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MID-TERM EVALUATION
OF THE
SWAZILAND TEACHER TRAINING PROJECT

by

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EXECUTIVE SUMMARY AND MAJOR RECOMMENDATIONS

The Swaziland Teacher Training project provides long- and short-term technical assistance, participant training in the United States and in-country, commodities, and other support. The project has five major goals:

- 1) to improve primary teacher education;
- 2) to train new teacher educators and upgrade in-service teachers and teacher educators;
- 3) to establish in-service training and support services;
- 4) to establish library resource centers; and
- 5) to improve coordination and management of the educational system.

The original project statement suggests the need to forge linkages between the Ministry of Education (MOE); the Teacher Training Colleges (TTCs), of which there are three (William Pitcher, Nazarene, and Ngwane); the National Curriculum Center (NCC); the Teacher Innovation and Distribution Centers (TIDCs or Teachers' Centers), located in each of four regional education offices (REOs); and the University of Swaziland (UniSwa).

The project is a complex venture which has progressed well toward achieving its principal goals and anticipated end-of-project (EOP) status. The in-service components have already exceeded projections. However, it is unlikely that the TTCs will be producing 300 new teachers per year, as stated in the EOP's projection. The intake of TTC students has recently been cut roughly in half because of the impossibility of placing substantial numbers of new teachers. The UniSwa B.Ed. program to produce teacher educators has been slow in getting started, and it will have produced no more than four graduates by the end of the project, though other candidates will be in the pipeline.

There currently are no major problems in the execution of those efforts which have received priority under the project. In-service teacher education workshops have, quantitatively, far exceeded projected numbers. Staff development workshops at the TTCs and the provision of overseas training opportunities for selected staff of UniSwa and the TTCs are underway. A Diploma program has been initiated at the TTCs, and a B.Ed. program has begun at UniSwa, primarily for the upgrading of TTC staff. Plans for opening TIDCs are in preparation.

At the same time, more emphasis should be given to elements of the project which have not received priority. These should be given more attention during the remaining two years.

For instance, there are at least two fairly distinct in-service teacher education efforts underway. One is managed by the Ohio University team, and is designed to exercise a multiplier effect, through the training of District

In-Service Education Specialists (DIES) and Local In-Service Teachers (LITs) in each region. These DIES and LITs conduct local workshops based on their participation in regional workshops. This series is quite distinct from "infusion" workshops, run by the National Curriculum Center and the In-Service Unit of the William Pitcher Teacher Training College, which are designed to train teachers in the presentation of the new curriculum. These efforts should be combined both programmatically and administratively, perhaps under the administration of the NCC or the Ministry of Education. Clearly, both types of workshops should continue, but they should be under one centralized program and administrative structure.

From a substantive point of view, there appear to be continuing problems in introducing a practical arts bias in the NCC curriculum material, and in the curricula of both the Teacher Training Colleges and the B.Ed. program at the University of Swaziland. Priority should be given to this area during the remainder of the project.

Efforts to provide teaching kits for the schools (as promised in the project design) seem to have been abandoned. This idea should not be discarded, and should be a part of a renewed effort to consider the teaching materials and aids needed in Regional Teachers' Centers (TIDCs), the Teacher Training Colleges, and in primary school classrooms in order to implement an effective teaching/learning program. Research worldwide tends to show that the most cost-effective way of improving education is to provide an abundance of relevant and useful teaching and learning materials for teachers and students. Additional teacher preparation is of relatively little use if such supporting materials are not available.

[The B.Ed. program at UniSwa appears to be well underway, but is handicapped since it does not include a specialization in the practical arts, one of the major concerns of the Ministry of Education.] We suggest that a major effort be made to encourage cooperation between the College of Agriculture and the College of Education in providing a B.Ed. specialization in agriculture and home economics.

The future of the B.Ed. program at UniSwa is not clear. After the lecturers at the TTCs have been upgraded, it is assumed that headmasters and inspectors of the Ministry will become the clientele, but this will probably not happen. We recommend that the primary education program at UniSwa should not, in the foreseeable future, admit high school graduates with the idea of preparing primary teachers with a B.Ed. Should the time come when primary teachers require a B.Ed., the TTCs can upgrade their diplomas to that level, and UniSwa can proceed to graduate specializations in areas including educational administration, guidance and counselling, and educational research.

There are two factors external to the project which have had a negative impact on project implementation. First, there is no clearly assigned responsibility for the distribution of NCC curriculum materials to the University and TTCs. This responsibility has been assumed by the Ohio University team, and contract funds have been used to purchase such materials. Second, the lead time between the production and final availability of curriculum materials is excessively long.

In terms of project management, local resources are effectively used and USAID and Ministry of Education counterpart funds are carefully controlled. In terms of overall budgetary information and control on the Ohio University contract, however, there is a lack of information in Swaziland and some improvement in procedures may be necessary.

In the future, efforts should concentrate on improving management of the primary school system in Swaziland and local counterparts must take effective control of project components now handled by Ohio University personnel. Care must be taken to select priorities which will have the greatest chance of improving education without creating complex and costly infrastructures beyond those already existing. The future problem is to get those mechanisms, institutions, and resources already available to work efficiently, effectively, and in a manner relevant to improving primary education in Swaziland.

The major recommendations in the report are summarized below.

TEACHER TRAINING COLLEGES

- ✓ 1. Beyond a common core, there should be differentiated specialization in teacher training programs among the three TTCs (i.e., Ngwane for agriculture; William Pitcher and Ngwane for home economics; and in all colleges, the more general programs).
- ✓ 2. The differences between the diploma programs at the TTCs and at the University should be resolved.
- ✓ 3. A part-time diploma program (PTD) for practicing teachers seeking to upgrade their training should be established in the TTCs as soon as possible.
- ✓ 4. The involvement of TTC lecturers in in-service education activities should be a regular part of their job descriptions.

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- ✓ 5. The current study of how best to incorporate practical arts into the B.Ed. program should be completed as soon as possible.
6. The part-time diploma program at the University should be phased out as soon as such a program is established in the teacher training colleges (see recommendation 3 above).
- ✓ 7. The Faculty of Education should take whatever steps are necessary to acquire new curriculum materials from the National Curriculum Center for courses in the Primary Education Department.
- ✗ 8. The Faculty of Education and the Institute of Educational Research should establish a research agenda, with primary education and teacher training as priorities.

9. Consideration should be given to admitting TTC lecturers to the B.Ed. program on a conditional basis, with full admission to be determined after a period of successful study.

IN-SERVICE EDUCATION AND STAFF DEVELOPMENT

10. The National Curriculum Center and the Ministry of Education should take steps to ensure that those responsible for providing pre- and in-service teacher training receive copies of new curriculum materials as they become available.
- ✓ 11. The Ministry of Education should find alternative storage space for textbooks and curriculum materials, to strengthen the capacity of Regional Teacher Centers to provide in-service education for primary school teachers.
- ✓ 12. The Ministry of Education, in consultation with the project team, should develop a plan for the use of the four Regional Teacher Centers which will capitalize on their potential for delivering in-service education.
- ✓ 13. Peace Corps Volunteers should be assigned to the Regional Teacher Centers to work with the Directors and Teacher Leaders and to run the Centers while the Teacher Leaders are receiving training.
14. The project team should take steps to develop instructional kits for distribution to primary schools, and/or investigate the possibility of acquiring such kits from UNICEF in Copenhagen.
15. The in-service education program, in all its aspects, should be centralized and coordinated, either by placing administrative responsibility within the MOE, the NCC, or the in-service section of UniSw. The team urges that all concerned parties meet regularly under the Director of Education to work out an acceptable organizational plan.
16. Provision should be made within the current project for the in-service education of primary school administrators, over and above any that they now receive in the teachers' in-service workshops.
17. The proposal to initiate the institutional approval of teacher training colleges should be implemented, and the emphasis in this effort should be placed on self-study and institutional development.
18. The project advisors should provide more opportunities for the involvement of TTC participants in determining program topics, and in the planning and management of staff development programs and annual teacher education conferences.
19. The Ministry of Education and campus advisors at Ohio University should carefully follow the recommendations of the participant selection committee.

20. A more systematic effort should be made by the project staff to determine whether the knowledge and skills presented in in-service workshops are put into practice in schools and classrooms.

CURRICULUM

21. The remaining two years of the project should emphasize the development of instructional materials and teaching strategies for practical arts, and a concerted effort should be made to:
 - a) encourage the University to consider a cooperative B.Ed. in practical arts (agriculture and home economics) between the Faculty of Education and the Faculty of Agriculture;
 - b) encourage the National Curriculum Center to complete curriculum materials in practical arts, including especially agriculture, home economics, elementary technology, and related areas;
 - c) develop a plan for the increased use of the Regional Teacher Centers for training teachers in practical arts; and
 - d) activate the element of the project which calls for the provision of teaching kits for the schools and include in the kits materials relating to the practical arts.
22. A study should be made of the possibility of designing and printing materials developed by the National Curriculum Center in Swaziland, so as to reduce the time between approval and delivery of materials.
23. The MOE should give attention to the long-term problems of distributing curriculum and teaching materials to schools and teacher education institutions. Distribution of these materials might be among the explicit responsibilities of the National Curriculum Center, if the NCC becomes a full-fledged publishing house. Meanwhile, the Ministry of Education must arrange for timely distribution of NCC materials to the TTCs and UniSwa.
24. The various subject committees should give priority in future revisions of curriculum materials to coordination and reinforcement across subject areas, with a particular focus on the integration of the practical arts with academic subjects.
25. Lecturers in the teacher training colleges should be encouraged to show teachers ways to present subject matter so as to emphasize the relationships between subjects.
26. A large portion of the short-term consultant time remaining in the project should make use of experts in the programming and equipping of effective and efficient Regional Teacher Centers. Consultants should

also look at the library and instructional material resources of the TTCs and RTCs to see how they might be strengthened, and at the question of local design, printing, and distribution of NCC materials (see Recommendations 22 and 23 above).

PROJECT ADMINISTRATION, POLICY ISSUES, AND FUTURE DIRECTIONS

- ✓27. Planning should be initiated by representatives of the University and the Teacher Training Colleges, to shift responsibility for the part-time diploma in primary education program (PTD) from the University to the TTCs.
28. In the short-term, (a) the emphasis of the B.Ed. program at UniSwa should focus on the preparation of the TTC lecturers and on MOE administrators, headmasters, etc., and (b) continued efforts should be made to upgrade diploma and in-service education programs.
29. In the long run, after the goal of all TTC lecturers holding B.Ed. degrees is reached, the emphasis of future USAID projects should shift (a) to strengthening the University's educational research capability and to offering master's degrees; and (b) to supporting the development of B.Ed. programs for classroom teachers at TTCs, if the Ministry of Education feels that such degree programs are needed, and will support the placement of teachers with this level of qualification.
30. An Oversight Committee for Teacher Education should be established immediately, to monitor the remaining activities of the project and to facilitate communication and coordination of teacher education efforts after the departure of the Ohio University team.
- ✓31. The Ohio University team, in collaboration with counterparts and officials in the Ministry of Education, should begin immediately to develop and implement a plan for handing over administrative and program responsibility for all project activities to Swazi counterparts.
32. A deputy or designated successor to the Chief Inspector for Teacher Education and Curriculum Development should be identified, in order to ensure the continuation of project activities after the departure of the Ohio University team and the retirement of the incumbent Chief Inspector.
33. The MOE should establish a permanent organizational and administrative arrangement for in-service teacher education, by centralizing responsibility within the MOE, the NCC, or the in-service section of UniSwa, with clear roles defined for Regional Education Officers, Directors of Regional Teacher Centers, and the DIES and LITs who have been trained under the current project. The staff of the In-service Unit at William Pitcher College would be absorbed into one of the units noted above, though some individuals might continue to be located in Regional Education Offices or Teacher Training Colleges.

