

CLASSIFICATION
PROJECT EVALUATION SUMMARY (PES) - PART I

Report Symbol U-447

1. PRO 9311054-3

Structuring Non-Formal Educational Resources (Lesotho Distance Teaching Center)

PD-1146-230-1

2. PROJECT NUMBER

931-1054

3. MISSION/AID/W OFFICE

USAID/L & DS/ED/AID/W

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) 632-80-11

REGULAR EVALUATION SPECIAL EVALUATION

5. KEY:

A. First PRO-AG or Equivalent FY 79

B. Final Obligation Expected FY 83

DATES

C. Final Input Delivery FY 83

6. ESTIMATED PROJECT FUNDING

A. Total \$ 2,965,000

4. U.S. \$ 2,690,000

7. PERIOD COVERED BY EVALUATION

From (month/yr.) August 1979

To (month/yr.) August 1980

Date of Evaluation Review August 4 - 15, 1980

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

USAID/LESOTHO - GOL INTERNAL EVALUATION

1. Finalization of the Assistance Fund criteria for awarding grants and loans to Lesotho NFE institutions.
2. Upon final acceptance of the constructed building by the USAID/Lesotho engineer, which is to be reimbursed by the FAR system, it will be necessary to issue a project grant agreement amendment to transfer funds from the budget lines of Contingency and Assistance Fund to that of Construction.

J.P. Carney

11/7/80

J.P. Carney

7/31/81

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS

- | | | |
|---|--|--|
| <input type="checkbox"/> Project Paper | <input type="checkbox"/> Implementation Plan e.g., CPI Network | <input type="checkbox"/> Other (Specify) |
| <input checked="" 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 checked="" type="checkbox"/> Project Agreement | <input type="checkbox"/> PIO/P | _____ |

10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT

- A. Continue Project Without Change
- B. Change Project Design and/or Change Implementation Plan
- C. Discontinue Project

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)

Joseph Bastian, LDTC Research Advisor
Lipholo Makhetha, LDTC Research Coordinator
Joseph Hoxeng, DS/ED, AID/Washington
Joseph Carney, HRDO, AID/Lesotho

12. Mission/AID/W Office Director Approval

Signature: Kenneth H. Sherper
Typed Name: Kenneth H. Sherper
Date: 4 Nov. 80

FIRST ANNUAL EVALUATION REPORT OF THE PROJECT ON
STRUCTURING NONFORMAL EDUCATION RESOURCES IN LESOTHO

LESOTHO DISTANCE TEACHING CENTRE
September 1980

Appropriation 72-1191021.5
Allotment 945.36-099-00-20-91

SUMMARY

The project's first year has come to an end with all major elements essentially on track. Some delays have been experienced: OPEX staff arrivals were three to four months later than had been anticipated, and progress on the nonformal education (NFE) survey and mapping exercise is slower than expected. Other elements, however, are ahead of schedule: staff training, both short-term and long-term, has been implemented rapidly, and dissemination of the project's Service Agency concept appears to be moving quickly in response to greater than anticipated interest in this innovative approach to central government support of NFE.

Most problems confronted to date have been eliminated: housing for OPEX staff was obtained with minimal delay, but only after LDTC successfully completed difficult negotiations; construction plans for an addition to LDTC's building were held up by a disagreement over the site, which has just been resolved. Both LDTC's top-level staff and the USAID/HRDO have anticipated and headed off other potential difficulties. At this time there appears to be every likelihood that the goal of the project can be achieved.

At this early date, the project has already learned one salient lesson: even in a small and developing country like Lesotho, more NFE is going on than is generally suspected. An earlier survey had identified some 35 organizations offering NFE opportunities. Preliminary project estimates were that this survey would turn up more than 100 groups and institutions. Now, however, as the survey's initial data collection nears completion, project staff estimate that the total will be nearer 800.

Evaluation Methodology

This report outlines findings of the first-year evaluation as called for in the project description:

The evaluation workshop scheduled at the end of year one will provide the occasion of assembling micro-results (each instance of assistance to outside organizations) of the first year. Such data will be brought together to reflect the project's overall status and will be used in programming years two, three and four. Assumptions will be re-examined and outcomes analysed to arrive at an annual evaluation of the project's strengths and weaknesses and projected adaptations. The LDTC Research and Evaluation Section with A.I.D. membership will effect this evaluation and later publish workshop findings for NFE network distribution.

