

PROJECT EVALUATION SUMMARY (PES) - PART I

Report Symbol U-447

1. PROJECT TITLE University College of Swaziland Division of Extra Mural Studies (DEMS)			2. PROJECT NUMBER 645-0081	3. MISSION/AID/W OFFICE SWAZILAND
5. KEY PROJECT IMPLEMENTATION DATES			4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) <u>645-82-2</u>	
A. First PRO-AG or Equivalent FY <u>78</u>	B. Final Obligation Expected FY <u>80</u>	C. Final Input Delivery FY <u>84</u>	<input checked="" type="checkbox"/> REGULAR EVALUATION <input type="checkbox"/> SPECIAL EVALUATION	
6. ESTIMATED PROJECT FUNDING			7. PERIOD COVERED BY EVALUATION	
A. Total \$ <u>2,796,000</u>			From (month/yr.) <u>April 1980</u>	
B. U.S. \$ <u>2,059,000</u>			To (month/yr.) <u>May 1982</u>	
			Date of Evaluation Review	

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

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
1. That DEMS in cooperation with the Bursar of UCS develop methods for the establishment of fees and improve procedures for their collection and distribution to DEMS and UCS.	UCS/DEMS	1/83
2. That the UCS and DEMS review the provision of support services to DEMS, particularly secretarial services and the need for an administrative assistant.	UCS/DEMS	9/82
3. Review and revise the project budget.	University of Massachusetts/ USAID/S	8/82
4. Revise the project implementation plan.	UMass/DEMS	8/82
5. Extend the Project Assistance Completion Date to March 31, 1985.	USAID/S	8/82

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

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)	12. Mission/AID/W Office Director Approval
William Charleson: HRDO William Hammink: IDI Vusani Simelane: Director DEMS S.M. Guma: Rector UCS D.G. Sedgewick: Bursar UCS	Signature _____ Typed Name <u>Julius E. Coles</u> Date <u>7/1/81</u>
S. Simelane, Director Ed/MOE M. Byram: UMass A.M. Mkhwananzi: A/Dir. DEMS	

AFRICA BUREAU
EXECUTIVE SUMMARY*

- I. What constraint does this project attempt to overcome and who does it constrain?
- This project attempts to relieve Swaziland's critical shortage of middle-level manpower which causes low labor productivity and aggravates the problem of growing unemployment.
- II. What technology does the project promote to relieve this constraint?
- The project promotes the development and use of adult and non-formal in-service education programs for individuals in the public and private sectors who are responsible for carrying out economic and social development programs in the country (e.g., agricultural and health extension workers and junior management staff in both public and private sectors).
- III. What technology does the project attempt to replace?
- The project attempts to supplement traditional "on campus" academic activities at the University College of Swaziland (UCS) by creating the institutionalized capacity in its Division of Extra Mural Studies (DEMS) to develop and implement outreach programs to serve the manpower requirements of Swaziland. Through such outreach, the University will be able to respond effectively to the in-service educational needs of public and private sector employees.
- IV. Why do project planners believe that intended beneficiaries will adopt the proposed technology?
- Individuals display a willingness to take "off-campus" adult educational programs because there are substantial salary increments available to them if they take and successfully complete such programs. Furthermore, private and public sector agencies are willing to assist in supporting DEMS to give such courses because they are anxious to improve productivity.
- V. What characteristics do intended beneficiaries exhibit that have relevance to their adopting the proposed technology?
- Most of the people being reached by the new university outreach programs are middle-level, in-service, public sector employees.

Most have only primary or junior secondary education in the traditional British style. The outreach program affords individuals with sub-standard qualifications an opportunity to raise their general level of education and/or acquire necessary non-academic knowledge and skills. Because salary scales are linked to levels of formal educational achievement and productivity on the job, there are clear incentives to enroll in and complete such programs

VI. What adoption rate has this project (or previous projects) achieved in transferring the proposed technology?

- Enrollments in DEMS outreach programs have increased from 390 in 1979/80 to 1228 in 1981/82. Considering that approximately 90 percent of the students pay their own fees, there seems to be clear evidence that the adoption rate is very high and that beneficiaries are willing to pay to attend. There is also clear evidence that the public and private sector agencies are more willing now to pay for such courses than they were in 1979/80.
- These two facts suggest that both private individuals and/or their respective organizations increasingly see the merit in such in-service education and are willing to commit resources to it.

VII. Will the project set in motion forces that will induce further exploration of the constraint and improvements to the technological package proposed to overcome it?