34. A practicing administrator or a team from a U.S. school system (ideally including an administrator from a large urban system, one from a school district in a rural, agricultural environment, and possibly a representative from a State Department of Education) should be brought to Swaziland as consultants to the Ministry of Education to advise on administrative procedures within the Ministry. Such a mission should focus on improvements in the efficiency and effectiveness of resource use in the Ministry, with particular attention given to planning, budgeting, financial control, and the decentralization of administrative authority.
35. USAID should update its records on disbursements through this project, and the Ohio University backstop team should make some arrangement to provide more current and more detailed information on project budgets and expenditures to USAID/Swaziland and the Chief of Party in the future.
36. USAID and the University of Swaziland should agree on a procedure for the payment of 50 percent of the costs of diploma and degree programs at UniSwa, and USAID should amend its contract with Ohio University to pay these costs.
37. Present arrangements for the payment of student costs in the diploma program at the University (in which USAID will pay half rather than all of these costs) should be confirmed and communicated to all concerned parties.
38. The extensions of contract requested by the Ministry of Education (Plan C) should be approved, and additional resources (on the order of \$30,000) should be added to the contract to cover the cost.

SUBSEQUENT PHASES OF EDUCATION SECTOR SUPPORT

39. Future projects should emphasize increased efficiency in the use of human and financial resources within the Ministry of Education and the larger educational system through the provision of technical assistance and training, with emphasis on planning, budgeting, financial control, and administrative decentralization.
40. Future USAID projects should emphasize direct intervention in improving the educational delivery system, especially at the primary level, rather than the further upgrading of credentials of teachers.
41. Future projects should increase support to make instructional materials available in primary classrooms, including the improved and expanded provision of teaching materials, the development and distribution of curriculum kits and instructional aids to primary classrooms, the improvement of supervision and leadership skills among headmasters and inspectors, and the improvement of guidance and counseling services.

ACRONYMS AND ABBREVIATIONS

B.Ed.	Bachelor of Education Degree offered by the University of Swaziland
DIES	District In-Service Education Specialists
EOPs	End-of-Project statements which indicate what the project should have accomplished at its completion
LITs	Local In-Service Teachers
MOE	Ministry of Education
NCC	National Curriculum Center
PCVs	Peace Corps Volunteers
PTC	Primary Teaching Certificate
PTD	Primary Teaching Diploma, now offered by the Teacher Training Colleges, but also offered part-time by the University of Swaziland
REO	Regional Education Officer
RTCs	Regional Teacher Centers (TIDCs)
SCOT	Swaziland College of Technology
SWAMDP	Swaziland Manpower Development Project
TIDCs	Teacher Innovation and Distribution Centers (Regional Teacher Centers)
TTCs	Teacher Training Colleges
USAID	United States Agency for International Development
UniSwa	University of Swaziland

INTRODUCTION:
THE SWAZILAND TEACHER TRAINING PROJECT AND THE APPROACH
OF THE MID-TERM EVALUATION MISSION

This is the report of a mid-term evaluation mission which examined the work of the Swaziland Teacher Training Project (645-0214), which is jointly funded by USAID and the Government of Swaziland (GOS). The project began in 1984 and was funded for five years, through 1989, with technical assistance and training components provided by Ohio University in Athens, Ohio. The cost of the project, not including local government counterpart funding, totals \$5,595,000, with \$5,320,171 allocated to the Ohio University contract. The GOS has provided the equivalent of \$2,346,000 to the project. The project is now fully funded.

The project has been operating in an educational context in which in 1986 there were 4,290 primary teachers, 142,206 primary pupils, 467 primary schools, 3 teacher training colleges with a combined enrollment of 373, and a university (UniSwa) with an enrollment of 1,296 students and 115 on the teaching staff. Population is growing at a rate of 3.5 to 3.8 percent.

In 1984, when the project began, the three TTCs operated independently, with no coordination or common planning of programs. There were no B.Ed. or diploma programs in primary education at the University. There was little structured in-service education for primary teachers, there were no teacher centers in Regional Education Offices, and there was no Chief Inspector for Teacher Education and Curriculum Development.

The Statement of Work for this evaluation mission is included as Annex II. The Statement indicates that the mission is to evaluate the progress of the Swaziland Teacher Training Project, a multi-faceted effort to improve the capacity of the Government of Swaziland to produce better-qualified, more highly-motivated primary school teachers who will ultimately improve the quality of instruction through the use of more appropriate curriculum materials and teaching methodologies. The project strategy is to develop an institutionalized capability within Swaziland's educational system, whereby the Government of Swaziland will be able to consistently produce better teachers who can effectively teach the new curricula developed by the National Curriculum Center (NCC). The primary education work of the NCC was assisted for some ten years under the USAID Primary Curriculum Development Project (645-0009), which was completed in 1984.

SWAZILAND TEACHER EDUCATION PROJECT GOALS

The Swaziland Teacher Training Project provides long- and short-term technical assistance, participant training both in the United States and in-country, commodities, and other support. The project is organized under five major areas of program development:

- 1) improving primary teacher education;
- 2) training new teacher educators and upgrading in-service teachers and teacher educators;

- 3) establishing in-service training and support services;
- 4) establishing library resource centers; and
- 5) improving coordination and management of the educational system.

The project statement suggests that the coordination and management component concentrate on forging linkages between the Ministry of Education; the Teacher Training Colleges (TTCs), of which there are three (William Pitcher, Nazarene, and Ngwane); the National Curriculum Center; the Teacher Innovation and Distribution Centers (TIDCs or Teachers' Centers), located in each of four Regional Education Offices (REOs); and the University of Swaziland (UniSwa).

END-OF-PROJECT STATUS

The project statement indicates that the following conditions are to be in evidence at the end of the project:

- 1) The Swaziland TTCs will be graduating at least three hundred (300) primary school teachers per year; the graduates will be qualified to teach the new primary school curriculum;
- 2) The University of Swaziland (UniSwa) will be producing eight (8) to ten (10) educators of primary teachers per year;
- 3) An in-service training program will be in operation through the TIDCs; at least three hundred (300) primary school teachers and headmasters will be receiving training during the final year of the project;
- 4) Library resource centers will be staffed, equipped, and operating in the TTCs, TIDCs and individual primary schools;
- 5) Participant trainees will have taken up their respective posts in the various institutions;
- 6) Improved instructional materials will be in use in the TTCs, TIDCs, and individual primary schools; and
- 7) Workshops, conferences and evaluations carried out as a part of the project will have been completed; information will have been recorded and distributed.

By the end of the project in 1989, it is expected that the Ministry of Education will be managing a fully-functioning, interdependent teacher training system.

EVALUATION STRATEGY AND METHODOLOGY

The mid-term evaluation mission was conducted by Creative Associates International, Incorporated, of Washington, D.C., under a contract with USAID. The mission team consisted of Dr. Seth Spaulding and Dr. David Plank, faculty members of the School of Education of the University of Pittsburgh, and Dr. Karl Massanari, retired Associate Executive Director of the American Association of Colleges of Teacher Education. The mission team evaluated the progress of the project in achieving stated project goals and purposes (as described above), and in achieving end-of-project status (also described above). In meetings with the Director of USAID/Swaziland, it was made clear that the mission team should also suggest modifications in the project goals and end-of-project status statements, if the mission felt that such adjustments were appropriate.

The mission team spent approximately three weeks in Swaziland, between February 15 and March 6, 1987. Prior to arrival, team members reviewed the original project document (dated May 1983), and the Team Leader had extensive telephone conversations with Dean Allen Myers of the College of Education of Ohio University, and with Dr. Albert Leep, the campus coordinator of the project. The evaluation did not begin until the team arrived in Swaziland on February 15, 1987.

During the first ten days of the mission, the team members interviewed the Director, Deputy Director, and Project Officers of USAID/Swaziland, and examined all USAID files relating to the project. In addition, the team met with the Ohio University team members individually and as a group, and examined the five semi-annual reports submitted by the Team (through November 30, 1986). The Ohio University team, under the leadership of Chief of Party Dr. Donald Knox, had also prepared a briefing paper (dated February 16), in which they described progress in the various components of the project. This paper is, in essence, a self-evaluation. Finally, the Ohio University Chief of Party shared with the team his annual work plan and local currency budget for the year April 1, 1986 through March 31, 1987. These interviews and documents formed the basis for judgments on how well the project is meeting its stated goals and projected end-of-project status.

Concurrently, the mission visited all three Teacher Training Colleges (William Pitcher [two visits], Nazarene, and Ngwane) to interview the principals and selected staff (in the case of Ngwane, a group discussion with all staff, in addition to individual interviews). Also visited were three of the four TIDCs, the National Curriculum Center, the University of Swaziland (two visits), and, of course, the Ministry of Education. The Principal Secretary of the Ministry of Education, Mr. Musa Justice Nsibande, made it clear that we could visit any institution in Swaziland and interview anyone in the Ministry of Education in connection with the project. Dr. Don Knox, Chief of Party of the Ohio University team, was particularly helpful in providing information and in facilitating institutional visits. A list of key persons interviewed is included as Annex I.

Each mission member drafted sections of the final report, assessing the accomplishments of the project to date, suggesting elements of the project that might need fine-tuning, and listing problems that need to be resolved in the future. These sections were merged, and a first draft of the report was assembled several days before the end of the mission. This draft was discussed for accuracy with officers of USAID/Swaziland, with the Ohio University team, and with officers of the Ministry of Education. The ideas expressed in the report are those of the mission members, but we have attempted to include suggestions and recommendations which appear reasonable and attainable by those who are responsible for this project.

We wish to clearly state that the project appears to be progressing appropriately, and that it is a well-run effort, with both Swazis and their U.S. counterparts dedicated to the achievement of project goals. Coming in from outside, nonetheless, it is possible to see ways in which the project and its implementation can be improved, and the bulk of this report is dedicated to that end. We also suggest some directions for a possible following phase at the conclusion of the present project, but the suggestions along those lines are tentative, and are given only for the purpose of provoking discussion among all concerned parties as the present project completes its work over the next two years.

STRUCTURE OF THE REPORT

The Executive Summary (following the title page) includes the major recommendations.

Chapter I of the report describes the substantive elements of the project and gives the Team's assessment of progress. Each section is accompanied by recommendations, some of which are primarily directed at the local institutions involved in the programmatic aspects of the project, and others of which are directed at the Ohio University staff, USAID, or both.

Chapter II looks at some of the administrative and policy aspects of the project, and raises some questions as to how administrative performance and budget control can be improved. It also suggests possible future project directions for both the medium- and long-term.

Annex I lists the key persons interviewed; Annex II includes the Statement of Work for the evaluation team; and Annex III is a report of a visit to Ohio University to discuss the field findings.

A note on terminology: Most Ohio University reports and materials use the title "Swaziland Teacher Education Project." The official USAID terminology, however, is "Swaziland Teacher Training Project." In this report, we generally use the official title, but there may be cases where the unofficial terminology is used.

CHAPTER I: SUBSTANTIVE ELEMENTS OF THE PROJECT

The focus of the Swaziland Teacher Training Project is the improvement of the Government of Swaziland's capacity to produce better-qualified, more highly-motivated primary school teachers who will ultimately improve the quality of instruction in Swaziland through the use of more appropriate curriculum materials and teaching methodologies. The focus implies a concentration on the institutions which train teachers, both in-service and pre-service. Also implied, however, is close liaison with institutions in Swaziland which are involved in curriculum development (notably the National Curriculum Center), and involvement in various kinds of specialized services which may be useful in curriculum development, in-service training, and the provision of teaching and learning materials to the schools.

This chapter is concerned with the elements of the project which involve pre- and in-service teacher education, and includes several concerns relating to curriculum and teaching materials development and distribution. The chapter's separate sections deal with the Teacher Training Colleges (TTCs), the University of Swaziland (UniSwa), In-Service Education of Primary Teachers, Staff Development of TTC Lecturers and Educational Leaders, and Curriculum and Materials Issues. Within each of these sections, the report addresses first the current status of each of these institutional and functional components of the project--a general, and in some instances very specific, discussion of the achievements realized and the progress to date within the context of the EOP goals, as judged by the members of the evaluation team. This is followed in each instance by a discussion of problems, either existing or likely to emerge in the future, and the team members' recommendations for alleviating these problems.

It has not always been possible to classify a particular project program or initiative falling exclusively into one of the sections into which this chapter is divided. Numerous of these project initiatives cut across organizational and institutional lines, and in their substance, work to promote the objectives of more than one of these institutional and functional components; for example, improving the capabilities of the graduates of TTCs to teach the new primary curriculum, and the development of improved curriculum and materials. The team members have endeavored to discuss such multi-faceted improvements, programs, and initiatives, however, within the context of the chapter sections which seemed most appropriate in each case.

Chapter II discusses short- and long-term issues of management, coordination, budgeting, and programming.

