a. Code No.
		2.b. Effective Date	2.c. <input type="checkbox"/> Original OR <input type="checkbox"/> Amendment No. _____
		3. Project/Activity No. and Title 645-0069 SOUTHERN AFRICA MANPOWER DEVELOPMENT AND TRAINING	

Indicate block numbers.

Use this form to complete the information required in any block of a PIO or PA/PR form.

BLOCK 8  
(Cont'd)

develop a directory of African Institutions which are suitable for the types of training provided under this project. PSF should research available documentation on this subject, such as the Directory of Training in Africa published by UNESCO in 1979, and make available this and other information including information it has gathered through field trips to Africa.

USAID-PSF

12/81

b) PSF should make available within Swaziland a set of course catalogues for training institutions in the U.S. which have had or are likely to have participant trainees. These catalogues should be available to potential participants so that they can be aware of the programs available to them prior to being assigned to a school by PSF.

USAID/PSF

12/81

AID 1300-1 (7-69) CONTINUATION SHEET FORM SYMBOL	DEPARTMENT OF STATE AGENCY FOR INTERNATIONAL DEVELOPMENT  TITLE OF FORM PROJECT EVALUATION SUMMARY (PES)	<input type="checkbox"/> Worksheet <input type="checkbox"/> Issuance	PAGE ___ OF ___ PAGES
		1. Cooperating Country SWAZILAND	2.a. Code No.
		2.b. Effective Date	2.c. <input type="checkbox"/> Original OR <input type="checkbox"/> Amendment No. _____
		3. Project/Activity No. and Title    645-0069 SOUTHERN AFRICA MANPOWER DEVELOPMENT AND TRAINING	

Indicate block numbers.	Use this form to complete the information required in any block of a PIO or PA/PR form.		
BLOCK 8 (Cont'd)	c) The GOS and USAID should make a greater effort to follow-up after participants return from training to assess: (1) the utility of the training; (2) project spin-offs in terms of additional training opportunities; and (3) orientation of new participants.	GOS/E&T	09/93

## SAMDP (645-0069) PROJECT EVALUATION

### I. SUMMARY

This project is the outgrowth of two predecessor regional projects, the Southern Africa Development Personnel and Training Project (SADPT) of 1973, and the Southern Africa Academic and Skills Training Project (SAAST) of 1978. The first project included OPEX technical assistance, and \$599,000 was provided to Swaziland for 12 technicians in agriculture, land development education and housing. Training of participants was funded under both projects. As of August 1980, 66 Swazi nationals had received training under SADPT and SAAST, including nine who were later transferred to SAMDP funding in order to complete their training.

The SAMDP Project Agreement was signed in August 1978. AID funds of \$3,445,000 have been obligated to date from a Life of Project (LOP) total of \$9,292,000. Currently, 44 Swazi nationals are in long-term training. About 230 others have benefitted from short-term training under the project. In addition, three long-term OPEX advisors have been provided: one to the Department of Fisheries in the Ministry of Agriculture and Cooperatives (MOAC); one to the Swaziland Development and Savings Bank (SDSB) and one for the Ministry of Education to organize a program to up-grade the administrative and leadership skills of primary schools headmasters, USAID also expects to provide two OPEXers to the Department of Establishments and Training in training and manpower

planning. During the course of the project, the assumption that substantial numbers of OPEX technicians would be required in order to release Swazi staff for training has been revised and subsequent modifications to the mix of inputs have been made jointly by the GOS and USAID/S. (See Section IV.1. and Annex B).

The main finding of the evaluation is that implementation of the project has been delayed and the substantive impact of the project lessened by the lack of an adequate national training plan. At the time of this evaluation, the GOS has recognized that it does not possess all the skills needed to develop a national training plan, and has requested OPEX assistance to address this problem. Despite this problem, a high input level has been maintained for participant training, mostly on an ad hoc basis. When the national training plan is developed, the contribution of the project toward Swaziland's manpower development capability will be further enhanced, and project expenditures should increase correspondingly to the extent that funds are available. Basically, the project is meeting its objectives. It is commendable that a rigorous training plan has been required so that project expenditures can be optimized and training from all resources can be rationalized.

## II. EVALUATION METHODOLOGY

This evaluation constitutes the mid-project evaluation which is specified in the Project Paper and the Project Agreement. The purpose of the evaluation is to clarify the design of

the project, measure progress against the Logframe, verify project hypotheses and recommend measures to improve the implementation of the project. The evaluation methodology is based on a review of project files; discussions with USAID implementing staff; and interviews with relevant senior government officials, OPEX technicians, the contractor field representative, and supervisors of OPEX staff. The evaluation has been conducted with the full collaboration of the GOS implementing agency, the Department of Establishments and Training, whose staff attended all interviews except those with OPEX technicians.

### III. EXTERNAL FACTORS

Several external factors have affected the implementation of the project. The first of these derives from a more demanding USAID/S definition of what a training plan should include than had been required in the predecessor projects. Rather than being satisfied with a list of possible trainees from various Ministries, USAID/S felt that the GOS should comprehensively analyze its manpower needs over a medium to long-term period and develop a plan to meet these needs showing GOS and donor resources available for training. This analytical process would result in the optimal use of human and financial resources available to the GOS. Nine training plans have been produced to date. While none of them represent a comprehensive national training plan, the most recent training plan that has been accepted by USAID/S does approximate one; most GOS agencies are included, and specific

criteria for ranking individuals on the basis of their expected contribution to Swazi national development are used. At the time of this evaluation, the GOS has recognized that assistance is required to develop a national training plan, and has requested two OPEX technicians to help build this capability within the Department of Establishments and Training.