- The best evidence of willingness to use and support the University's outreach program comes from the April 1982 Adult Education Conference sponsored by DEMS. The conference brought both public and private sector entities together (for the first time in Swaziland) to: (1) articulate their respective training needs, (2) formulate policies for meeting them and (3) organize working groups to assist DEMS in its efforts to expand outreach programs. Furthermore, both public and private sector agencies pledged real and monetary support for DEMS work in the future.

11

13. Summary

This is the second evaluation of the University College of Swaziland (DEMS) project. The first, finished in April 1980, examined the validity of assumptions and goal and purpose statements in the original Project Paper. The project's implementation plan was amended to take into account the major delay in the provision of contractor services.

The evaluation team believes that the University continues to support the work of DEMS. The financial development of DEMS clearly indicates that the University provides basic support and that DEMS has been successful in attracting a larger non-University paying clientele. This has permitted DEMS to operate effectively while reducing the relative fiscal commitment from the University.

The goal of the project, "To assist the Government of Swaziland (GOS) to develop middle-level manpower", as well as the purpose, "To increase the capacity of the University College of Swaziland's Division of Extra Mural Studies to meet middle-level manpower needs" remains valid, and there is clear evidence that the purpose of the project will likely be achieved. The capacity of DEMS staff to accommodate a relatively larger client population is evident from enrollment statistics which also reveal a continued effective demand for such services. The number of students enrolled in DEMS courses has risen from 390 in 1980 to 1228 in 1982.

With the arrival of the third advisor (management education) in June 1982, there should be no implementation problems. The contract with the University of Massachusetts (UMass) was amended in September 1981 to provide greater specificity in advisor job descriptions and to add a research assistant to the project. While there have been very positive developments in the project, particularly in the stipulation of demand and outside support, the evaluation team believes that the growth of project activities and the increased involvement between DEMS and Government of Swaziland Ministries (e.g., Health, Agriculture and Education) call for:

- A. increased cooperation between DEMS and the Bursar's Office for the purpose of developing improved procedures for setting fees, assuring their timely collection and calculating overhead rates appropriate for distributing costs between UCS and DEMS;
- B. a review of the adequacy of support staff (i.e., secretarial services and an administrative assistant to work with the Bursar's Office) in the light of the vastly expanded number of DEMS students, the likely increased involvement with public and private sector agencies and the resultant growing diversity in program offerings.
- C. a revision of the Project Budget;
- D. a revision of the implementation plan; and
- E. an extension of the Project Assistance Completion Date.

14. Methodology

This is a regularly scheduled evaluation undertaken to measure progress toward the accomplishment of the project objectives.

Emphasis has been placed on the growth of DEMS activities and the amount and nature of support that DEMS has been able to attract from the UCS, Government Ministries and the private sector. Furthermore, the evaluation team wished to know whether the cost to students and the cost per student to the University were rising or falling. Finally the evaluation team reviewed project implementation and made recommendations to enhance the progress of project activities.

An evaluation format was developed by the evaluation team and subsequently approved by DEMS staff, senior officials of the Ministry of Education and senior staff of the UCS. Swazi staff of DEMS and contract staff were asked to gather data and to independently analyze project success and failure. The evaluation team included the opinions of these individuals in its report.

15. External Factors

In the April 1980 evaluation, there were two primary concerns: (1) clarification of the size and nature of DEMS' activities and (2) clarification of the amount of support DEMS could reasonably expect from the UCS. The evaluation team believes that the UCS has encouraged DEMS staff to increase outreach and develop better working relations with other public sector offices and the private sector. There is clear evidence from project activities over the last year to attest that DEMS has done well in these activities. The UCS contribution to DEMS has been growing by eight percent per year, well below the UCS's overall increase of approximately twenty-three percent per year. Over the same two years, the DEMS share of the UCS budget has fallen from 4.1 to 3.2 percent. Offsetting this decline has been a 64 percent per year increase in external resources (primarily from student fees with limited but increasing support from other sources). Total cost per student has dropped from E179.00 to a preliminary figure of E76.00 over the period 79/80 - 81/82. While there are no objective quality measures available, there is a strong belief that quality is equal to or better than that obtained in regular "O" level school programs. There is evidence of increased efficiency in the delivery system of DEMS.

The primary portion of increased income has come from student fees in the "O" level program. In 1979/80, 215 students were enrolled. In 1981/82, "O" level enrollment have risen to 1121. In the 1980 evaluation, it was noted that DEMS should make an effort to transfer "O" level education to the Swaziland International Education Center (currently called EMLALATINI Education Center) which was giving correspondence education at the "O" level. DEMS staff is quite willing to shift such education to EMLALATINI, but lack of support from the GOS and donors to EMLALATINI has precluded its being able to absorb DEMS's students working on the "O" level.