TEACHER TRAINING COLLEGES (TTCs)

The general aim of the project at the three colleges (William Pitcher, Nazarene, and Ngwane) is to give assistance in upgrading the quality of teacher education in the areas of organization, curriculum development, staff development, and instructional methodology. Two advisors from the Ohio University project staff have been working closely with the principals and lecturers of the three TTCs for these purposes.

Background and Current Status

End-of-Project Status Number 1 states that, "The TTCs graduate at least 300 primary school teachers annually; graduates qualified to teach new primary school curriculum." The project has placed emphasis on the latter part of the EOP--that diploma graduates will be qualified to teach the new primary school curriculum materials developed by the NCC. This has been accomplished primarily through an upgrading of the formal qualification received at the completion of studies at the TTCs.

Before the beginning of the project, the three TTCs offered only two-year programs leading to the Primary Teaching Certificate (PTC). The programs were operated independently and were not coordinated.

The colleges will shift this year from two-year programs leading to the Primary Teaching Certificate (PTC) to a three-year program leading to the Primary Teaching Diploma (PTD). Entry qualifications have been increased from the JC (10th grade) to O-Level (12th grade).

In this process, the admission requirements for the TTCs have been upgraded, the length of the academic program has been increased by one year, and the standard credential for new teachers emerging from these institutions will now be a PTD.

✓ However, partly for financial reasons, the Ministry of Education has reduced the intake of the TTCs by roughly 50 percent, which means that the quantitative part of the EOP will not be met at the termination of the project.

Additional steps have been taken by the Ministry of Education and the TTCs to enhance the pre-service primary teacher education program. These include:

- o A new program of studies has been developed jointly by the TTC principals and lecturers. The program of studies is now more in line with the UniSwa program for a diploma in primary education, but there still are differences which need to be addressed. In addition, it is envisioned that, in the near future, a part-time diploma program, instituted in May 1985 by UniSwa for holders of PTCs from the TTCs, will be terminated by UniSwa and be taken over by the TTCs.
- o Subject committees, with representation from the TTCs, the NCC, the inspectorate and the project, have developed new syllabuses for all subjects which reflect new NCC curriculum materials.
- ✓ o New topics, such as special education, ecology, guidance, environmental education, and curriculum development, have been added to existing courses.

- o Standard assessment forms have been developed for practice teaching by a teaching practice steering committee, including representatives from TTCs, UniSwa, the inspectorate, and schools.
- o A series of annual conferences of college lecturers and teachers from participating schools has been instituted to coordinate and improve teaching practice and to enlist greater participation from teachers.
- o A needs assessment for TTC libraries has been conducted and large orders of reference books have been placed by the project staff with project funds to upgrade library holdings.
- o A plan for upgrading the educational qualifications of TTC lecturers has been developed and is being implemented. To date, six lecturers have been upgraded to the level of the master's degree. The expectation is that, by 1991, all TTC lecturers will have at least a bachelor's degree and all principals will have a master's degree. Those lacking such degrees will be reassigned to teaching positions in primary or secondary schools.
- o Staff development activities have been conducted. (Details are presented below.)
- o TTC lecturers have assisted as resource persons in in-service education workshops, which has given them the opportunity to have close contact with primary school teachers in the field. Their cooperation in this effort reportedly has been excellent.

Concerns and Recommendations

1. In the upgrading of the teacher training offered by the TTCs from two- to three-year programs, efforts have been made to achieve uniformity in the areas of training that are offered. (However, a question arises as to whether it is desirable that all three TTC training programs should be uniform.) The advantages of common programs seem clear, but from the standpoint of economy and availability of facilities and resources, a case can be made for some differentiated specializations among the three TTCs.

RECOMMENDATIONS:

That beyond the common core, there be some differentiated specializations of teacher training programs among the three TTCs (i.e., Ngwane to handle agricultural specializations, William Pitcher and Ngwane home economics, and all colleges the more general programs).

That the differences between the new TTC PTD and the UniSwa PTD be resolved.

2. As stated previously, it is expected that, by 1991, all TTC lecturers will have at least a bachelor's degree, and all principals will have a master's degree. Those lacking in such degrees will be reassigned to teaching positions or secondary schools.

Whether or not this expectation is realistic remains to be seen. Some lecturers are unable to meet the entrance requirements of UniSwa because of their low scholastic qualifications. In addition, there are problems associated with paying lecturers' salaries during their study leaves. Ministry of Education policy is that salary will be provided for only the first year. This means that lecturers will receive no salary during the remaining time it takes to complete their bachelor's degrees.

RECOMMENDATIONS:

The team recommends that the project staff and the Ministry continue to work toward the goal of upgrading the training of TTC lecturers to a B.Ed. degree level. If some cannot meet entry requirements for a degree program at UniSwa, then we urge provisional acceptance into the B.Ed. program with subsequent full admission after a successful period of study.

3. It seems clear that it will be some time before all primary school teachers hold diplomas. It is therefore important that TTC lecturers be involved, not only in improved pre-service programs, but also in the planning and delivery of in-service education for primary teachers.

RECOMMENDATION:

Involvement of TTC lecturers in in-service education activities should be a regular part of their job descriptions.

In general, the team believes that a good beginning has been made to upgrade the pre-service teacher education programs at the TTCs. Greater efforts need to be made to study the impact of the various policy and program initiatives, and to review them as changing circumstances require.

UNIVERSITY OF SWAZILAND (UNISWA)

The role of UniSwa within the context of the project goals is to introduce and implement primary teacher education programs at UniSwa by establishing a B.Ed. degree program. It was also anticipated that UniSwa would lend institutional support and expertise to other of the project's components.

Background and Current Status

Before the beginning of the project, UniSwa offered no programs in primary education. Two training programs have been established at UniSwa with the assistance and advice of the project staff and consultants: a part-time diploma program for holders of Primary Teaching Certificates from the TTCs, and a B.Ed. degree program.

The Part-time Diploma Program

The part-time diploma program began in May 1985 with the admission of eight students. All courses, with the exception of those pertaining to practical arts, have been developed and approved by the university. Courses are taught over a two-year period in two residential sessions on weekends, during school holidays, and by correspondence. Thirteen students were admitted to the second intake of this program and the first diploma class will graduate in May 1987. It is anticipated that in the near future, the University will terminate the part-time diploma program, and that it will be picked up by the three TTCs. There has been some coordination with the TTCs' diploma programs, but the two programs are still not comparable.

Recruiting for the 1987/88 academic programs is currently underway, and the part-time program appears to be attracting students.

The B.Ed. (Elementary) Program

The B.Ed. program was advertised in 1985. Three students were admitted, but two withdrew before classes started for financial reasons. The University then decided to postpone the degree program for one year. The University admissions committee, after reviewing degree applications, recommended that a first year of full-time study be added to the degree program. Few applicants met the requirements for entry to Year II of the program. Year I programs were designed for all four content areas approved earlier by the Faculty of Education (language arts, social studies, science/math, and practical arts). Content for Years II, III, and IV of the degree programs had been developed earlier.

Years I, II, and III of the B.Ed. degree program will be in operation with the opening of the academic year in late August 1987. The first class of B.Ed. graduates in primary teacher education is expected in 1989.

All courses, with the exception of practical arts, have been developed for the degree program. By the time the primary degree programs were presented to the Faculty Board of Education for approval, it came to the attention of the Faculty that TTCs would be unable to employ lecturers trained in the integrated programs in practical arts which had been proposed. Principals of TTCs believed that the program was too general and that more specialization was needed. After discussion of the problem, it was decided to divide the practical arts into two specialized programs sharing a common first year course, and focusing on either music and physical education, or arts and crafts and elementary technology (industrial arts). A plan for offering all of the various degree programs in alternate years according to content areas was developed. The revised practical arts programs would have required an additional six members of staff.

The primary programs approved by the Faculty Board were then passed on to the University Senate, where approval was given for the language arts, science/math, and social studies programs, but not for practical arts. The status of practical arts is still in limbo and is under further study by the Faculty of Education.

Eleven students were admitted to the degree program in 1986/87, seven in Year I and four in Year II. Recruiting for the 1987/88 academic year is currently underway. As of this writing, no applications for the B.Ed. program have been received for the coming year, but the application period is not yet closed.

Faculty Training and Other Initiatives

Four USAID-sponsored participants were recruited and sent for study to Ohio University, with the expectation that they will take up posts at UniSwa as lecturers in primary education. Three of them have been successful in completing their master's degrees and will return from training and join the Faculty of Education in March of 1987. An additional participant will be sent to Ohio University for similar training during the coming year.

There has been substantial progress in other areas during the first two-and-a-half years of the project. These successes include:

- o Lecturers from the Faculty of Education have contributed as resource persons to the in-service education workshops.
- o The project provided a significant number of new books and journals to the education library.

Concerns and Recommendations

1. As mentioned earlier, there has been some coordination between UniSwa with the TTCs on the design and implementation of UniSwa's part-time diploma program. However, this part-time program, and the TTCs' PTD programs are still not comparable.

RECOMMENDATION:

That further steps be taken to make diploma programs at UniSwa and the TTCs comparable.

2. As stated previously, the study of practical arts is considered by the project to be of great importance in the training of primary education teachers. However, the status of the incorporation of practical arts teaching on the Faculty of Education at UniSwa is still unclear, and is under further study by the Faculty.

RECOMMENDATION:

That the study now underway regarding how best to incorporate practical arts in the B.Ed. program be completed as soon as possible. Agricultural education and home economics faculty members of the Faculty of Agriculture should be included in the discussion.

3. Several problems have arisen during the early years of the project with respect to introducing and implementing primary teacher education programs at UniSwa. These problems do not stem from a lack of commitment to the importance of primary education in the university; strong commitment to the program is evident among current administrators and lecturers. They have resulted instead from personnel changes; the dependence of the primary education program on other faculties in the University; the specialization of traditional academic programs at UniSwa, which runs counter to the needs of primary teacher educators for breadth of understanding; and the fact that admissions standards may not be realistic for admitting TTC lecturers to degree programs. These matters are currently under study by UniSwa.

RECOMMENDATION:

That consideration be given to admitting TTC lecturers to the B.Ed. program on a conditional basis, with full admission to be determined after a period of successful study.

4. The evaluation team notes with interest that there is a research institution in place in the Faculty of Education. This facility has the potential of providing valuable research data for the improvement of primary education and primary teacher education in Swaziland.

RECOMMENDATION:

That the Faculty of Education and the Institute of Educational Research establish a research agenda with primary education and teacher training as priorities. The results of such studies would make three major contributions: (1) assist the Ministry of Education in establishing priorities and policies; (2) assist the proposed Oversight Committee for Teacher Education in making decisions as to where donor education projects should be targeted; and, (3) assist the Faculty of Education in evaluating the B.Ed. program and the regulations pertaining to it.

IN-SERVICE EDUCATION OF PRIMARY TEACHERS AND STAFF DEVELOPMENT

This section is concerned with the training of classroom teachers and headmasters in primary schools and the training of TTC lecturers and other educational leaders who are currently in service. The in-service program of the project is designed to assist in providing training which will lead to a more highly qualified primary teaching staff, particularly for those who hold teaching certificates. The project's program has upgraded the quality and extent of in-service education conducted before the beginning of the project.

This section begins with a general description of the in-service education component of the project. This is followed by separate status reports and recommendations for five functional areas: Resource Persons Providing Instruction in the Workshops, Supporting Resources and Services, Staff Development, Annual Conferences on Teacher Education, and Long-Term Participant Training.

General Description

The in-service program operated by the Swaziland Teacher Training Project began in May 1985. It was organized to utilize a multiplier effect. The project works directly with 30 educators in each of the country's four education districts. In each region, 10 DIES (District In-Service Education Specialists) and 20 LITs (Local In-Service Teachers) were selected to participate in the first cycle of the in-service program, which continued for one year. DIES are primary inspectors, teacher leaders, and headmasters. One LIT was selected from each of the twenty target schools in each region. Each target school has a "sister" school which participates with it in local level "spin-off" workshops.

The current in-service program involves 40 schools in each of the four education regions for a total of 160 schools and approximately 1,600 teachers country-wide. Phase two of the program will involve another group of 10 DIES and 20 LITs. It will begin in May 1987.