The second external factor derives from legal and procedural requirements and practices which have impeded effective use of project resources. Several of these requirements affect participant training. For example, there is a one-year limit on salary payments which the GOS provides to participants while in training. If the participant's stay away from Swaziland exceeds 365 days, the GOS must be reimbursed for the first year's salary and the participant cannot receive additional salary payments. While this law is mitigated by allowances which the GOS pays for the maintenance of families, it nonetheless constitutes a drawback for suitable candidates for training which requires more than one year to complete. Another law relates to allowances for women, who are not eligible for family maintenance allowances referenced above.

The lack of a national training plan has clearly slowed down the implementation of the project. Project expenditures have been incurred which cannot be shown to be optimal in the context of a training plan. Additionally, the lack of definitive criteria for selecting participant trainees (selections have had to be made on an ad hoc basis) has

slowed project implementation. While there has been considerable recent improvement, it can be improved upon by the two OPEX technicians who will shortly be recruited.

The evaluation team recommends that the Department of Establishments and Training promote and explain to the line Ministries the purpose of the project, the criteria for selecting trainees and OPEX technicians, and opportunities for in-country training programs. This should be done annually.

#### IV. INPUTS (See Annex A for Project Implementation Actions)

The project grant agreement for SAMDP was signed in August of 1978 for an initial contribution of \$1,655,000. Total project funding over five years was set at \$9,292,000. This section reviews the status of project inputs with regard to progress, quantity and quality. Annex B shows project inputs (1) as originally planned for in the project paper, (2) inputs provided as of March, 1981, and (3) revised estimates of inputs as projected by USAID/S and agreed to by the GOS.

##### 1. Technical Assistance:

Under this category AID originally planned to provide 90 person-years of long-term OPEX technicians along with 65 person-months of short-term assistance. At the time of the evaluation, only two years of long-term OPEX services have been provided and no short-term assistance has been utilized. The primary reason for the delay in identifying and recruiting OPEXers is the GOS and USAID/S view that the purpose of the project is primarily to train Swazi nationals, and that

most funding should go toward that end. It was therefore decided that OPEX positions should be reserved to fill critical positions which cannot remain empty while Swazis are being trained. Three long-term OPEX technicians have been provided under this project to date: the Chief Fisheries Officer in the Ministry of Agriculture and Cooperatives (MOAC), the General Manager of the Swaziland Development and Savings Bank (SDSB) and the Coordinator of Administrative Training (MOE). Two of the three OPEXers were originally funded under the SADPT project but were picked-up under SAMDP as the former project was phased out. The General Manager completed his assignment and left Swaziland in September 1980. The Fisheries Officer completed his tour in June 1981. The Coordinator of Administrative Training is expected to complete his tour in May 1983.

In accordance with the emphasis on training, the GOS and USAID/S have revised the project's original estimate for providing OPEX services. The project paper assumed that a key problem in training Swazis working in critical development roles was the inability of the GOS to spare staff for long periods of time and, therefore, included a substantial OPEX component in order to release trainees. This assumption has been revised and it appears that there are substantial numbers of potential trainees that can be released from duty and that fewer OPEXers will be required. Accordingly, instead of 90 person-years of long-term OPEX services, the project is expected to provide 24 person-years.

USAID/S and the GOS have agreed to focus some new OPEX efforts on a major bottleneck to the success of SAMDP: the development of a national public service manpower needs assessment. GOS officials are currently writing job descriptions for two OPEX technicians who will be assigned to the Department of Establishments and Training (E&T) within the Prime Minister's Office. E&T is the department responsible for coordinating and approving the training requests of all GOS ministries. Since this department is the key to developing a comprehensive public service training plan for Swaziland, the provision of two OPEXers -- one in the Manpower Division of E&T, the other in the Training Division -- will be of great importance in assisting the GOS to develop annual national training plans which are in accordance with the priority training needs of the Swazi Government.

Although the contractor (TCC) has recruited only one OPEXer (for the Ministry of Education), the Mission has utilized TCC to recruit for other AID-funded activities, such as the RDA project. Thus the overhead cost of the TCC project has not been entirely lost to USAID/S, although much of it has been lost to the project.

2. Participant Training (See Annex F):

Although USAID/S moved slowly in approving training requests as the project started up, FY 1980 and FY 1981 allotments have been fully utilized -- primarily to fund the 44 long-term participants now in training and 6 short-term participants who have returned (see Annex C, Financial Status for project funding details as of 2/9/81). In fact, 96 person-years of

training in Africa and the U.S. have been financed by the project to date (some is forward funding) as compared to the 90 person-years planned over the life-of-project in the project paper. Most of the participants now being trained will return to bolster the manpower pool of the GOS. Nevertheless, participants have not always been selected with rigorous application of the criteria spelled out in the project paper. The participants selected for training under SAMDP were to be selected with the following criteria in mind:

- a. Does the activity address an area of the "new direction" of U.S. foreign assistance legislation?
- b. Is the activity clearly within AID's development mandate and the GOS development priorities?
- c. Will the returning trainee be strategically placed in a key development oriented institution so as to play significant roles in improving its performance?
- d. Is the training precisely defined as to purpose and duration?
- e. Is there an established GOS post for the returning trainee?

The evaluation team found these criteria to be vague and inadequate for implementation. It is obvious, however, that USAID/S used these and other development oriented criteria on an informal basis to select participants. The situation

has recently been improved and should be further improved when the two OPEX technicians are in place.

In revising downward the projections for OPEX technicians, the projections for training have been revised upward from a total of 90 person-years in the project paper to 175 person-years. This increased emphasis on the training element of the project is supported by the evaluation team, particularly since most of the remaining training will take place after better training plans and criteria have been developed. This will provide an improved focus on the priority manpower development needs of the GOS.