Design/Scope

This early evaluation was formative in nature, i.e., much more an occasion for mid-course correction than a summation of project accomplishments and shortcomings. Interviews with LDTC staff and other persons involved in the project were the main data collection technique; such discussions are simultaneously an education/feedback opportunity, and thus make good use of the limited time available. Our inquiries were largely confined to specific activities of LDTC's Service Agency Section, but also included consideration of the project's impact on the Centre's three other sections.

Analysis/Personnel/Costs

Analysis of data collected was limited to comparing results to date with projected inputs/outputs, and to projecting a fairly detailed plan for the project's second year and sketching in the following two years' activities.

Key individuals taking part in the evaluation were:

Joseph Bastian, LDTIC Research Advisor
Lipholo Makhetha, LDTIC Researcher
Joseph Carney, HRDO, USAID/Maseru
James Hoxeng, DS/ED, AID/W

Out-of-pocket costs for the evaluation were limited to travel and per diem for Hoxeng's two-week TDY. The team spent a total of approximately 35 person-days on this activity.

External Factors

When the initial project discussions began, LDTIC was an autonomous organization, funded partly by the MOE as a special project. However, by the time the project document was signed in August 1979, LDTIC had been incorporated into the civil service under the MOE with a certain amount of fiscal autonomy. This change-over to civil service has had both positive and negative effects on the functioning of the Centre and thus on the implementation of the Service Agency Project. MOE now pays the salaries of a substantial portion of the LDTIC staff, thus permitting the Centre to devote more attention to long-range program planning. Closer association with the MOE has also enabled the Centre to play a greater leadership role in planning and implementing NFE programs at the national level. But the loss of autonomy has also meant that LDTIC no longer has the freedom to recruit the personnel it wants when it wants, but the timing of the civil service selection process must be accepted. This has often resulted in a four to six months' delay in filling vacancies and in having to accept personnel that are not qualified.

There is also a feeling within the Centre that the incorporation of LDTIC into civil service has resulted in a general lowering of the morale of the staff at least temporarily. Many factors have contributed to this: some who joined LDTIC during the pre-civil service days did so to avoid the civil service and the accompanying malaise. To them LDTIC offered a free and flexible environment to try innovative ideas and programs. But the transition to civil service seems to have dampened this enthusiasm. At the time of the transition, the insistence of the MOE that all existing staff be reinterviewed (in spite of their history of long service) and undergo two years of probation before being absorbed into the civil service did not help to ameliorate the situation. To others, the changeover to civil service meant that they could assume a pace and quality of work similar to that of other civil service employees.

Although the merger of LDTIC with the civil service still leaves some degree of autonomy for LDTIC within the MOE, retaining and consolidating that autonomy will depend to a large degree on the precedence established in the day-to-day decision-making processes during the initial stages of the merger. Because of the importance LDTIC attaches to any measure of autonomy it can keep and remain effective in its educational mission, the leadership of the Centre has had to pay more attention and has had to give more time to external political decisionmaking processes. This makes severe demands on their time - time which otherwise could have been devoted to planning and guiding the projects and programs of the Centre. One of the consequences has been a feeling of neglect among some sections and projects. The project, having come at the same time as the merger, thus tends to assume some blame for this neglect, at least among some members of the LDTIC.

However, it is important to note that the leadership has managed the changeover with a minimum amount of disruption and has succeeded in capitalizing the positive aspects of joining the civil service while minimizing the negative effects.

The second external factor that is likely to have a bearing on the project is not unique to this project. From an exchange rate of 1.15 dollars to 1 Rand when the project began, the value of the dollar has declined to the present rate of 1.34. Similarly, the official estimate of inflation for 1980 is 18%. If the value of the dollar continues to decline and the inflation rate increases or remains at the present level, project inputs may be affected. Already, the costs of training one individual for an academic year in the United States has been revised upward from 15,000 Dollars to 20,000 Dollars. This inflation is likely to affect the present cost estimates of approximately 150,000 Maloti for the new addition to the LDTC building. The increase in civil service salaries (up to 50%) effective April 1980, creates another unexpected demand on the project. However, these two factors have not yet made any significant impact.