The DIES and LITs attend eight workshops per year. Two of these are one-week residential workshops; six are one-day follow-up workshops. In turn, the DIES and LITs provide one-day spin-off workshops for their own schools and their sister schools following the residential workshops, and one-half day workshops following each of the one-day follow-up workshops.

In 1985, five-day residential workshops were held in language arts in the Manzini and Hhohho regions, and in math/science in the Lubombo and Shiselweni regions. In January 1986, these workshops were held again, with a reversal of venue and subject matter. In May 1986, the focus of workshops was on social studies and practical arts.

The End-of-Project Status Number 3 states that "In-service training program operating; at least 300 primary school teachers and headmasters per annum trained with school-based focus." It is clear that to date the project has met and exceeded this anticipated outcome. If plans are implemented as projected, the EOP will have been considerably exceeded at the termination of the project.

The team visited one of the one-day follow-up workshops on practical arts (arts and crafts, and physical education). Interest of participants was high and there was evidence that participants were learning new and relevant skills. There also was evidence that participants were gaining the self-confidence and skills needed for the conduct of spin-off workshops which they were expected to carry out in their own and sister schools.

The team believes that the in-service program has been the major contribution of the project to date.

Resource Persons Providing Instruction in the Workshops

Current Status

Currently, all project staff serve part-time in the in-service program. Selected lecturers from the TTCs also assist as resource persons in the workshops. Cooperation from these lecturers has been excellent. In addition, 8 members in the Ministry's In-Service Education Unit provide some assistance as resource persons. It is anticipated that eventually, this group will be responsible for delivering in-service education to primary teachers. At present, some are filling lecturers' posts in the TTCs while regular lecturers are away for further training.

Another program of in-service education, not under the auspices of the project, is provided by the staff of the National Curriculum Center. Their infusion workshops are specifically focused by grade and subject matter areas and are conducted as new curriculum materials (textbooks, teacher manuals, and pupil workbooks) are developed, published, and distributed for use in the schools. The National Curriculum Center is playing a significant role in developing primary education materials. Staff members of the Center on occasion provide some assistance at the project's workshops.

Concerns and Recommendations

There have been problems in the dissemination of new curriculum materials. Lecturers at the TTCs complain that they do not have access to these materials when needed. Many are stored in the regional teacher centers. If there is to be emphasis on training to use new materials, then the materials must be made available to the trainers, as well as to teachers and students.

RECOMMENDATION:

That the NCC and the Ministry of Education take steps to ensure that those who are responsible for providing pre- and in-service training receive copies of new materials as they are produced. Among others, these would include TTC lecturers, members of the Faculty of Education at UniSwa, members of the In-Service Unit, and the Inspectorate at the Ministry.

Supporting Resources and Services

Current Status

From the outset of the project, it was envisioned that four Regional Teacher Centers (Teacher Innovation and Distribution Centers) would be established and operating to support in-service education activities in the respective regions. It was also projected that a director and trained teacher leader for each center would be in place at the end of the project.

The development of these four centers is in progress. Three centers will be formally opened in March 1987. Space has been allocated, but in several instances it is now used for storing curriculum materials produced by the NCC.

The project has purchased some commodities for the centers including books, opaque projectors, sewing machines, charts, games, and duplicating machines. Others are being ordered. It is planned that each center will be staffed by a Teacher Leader. In addition, the original plan was for a Peace Corps Volunteer (PCV) to be placed in each center, but this has not yet happened. It appears that PCVs will soon be available for the centers, and that the Teacher Leaders have been or will be appointed shortly. Those appointed will receive six months training abroad.

Concerns and Recommendations

1. A problem exists in the dissemination of the curriculum materials, apparently resulting from a misunderstanding by schools and parents about the costs of the books and how they are to be paid for. This problem needs attention.

RECOMMENDATION:

That steps be taken immediately by the Ministry of Education and regional education officers to find alternative storage space for curriculum materials so that regional teachers can get about the business of providing in-service education.

2. Although there appears to be a general idea as to how the Teachers' Centers will develop, there is no well-developed and agreed-upon plan for the centers.

RECOMMENDATIONS:

That the Ministry of Education, in consultation with the project staff, develop a plan for how best to utilize the four Regional Teacher Centers so as to capitalize on their potential for delivering in-service education.

That steps be taken to speed up the process of selecting Teacher Leaders and PCVs to staff the regional centers.

3. The contract calls for the development and dissemination of instructional aids. The team saw evidence of a few such aids at one of the follow-up workshops. The contract also calls for the development of instructional "kits," which eventually are to be disseminated to primary schools. Little has been done to date on this anticipated outcome. Money was allocated in the budget for this purpose, but apparently has been used for other purposes. A decision needs to be made whether or not the project is expected to produce such instructional kits.

RECOMMENDATION:

That the project take steps to develop instructional kits for eventual distribution to primary schools, and/or investigate the possibility of acquiring such kits from UNICEF in Copenhagen. Experience in other international education projects indicates that instructional materials are an important vehicle for improving classroom teaching.

4. The team makes two additional recommendations regarding the overall in-service education program:

RECOMMENDATIONS:

That the in-service education program in all its aspects, be centralized and coordinated either by placing administrative responsibility within the MOE, the NCC, or the in-service section of UniSwa. The team urges that all concerned parties meet immediately and regularly under the Director of Education to work out an acceptable organizational plan.

That provision be made within the current project for the in-service education of primary school administrators over and above any that they now receive in the teachers' in-service workshops.

Staff Development

Current Status

Another component of the project has been the planning and conduct of activities designed to enhance the training of lecturers and educational leaders in Swaziland. A staff development plan is in place. Training has been targeted at lecturers at the University of Swaziland and Teacher Training Colleges, Regional Education Officers, staff in the Ministry of Education, staff of the National Curriculum Center, and other concerned parties. Such activities have taken three forms: staff development courses with instruction provided by project consultants from Ohio University; annual conferences on teacher education; and long-term participant training. There was little in the way of staff development before the project began.

Consultants who have provided instruction to date are listed below:

<u>Term</u>	<u>Name</u>	<u>Subject</u>
8 weeks	Reeves	Special Education
14 weeks	Navin	Guidance and Counselling
7 weeks	Bolin	Competency Identification
10 weeks	Steele	Math/Science
3 weeks	Ploghoft	Teacher Education
8 weeks	Leep	Teacher Education

In the next stage of the project, it is planned to bring consultants in in the areas of institutional approval for TTCs, music and movement, arts and crafts, physical education, home economics, agriculture, professional studies, media-library, TESOL, and testing and measurement. At the end of 1986, a total of 53 person weeks of the budgeted amount had been utilized, and 75 person weeks still remain to be used.

In addition to providing instruction for the target audiences identified above, project consultants have assisted as resource persons in the in-service education workshops, and have provided advice concerning the purchase of books and other resources for the teacher centers, and for the libraries in the TTCs and the University of Swaziland.

Other staff development activities have also been conducted. For example, the team visited a one-day meeting at William Pitcher TTC on the uses of oral tradition in primary schools and colleges. Of the six presentations, five were by Swazi resource persons, and one by a project staff member. The program was substantive in nature and attendance was good. Attendance at such staff development activities is voluntary. Participation is apparently considered useful by those who attend. Subjects to be treated are selected by project staff in response to identified participant needs, but the planning and administration of the workshops seem to be largely handled by Ohio University advisors.

Concerns and Recommendations

RECOMMENDATIONS:

That the proposed plan to initiate the institutional approval of teacher training colleges be implemented, and that the emphasis in this effort be placed on self-study and institutional development. An appropriate approach to the improvement of TTCs would be to emphasize periodic (once every three to five years) self-study programs at each college on a staggered schedule, with specific guidelines provided by the Ministry of Education under the guidance of a consultant and project staff. After the completion of a self-study, a team of teacher educators would review the self-study report, visit the campus (three days or so), and make recommendations for improvement. For illustrative purposes, the team might be composed of representatives from the two TTCs not being visited, the Ministry of Education, UniSwa, and the Faculty of Education of a neighboring country. A team of five members or so would be adequate. Donor project staff could serve as resource persons. Such self-study programs should be conducted under the auspices of the Ministry of Education.

That the project advisors provide more opportunities for TTC participant involvement in determining program topics and in the planning and management of staff development workshops and annual teacher education conferences.

Annual Conferences on Teacher Education

Current Status

To date, two such conferences have been held; in August of 1985 and August of 1986. A third one is planned for August of 1987. Published reports of the proceedings are disseminated to participants. The conferences, targeted at meeting the needs of educational leaders, covered curriculum development in 1985 and training of primary teachers in 1986. In 1987, the theme is to be evaluation.

In general, the content of the conferences is useful and relevant. Instruction is provided by competent resource persons.

RECOMMENDATION:

Again, that the project advisors provide more opportunities for participant involvement in determining program topics and content, and in organizing and managing the annual conferences.

Long-Term Participant Training

Current Status

Twenty-three person-years of participant training have been allocated to this project. The first emphasis of this training has focused on preparing lecturers for the Faculty of Education at the University of Swaziland, in order to implement the B.Ed. and diploma programs. Remaining participant slots will be used to upgrade lecturers at the TTCs and in the In-service Unit. Additional participant slots are being sought from the USAID/SWAMDP program for additional upgrading in the teacher colleges and in the in-service area. Accomplishments to date in long-term training include the following:

- o Five of the first eight participants studying in the field of elementary education (M.Ed. level) returned in August 1986 to take up assignments at the TTCs.
- o Three participants have remained for an additional six months of study in their areas of specialty. It is anticipated that three will return at the end of this fiscal year to take up positions in the University of Swaziland Faculty of Education. One will return to a TTC.
- o One participant studying in the area of educational administration recently returned to resume his position as Principal of the William Pitcher TTC.

The team had the opportunity to interview seven participants who had received long-term training at Ohio University. Generally, they reported that the training received was relevant to their Swazi assignments.

In addition, the team discovered some evidence to show that the instruction received by participants during staff development activities was being incorporated in the courses they teach and in their teaching. For example, use is being made of the competency identification model in practice teaching at Ngwane TTC. Another example is the incorporation of special education and guidance modules in courses in the training programs.

Concerns and Recommendations

1. Two problems were identified concerning program participants who are receiving long-term training at Ohio University. The first dealt with the selection of candidates to be trained. There is a systematic process for selecting persons to be sent to Ohio University, which includes the specific area in which training is to occur. The candidates selected on the basis of this process are submitted to the Ministry of Education, where in at least one instance, an arbitrary decision was made to substitute other persons. Second, there is some indication that once participants arrive in the U.S., some want to change their areas of specialization. These requests have been approved by advisors on the Ohio University campus.

RECOMMENDATION:

The team recommends that the Ministry of Education and Ohio University campus advisors carefully follow the recommendations of the participant selection committee.

2. On the Long-Term Participant Training component in general, the team members have the following recommendations.

RECOMMENDATIONS:-

That as part of their training, participants in staff development activities be encouraged to develop specific ways of incorporating the new knowledge and skills received in their training into their courses and teaching.

That a more systematic effort be made to determine whether the knowledge and skills presented in in-service workshops are put into practice in schools and classrooms.

CURRICULUM AND MATERIALS ISSUES

This section is divided into discussions of five areas related to the curriculum and materials components of the project. These include a discussion of the practical arts as they are represented in the design of curricula and the production of curriculum materials; materials production; distribution of teaching materials; horizontal reinforcement in curriculum building; and materials for TTC libraries and the TTCs.

Practical Arts

Current Status

All original project documents and the National Educational Review Commission report (February 1985) stress the need for practical arts education at the primary level.

This is an important subject area for primary education, because there is an increasing problem of unemployment or under-employment among school leavers at various levels of the educational system. In addition, about 40 percent of primary-age children drop out before they finish the seventh grade, and of those who reach seventh grade, over one-quarter do not continue on to secondary education. Thus, primary education (in about 40 percent of the cases, incomplete primary education) is terminal for about two-thirds of the children.

This suggests that the practical arts side of the curriculum (defined by the 1985 Reform Commission as technical/vocational education, home economics, and agricultural education) is especially important in Swaziland. Agricultural skills, handicrafts, and elementary technologies will be useful to elementary school children whether they continue past elementary school or not, and would seem to merit priority in the curriculum.