3. In-Country Training:

Progress in this area has been running ahead of expectations in the project paper. Already 12 in-country training programs have been conducted under SAMDP, (see Annex D). Total expenditures to date have been \$158,529, while the project anticipated spending \$90,000 for 18 courses. Ten of the 12 courses have been given by the Institute for Development Management (IDM) which was established in 1974 as a regional training facility to meet the mid-career and senior management needs of Botswana, Lesotho and Swaziland. Originally part of the University of Botswana, Lesotho and Swaziland, IDM was founded with the assistance of the three BLS governments and continues to be subsidized by them. IDM also receives funds from CIDA, USAID, and EEC. The IDM courses are well-suited to the types of in-country training that the SAMDP project calls for. The quality of the courses appears to be high and IDM has done considerable work to monitor the effectiveness

of its training programs through testing of civil servants to determine areas which require upgrading. Post-training tests show that certain skills, such as accounting, were in fact improved through these courses. The remaining two courses were conducted by the University College of Swaziland (Statistics) and the Institute of Health Sciences (Management for Matrons and Head Nurses).

The 226 students trained in-country to date have received quality instruction in areas consistent with the design and intent of SAMDP. In the revised input projections prepared by USAID/S and the GOS, the in-country training element of the project will be increased to 35 training courses at an estimated cost of \$600,000. The evaluation team endorses this expanded emphasis on in-country training, particularly since many of the GOS officials interviewed during the evaluation indicated the need for more in-country training opportunities. In addition, many more people can be trained in-country for a given amount of money than would be the case for U.S. or third country training.

4. Special Support:

This input (\$32,000) was built into the project paper as a source of support funds to supply OPEX technicians with equipment, publications, and photocopy services to carry their duties in the event the GOS could not provide such support. No funds have been spent in this category to date

and the revised project input projections have dropped this item. Should any requirements develop in this category they can be covered from the short-term OPEX budget line item.

5. Construction:

The project paper anticipated the need for ten houses for OPEX technicians at a cost of \$35,000 each. No houses have been started to date but with only one OPEXer currently in country, this has not caused any problem. With the revised input projections, USAID/S anticipates there will be no more than seven OPEX technicians in country at one time for the remainder of the project. For this reason and because of the dramatic rise in construction costs in Swaziland, only seven houses will be built. The total funding for this input, \$350,000, will, therefore, remain the same. The GOS has allocated suitable sites for the houses which were inspected and approved by an AID engineer in March 1981. Construction should begin in Aug. or Sept. of 1981 with completion of the first houses in December or January.

6. Contract Support:

The \$500,000 budgeted in the project paper for contractor support has proven to be insufficient. When the project paper was designed it was thought that \$500,000 from each USAID (Botswana, Lesotho and Swaziland) participating in a SAMDP project, or a total of \$1.5 million, would be sufficient to cover the costs of a contractor to: (1) recruit and support OPEX technicians and (2) place and support participants over

the life of the project. The project paper assessment projected one person-year of home office support and one year of field support (see Project Paper, Table V, p.43). A substantially different type of contract was subsequently negotiated by AID/W, with 13 person-years of home office support. In August of 1979 each BLS Mission committed \$670,000, and a \$2.01 million contract was signed with Transcentury Corporation (TCC) for a two-year period. TCC in turn subcontracted with Phelps-Stokes Foundation (PSF) to handle the participant training element of the project. TCC retained the responsibility for recruiting and supporting the OPEX technicians. With the contract due to expire in August of 1981, each BLS mission will have to commit more funds (above the \$670,000 each has already committed) to extend the contract. Since each BLS country has utilized the services of TCC/PSF at different levels depending on the number of OPEXers recruited and participants sent for training, the cost of the contract extension will be borne at varying rates by each mission. The current proposal is for Botswana to carry 50%, Lesotho 30% and Swaziland 20%. Based on this formula, Swaziland is currently projecting a total of \$1.4 million for contractor services over the life of the project (\$670,000 committed to date plus \$730,000 for the remaining three years of the project).

In addition to the evaluations carried out by the team for the SAMDP projects in Botswana, Lesotho and Swaziland, the BLS missions are reviewing the TCC/PSF contract by undertaking a management/technical assessment of services provided to

date and contract support required for the remainder of the project. This assessment is being carried out by the former Lesotho controller (now in AID/W) and AID staff from Botswana and Lesotho. (See Annex G).

V. OUTPUTS

The project's outputs are shown in Annex E according to (1) original project paper targets, (2) achievements to date, and (3) revised life of project projections. These data show that participant training and in-country training are ahead of projections, while "spin-off" projects and OPEX technicians are behind projections.

1. Nationals trained in the U.S. and Africa:

The project paper anticipated that 48 Swazis -- many of whom would replace OPEX technicians -- would be trained either in the U.S. or Africa by the end of the project. As discussed in the input section, 44 Swazis are now in long term training (and one who began training under SAAST funds and was then transferred to SAMDP funds has returned). Five Swazis returned from short-term training in the United States. The breakdown of participants by fields of training is as follows (see Annex F):

Education	12
Agriculture	9
Finance/Banking	8
Engineering	6
Economic Planning	3
Health	2
Other	<u>10</u>
TOTAL	<u>50</u>

No participant interviews were held by the evaluation team because it is too early to assess the relevance and quality of training from a representative group of participants' and sponsoring agencies' points of view and because the Mission has recently conducted a survey of all returned participants from SADPT and SAAST projects. By the end of 1982, 34 of the 50 participants funded so far by SAMDP will have returned, and a sampling of their perspective on training, along with the views of their supervisors, may be useful to USAID/S in developing the training programs for the remaining participants to be trained under the project.