Over the evaluation period, DEMS attracted a broader base of support involving GOS ministries and the private sector. Efforts have focused on

workshops where the capacities of DEMS could be made known to potential users. The most recent workshop (Adult Education Conference) resulted in the establishment of permanent steering committees dedicated to further specify the demand for adult education in support of public and private sector training needs and clarification of what resources (real and monetary) DEMS can likely attract over the next 2-4 years. It is clear that broadening the base of support will enhance the fiscal viability of DEMS, help to link UCS to Ministries and the private sector, and, consequently, increase the likelihood that DEMS will be able to meet the middle-level training needs of the country. In the opinion of the evaluation team, such efforts are to be commended and should be continued, particularly with the private sector, through which concrete expressions of support for DEMS have recently been forthcoming. In the opinion of the evaluation team, the arrival of the management education advisor in June should greatly increase DEMS' capacity to address the improvement of management education in both public and private sectors.

16. Inputs

A. U.S. Government

(1) Technical Assistance

Two of the proposed three technical advisors to DEMS arrived in Swaziland in the fall of 1980. Mr. Martin Byram, the Nonformal Education Materials Development Specialist, will remain 48 months. Mr. Cajetan Manganga, the Adult Education Design and Management Specialist, will remain 24 months. UMass has recruited an Education Management Program Specialist (Mr. J. Price) and it is expected that he will arrive in Swaziland in June 1982 for a two year tour.

The contract with UMass (AID/afr-c-1617) was amended in November 1981 following a series of meetings with representatives of USAID/S, DEMS, and UMass. The amendment supplied new position titles, improved descriptions for two of the three long-term positions and created a new research associate position to aid the project. The research associate arrived in Swaziland in September 1981 for a 12-month contract.

(2) Training

Three counterparts have been selected. One is currently in training in the U.S. and is expected back in December 1982. Two are due to leave for training in September 1982.

(3) Commodities

Out of a total project budget of \$146,000 for commodities, \$40,703 has been spent on vehicles (3), office equipment, audio instructional materials, projectors and books. Also, \$19,000 was spent on in-country training through the Theater Workshop which DEMS sponsored in collaboration with GOS Ministries.

Approximately \$4,000 will be spent on "core-library" materials, and the balance of funds budgeted for books and instructional materials (\$18,500) will be used to support the DEMS instructional programs. The evaluation team believes that the nature and requirements for instructional materials are just now beginning to develop. As DEMS articulates its program response to demands stated in recent workshops by both public and private sectors, DEMS will no doubt make rapid use of remaining funds for books.

The project budgeted some \$81,000 for three mini buses, three jeeps and one 30-passenger bus. It seems likely that the nature of the DEMS outreach programs (using instructors in other parts of the country to teach courses rather than bringing students to UCS) precludes the need for such vehicles. The evaluation team believes that DEMS and the UMass advisors should review the commodity requirements of the project.

(4) Buildings

As noted in the 1980 evaluation all construction activities have been completed and payment has been made. Facilities are being used fully by regular UCS students. University officials will give priority to DEMS students, but, for the moment, the nature of the DEMS outreach program precludes significant utilization of the buildings by DEMS. The evaluation team believes that the current arrangement for utilizing the buildings is appropriate.

B. Government of Swaziland

(1) Staff

The GOS was to provide three regular staff members. In 1980 all three members were appointed. UCS projections of staffing for DEMS show that two additional staff members will be appointed in 1985. All advisors have counterparts. One departed for training in the United States in late 1981. Two will depart in September 1982. The evaluation team believes, however, that the provision of support staff is inadequate and UCS should consider further assisting DEMS by providing two additional support staff in 1982.

- i. A full time secretary; and
- ii. A half time administrative assistant to work with the UCS Bursar's Office on monitoring fees, their collection and appropriate allocation to DEMS and UCS. The evaluation team believes that this position is essential given the number and geographic dispersion of DEMS students. Failure to appropriately carry out fiscal procedures could impact negatively on DEMS financing.

and prejudice working relationships with other public and private sector agencies who need to be assured that appropriate fees will be charged and collected. The evaluation team also believes that contract funds should be allocated to provide a short term (2-3 month) consultant to develop the basis for setting fees, establishing appropriate procedures for assuring that the correct fees will be charged and collected and to examine the issue of UCS overhead rates.