Concerns and Recommendations

This part of the project appears to have encountered some difficulty. The National Curriculum Center has yet to issue curriculum materials in these areas (although there are outlines of such programs); the three TTCs have limited emphasis in these areas (Nazarene and William Pitcher have no agricultural facilities, and Nazarene has no home economics facilities); and the new B.Ed. program at the University of Swaziland has no provision for a practical arts specialization (although one was planned at one time). It is unclear where qualified TTC teachers or primary school teachers in the practical arts area will come from.

RECOMMENDATIONS:

The team recommends that the remainder of the project give substantial emphasis to the practical arts, and that a concerted effort be made to:

- a. encourage UniSwa to consider a cooperative B.Ed. for TTC lecturers in practical arts (agricultural and home economics) between the Faculty of Education and the Faculty of Agriculture (the latter having agricultural educators and home economists capable of handling such a specialty);
- b. encourage the NCC to complete practical arts materials, especially in agriculture, home economics, elementary technologies, and related areas;

- c. develop a plan for increased use of the Regional Teacher Centers for training in practical arts; and
- d. activate the element of the project which calls for the provision of teaching kits for the schools, and include in the kits substantial elements relating to the practical arts.

Materials Production

Current Status

The National Curriculum Center appears to have a suitable infrastructure of subject committees for the development and review of curriculum materials. When materials have been tested in pilot schools and the Center feels that they are ready to be produced, they are sent to MacMillans in the U.K. for final editing and design (illustrations, etc.), and then sent to Hong Kong for printing. With delays in corresponding with the U.K. during the editing process, and the subsequent printing and shipping, it may take well over a year before materials arrive in Swaziland.

Concerns and Recommendations

This procedure seems to have been accepted as an interim solution, but in the long term, it should be reconsidered. From a conceptual point of view, problems arise with illustrations done by artists in England who are not familiar with Swazi culture (i.e., chiefs on thrones rather than on the ground; walnuts, unknown in Swaziland, used in science experiments). In addition, from a logistical point of view, the process is time-consuming, and as the NCC moves on to other curriculum and materials problems (perhaps kits for schools, for instance), the time between completion of conceptual design of materials and their physical production must be reduced. Finally, from an economic point of view, the printing business in Swaziland would greatly benefit from income generated by textbook production, which would also contribute to increased employment in the country.

RECOMMENDATION:

The team recommends that a consultant be employed to study the possibility of designing and printing NCC materials in Swaziland. This would imply adding to the expertise at NCC so as to be able to supervise the full production process. The team does not recommend a printing plant at the Ministry of Education, since textbook and teaching materials production is highly seasonal and sporadic. It would be best to contract such work out to commercial printers. This consultant might also provide advice on the equipping of Regional Teacher Centers.

Distribution of Teaching Materials

Current Status

When the texts and teacher materials arrive from Hong Kong, they are shipped in cartons to the Regional Education Offices for sale to the schools. It is generally assumed that all schools will buy the materials, using school fees collected from the parents. The books are "rented" for one-quarter of their cost, and are to be returned at the end of the year. Books are expected to last for four years, thus covering the full cost.

Concerns and Recommendations

The team finds the distribution and sales procedure of materials somewhat of a problem, in that it is assumed that the Regional Education Offices are set up to handle the sale of materials on an efficient basis. It appears, however, that the book cartons are stacked in RTC rooms in what seems to be a rather haphazard fashion, raising questions as to proper inventory procedures and whether there are adequate records indicating which schools will have sufficient materials for their children and which will not. There appears to be one accountant for each of four regional education offices and the team wonders if this one person is capable, with all other duties, of handling the logistical and accounting problems implied by this effort.

RECOMMENDATION:

The team recommends that the Ministry of Education give attention to the long-term problems of distribution of curriculum and teaching materials. The National Curriculum Center, if it is to develop as a fullfledged educational publishing center for Swaziland, should be structured so as to be able to handle and supervise the distribution of products, as well as the creation of the product. Meanwhile, the Ministry must arrange for timely distribution of NCC materials to the TTCs and UniSwa.

Horizontal Reinforcement in Curriculum Building

Current Status

The team examined a number of the new textbooks issued by the National Curriculum Center, and discussed the curriculum with those who are most familiar with it. It appears that there has been minimal horizontal coordination in the development of subjects in each grade, so that there is little attempt to use examples in one subject which would reinforce another at the same level, or even to use vocabulary which would reinforce another subject. Now that the curriculum development programs (primary and secondary) have been combined within the NCC, the team assumes that attention is being given to the vertical articulation of primary and secondary curriculum materials.

Concerns and Recommendations

RECOMMENDATION:

The team suggests that the various subject committees, which include representatives from the Teacher Training Colleges, give priority in future revisions of curriculum materials to horizontal coordination and reinforcement. In the meantime, the lecturers at the TTCs should be encouraged to suggest ways in which the teachers can introduce the various materials in such a way as to emphasize relationships between the subjects.

Materials for TTC Libraries and the TIDCs

Current Status

Various short-term consultants under the Ohio University project have suggested items for the libraries in the four TIDCs (Regional Teacher Centers). However, there does not appear to be a clear plan for what the TIDCs will do and the materials they will need to do it. This, of course, relates to the issues raised elsewhere concerning the need to articulate the various elements of the in-service training programs now handled by the NCC, the in-service unit of William Pitcher, Emlalati Development Center (in agriculture and related fields), and the Ohio University project, with its DIES and LITs in each region. Whatever the overall long-term administrative and coordination structure of the in-service program may be, a plan must be developed as to how the TIDCs will operate, what kind of programs they will offer, how other units will use their facilities, and what kinds of materials and equipment they will need.

Concerns and Recommendations

RECOMMENDATION:

The team recommends that some of the short term consultant time remaining in the project be devoted to expertise in how to program and equip effective and efficient TIDCs (Regional Teacher Centers). This consultant might also look at the library and teaching materials resources of the TTCs to see how they might be strengthened.

CHAPTER II: PROJECT ADMINISTRATION, POLICY ISSUES AND FUTURE DIRECTIONS

Chapter I dealt primarily with professional questions relating to the quality and relevance of the project. This chapter addresses a number of short- and long-term policy questions, and also project management and budget issues.

PROJECT ADMINISTRATION

This is a very well-managed project. The Chief of Party is a gifted administrator, and Ohio University has put together an exceptionally strong team in Swaziland. The Ministry of Education, USAID, and the other agencies involved in project activities have provided virtually all necessary support for the work of the team members. All parties appear to be satisfied with the progress of the project and its accomplishments to date.

All project activities are well underway and are moving toward the achievement of project goals. Initial problems in some areas, including the organization of the university program and local funding for the in-service program, have been overcome. The major objectives of the project are virtually certain to be reached, though probably not before the end of the project. (Because of delays in starting the university program, there will not be 16 graduates from the B.Ed. program by 1989, and changes in government policy will reduce the number of newly-trained teachers produced by the teacher training colleges during the life of the project to fewer than 300.) The goals of the in-service component of the project will have been exceeded by a factor of ten. Personal and professional relationships between project staff and the Ministry of Education, and between project staff and USAID appear to be excellent.

The project has achieved some notable successes. The first of these is the establishment of a Department of Teacher Education and Curriculum Development within the Ministry of Education, and the appointment of a Chief Inspector for this Department. Other accomplishments include the establishment of a master calendar to facilitate planning and coordination of in-service and workshop activities within the Ministry of Education, and the establishment of a recurrent budget allocation for the project's in-service program.

There are some serious administrative problems remaining, however. For the most part, these stem from the continued centralization of control of project activities in the office of the Chief of Party, and from the failure by team members to delegate program and administrative responsibility to local counterparts in several spheres of project activity. For example, the master calendar in the Ministry of Education is maintained in the office of the Chief of Party, and the Ministry of Education budget for in-service activities is maintained in a bank account under his control. This is a quite extraordinary delegation of authority from the Ministry to a technical advisor. It represents a strong vote of confidence by the Ministry in the capabilities of the Chief of Party, but it calls into question the ultimate viability of the administrative accomplishments of the project. In addition, large elements of the in-service program continue to be planned and managed almost entirely by members of the Ohio University team.

This problem is recognized by the Chief of Party and the other members of the Ohio University team, but a great deal more will have to be done to overcome it in the remaining two years of the contract. This will require some actions by the Ministry of Education (see next section), and a concerted effort by the members of the project team to develop satisfactory procedures for the transfer of control of project activities to Swazi counterparts, and the assumption by team members of more restricted advisory roles. This should be the highest priority of the project in its final two years.

RECOMMENDATION:

That the members of the Ohio University team develop and implement a plan for handing over administrative and program responsibility for all project activities to Swazi counterparts, in cooperation with the Ministry of Education and other concerned officials.

MINISTRY OF EDUCATION ADMINISTRATION

The Ministry of Education has provided excellent support to the Teacher Education Project, from the establishment of the Department of Teacher Education and Curriculum Development, to the provision of recurrent budgetary resources for the support of project activities. If the project is to remain viable after the departure of the Ohio University team, however, some additional issues need to be addressed.

First, the Chief Inspector for Teacher Education and Curriculum Development is approaching retirement age, and it is quite possible that his retirement will coincide with the departure of the Ohio University team. If this were to happen, many of the accomplishments of the project might have to be reconstructed almost from scratch, by a new administrator with little or no direct experience in the spheres of activity covered by the project. To avoid this, it may be desirable to designate a Deputy Chief Inspector for the Department of Teacher Education and Curriculum Development before the end of the project. This person would then be expected to assume the Chief Inspector's post on the retirement of the incumbent. He might simply work with the present Chief Inspector and the Chief of Party for the remaining two years of the contract, or he might be sent to the U.S. for a period of training in anticipation of his assuming larger responsibilities. In either case, the designation of a successor to the present Chief Inspector seems crucial to the continued success of project activities.

Second, it is important that a permanent organizational and administrative arrangement be established to ensure the institutionalization of the in-service activities of the project. At present, the In-service Unit at William Pitcher College has only an Acting Director, and the relationships among in-service responsibilities in the In-service Unit, the National Curriculum Center, the Regional Education Offices, the Teacher Innovation and Development Centers, and the University of Swaziland remain unclear. Also unclear is the future status of the cadre of trained in-service specialists (DIES and LITs) who have been prepared under this project.

There are a number of possible arrangements that would facilitate the continuation of the in-service activities that have been supported by this project. One would be the centralization of responsibility for in-service activities under a Senior Inspector in the Ministry of Education. A second would be the merger of the In-service Unit with the National Curriculum Center, with both units operating under the overall direction of the Director of the NCC. A third possibility would be to place responsibility with the in-service unit of UniSwa.

Third, the Ministry of Education should cooperate in the assumption of administrative responsibility for project activities by Swazi officials. Responsibility for the Ministry's master calendar and for the recurrent budget for in-service activities should be assigned to specific offices within the Ministry, rather than to the Chief of Party of the Ohio University team. Counterparts to other team members should assume program and administrative responsibility for project components in their respective areas.

Fourth, one of the covenants in the project agreement states that the Ministry of Education must show by the third year of the project how future budgetary resources will be allocated to ensure the continuation of project activities. This is a relatively simple matter, given the resources that have been allocated to the project in the past two years, but it may be important that it be formally attended to.

RECOMMENDATIONS:

That officials in the Ministry of Education work closely with the Ohio University team during the remaining two years of the project to ensure the systematic transfer of administrative and program responsibility for project activities to Swazi counterparts.

That a deputy or designated successor to the Chief Inspector for Teacher Education and Curriculum Development be identified, in order to ensure the continuation of project activities after the departure of the Ohio team and the retirement of the incumbent Chief Inspector.

That the in-service education program, in all its aspects, be centralized and coordinated, either by placing administrative responsibility within the MOE, the NCC, or the in-service section of UniSwa. The team urges that all concerned parties meet immediately and regularly under the Director of Education to work out an acceptable organizational plan.

QUALITY OF PROJECT BACKSTOPPING

Members of the evaluation team have not yet had the opportunity to visit the Ohio University campus. A number of concerns have been raised about the quality of backstopping on the campus, however, especially with regard to project budgeting and budgetary control, and with regard to planning and supervision of participant training programs.