As a proxy evaluation of participant views, one can refer to the evaluation carried out by USAID/S for the SAAST and SADPT projects in August 1980. Questionnaires were completed by 33 of the 46 SAAST/SADPT participants who had returned as of August 1980, and the results are included as part of the evaluation.

One notable feature of the SAMDP participant listing in Annex F is the preponderance of training in the U.S. The project paper anticipated that half of the out-of-country training would be in Africa and half in the U.S. (45 person-years in each). So far, however, only six of the 50 SAMDP participants have been sent for training in Africa -- two to the East Africa Management Institute in Arusha, Tanzania, and four to the Kenya Science Teacher's College.

This lack of emphasis on African training was noted by several GOS officials interviewed by the evaluation team. Those

officials felt that African training in certain areas, e.g., agriculture, would be more relevant to Swazi conditions than U.S. training. The evaluation team found two primary reasons cited for not using African institutions more: (1) many institutions in African countries are already pressed to accommodate their own students and allot few places to students from other countries, and (2) the very short lead time provided to PSF to place most of the participants now training under SAMDP resulted in placement in U.S. universities and institutions where quotas for foreign students are more flexible. Nevertheless, the evaluation team, USAID/S and GOS officials would like to see a higher percentage of future SAMDP participants receive training in Africa. To improve the likelihood of future African placements, this evaluation recommends that PSF develop a directory of African institutions which are suitable for the types of training provided under SAMDP and make this information, along with other information PSF personnel have gathered in field trips to African institutions, available to each BLS mission.

A weakness of the participant training program is the level of training which is being undertaken. Of the 45 long-term participants funded to date, 13 have been sent for Masters Degree training and none for Ph.D. training. The majority have gone for undergraduate training, including eleven for diploma (junior college) degrees. To the extent possible, undergraduate training should be localized and costs borne by the GOS.

Local undergraduate training has the following advantages:

(1) it would conserve scarce training resources for graduate education, (2) it would enhance the relevance of education since education would be based not only on conditions in Africa, but specifically on Swazi conditions, (3) it would enhance the contribution of the University College of Swaziland to Swaziland's development, and (4) it would reduce complaints from participants that they are required to take general courses in history etc., since such requirements exist only for undergraduate education.

2. Nationals trained through in-country training programs and courses:

The project paper calls for approximately 420 Swazis to be trained through approximately 18 in-country training programs and courses. At the time of the evaluation 226 persons (including some from Botswana and Lesotho) have been trained in twelve courses given in Swaziland. In the revised output projection of USAID/S, some 35 in-country courses will be held under SAMDP and approximately 700 Swazis (at an average of 20 per course) will receive training by the end of the project. The evaluation team feels the expansion of the in-country training output will enhance the project's contribution toward reducing the critical manpower constraints in Swaziland. (See discussion of in-country training under Section IV, Inputs, for assessment of the training courses already conducted).

3. "Spin-off" projects:

At the time SAMDP was designed, it was thought that OPEX technicians assigned to various ministries would be the sources of ideas for new development projects in Swaziland and that as these ideas were developed into project proposals, donor agencies (including AID) would fund them. This concept was modeled after the findings of the SADPT Evaluation of June 1976 which noted that several important AID initiatives developed from OPEX contributions. The "spin-off" project concept has not evolved in Swaziland because only three OPEXers have so far been funded under SAMDP. Furthermore, it is doubtful that the "spin-off" concept of project development should remain a part of the project. When SAMDP was conceived, AID was anticipating a rapidly expanding program in Southern Africa. However, funding levels have not expanded as anticipated and the current policy of USAID/S is to develop only one new major project each year. The evaluation team believes that these altered circumstances have altered the desirability of "spin-off" projects.

Owing to changed circumstances, the evaluation team believes that the Mission and the GOS should perceive of "spin-off" in terms of training opportunities. By keeping in touch with participants who have received training and by continuously discussing the appropriateness of training offered and received with GOS Ministries and OPEX technicians, ideas for future training to enhance the operations of government departments would emerge. These ideas would be useful in improving the quality and utility of future training. Also, a

continuing dialogue between USAID/S and various ministries would reveal areas or constraints where the combined OPEX/training concept of SAMDP could be utilized to the benefit of the GOS.

The evaluation team recommends that the "spin-off" project output be dropped from the project and that USAID/S and the GOS substitute a more relevant concept on methods for improving future training collaboratively. In order to institutionalize the follow-up concept, the evaluation team recommends that the GOS establish within the Manpower Division of the Department of Economic Planning and Statistics a monitoring unit which would track all training undertaken with GOS and donor resources, assess the utilization of trained personnel, and evaluate the utility and appropriateness of training received.

4. Organizational Efficiency in Government Departments.

The Project Paper anticipated a sustained or improved level of organizational efficiency in Government departments in which OPEX technicians serve as the fourth output of the project. This output was to occur in 15 to 25 Government departments to which OPEX technicians were to be assigned. At the time of this evaluation, it is impossible to predict whether as many as 15 departments will be affected by OPEX assignments. USAID/S anticipates approximately seven long-term OPEX advisors to be in Swaziland at any given time. The extent to which short-term advisors are made available, and the duration of the long-term advisors will determine whether the projected level of output achievement will be attained.

## VI. PURPOSE

The approved purpose of the project is "to reduce critical manpower constraints to development, mainly in the fields selected by the U.S. Congressional mandate, while strengthening the public sector's institutional capability to meet the development needs of the country." The Mission's interpretation of this purpose is to focus primarily on training needs, with OPEX technicians being brought in primarily to allow training for positions which cannot be left vacant for long periods of time. To this end the project budget has been revised, as per Annex B. The OPEX position which is currently filled also complies with this approach. However, the two positions for which OPEX recruitment is currently in progress have a broader training purpose, which is the enhancement of institutional capability within the Department of Establishments and Training. This type of institutional strengthening is the primary source for SAMDP's predecessor project, and is equally important as academic training for long-term institutional development. In fact, such positioning of OPEX technicians may impact upon many Swazi civil servants and pave the way for a more productive job for returned trainees.