Inputs

In addition to the financial inputs, the project envisages four major inputs for successful implementation: technical services, commodities, training, and building and workshops.

Technical Services. Immediately before the signing of the project documents, the director of LDTC visited the United States and Europe, primarily for the purposes of recruiting long-term technical assistance personnel and to acquaint himself with the possibility of using short-term consultants. As a result three long-term technical assistance personnel - a project advisor, a senior research officer, and an editor - were appointed by September 1979. However, their arrival in Maseru was delayed by about four months because of the need for the SAMDAP back-stopping contracting agency, TransCentury Corporation, to acquaint itself with the nature of the project and the region. When compared to similar projects the amount of delay was not excessive; however, it did delay the smooth takeoff of the project. The three technical assistance personnel were housed within a month of their arrival and have been assimilated into the organization.

During the first year of the project, five professional staff were recruited under the project - a Service Agency officer, a rural education materials writer, an education broadcasting officer, and two program officers for radio production. In addition, seven other support staff, employed for various lengths of time, have been paid out of the project funds. Two of the professional staff have already moved into the civil service structure and another is expected to do so soon. Civil service slots already exist for all the support staff and they are being moved into these slots at the earliest opportunity. The project envisaged five new professional positions that would be created because of the expansion of the Centre through project activities. The Centre has used the flexibility these five positions offer to begin to identify people to positions that meet the growing needs of its activities without being delayed by the civil service appointment procedures. It is anticipated that by the end of the project the five positions (as stipulated in the project paper) will have been filled and absorbed into the civil service.

Commodities. The Centre has drawn up a commodity procurement list, which, after some minor modifications, has been finalized. The items already procured include a vehicle (Toyota HIACE 2000cc) and an AM duplicator system 4. The acquisition of the vehicle was timely because of the increased transportation demands created by the national survey of the NFE organizations and the regional meetings and workshops. The AM duplicator system 4, which was installed in early September, will help alleviate the serious backlog in printing, and will help to handle the increase in materials production generated by the Service Agency expansion. Because the present commodities acquisition list exhausts the total amount allotted under this heading in the project budget, it may be necessary in the future to modify this aspect of it.

Training. Training programs for the members of the staff already have been initiated at several levels. Plans are underway to provide on-the-job-training to editors and writers, researchers and materials production people by the technical assistance personnel. Plans also have been drawn up for long-term and short-term training of professional and management staff in the United States or in other parts of Africa through 1982. (See Appendix I for details.)

Building. The architects have been ready with the design for the new extension to the present building for quite some time, and some preliminary work on the site has been undertaken. However, a dispute over the site created by the competing interests of the neighbouring organization has delayed progress to date. Now that the MOE has accepted the building plan as originally drawn up, we expect considerable progress within the next few weeks. The building itself is estimated to cost \$196,000. This is \$96,000 more than budgeted for originally and will be taken from the contingency funds provided in the project budget.

Workshops. Since the initiation of the project, two workshops have been conducted, one is underway and two are being planned.

The first workshop, on Non-Formal Education for Development, took place from October 15 to October 19, 1979. Apart from creating a network of NFE organizations in Lesotho, this workshop helped identify some of the problem areas and needs of the NFE organizations. Some priorities for future workshops to be conducted by LDTIC were established.

A two-week workshop on development of instructional materials was attended by 35 people. Participants included eight members from LDTIC and two members from the Botswana Non-Formal Education Department. The members of the workshop divided into five groups, based on topic areas, to produce instructional materials at the end of the workshop. After seeing the materials produced by the workshop, the Lesotho Agricultural College requested LDTIC to conduct a mini-workshop for its staff. This was an indication of the success and relevance of the workshop.

A third workshop, on photography, is currently underway, and about 20 persons from various NFE organizations are participating. This workshop is expected to last for approximately two months. Several exhibitions of photographs produced during the workshop are being planned. Two more workshops - one on radio production for NFE and another on graphics - are being planned for 1980.