PROJECT BUDGET AND BUDGETARY CONTROL

On the basis of available information, the budgeted resources in the Ohio University contract appear to be adequate for the accomplishment of current project objectives. If new objectives are to be defined, however, or if old objectives (e.g. the development and distribution of instructional kits) are to be revived, then additional resources will have to be added to the contract, because significant quantities of budgeted resources have been shifted to new uses. The Ministry of Education and the Chief of Party have requested a relatively small amount of supplementary funding to extend the contracts of some members of the technical assistance staff to the end of the project, and we recommend that this request be approved. The budgetary data available in Swaziland do not permit any judgment as to whether project resources have been allocated in such a way as to maximize project objectives, as is discussed below.

Budgetary control on this project appears to be completely inadequate. Budgetary data available at USAID/Swaziland are outdated, and provide little information about the allocation of project resources among project functions. (Data in USAID's computer system, for example, are complete only through 1984, the first year of project operation, and show no disbursements of funds for subsequent years.) Reports from the Chief of Party and AID/Washington show allocations and expenditures only for gross budget categories (e.g., expendable equipment and material, other direct costs) and moreover, are mutually inconsistent in recent periods. The Chief of Party has only limited current information about the project budget, beyond the quantities of person-months remaining in budgets for long-term technical assistance and short-term consultants. In short, it appears that only Ohio University has any clear idea of how project resources have been used, or of how much money remains in the contract.

This is important for two main reasons. First, there have been significant shifts of resources among budget categories. Most notably, the quantity of resources devoted to support of the Diploma and B.Ed. degrees at UniSw has been increased by a factor of at least ten from original project agreement estimates (from \$35,000 to \$301,000), and these resources must have been shifted from some other budget category (either technical assistance or consumables). The allocation of project resources to the acquisition and distribution of curricular kits for the various subject areas has been reduced to near zero. At present, it is impossible to determine from where these resources have been taken, or to where they have been re-assigned.

A series of agreements have been reached between USAID/Swaziland and the University of Swaziland with respect to the division of responsibility for the costs of diploma and degree programs in primary education, including the payment of student costs in the Diploma program and the payment of one year of replacement salary for students in the B.Ed. program. These agreements have been reached outside of the contract with Ohio University, yet contract resources have been committed, which has presumably necessitated shifts of resources between budget categories. These agreements require amendment of the original contract between USAID and Ohio University, and may require the provision of additional resources to cover their costs.

Second, it is impossible to determine how much money remains in the contract (or project) based on data available from USAID/Swaziland, or from the Chief of Party. On the basis of information from Ohio University, the Chief of Party has estimated that there will be \$138,000 left in the contract at the end of the project, if current rates of expenditure are maintained, but there is no way to verify this independently. The quantity of resources remaining is clearly important if extensions of contracts for technical assistance personnel are to be considered.

This question is complicated further by the difference between the quantity of resources in the project and the quantity of resources in the contract. The total budget for the project was \$5,595,000, of which \$5,320,171 was included in the contract. It seems possible that a significant quantity of resources may remain in the project which are not now in the contract, which would also have a bearing on requests for supplementary funding. Data on these resources are also not available in Swaziland.

In addition, the lack of detail in the available budgetary data makes it impossible to know what expenditures are included in gross budget categories. For example, categories like "Expendable equipment and material" and "Other direct cost" can be interpreted to mean almost anything. This probably accounts for the discrepancies between AID/Washington and COP budget figures.

It should be noted in this connection that the Chief of Party has kept clear and detailed accounts of his local currency expenditures, both from USAID and from Ministry of Education sources.

RECOMMENDATIONS:

That USAID update its records on disbursements through this project, and that the Ohio University backstop team make some arrangement to provide more current and more detailed information on project budgets and expenditures to USAID/Swaziland and the Chief of Party in the future.

That USAID's contract with Ohio University be amended to reflect agreements by USAID/Swaziland to pay 50 percent of the cost of diploma and degree programs in primary education at UniSwa, including payment of student costs and one year of salary replacement, and that resources be added to the contract as necessary to cover these costs.

REQUEST FOR EXTENSION OF CONTRACTS

The Ministry of Education has requested the replacement of one member of the Ohio University team with a specialization in language arts with another with a specialization in practical arts. The Ministry has also requested that the contracts of the new team member and two other team members be extended to the end of the project. This would entail an additional cost of 27 person-months, nearly all of which (according to back-of-the-envelope estimates of person-month costs on this project of about \$6,000) could be paid

out of the surplus which Ohio University estimates will remain in the contract at the end of the project. (There may also be some funds left in the project which were not in the contract; a total of \$5,595,000 was budgeted for the project, while only \$5,320,171 was budgeted for the contract. It is not clear how much of the remaining \$275,000 has been used by USAID/Swaziland.) The shortfall between contract resources and the cost of the contract extensions would be approximately \$30,000. If the person-month cost of the new team member exceeds the present average, or if there are additional costs associated with the recruitment of a new team member, the actual cost will be somewhat higher.

The National Education Reform Commission has put practical arts forward as a priority for the educational system of Swaziland, and the Ministry of Education wishes to increase the importance assigned to practical arts in the remaining two years of the project. It therefore seems entirely appropriate to recruit a new team member with expertise in this area. It also seems appropriate to extend the contract for this position to the end of the contract, in order to allow the new team member enough time to familiarize himself with the project and the country, and also get some work done.

According to the Chief of Party, the extensions for the other two members of the team are needed for several reasons. The extensions will allow full staffing of the diploma and degree programs at the university until all Swazi counterparts have completed their studies and returned to post. They will allow the continuation of the in-service program under the direction of an experienced team member (I. Allen), while allowing the new team member to work on curriculum and staff development in practical arts at the university and the Teacher Training Colleges in association with two other experienced team members (D. Balzer, C. Christy). In effect, the requested extensions of contract will allow the Ohio University team to work at virtually full strength in all project areas until the end of project.

The single argument against the extensions is related to the discussion of problems in project administration presented above. The extensions could delay the assumption of full responsibility for the several components of the project by Swazis for an additional year. If the extensions are granted, team members should ensure that as much responsibility for the management and operation of the program as possible is delegated to Swazi counterparts in the final year of the project, in preparation for the departure of the Ohio University team.

RECOMMENDATION:

That the extensions of contract requested by the Ministry of Education (Plan C) be approved, and that additional resources (on the order of \$30,000) be added to the contract to cover the cost.

PAYMENT OF STUDENT COSTS AT UNISWA

On a second budgetary issue, a member of the evaluation team met with the bursar at the University of Swaziland to discuss the costing procedures used in billing USAID for one-half of the cost of the Diploma and B.Ed. programs for students at the University. The per-student cost of the degree program was calculated according to standard university procedures, and is based on the charges for tuition, residence, personal allowance and books and stationery. The cost of the diploma program includes the cost for the number of contact hours required for the presentation of diploma courses for students in the program, and other direct costs (travel, copying, telephone, etc.). Travel costs have in some instances been reduced by 50% to reflect the fact that instructors teach separate diploma courses for primary and secondary students at a single site. The invoices presented by the university bursar to USAID seem perfectly legitimate, given the mission's agreement to pay half the costs of these programs.

There is some dispute about the responsibility for the payment of student costs in the diploma program. A letter from the mission director to the vice chancellor (27 June 1986) refers to a meeting between USAID staff and the university bursar at which it was agreed that USAID would in the future pay only half of student costs, rather than the full amount as before. The university bursar denies that any meeting with USAID staff ever took place, and asserts that no such agreement has been reached. He has therefore billed all student costs to USAID, as was done last year. Resolution of this issue will require further discussion between the mission and the university.

RECOMMENDATIONS:

That USAID and the University of Swaziland agree on a procedure for the payment of 50 percent of the costs of diploma and degree programs at UniSwa, and that USAID provide supplementary resources to the contractor as needed to pay these costs.

That present arrangements for the payment of student costs in the diploma program at the University (in which USAID will pay half rather than all of these costs) be confirmed and communicated to all concerned parties.

ESTABLISHMENT OF OVERSIGHT COMMITTEE FOR TEACHER EDUCATION

In each of the Chief of Party's first four semi-annual reports he recommended that a project advisory committee be established, with representation from all agencies concerned with the functioning of the project. At a minimum, these would include the Ministry of Education, the University of Swaziland, the teacher training colleges, the National Curriculum Center, USAID, the Ministry of Establishments and Training, and the Ministry of Economics and Statistics. Representatives from Emlalatini Development Center, the Swaziland College of Technology, the Agricultural College, and other agencies involved in pre-service or in-service teacher

education might also be involved as appropriate. The committee would be chaired by the Director of Education and would meet four times a year. This recommendation was apparently ignored by all parties, and it is no longer included among the recommendations in the semi-annual reports of the project.

It is now too late for the establishment of a project advisory committee to have much effect on current project activities. Given the present and anticipated problem with the institutionalization of many of the efforts of this project, however, the evaluation team believes that it is essential and urgent that a committee with oversight responsibilities for the implementation and coordination of the several elements of pre-service and in-service teacher education be established as soon as possible. Such a committee would facilitate communication among the several agencies involved in teacher education, and would ensure consistency and complementarity in their efforts. At present coordination and communication among these agencies are managed primarily through the members of the Ohio University team, and some mechanism will have to be developed to take their place at the end of the project.

The first task of the Oversight Committee should be to work with the Ohio University team to develop and implement a plan for handing over administrative and program responsibilities for project activities to Swazi counterparts. Subsequently, the Committee would oversee the operation of the many components of the teacher education system in Swaziland, and advise the Ministry of Education on teacher education policy.

Another important responsibility of such a committee would be the supervision and coordination of the efforts of the various donor agencies in the field of teacher education. At present the efforts of the different agencies may overlap or conflict, or even work at cross purposes, and there is a need for closer control over their activities. Technical assistance staff and representatives of the donor agencies should participate on the Oversight Committee only as observers.

Other important tasks would include planning for the administrative structure of and division of responsibility in the in-service program, and planning for the organization and utilization of the regional teachers' centers. The committee would also provide a forum for the discussion of issues related to in-service and pre-service teacher education, including the incorporation of practical arts into the curriculum.

RECOMMENDATION:

That an Oversight Committee for Teacher Education be established immediately, to monitor the remaining activities of the project and to facilitate communication and coordination of teacher education efforts after the departure of the Ohio University team.

ADMINISTRATIVE TRAINING IN THE TEACHER EDUCATION PROJECT

One of the objectives of this project was to upgrade the quality of administration in the educational system of Swaziland, both within the

Ministry of Education and at the individual school level. It was anticipated that short-term consultants in educational administration would be recruited, either from universities or from the Ohio Department of Education, to provide consultant services to the Ministry, to assess the local need for administrator training, and to advise on the development and implementation of a plan for providing such training. The job description for the team member responsible for the in-service program included a charge to "develop and implement a training program for inspectors, regional education officers, and teacher leaders," and to "assess, with the assistance of short-term consultants in educational administration, the need for training in educational administration of key personnel at the school level." It appears that almost nothing along these lines has been done, apart from the involvement of some headmasters in the in-service workshop program. (The establishment of a master calendar within the Ministry of Education does represent a contribution in this area.)

It is open to question whether this objective fits well with the other objectives of the Teacher Education Project, but the importance of further improvements in the administrative procedures and capacities of the Ministry of Education and additional training for school-level administrators in Swaziland is clear. If improvements in this area remain a priority for the Ministry of Education and USAID, it would be appropriate to recruit two or more short-term consultants in the area of educational administration in the remaining two years of the project. (Alternatively, of course, this could be done by the mission outside of the teacher education project.)

The first of these consultancies might involve a representative of a State Department of Education, but would ideally include a big-city school superintendent and an administrator from a district that includes rural and agricultural interests. (Swaziland's educational system is more like a large school district in the United States than it is like a state school system, at least in administrative terms.) This consultant would be expected to assess and advise on administrative procedures within the Ministry of Education. Given the constraints on administrators' time, it would probably require a team to do this well, and to look into all aspects of administrative practice within the Ministry in a relatively brief period.

The second of these consultancies might involve an individual or team from a university department of educational administration, who would be asked to survey training needs and develop a training program for local and school-level administrators, including regional education officers, inspectors, headmasters, and bursars. Some parts of this program might then be incorporated into the in-service efforts of the current project, though a more ambitious effort would probably require the development of a new project.

A further dimension of this effort, which was also discussed in the documentation on the current project, could include short-term, on-the-job training for Swazi administrators (probably from the Ministry of Education rather than local or school levels) in state or city school systems in the United States. Such training would be particularly useful for planning and budget officers within the Ministry, though administrators at several levels could make good use of such an experience.