Since this evaluation occurs at an early stage of project implementation, and only three OPEX technicians have been hired to date, there are only a few concrete examples of progress toward achievement of the project purpose. However, given the number of participants who are in training and the requests for OPEX technicians, the project is definitely

moving in a direction which will achieve the project purpose. Perhaps the only caveat which should be made with respect to the stated purpose of the project is that the definition of "fields selected by the U.S. Congressional mandate" should be interpreted broadly in order to permit assistance in manpower planning and institution-building in basic areas (such as math and science instruction) without which neither professionals nor a strong working-level cadre can be developed in fields such as agriculture, health and education.

The first indicator for end-of-project status is that there will be more nationals in positions of responsibility with substantive inputs into the planning, design and implementation of the Government's programs. Although 50 nationals have been or are currently being trained, none have returned to positions of greater responsibility. Therefore it is too early to evaluate this indicator of project success.

The second indicator states that a high level of operational efficiency of GOS offices with OPEX staff will be maintained while counterparts are being trained. To date this has occurred and has been exceeded with the two earlier OPEX positions which have been filled. The technician assigned to the Fisheries Department of the MOAC has initiated and promoted a new activity for small farmers to establish fish ponds. He has also established a hatchery which, with further Peace Corps assistance, is expected to be self-sustaining within approximately two years. The General Manager of the

Swaziland Development Savings Bank was instrumental in helping that organization institutionalize an efficient operating structure. His expertise was a major factor in improvements in bank policy, procedures, functions, training and other areas.

The evaluation team believes that some purpose indications cannot be achieved solely from training and OPEX staff.

Unless specific procedural and legal constraints to effective coordination are resolved, the mere addition of qualified staff through training or technical assistance cannot alone achieve the desired result. Thus OPEX technicians are encouraged to improve operational efficiency by identifying constraints and bringing these to the attention of their supervisors. Additionally OPEX technicians can achieve this end by introducing staff meetings or other procedures which improve communication and concerted action (see SADPT Evaluation June 1976).

The third end-of-project indicator is to improve GOS project preparation and planning capability for funding by AID and other donors. This indicator is the end result of both training and improved operational efficiency from OPEX staff. It is far too early in the life of the project to assess this indicator. In fact, it is even questionable whether project inputs are or should be planned in a way to impact primarily upon project preparation and planning capability. There may exist other constraints within the GOS which are equally fundamental; e.g. implementation capability or manpower planning capability. The evaluation team believes that this

indicator must be broadly interpreted to include any operational deficiency which is identified as a priority by the GOS and for which training or technical assistance from the project is sought. This is particularly important since most donors like to maintain a high level of involvement in project preparation and planning, and are not likely to defer this involvement to GOS officials, even though they seek their opinions with respect to crucial project design issues, especially those relating to improved operational efficiency necessary for the successful implementation of the project.

#### VII. GOAL

The goal of the project is to "increase the Government's capability and efficiency in planning, designing and implementing national economic and social development programs". This goal subsumes the indicators and the discussion in the previous section, and is the logical culmination of the long-term impact of all the elements of the project. As the operational efficiency of all aspects of the GOS' functions improves both internally and in terms of collaborating with other Government entities and the beneficiaries of national economic and social programs, the goal of the project will be fulfilled. It is anticipated that by the end of the project, concrete steps toward this goal will be identifiable. However, the fulfillment of such a goal as this should be expected to be measured in decades rather than years.

VIII. BENEFICIARIES

This project does not lend itself to the usual social soundness analysis conducted by AID. The direct beneficiaries of the project are Swazi civil servants who receive long-term training, short-term training or in-country training. Government ministries to which OPEX technicians are assigned are also direct beneficiaries to the extent that they benefit from on-the-job training and enhanced operational efficiency. The indirect beneficiaries of the project are those Swazis who in the long-term will benefit from improved government services and utilization of public resources. To date, direct beneficiaries of the project number 50 participants for overseas training, 226 participants for in-country training, the Fisheries Department of the Ministry of Agriculture, the Swaziland Development and Savings Bank and the Ministry of Education. Indirect beneficiaries to date include small farmers who are recipients of assistance from the Ministry of Agriculture in fish-pond development, staff of the Swazi Bank and Education administrators.

IX. UNPLANNED EFFECTS. None.

X. LESSONS LEARNED

The lessons learned from this evaluation with respect to similar projects relate primarily to the flexibility with which the project was designed. Although a flexible approach with the SADPT and SAAST projects had produced satisfactory results in the past, USAID/S perceived the limitations of an ad hoc approach to training and technical assistance early in the life of this project. The evaluation team feels that USAID/S should be highly commended for perceiving this

weakness and for taking measures to optimize the use of all available resources for training, both from this project and from other donor and host government sources. With the benefit of hindsight it is easy to suggest that the GOS' institutional capability to identify and prioritize training needs should have been assessed during the design stage of the project and that concrete measures should have been built into the project to strengthen this capability. At least one year of implementation time would have been gained, and project resources would have been better utilized had the project design included assistance in institutional capacity for developing training plans. At the time of this evaluation, both the USAID and the GOS have taken concrete measures to rectify this situation, and the project will be considerably strengthened as a result of these actions.

Another lesson to be learned from this evaluation is that criteria for selecting participants for training and technicians to fill limited positions should be better developed during the design stage. While this problem is related to the problem discussed in the previous paragraph (institutional weakness in developing training plans and priorities), it also constitutes an area in which the design of the project could have been stronger. The criteria cited in the PP (see page 10) appear to have been established with a view to satisfying AID/W concerns rather than facilitating the implementation of the project. More workable criteria have now been developed by USAID/S and the GOS. This will strengthen the

project's contribution to the development of Swaziland's  
manpower.