(2) Physical Facilities (Offices) and Equipment

UCS has provided excellent new offices for senior DEMS staff and adequate basic office furnishings. Unfortunately these new premises are not linked to the UCS telephone system. Given the geographic dispersion of DEMS instructional staff and students, the evaluation team urges the UCS to provide access to telephone communications as soon as possible.

17. Outputs

Project outputs (staff training in-country, overseas training for counterparts, course expansion and curriculum development) as they relate to the institutional development of DEMS are still considered to be valid. They should, as noted above, be supplemented by the development and use of more appropriate fiscal procedures to include setting of fees, their collection and payment of appropriate overhead to UCS. It is perhaps worth noting that, for example, the "0" level fees being charged by DEMS in 1982 are the same as those levied in 1979. While economies of scale may have permitted the constant fee structure, it is vital given inflationary factors that DEMS evaluate the appropriateness of fees on an annual basis, particularly given the growing interrelated programs DEMS will be developing with the private and public sector.

(A) Course Offerings

DEMS has markedly increased enrollments, particularly in "0" level offerings, and has added several new courses expanding the range of offerings, particularly in statistics and business.

	Manzini	Mbabane	Luyengo	Nhlangano	Pigg's Peak	Big Bend	Siteki	Simunye	Mhlume	TOTAL
9/80	120	25	10	48	5	7	0	0		215
2/82	595	70	0	147	0	152	74	42	42	1121

Furthermore, "O" level offerings in rural areas in 1981/82 represented 37 percent of total offerings, whereas in 1979/80 only 21 percent of offerings were in rural areas. In addition to marked increases in "O" level offerings, DEMS has introduced new programs.

<u>Subject</u>	<u>Number of participants</u>	
	<u>1979/80</u>	<u>1981/82</u>
Diploma in Adult Education	8	7
Certificate in Statistics	-	10
Diploma in Statistics	-	8
Certificate in Business Studies	-	68
Diploma in Business Studies	-	8

The fact that there has been no marked increase in enrollment in the Diploma in Adult Education reflects the absence of effective demand within the Ministry of Education. As the demand for assistance to agricultural extension agents, health workers and those responsible for management training in public and private agencies is developed by the recently formed adult education working groups (set up during the recent DEMS sponsored Adult Education Conference) and DEMS begins to respond, it is likely that enrollments in adult education will expand. These new courses, however, will be tailored to the specific needs of individuals already engaged in adult education in ministries and the private sector. Such courses will probably be different, in terms of content, than the program given currently to regular students enrolled in Faculty of Education, UCS.

Curriculum Development

(B) A full curriculum has been developed for the formal adult education program given at UCS. Curricula have been written and are being used in the statistics and business studies programs. The management education curricula will be developed following the arrival of the management education advisor and collaboration with private and public sector agencies.

(C) Other activities (workshops and seminars)

In addition to its regular instruction outreach program, DEMS has also offered several workshops in support of adult education activities in other Swazi organizations: In the opinion of evaluation team members, these activities confirm that there is a growing effective demand for DEMS services and that DEMS staff are meeting the demand, thus establishing an outside constituency and base for future fiscal support. Most prominent among these activities were:

i. The Employment Act of 1980 Workshops

These training workshops have been organized in collaboration with the Institute of Personnel and Training Management. They are designed to familiarize personnel and training managers with the new legislation. The courses have been run over a period of 5 days. To date, 80 officers from 25 private sector organizations have been trained.

ii. The Use of Theater and Drama in Development Education

This is an experimental program in the use of theater and drama in community education for development. To date, 31 extension officers from 10 different government and non-governmental organizations have been trained. This program is now at its second phase, i.e., the participants are now training others. The Lubombo District is being used as a pilot project.

iii. Approaches to Integrated Rural Development Workshop

This was a non-formal education and awareness raising workshop. Sixty-nine participants involved in rural development came from 20 government organizations. The outcome of this workshop is a report and recommendations which will be considered by the Cabinet for possible policy decisions and action.

iv. Training of Literacy Officers for Sebenta

DEMS staff has been involved in assisting Sebenta National Institute (MOE Adult Literacy Agency) train its frontline literacy workers and Regional Officers. These are on-going programs run by Sebenta. DEMS' role is to provide instruction on request.

v. Career Guidance and Counselling

DEMS has been instrumental in assisting a career guidance program for all Secondary and High School Headmasters in Swaziland. This has led to the formation of a Career Guidance Association which has now systematized the career guidance program.

In cooperation with the Economic Commission for Africa and the National Employment Service, a training workshop for all employment office staff was run in January 1982.