RECOMMENDATIONS:

That USAID, the Ministry of Education, and the Ohio University project team agree on the priority to be accorded to administrator training in the remaining two years of the project.

That a practicing administrator or a team from a U.S. school system (ideally an administrator from a large urban system, one from a school district in a rural, agricultural environment, and possibly an official from a State Department of Education) be brought to Swaziland as consultants to the Ministry of Education, to advise on administrative procedures within the Ministry. Such a mission should focus on improvements in the efficiency and effectiveness of resource use in the Ministry, with particular attention given to planning, budgeting, financial control, and the decentralization of administrative authority.

That USAID consider the development of a project in administrator training for Ministry and school-level administrators, if school improvement remains a priority for the Ministry of Education and the mission.

INFLATION OF TEACHERS' QUALIFICATIONS

A policy issue which must be seriously considered by the Ministry of Education, the University of Swaziland, and donor agencies interested in teacher education is that of the long-term implications of increasing certification requirements for teachers, administrators, and TTC lecturers. Under the auspices of this project, the University of Swaziland has begun a B.Ed. program which will in the short term serve to upgrade the credentials of the teaching faculty at the TTCs. All TTC faculty are required to have acquired at least a B.Ed. by 1991.

It is open to question whether the desired upgrading of all TTC faculty by 1991 is attainable. It is also doubtful who the clientele of the B.Ed. program at the University will be after this group has been upgraded. In the view of the evaluation team, some of the key assumptions underlying the University of Swaziland component of the teacher training project are thus open to serious question. The current state of the market for new teachers, combined with the Government's recurrent budget problems, suggest that the development of a full-scale B.Ed. program at the University of Swaziland may be a poor investment of U.S. and Swazi resources. The provision of a part-time diploma program (PTD) is an important and worthwhile effort, but one that should really be undertaken by the teacher training colleges. If a B.Ed. program is ultimately required, it may be best to provide it in the teacher training colleges as well.

The market for new teachers in Swaziland is in a confused state. Some 1985 graduates of the teacher training colleges remain without jobs, and none of the 1986 graduates will be placed until all 1985 graduates are employed. In consequence, more than 100 qualified (PTC) teachers in Swaziland are without jobs.

In response to this situation, the government has taken two steps. First, it has increased the qualifications required for admission to the teacher training colleges from a JCE pass (10th grade) to an O-level pass (12th grade), and increased the length of training from two years (Primary Teaching Certificate) to three years (Primary Teaching Diploma). Second, it has temporarily reduced the intake of the teacher training colleges by roughly 50 percent. This will have two consequences: all new primary school teachers in the future will have received three more years of education than teachers now in the schools; and many fewer new teachers will be produced by the TTCs.

Teachers in Swaziland are paid by qualifications rather than position, and the new primary school teachers with Primary Teaching Diplomas will consequently cost more than their counterparts with Primary Teaching Certificates. The government will be able to afford fewer new teachers at the new higher price. The output of the TTCs has been correspondingly reduced.

The government's recurrent budget difficulties will also reduce the Ministry's demand for new teachers. In primary and secondary education, virtually all of the Ministry's resources are already allocated to the payment of salaries (99.8 percent of all expenditures in primary education, for example). The Ministry can no longer afford to construct new schools and classrooms, it has delegated this responsibility to local communities. The Ministry has agreed to provide teachers for all classrooms constructed at local initiative, but whether this commitment can be maintained remains to be seen.

At the same time, the demand for primary education (as measured by the number of school-aged children) is rising very rapidly. Recent estimates of population growth range between 3.5 percent and 3.8 percent per year. The supply of primary school places is expanding far more slowly, and will expand more slowly yet with the recent increases in the costs of teacher education and new teacher salaries and the corresponding cutbacks in the numbers of new teachers being trained.

In combination, these factors are likely to have a number of consequences. First, they may make it impossible to sustain the government's commitment to universal primary education, and they may result in the exclusion of increasingly large numbers of children from school. A needs assessment published by the Ministry of Education and the Department of Economic Planning and Statistics in 1981 estimated a shortfall in the number of teachers needed by 1990 (at a constant pupil-teacher ratio of 35-1) of between 800 and 1100, and the teacher training colleges were producing more teachers in 1981 than they are now. Second, these factors may lead to further deterioration in other indicators of the quality of primary schooling, including pupil-teacher ratios and the availability of instructional materials. Third, rapidly rising numbers of primary school-aged children in combination with rising salaries for teachers and declining numbers of new teachers is likely to result in the

imposition of ever-higher school fees on the parents of school-aged children (though the King has recently asserted that primary education should be free). These are high prices to pay for improvements in the credentials obtained by primary school teachers.

Under these circumstances, the development of a full-scale B.Ed. program in primary education at the University of Swaziland is hard to justify. Once the current goal of upgrading TTC lecturers has been accomplished, the pool of students from which this program will draw remains to be defined. In the absence of continued massive infusions of scholarship assistance, salary replacement, and other financial aid, for example, it is unlikely that many of the approximately 500 inspectors, headmasters, and regional education officers, who in principle ought to acquire degrees, will in fact be able or willing to attend the university. There will certainly be pressure to recruit fresh high-school graduates into the program, but this makes little sense, in terms of the program's initial objectives, and it is not likely that many graduates of the program will ultimately take up posts in primary schools.

Moreover, it is unlikely that the government will be able to afford to pay a sufficient number of teachers with diplomas to maintain universal primary enrollment, and it is a virtual certainty that they will not be able to pay large (or even small) numbers of teachers with degrees. These teachers are very expensive to produce (as the experience of this project continues to demonstrate) and the increment in the quality of primary education associated with a B.Ed. is likely to be small. (It may even be negative, if teachers with E.Ed. degrees refuse to take up positions in primary schools.)

If the University does move toward the presentation of B.Ed. programs for fresh secondary school graduates, this will place them in direct competition with the TTCs (who might themselves have added a four-year B.Ed. program by that time), and it will also create an additional recurrent cost burden for the Ministry of Education, which would have to satisfy the demands of beginning teachers for salaries commensurate with their educational qualifications.

The short-run rationale for the B.Ed. program in primary education was the provision of degrees to lecturers in the teacher training colleges. The government has subsequently lent force to this argument by announcing a policy under which all TTC lecturers without degrees will be obliged to return to secondary schools in 1991. The effort to upgrade the qualifications of TTC lecturers is a worthy objective, given the fact that students in the TTCs will now be pursuing diplomas, but two problems remain.

First, the present project may fail to achieve this objective. It is quite possible (if unlikely), for example, that the conflict between the qualifications of the TTC lecturers and the standards of the University of Swaziland will mean that a large percentage of the lecturers will fail to gain admission to the University, or will fail to complete their programs.

Second, it may well have been more prudent to train the TTC lecturers abroad or at other regional universities rather than developing a full-scale B.Ed. program at the University of Swaziland, though we have not examined the question in detail. The Chief Inspector for Teacher Education and Curriculum Development has estimated that there are between 25 and 30 lecturers in the TTCs who now lack degrees. This is a relatively small number, given the size and recurrent cost of the program which has now been established.



Nevertheless, the program is now in place, and the faculty of education at the University of Swaziland can undoubtedly make good use of four faculty members with specializations in the field of primary education. They will strengthen the University's research program, and the Department of Primary Education may eventually produce graduates who subsequently assume leadership posts in the primary education system.

RECOMMENDATIONS:

That planning be initiated by representatives of the University and the teacher training colleges to shift responsibility for the part-time diploma in primary education program (PTD) from the University to the TTCs.

That in the short-term (a) the emphasis of the B.Ed. program at UniSwa focus on the preparation of the TTC lecturers, MOE administrators, headmasters, etc., and (b) continued efforts be made to upgrade diploma and in-service education programs.

That in the long run, after the goal of providing all TTC lecturers with B.Ed. degrees is reached, the emphasis of future USAID projects shift (a) to strengthening the University's educational research capability and offering master's degree programs; and (b) to supporting the development of B.Ed. programs for classroom teachers at TTCs, if the Ministry of Education feels that such degree programs are needed and will support the placement of teachers with this level of qualification.

SUBSEQUENT PHASES OF EDUCATION SECTOR SUPPORT

Continuing assistance to the education sector in Swaziland can build upon the present project in a number of ways. The evaluation team recommends that future projects emphasize direct interventions in improving the educational delivery system, especially at the primary level, rather than further efforts to upgrade the credentials of teachers. We recommend this particularly strongly with respect to further direct support of the B.Ed. program at the University of Swaziland, after the current effort to upgrade the qualifications of TTC lecturers has been completed. The program is very expensive, and will provide at best only indirect improvements in the quality of education in Swazi primary schools, by providing an opportunity for a few headmasters, inspectors, and other officials to upgrade their credentials to the B.Ed. level.

More direct improvements might be produced through several activities. The evaluation team recommends that future projects continue to provide support to make additional instructional materials available in primary school classrooms. Research on the determinants of student achievement in developing countries consistently shows that the availability of textbooks and other instructional materials has stronger effects on achievement than other interventions, including teacher training and "relevant" curricula. Future investments in instructional materials, including textbooks (perhaps with emphasis on the local production of books); curriculum kits (an objective

which has received inadequate attention in the present project); and elementary technology workshop equipment for schools (the cheaper and simpler the better) are likely to yield higher returns than other possible investments in the Swazi educational system.

In-service and participant training for Ministry officials and school-level administrators could be held to improve the management and efficiency of the educational system, and so might help to ease some of the recurrent and capital budget problems now facing the Ministry. Technical assistance will be especially valuable in the areas of planning, budgeting, and financial control. This effort might also include improved access to and training in the use of microcomputers and software for administrative applications. Assistance in setting up effective guidance and counseling services might be useful, as well as some in-service training in administration and supervision.

Continued support for in-service education and staff development in schools and teacher training colleges is also warranted, given the relatively low levels of training which will characterize most Swazi teachers for the foreseeable future. Long-term technical assistance in this area will probably not be necessary after the conclusion of the current project, but short-term consultants might be able to make some valuable contributions. Other kinds of support for these efforts could be negotiated with the Ministry, but scholarship and salary support to enable in-service teachers to acquire diplomas or degrees is, in our view, not the best use of USAID's resources.

RECOMMENDATIONS:

That future projects emphasize increased efficiency in the use of human and financial resources within the Ministry of Education and the larger educational system through the provision of technical assistance and training, with emphasis on planning, budgeting, financial control, and administrative decentralization.

That future USAID projects emphasize direct intervention in improving the educational delivery system, especially at the primary level, rather than the further upgrading of credentials of teachers.

That future projects increase support to make instructional materials available in primary classrooms, including the improved and expanded provision of teaching materials, the development and distribution of curriculum kits and instructional aids to primary classrooms, the improvement of supervision and leadership skills among headmasters and inspectors, and the improvement of guidance and counseling services.

ANNEX I:
KEY PERSONS INTERVIEWED

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(Many teachers, inspectors, faculty of the TTCs and UniSwa, and staff of both USAID and the Ministry of Education have been consulted in the course of the mission; here, however, we list those who have provided lengthy interviews; we beg forgiveness for any omissions.)