XI. SPECIAL COMMENTS. None.

ANNEX A

Project Implementation Actions

<u>Date</u>	<u>Event</u>
	<u>Project Agreement</u>
31st Aug. '78	ProAg signed for initial AID contribution of \$1,655,000. Total AID project funding is \$9,292,000 over 5 years.
22nd Feb. '80	ProAg Amendment No. 1. AID contribution increased by \$1,300,000 for total of \$2,955,000.
1st July, '80	ProAg Amendment No. 2. AID contribution increased by \$500,000 for total of \$3,455,000.

Contract Actions

31st Jan. '79	RFP No. 1879 issued. Responses due April 2, 1979.
27th Aug. '79	PIO/T No. 645-0069-3-80179 issued for contractor services to recruit OPEX technicians and to place participant trainees.
31st Aug. '79	Transcentury Corporation contract signed.
28th Sept. '78	Amendment No. 1. Establishes final operational procedures.
18th Oct. '79	Amendment No. 2. Operational procedures modified to include, inter alia, establishment of Deliver Orders mechanism.
No Date	Amendment No. 3. Authorizes TCC to recruit OPEX technicians for Bunda College in Malawi. (signed by J. Pielemeier, Acting Director, USAID/B and David Smith, Field Coordinator).
18th Aug. '80	Amendment No. 4 Authorizes salary adjustments in AID's contribution if employer increases contribution by 5% or more, so that amount specified in OPEX contract remains constant.

<u>Date</u>	<u>Event</u>
Project Implementation <u>Letters</u>	
19th Jan. '79	PIL No. 1, procedures for utilization of Project funds.
12th Feb. '80	PIL No. 2, authorizes project funds for 11 Swazi's to participate in two short-term courses: (1) Production Management and Cost Accounting and (2) Training of Trainers.
28th April '80	PIL No. 3, authorizes project funds for training of 18 Swazi's in two short courses: Communication Skills and Finance Management.
26th June '80	PIL No. 4, June 26, 1980 authorizes 29 Swazi participants for training course in special Education.
1st Oct. '80	PIL No. 5, authorizes the Institute of Development Management (IDM) to conduct 3 short courses in Finance for 84 students. (28 per course).
1st Oct. '80	PIL No. 6, authorizes IDM to conduct a Management Course for Matrons and Head nurses for 10 Swazi participants.
31st Oct. '80	PIL No. 7, authorizes 18 Swazi participants from the Central Statistical Office to enroll in Year I and Year II training courses for Statistical Clerks at the Department of Extra-Mural Studies, University College of Swaziland.
15th Jan. '81	PIL No. 8, authorizes IDM to conduct two Basics in Finance Courses for 56 Swazi public sector employees (28 per course).
26th Feb. '81	PIL No. 9, reallocates project budget to reduce fundings for OPEX technicians and increase funding for participant training.
? March '81	Authorizes GOS to seek bids for housing construction for total of \$350,000.

INPUT	PROJECT INPUTS			Revised Projections	
	ORIGINAL (PP)		PROVIDED AS OF 3/81		
Long-term OPEX	90 p/years	\$6,300,000	1 p/years	\$ 204	24 p/years \$2,900,000
Short-term	65 p/mos.	390,000	None	-	65 p/mos. 390,000
Long-term training-U.S.	45 p/years	630,000	82 p/years)		125 p/years)
Africa	45 p/years	270,000	14 p/years)	1/ \$1,418	50 p/years) 3,652,000
Short-term training	34 p/mos.	68,000	22 p/month)		186 p/mos )
In-country training	18 courses	\$ 90,000	12 courses	171	35 courses \$ 600,000
Special Support	45 technicians	32,000	None	-	special support 0 <sup>1/</sup>
Construction	10 houses	350,000	None	-	Construction (7) 350,000 <sup>5/</sup>
Contract Support	10 p/years	500,000	-	670	Contract Support 1,400,000 <sup>6/</sup>
Inflation		662,000		\$ 2,463 <sup>2/</sup>	Included above 0 <sup>7/</sup>
SUB TOTAL					
TOTAL		\$9,292,000	TOTAL	\$ 3,455 <sup>3/</sup>	\$9,292,000

<sup>1/</sup> 96 person years (82 U.S., 14 Africa) of training (50 participants) have been funded under SAMDP. Most of the participants began training in 1980 and will complete their studies between 1981 and 1983. Some of the participants were originally funded under SAAST and SADPT. As these projects were phased out, SAMDP funding was utilized to complete their training.

<sup>2/</sup> Committed to date.

<sup>3/</sup> Obligated to date.

<sup>4/</sup> Special support was dropped because it is felt that such technicians can be supplied under the budget line item "short term OPEX" assistance.

<sup>5/</sup> While the housing amount remains as budgeted only seven houses will be built. This is so because projections of need indicate that we will require only seven houses the costs of construction have risen dramatically.

<sup>6/</sup> The contract support figure has risen because the cost of engaging a contractor vastly exceeded the budgeted amount in the PP.

<sup>7/</sup> A separate line item for inflation was dropped because the new budget line items have factored in inflation costs.