In addition to the above workshops, it is worth mentioning the mini-workshops conducted by two short-term consultants who visited LDTIC during 1979-1980. Emily H. Adams, who was here in late 1979, provided valuable insights into the construction of questionnaires, NFE networking and other areas related to NFE organizational development. A second workshop is being undertaken by Russ Dilts, a short-term consultant with considerable experience in running the kind of assistance fund outlined in the project. He is in the process of finalizing his recommendations to LDTIC on the mechanics of setting up such a fund. His presence has also been used by LDTIC to look at the planning exercise through mini-workshops.

Financial Inputs. The following funds have been spent since the inception of the project to the end of August 1980.

EXPENDITURE BY CATEGORY	PROJECT BUDGET FOR ONE YEAR	EXPENDITURE OF FUNDS*		TOTAL
		LDTG Books	USAID Books	
Salaries	50,000	(33,857) 45,368	- - -	(33,857) 45,368
Materials and Equipment	40,000	(45,611) 61,118	- - -	(45,611) 61,118
Service Agency	100,000	(45,501) 60,971	- - -	(45,501) 60,971
Assistance Fund	100,000	- - -	- - -	- - -
Contingency Fund	88,000	- - -	- - -	- - -
Additional Office Space	100,000	- - -	(12,550) 16,817	(12,550) 16,817
Travel	82,000	} (9,339) 12,514 }	} (75,303) 100,906 }	(84,642) 113,420
Consultants	170,000			
TOTAL	730,000	(134,308) 179,971	(87,853) 117,723	(222,161) 297,694

Monetary values in Rands are given in parenthesis. Dollar values given were arrived at by multiplying Rand x 1.34.

Outputs

Service Agency Expansion. The management and coordination of the Service Agency functions rest with four professional staff members who draw on the professional competence of other sections within LDTC. From 1978 to 1980, the Service Agency has undertaken twelve projects. The nature and size of the projects are as diverse as the nature and size of the client organizations. The projects range from producing a booklet to aid the policymakers in family planning to conducting a national survey on the needs of children and women in the areas of nutrition, education and health. (See Appendix II for details of projects.) Through these projects the Service Agency brought in a total revenue of \$48,102. During the past financial year, the Service Agency performance as measured by income-generating activities has shown some decline compared to previous years. This is mainly attributable to the preoccupation of the Service Agency personnel during that time with training programs and workshops.

Until now the Service Agency's relationship to the client organizations has been a responsive one - the clients determine the needs, goals and timing and the Service Agency helps to make them operational. However, the Service Agency is gearing up to change from this responsive role into an active role: to develop competencies within LDTC which are urgently needed in rural Lesotho, to articulate goals of development, and to help agencies in the country to make these goals operational. The Service Agency is aware of the potential dangers inherent in such an active approach. It is also aware of the need for change in style and operation that such an active role entails.

LDTC Assistance Fund. The setting up of the assistance fund is tied very closely to the Service Agency expansion under the project agreement. The fund will enable more NFE organizations and programs to reach the needy sections of the society more effectively. During the first year of the project no assistance was planned or has been provided. The successful initiation of the fund rests on completion of the task of refining the criteria already established for choice of organizations and programs worthy of assistance and the setting up of an organizational mechanism for monitoring and evaluating the performance of the recipient organizations. This task is nearing completion--a short-term consultant will soon present his recommendations. The Lesotho National Bank has agreed to operate the revolving fund and the chairman of the bank has agreed to be a member of the Assistance Fund Screening Committee.

National Study of Nonformal Education. In addition to mapping all NFE programs and organizations in the country, the data from this survey will contribute to theoretical and planning needs of the NFE sector in Lesotho. The data from this survey also will be used for identifying potential recipients for loans and grants through the assistance fund.

After some delay the survey is underway. A comprehensive questionnaire on various aspects of NFE organizations and programs is being administered by approximately 20 fieldworkers to about 600 organizations that have been identified throughout the country. It is hoped that more organizations will be found during the fieldwork. The total number of organizations surveyed may be as high as 800. The bulk of the survey will be completed by September, and preliminary results of the analysis of the data can be expected in October.