USAID/Swaziland:

Robert Huesmann, Director
Harry R. Johnson, Deputy Director
Joan C. Johnson, Program Evaluation Officer and Acting HR/GDO
Peter Capozza, Project Officer, HR/GDO
Nancy O. Bailey, Participant Training Project Officer

Ministry of Education:

M.J. Nsibande, Principal Secretary
S. Simelane, Director of Education
H.S.P. Manzini, Chief Inspector, Teacher Education
and Curriculum Development
M.E. Ginindza, Senior Inspector of Adult Education
Maria Mbelu, Research and Planning Department
Elphus Dlamini, Research and Planning Department
M.A. Husain, UNESCO Planning Expert
A.H.M. Lulseged, UNESCO Chief Technical Advisor

Ohio University Team:

Donald Knox, Chief of Party
Iva Zajicek, Teacher Education Advisor, UniSwa
Carol Christy, Teacher Education Advisor, UniSwa
Irma Allen, Teacher Education Advisor, TTCs
David Balzer, Teacher Education Advisor, TTCs
Reba Pinney, In-Service Education Advisor

William Pitcher Teacher Training College:

S.S. Vilakati, Acting Principal, and
Staff Members of the In-Service Unit

Nazarene Teacher Training College:

Anderson Nxumalo, Principal
Dumisile Hlatshayo, Home Economics, and
Other Faculty Members

Ngwane Teacher Training College:

Ephness Vilakazi, Principal
Leonard Nkambule, Deputy Principal, and
Faculty Members (including those returned from Ohio
University training)

University of Swaziland:

Lydia Makhubu, Acting Vice Chancellor
Phillip Kingsley, Dean of Education
B. Putsoa, Former Dean
L. Kunene, Dean of Humanities
Faculty of Agriculture:
Thoko Sibiya, Home Economics
Comfort Mndebele, Agricultural Education
David Mavimbela, Animal Production and Health
Barnabas M. Dlamini, Agricultural Education
Dennis Berube, Bursar

National Curriculum Center:

Meshack Mabuza, Director

Teacher Innovation and Distribution Centers:

Regional Education Officers

Returned USAID Participants Trained at Ohio University:

Leonard Nkambule, Vice Principal, Ngwane TCC
M.E. Vilakazi, Principal, Ngwane TCC
Richard Shongwe, Lecturer, Ngwane TCC
Lovelace Mdluli, Lecturer, William Pitcher TCC
Dudu Nhlakatsi, Lecturer, Ngwane TCC
Bernard Dlamini, Principal, William Pitcher TCC
Amon Myeni, Lecturer, William Pitcher TCC

ANNEX II:
MID-TERM EVALUATION
STATEMENT OF WORK

ARTICLE I - TITLE

Teacher Training Project
645-0214
Mid-Term Evaluation

ARTICLE II - OBJECTIVE:

Creative Associates will provide a three person team with the necessary technical background in education to evaluate progress of Swaziland's Teacher Training Project (645-0214) in relation to stated project goals, purpose and achievement of End of Project Status.

Prior to arrival in Swaziland, one member (team leader) will meet with S&T/ED in Washington et al to review overall Agency objectives in education. One member (team leader) will visit the Ohio University Campus at Athens, Ohio to meet with officials on project backstopping and curricula development for selected long term participants. The full team will spend up to 17 days in Swaziland, and will coordinate its work through the USAID/Swaziland Human Resources/General Development Officer and USAID/Swaziland Evaluation Officer. The team leader will remain an extra week in order to finalize the report.

All pertinent project documents will be made available to the contract team upon arrival in Swaziland.

The evaluation team will perform the following activities:

- A. Review the appropriateness, timeliness and quality of inputs by the contractor and the host country. They will assess the validity of the assumptions stated in the logical framework; and provide a descriptive analysis of the project status relative to the inputs; and identify any problems or shortcomings and make recommendations for overcoming them.
- B. Review project outputs, noting whether a logical relationship exists between inputs, outputs and output assumptions. Quantify progress made towards achieving output indicators and provide a detailed explanation of those areas where project outputs either exceeded or fell short of projections. Recommendations for overcoming shortfalls should be included. The review of the validity of output to purpose assumptions will be critical to the purpose and utility of evaluation.

- C. Review the project purpose and assess the extent to which project inputs and outputs are, or are not, leading to the achievement of that purpose by the project assistance completion date (PACD).

Since this is an institutional development project, the team will be expected to assess the capability of Swazis at the Ministry of Education, University of Swaziland, the Teacher Training Colleges, and the Teacher Innovation and Development Centers to carry out the key tasks associated with building the identified areas relevant to primary teacher education in these institutions. Some areas of focus for the evaluation team, relative to institutional development, should be:

- progress made by the counterpart to the Chief of Party;
- the degree to which the B.Ed. program at UniSwa has been established and institutionalized;
- the capacity of the TTCs to teach a unified curricula which includes the new primary curriculum;
- the local capacity to continue the in-service program;
- evidence of GOS' commitments of budgetary resources so that project activities will be assured continuation beyond the PACD.

Where shortcomings and problems are identified, the evaluation team is requested to make definite recommendations for achieving acceptable institutional capacity at all levels by the end of project.

- D. Review the goal of the project and the extent to which the activities under the project are leading to the achievement of the project goal. The review must also examine whether there is a logical relationship between the purpose and the goal assumptions.
- E. Critically assess the continuing validity of the outputs, purpose, and goal of the project, given progress and changes in conditions since the Project Paper design, and make recommendations for changes, as appropriate.
- F. Assess whether the level of authority of the person holding the title of "Chief Inspector" is sufficient to successfully coordinate the activities of related institutions which the project works with.
- G. Assess the degree to which TTC instructors participate in:
- staff development activities;

- the development of a unified primary curriculum for the diploma course;
 - upgrading skills to at least B.Ed. degree level; and
 - developing admissions and testing policies and procedures which will assure objective screening of candidates for admission.
- H. Assess the long-term viability of the recently initiated primary B.Ed. program at UniSwa; inclusive of, but not limited to:
1. The degree to which UniSwa has involved its institutional resources (faculty and facilities) in the implementation of the new degree program.
 2. UniSwa's ability to acquire and retain a qualified teaching staff for the B.Ed. (primary) program.
 3. Whether a critical determination was made regarding salary supplements for mature entry B.Ed. students and sources for the assistance if it was deemed necessary.
- I. Determine whether the project paper's emphasis on Library Resources Centers (LRC) is truly critical to successful implementation of the project and if so what is being done to staff, equip and operate the LRCs in the TTCs and TIDCs.
- J. Determine whether there is a reliable method in place to assess the success and continuing effects of the in-country training efforts on teaching competency.
- K. Packages of educational materials and instructional aids were to be developed and made available to primary school teachers through the TIDCs; additionally the TIDCs were to be renamed Teacher Education Centers. Assess how this scheme is being implemented and whether it is effectively serving the needs of the teachers.
- L. Assess the appropriateness of Peace Corps Volunteers within the project design.
- M. Determine the need for Swazi counterpart involvement in the implementation and institutionalization of the in-service scheme.
- N. Evaluate whether certification resulting from in-service training is needed and if the requirements are appropriate.
- O. Visit each of the TTCs, TIDCs and UniSwa; meet with Chief-of-Party, technical advisors, and Swazi counterparts.

- P. Document and report evaluation findings to USAID/Swaziland; debrief and submit final report. Report should include substantive recommendations for changes, if found to be appropriate.

ARTICLE IV - REPORTS:

- A. The evaluation team will complete a draft report and present it to USAID/Swaziland no later than March 9, 1987.
- B. The evaluation team will debrief USAID and GOS on their findings, conclusions and recommendations. March 10, 1987.
- C. USAID and GOS will provide comments on the draft report to the team no later than March 12, 1987.
- D. The evaluation team leader will remain in Swaziland up to one additional week to incorporate any necessary change to the draft report and submit a draft final report acceptable to USAID/Swaziland prior to departure. A final report with ten (10) copies will be provided within thirty (30) days after final team member departure.
- E. The format of the final report shall be consistent with the PES (Project Evaluation Summary) format.

ANNEX III:
REPORT OF FOLLOW-UP VISITATION
TO OHIO UNIVERSITY CAMPUS

REPORT OF FOLLOW-UP VISITATION TO OHIO UNIVERSITY

On Monday and Tuesday, March 23 and 24, 1987, Evaluation Team members Spaulding and Plank visited the College of Education of Ohio University in Athens, Ohio, to brief the backstopping team there concerning the results of the team's work in Swaziland and to explore several questions regarding project backstopping. Meetings were held with the following administrators and faculty: Dean Allen Myers; Dr. Albert Leep, Coordinator, Botswana/Swaziland Education Projects; Dr. William Rader, Director, Curriculum and Instruction; Dr. James Thompson, Coordinator, Lesotho Project; Dr. Stephen Howsrd, Comparative Education specialist in C & I; and Dr. Barbara Reeves, Special Education specialist and consultant to the Swaziland project.

Discussion of Evaluation Team Recommendations

A copy of the field draft of the Mid-Term Evaluation report was duplicated and the Executive Summary read by those principally involved in the project. There was general agreement on the appropriateness of the recommendations. Under recruitment at the moment is an expert in practical arts, and this area will receive additional emphasis during the remainder of the project. The need for increased emphasis on distribution of existing teaching materials and the preparation or purchase of additional teaching materials and kits will be examined as the project progresses. The need for further examination of the way the teachers' centers can be effectively used was discussed. The concern that the Swazis begin to take over full responsibility for managing the various aspects of the project was shared by the Ohio University group. Finally, the possibility was explored of involving one or more administrators from a city school district or a state department of education in helping the Swazi Ministry of Education think through new administrative approaches. The possibility of borrowing for a brief period an Ohio University expert in administration (Dr. William English) currently on their Lesotho project was mentioned. A number of

appropriate consultants, both in and outside the Ohio Department of Education, were identified.

New emphases which would take additional funds, either during the remainder of the present project or through a new project later, will be examined by the Ohio backstopping team. If additional funds will be needed during the remainder of the project (beyond those needed for Plan C, which are assumed to be forthcoming [see below]), Ohio University will present proposals to USAID. For instance, more funds will be needed if large numbers of kits or other teaching materials are to be purchased or developed for distribution to the schools.

The quality and relevance of the participant training received by the Swazis who have come to Athens under the project was discussed. It appears that there is now a study group to bring together overseas and American students interested in problems of education and development in the third world, and there are recently introduced courses in comparative education which deal especially with educational issues in Africa. Apparently, there is a fine collection of Swazi documents in the library for those who wish to do research on the country, and there are other resources for international students on campus.

The program and grades of several students was examined and the process by which they are counselled was discussed. Clearly, the participant trainees receive careful attention and although there have been individual problems of one kind or another (including those who do not want to stay the full eighteen months of the fellowship), this aspect of the project has accomplished essentially what it was intended to do.

Administrative and Budgetary Backstopping

One of the major issues raised in the field's team report had to do with budgetary control on the project and with lack of current budgetary data in Swaziland. It is clear from this visit that the School of Education at Ohio University maintains thorough and current records of expenditures on this project, though the university's accounting system produces a

budgetary breakdown that makes answers to some important questions difficult to obtain (see below). By putting together the budgetary data compiled in Athens and the Chief of Party's accounts of local expenditures in Swaziland, it should be possible to assess project expenditures in most categories.

This is important because there have been significant shifts of resources among budget categories during the life of the project. Commitments to fund, out of the contract, student costs and salary replacement for students in Diploma and B.Ed. programs at the University of Swaziland have been made by USAID (Swaziland), thus reducing funds available for other project activities (i.e., purchase of commodities). If certain activities requiring purchase of commodities (library and teaching materials and equipment, etc.) are to reach the level projected in the contract, these funds will have to be replaced.

According to the the project backstopping team at Ohio University, the purchase of instructional kits for the primary schools in Swaziland was negotiated out of the final project contract and no funds were provided in the contract for this purpose. If the provision of kits is to be restored as one of the objectives of the project, as the evaluation team has recommended, then additional funds will have to be added to the contract.

The backstopping team's estimate of unearmarked funds that will remain in the project (\$138,000) if current rates of expenditure are maintained was arrived at after careful consideration and appears to be accurate. The backstopping team agreed with the evaluation team that funding the extensions of contract requested by the Ministry of Education ("Plan C") would require only modest additional funding (on the order of \$30,000) beyond the \$138,000. This, of course, does not take into account possible additional expenditures which will be necessary if additional attention is given to teaching kits and materials, as recommended by the evaluation team and as discussed above.

There appear to be some discrepancies in budgetary figures reported by Ohio University to the Chief of Party in Swaziland and those given to

USAID in Washington. The backstopping team at Ohio University will check into these apparent discrepancies.

Assessing the quantity of supplementary funding needed for this project will require that the accounts maintained by the backstopping team in Athens and those kept by the Chief of Party in Swaziland be brought together so that Ohio University and USAID (Swaziland) can evaluate them prior to further contract negotiations. The principal issue to be addressed is the quantity of resources shifted from the budget for commodities to the budget for in-country student support and the amount of additional resources necessary to accomplish project objectives with respect to the purchase of library and other materials and equipment.

Other issues include the quantity of resources needed to provide instructional kits for primary schools and the quantity of resources needed to fund the extensions of contract requested in Plan C. Good answers to these questions should be available if all budgetary data can be brought together in one place.

Best Available Document