ANNEX D  
645-0069 - SAMDP

IN-COUNTRY TRAINING

<u>COURSE</u>	<u>DATES</u>	<u>SPONSORING INSTITUTION</u>	<u>NO. OF STUDENTS</u>	<u>COST OF COURSE</u>
Production Management & Cost Accounting	Feb. 18 - 19, 1980	IDM	5	
Training of Trainers	Feb. 18 - 29, 1980	IDM	6	
	March 03 - 14		11	\$11,676.00
	May 26 - 13 June			
	July 21 - 01 Aug.			
Communications Skills Certificate in Finance	March 24 - 25 April	IDM	11	
	May 12 - 04 July		7	
			18	\$22,540.00
Special Education Course Stage I & II	July 08 - (6weeks)	IHS	29	\$9,780.25
Statistics in Finance	Oct. 06 - 24	IDM	28	
	Nov. 03 - 21		28	
	Dec. 01 - 19		28	
			84	\$56,000.00
Management Course for Trainers & Headnurses	Oct. 13 - 24	IDM	10	\$5,000.00
Math I & II - STATISTICS	Part-time 1980-82	UCS	18	\$14,973.00
Statistics in Finance	Jan. 12 - 30, 1981	IDM	28	
	Feb. 10 - 27		28	\$38,560.00
			56	
TOTALS: COURSES 12		Students	226	Cost \$158,529.00

M: Institute of Development Management  
S: Institute of Health Sciences  
S: University College of Swaziland

ANNEX E

PROJECT OUTPUTS

<u>OUTPUT</u>	<u>ORIGINAL PP</u>	<u>ACHIEVED AS OF 3/81</u>	<u>REVISED PROJECTIONS</u>
1. Nationals trained in the U.S. and Africa.	48 trained	6 participants have returned from overseas training-5 short-term, 1 from a one-year course. 44 participants being trained.	Long-term training: - U.S. 125 p/years - Africa 50 p/years Short-term training 186 p/months
2. Nationals trained through in-country programs and courses	420 trained through approximately 18 in-country programs/courses.	226 trained through 12 in-country courses.	35 in-country courses
3. "spin-off" projects funded by donors.	Approximately 6 "spin-off" projects.	None.	None.
4. A sustained or improved level of organizational efficiency in government departments in which OPEX technicians serve.	Improved efficiency in 15-25 units assisted by OPEX technicians.	Improved efficiency in one unit assisted by an OPEX technician.	OPEX technicians: Long-term 24 p/years Short-term 65 p/months

## ANNEX F

\*HANDLED BY ICC/PSF

## PARTICIPANTS IN TRAINING UNDER PROJECT 645 (0990 ISMDF)

NAMES OF PARTICIPANTS		FIG. P. NOS.	DATE OF ISSUE	DEPT./MIN.	DEGREE	PERIOD	UNIVERSITY	TRAINING STARTED	END
1.	Nelson N. DLAMINI	80241	02/10/81	Agriculture	B.Sc.	3yrs	University of Maryland	01/03/80	01/03/83
2.	George S. VLAKATI	80247	02/10/81	Education	B.A.	3yrs	Roosevelt University, Chicago	01/03/80	01/03/83
3.	Reginald S. MSIEU	80238	11/20/80	NIDCS	M.S.	2yrs	California State Univ. Chic.	01/10/79	06/30/81
4.	Sphile E.M. MOKHA	80230	10/23/80	Health	M.S.	2yrs	Indiana State University	01/02/78	12/31/81
5.	Douglas M. GAMA	80190	09/19/80	Agriculture	B.Sc.	3yrs	California Poly Pomona	03/18/79	09/18/83
6.	Mathew N. MASOBELO *	80184	04/14/80	Finance	Diploma	1yr.	Bureau of the Census, Washington, D.C.	01/11/80	12/20/80
7.	Comfort M. MDEBELE *	80185	04/14/80	UCS	B.Sc.	3yrs	West Virginia University	6/17/79	06/12/81
8.	Thoko DLAMINI *	8018	04/22/80	Swazi Bank	Ass.Deg.	2yrs	New Mexico State University	05/07/79	05/03/81
9.	Abner B. MHLONGO	80221	06/08/80	Income Tax Dept.	None	5months	Univ. of S. California, Los Angeles	06/15/80	11/24/80
10.	Gideon M. DLAMINI	80190	05/17/80	Agriculture	M.S.	2yrs	Auburn University	06/03/79	05/31/81
11.	Fortunate N. DLAMINI	80223	06/24/80	Education	Ass. Deg.	2yrs	Vincennes University	08/25/79	08/24/81
12.	Nelson B. MAYISELA	00004	06/12/80	Finance	Diploma	1yr	Bureau of the Census, Washington, D.C.	08/22/80	08/21/81
13.	Thulisile S. DLAMINI	00005	06/12/80	Econ. Planning	B.Sc.	3yrs	George Washington University	07/14/80	07/13/83
14.	David M. LUKHELE	00006	06/12/80	Statistics	Diploma	1yr	Bureau of the Census, Washington, D.C.	08/22/80	08/21/81
15.	Wilson N. NKAMBULU *	00007	06/12/80	Town Council	M.S.	2yrs	N.E. Univ. Boston	12/29/80	12/28/82
16.	Sibongile G. MDLULI *	00008	06/12/80	Central Bank	MS.	2yrs	Florida International University	12/29/80	01/29/81
17.	Nicholas H. DLAMINI	00010	06/12/80	Swazi Bank	B.Sc.	2yrs	George Washington University	08/23/80	08/22/82
18.	Agrippa M. DLAMINI	00011	07/08/80	Agriculture	B.Sc.	3yrs	Texas Tech University	08/09/79	08/08/82
19.	Neshaak B. MABEZA *	00012	07/16/80	Education	M.A.	2yrs	Atlanta University	08/15/80	08/14/82
20.	Johannes M. SHELAMEL	00013	07/21/80	Swazi Bank	M.S.	1yr	West Virginia University	01/05/81	01/04/82
21.	Dickson M. KHUMALO *	00016/80:86	07/25/80 04/14/80	Agriculture	B.S.	3yrs	University of Missouri, Columbia	08/28/77	01/04/81
22.	Edward KOSIOLA	00013	12/09/80	Swazi Bank	SM	1month	USDA, Washington, D.	09/17/80	10/27/80
23.	Phillip M.N. MSWANE	00017	07/21/80	Econ. Planning	SM	5months	Bureau of Econ. Analysis, Washington D.C.	08/15/80	12/14/80
24.	Doctor P. SHELAMEL	00018, 80244	07/25/80 12/18/80	Education	M.S.	2yrs	Florida International University	08/14/80	08/13/82