(f) Workshop on the Integration of Training for Adult Educators

DEMS sponsored and organized this important meeting which brought together, for the first time in Swaziland, private and public sector individuals (68 attending) and organizations involved in carrying out varying kinds of adult education. In addition to developing a measure of the demand for improving adult education, several steering committees were organized so that follow-on activities could go forward. The public and private sector agencies attending pledged real and monetary support for DEMS in the future. The evaluation team believes that the continuing work of the committee augurs well for the future of DEMS, assuring more effective statements of need and increasing the likelihood of obtaining more outside support for future activities.

The evaluation team believes that the range of activities and the increased number of students and income are clear evidence that DEMS is accomplishing desired outputs commensurate with project objectives.

18. Purpose

The purpose of the project is to increase the capacity of the University College of Swaziland's Division of Extra Mural Studies to meet middle-level manpower needs in the Nation. The evaluation team believes that the aforementioned evidence clearly supports its belief that the purpose of the project will be obtained within the stated life of the project and within the funds available under the project.

19. Goal

The goal of the project is to assist Swaziland to develop the middle-level manpower required to achieve national development objectives. Despite the fact that Swaziland has no projections of middle-level manpower requirements, the evaluation team believes that DEMS has taken steps to define them in the area of adult education and is moving to satisfy the demands within the limits of DEMS resources. While the demand measures derived from recent adult and non-formal education workshops may not reflect the Nation's total middle-level manpower requirements, it is significant that DEMS has not waited for someone else to produce a demand for DEMS services. The evaluation team believes that DEMS efforts to set a demand, no matter how limited, attest its commitment to university outreach as well as increased institutionalized capacity to define demand and relate program offerings to it.

20. Beneficiaries

The direct beneficiaries of the Project will be the DEMS staff who receive in-country and out-of-country training related to the improvement of their work

within DEMS/UCS. The Project Paper noted that secondary beneficiaries would, in the long run, be those individuals in urban and rural areas whose lives and economic opportunities are enhanced because of the improved capacity of DEMS staff to meet their educational needs. The Project Paper noted that DEMS enrollments were expected to grow from 305 in 1979/80 to 720 in 1981/82. In fact, 1981/82 enrollments were 1223, a seventy percent increase over expected enrollments for 1981/82. Indeed 1981/82 enrollments far exceed original projections for 1982/83; i.e., 1020. The evaluation team believes that these increases clearly signal DEMS development. The number of rural people included rose from 20 percent in 1979/80 to 50 percent 1982/83. DEMS is clearly well on its way to achieving an appropriate rural/urban distribution of offerings.

21. Unplanned Effects

None to date.

22. Lessons Learned

• Two lessons have been learned as a result of project activities:

- (1) Such programs require a broad base of support outside the university community. The sooner that outside base is identified and linked to project activities, the greater the likelihood of project success, and
- (2) Provision should be made within the project for developing fee structures and appropriate fiscal procedures to assure the timely collection and distribution of fees to UCS and DEMS.

23. Special Comments

A. Project Implementation

The following table compares the revised implementation plan (prepared in April 1981 in accordance with the first PES) with actual progress to date.

<u>Event</u>	<u>Revised IP*</u>	<u>Actual</u>
2 Counterparts selected	8/80	8/80
2 Members of TA team arrive	10/80	10/80
National Conference on Adult Education	11/80	4/82
DEMS takes up new office spaces	1/81	1/81
Dip. program in adult education begins	1/81	1/81
First/Second Semi-Annual Report Received (Combined)	4/81	5/81
Selection of Third TA staff member	9/81	4/82
Field Research Associate Appointed	9/81	9/81

Popular Theater Workshop held	10/81	10/81
2 counterparts depart for training	1/82	1/82 (1 only)
Third Semi-Annual Report Received	1/82	1/82
Annual Work Plan from Contractor	4/82	-

*(The April 1980 evaluation gave a detailed summary of original delays in project implementation; page 7)

With the exception of Adult Education Conference and the arrival of the third team member (management education consultant), planned events have occurred much as scheduled in the revised implementation plan. The revised work plan for the year 1982 was prepared in the field and is currently being reviewed by the contractor staff in the U.S. DEMS and the contract staff will provide a revised implementation schedule and work plan for 1982-83 in connection with the outcome of this evaluation.

USAID/Swaziland will need to correct the Project Assistance Completion Date (PACD) of March 31, 1983 with the Contract Completion Date of December 31, 1984.

B. Future Evaluation

The project should have a terminal evaluation in September 1984.