Workshops. The three major workshops outlined in the input section have trained more than 100 people in Lesotho in various skills essential to the effective functioning of NFE programs. In addition to the multiplier effect provided by training in these workshops, LDTC has been able to establish healthy professional links with other organizations through training their personnel.

Unplanned Effects

One external effect is worth mentioning: information gathered in the NFE survey will be used by the GOL's Manpower Secretariat, which is currently involved in projecting demand for skilled and semi-skilled labor in the next five years. The NFE survey provides the Manpower Secretariat with an unexpected data source for the supply side, i.e., on the likely availability of semi-skilled labor to meet future demands.

Lessons Learned

For LDC governments interested in approaching NFE systematically, this project offers some direct advice: first, identify existing NFE activities. They are almost certain to be more numerous and varied than anticipated.

Second, seek a way to improve what exists, rather than establishing new NFE organizations which would unwittingly compete with or supplant ongoing efforts.

Third, find means to encourage the best NFE programs to expand into areas where people now have little or no access to organized learning opportunities.

Application of these lessons would take a different form in each country, but the example of Lesotho already offers many insights into how NFE education can be accomplished.

Participant	Institution	Full-time	Part-time	1979 JFMAMJJASOND	1980 JFMAMJJASOND	1981 JFMAMJJASOND	1982 JFMAMJJASOND	1983 JFMAMJJAS
E. Sakoane	NUL	X			—			
T. Shale	UNISA		X		—	—	—	
J. Mhlanane	UNISA		X	—	—			
M. Morolong	London UNISA/(NUL)	X(X)	X	—	—	(—)		
L. Makhetha	NUL / US ?	X (X)				—	(—)	
K. Tsekoe	NEw. Mass	X				—		
K. Mhau	Centre for Acc. England		X			—	—	—
B. Morojele		X				—	—	
M. Mofokeng						—		
H. Mobe	London Un.	X				—		
R. Pholo	London Un.	X				—		
K. Phakoe	?	X				—		
P. Moleko	US	X					—	
S. Seutloali	?	X					—	—
L. Ramohlanka	London Un.	X			—			
M. Lesenya	London Un.	X		—				

APPENDIX II: DESCRIPTION OF SERVICE AGENCY PROJECTS

1. CARE. A guide for spinning instructors called Motataisi oa Barupeli ba ho Ohla Boea was developed and produced by LDTC. Ninety copies were printed.
2. Joint Project with Lesotho Family Planning Association. The project involved developing and producing a) a booklet on various aspects of family planning aimed at the policymakers in various ministries and other relevant organizations; b) posters and flip charts for family planning fieldworkers and training of the fieldworkers in their use.
3. PLENTY. LDTC produced 1 500 copies of a booklet on treeplanting. The work involved mainly translation, layout and printing the booklet.
4. LEHCO-OP. A booklet called Buka ea Baahi, describing how to build cheap houses, was produced especially to assist low-income families.
5. UNESCO. LDTC collected data and produced a draft booklet on Network of Educational Innovations for Development in Africa. UNESCO has yet to decide on the future of the booklet.
6. LFNCO. Ten radio spots, one minute in length, advertising the International Year of the Child were produced for LFNCO. Nine of these radio spots were broadcast.
7. Hololo Project. Work for the project involved producing a book on soil erosion for children in school. Six thousand books were produced.
8. BEDCO News Letter on Appropriate Technology. Layout and printing of a newsletter to communicate the developments in the area of appropriate technology. Three hundred copies were printed.
9. LFPA. Printing of Family Planning case cards.
10. Health Education Unit, Ministry of Health. Designing and printing posters for health education unit to promote a non-smoking campaign. Three thousand posters were manufactured.
11. UNICEF. LDTC is conducting a national survey on the basic needs of women and children in Lesotho. Almost 1 000 households were interviewed in a national random sample. The data is being analysed and a preliminary report is expected soon.
12. LFPA. LDTC is working on producing two posters and a calendar. The poster is intended to communicate the idea of child spacing to the general public; the calendar is intended to provide publicity for LFPA. Five hundred copies of each poster will be produced.