## PARTICIPANTS IN TRAINING UNDER PROJECT 045-0060 (SUMMARY)

NAMES OF PARTICIPANTS	PIO/P NOS.	DATE OF ISSUE	DEPT./MIN.	DEGREE	PERIOD	UNIVERSITY	TRAINING STARTED	LCD
25. Thembe S. VILAKATI *	00019	07/25/80	Education	M.A.	2yrs	Univ of California, Los Angeles	08/15/80	08/15/82
26. Sihle ZWANE *	00020	07/31/80	Education	M.A.	2yrs	Univ. of Columbia	08/15/80	08/15/82
27. Lazarus V. Zwane *	00021	07/25/80	Works, Power & Com.	B.Sc.	3yrs	Ohio State University	08/15/80	08/14/83
28. Ralph M. MILANGA *	00022	07/24/80	" " "	B.Sc.	3yrs	Ohio State University	08/15/80	08/14/83
29. Phumbili GAMA *	00023	07/25/80	" " "	B.Sc.	3yrs	Ohio State University	08/15/80	08/14/83
30. Phuthuma F. NILEKO *	00024	07/25/80	" " "	B.Sc.	3 yrs	Ohio State University	08/15/80	08/14/83
31. Theminkosi T. GANEDEE *	00025	07/25/80	" " "	B.Sc.	3yrs	Ohio State University	08/15/80	08/14/83
32. Andreas M. MANANA *	00026	07/25/80	" " "	B.Sc.	3 yrs	Ohio State University	08/15/80	08/14/83
33. Timothy R.T. NHLEKO *	00027	07/25/80	Swazi Bank	M.S.	1yr	Florida International University	08/15/80	08/14/82
34. Samuel M. DLAMINI	00028	07/29/80	Agriculture	Diploma	1yr	Bureau of the Census, Washington, D.C.	08/22/80	08/21/81
35. Veli T. HIMALA	00029	07/29/80	Agriculture	Diploma	1yr	" " " " " "	08/22/80	08/21/81
36. Ephraim V. DLAMINI	00030	07/29/80	Agriculture	M.A.	2yrs	New Mexico State University	08/19/79	08/18/81
37. Nelson J. MILONGO	00031	8/06/80	Income Tax Dept.	Special	9months	Harvard Law School, Cambridge, Mass.	08/10/80	06/09/81
38. Ephraim M. HLOPHI *	00032	08/20/80	E&T	Diploma	1yr	EAMI-Arusha, Tanzania	07/21/80	07/20/81
39. Sandile B. CEKO *	00033	08/20/80	E&T	Diploma	1yr	" " "	07/21/80	07/21/81
40. Nolisiwe P. DLAMINI *	80232	11/12/80	Econ. Planning	M.S.	2yrs	Boston University	12/28/80	12/28/82
41. Peter MAVUSO *	80233	11/13/80	Education	Diploma	3yrs	Kenya Science Teacher's College	05/01/80	05/01/83
42. Musa NQWENYA *	80234	11/13/80	Education	Diploma	3yrs	" " " "	05/01/80	05/01/83
43. Sunson MABUEA *	80235	11/13/80	Education	Diploma	3yrs	" " " "	05/01/80	05/01/83
44. Michael MHLINGU *	80236	11/13/80	Education	Diploma	3yrs	" " " "	05/01/80	05/01/83
45. Len BROWN *	80237	11/24/80	Agriculture	B.S.	3yrs	Tuskegee Institute	12/28/80	12/28/83
46. Amon M. MYENTI *	80239	11/28/80	Education	B.A.	1yr	Eastern Michigan University	12/28/80	12/27/81
47. Arthur S. Ntiwane	80240	11/28/80	Town Council	Special	2yrs	American University	01/04/81	01/04/83
48. Albert D. DLAMINI *	80242	12/09/80	Education	B.Sc.	1yr	Eastern Michigan University	12/29/80	12/28/81
49. Elias D. MASUKU	00034	08/25/80	Swazi Bank	SM	2 1/2m	ISDA	09/24/80	11/12/80
							09/22/80	10/06/80

## ANNEX G

## SAMDP - Financial Status as of 2/9/81

(In '000 U.S. \$)

Input	PP Budget	Mission Budget	Committed
OPEX - Long-term	6,300	2,900	204
OPEX - Short-term	390	390	-
Participant Training	968	3,652	1,418
In-country Training	90	600	171
Housing Construction	350	350	-
Contractor Support	532	1,400	670
Inflation	662	-	-
<b>TOTAL</b>	<b>9,292</b>	<b>9,292</b>	<b>2,463</b>

- 1/ For three fully funded OPEX technicians: 2 for E&T, and 1 for Min. Ed.
- 2/ For three short-term OPEX consultants
- 3/ Training for Headmasters requested by MinEd, for record-keeping, management, etc.
- 4/ PIL issued in March 1981
- 5/ TCC Contract expires in August, 1981. \$126,000 is available from overfunding of previous contract
- 6/ Of total \$3,955,000 obligated by 1981, this leaves contingency/balance of \$207,000 to be expended/committed during FY 81. The mission anticipates reversing \$200,000 from existing PIO/P's so that additional new commitments can be made.