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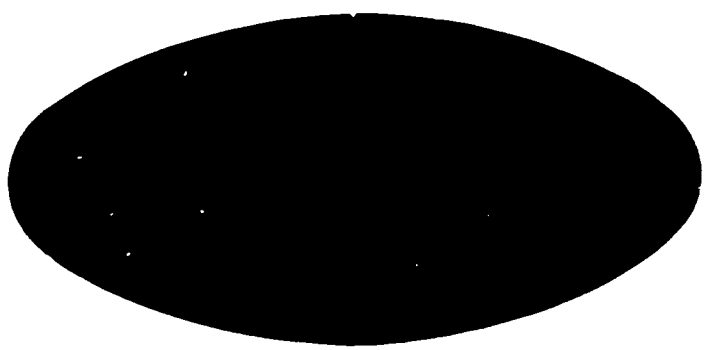

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OIC INTERNATIONAL, INC.
REPORT ON JOINT EVALUATION OF LESOTHO OIC
BY
OICI - USAID - GOVERNMENT OF LESOTHO
APRIL 11-17, 1980

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V. Appendices

PREFACE

The evaluation covered by this report was undertaken to appraise the development of Lesotho OIC (LOIC) after two years of operation. The evaluation was initiated by OICI as an integral part of project implementation strategy. It is also in accordance with the evaluation-related obligations of OICI as recipient of Specific Support Grant No AID/pha-G-1125. Amendment #18 to this Grant in January 1978 effected funding authorization for the LOIC project.

The evaluation was jointly conducted by representatives of OICI, USAID and Government of Lesotho. This tripartite level of involvement is in line with the collaborative approach to evaluation mandated by USAID. The evaluators include:

1. Quy D. Nguyen, Evaluation Officer, OICI, Team Leader
2. Byron Bahl, Project Officer, USAID/Lesotho
3. Rosemary Burke, Program Officer, OICI
4. Joseph P. Carney, PhD. Human Resources and Development Officer, USAID/Lesotho
5. Thozi Nomvete, Education Testing Officer, Ministry of Education, Government of Lesotho
6. Victoria Quobosheane, Social Infrastructure/Central Planning and Development Office, Government of Lesotho
7. Cheryl D. Williams, Education Officer, OICI

The evaluation was conducted from April 7 to 17, 1980 and endeavored to:

a. Determine the progress and impact of LOIC after two years of operation.

b. Verify compliance with and/or deviations from the project design.

c. Verify the validity of major assumptions which underline the project design.

d. Develop recommendations to ensure the attainment of project objectives.

The project design as summarized in the Logical Framework Matrix served as the basic reference for conducting the evaluation. Major activities undertaken by the evaluators include:

(i) Inspection of project site and training facilities.

(ii) Observation of classroom and workshop activity.

(iii) Review of training curricula, lesson plans, evaluation reports and other major training-related documents.

(iv) Review of the Management Information System (MIS) with respect to files and reports.

(v) Review of Personnel Policies, Operation Procedures Manuals, Staff Development Plans, selected Financial records, and other major project documents.

(vi) Interviews of a random sample of employed graduates and their supervisors and/or employers.

(vii) Consultation with selected Government officials, USAID/Maseru, LOIC Board of Directors, project staff and TCT personnel.

On April 17, 1980 the evaluation team shared its preliminary findings, conclusions and recommendations in separate meetings with

(a) USAID/Lesotho

(b) Representatives of the Government of Lesotho

(c) Representatives of the Board of Directors (LOIC), and

(d) TCT personnel and local staff of LOIC.

OICI owes much gratitude to the Government of Lesotho for its support of the evaluation effort. We are indebted most particularly to His Excellency J.R.L. Kotsokoane, Secretary to the Cabinet and Head of Civil Service, for having made himself and several key officials of the Government accessible to the evaluators. We would like to thank the Ministry of Education and the Central Planning and Development Office for the services of their respective representatives in the evaluation team, Thozi Nomvete and Victoria Quobosheane.

We would like to thank also the USAID Mission in Maseru for its solid support of the evaluation undertaking as demonstrated by the keen interest as well as the effective guidance and counsel of Dr. Joseph P. Carney and Mr. Byron Bahl.

We owe very special acknowledgement to the Board of Directors, TCT personnel and local staff members. This evaluation would not have been completed within such a short period of time without their ardent cooperation and effective support.

Sincere thanks are hereby conveyed to the Managing Directors, Engineers and Foremen of construction companies which were visited by the evaluators. We appreciate their input in terms of both time and recommendations, which are indispensable to future improvements of the LOIC training program. Finally, the cooperation of LOIC trainees and graduates in this evaluation has also been deeply appreciated.

Quy D. Nguyen, OICI's Evaluation Officer and Team Leader, is charged with the task of synthesizing the findings and recommendations of the evaluators and the preparation of this final report. Mr. Nguyen, therefore, assumes all responsibility related to the accuracy of the contents herein, and hence for any errors or omissions that may exist.

II. SUMMARY OF MAJOR FINDINGS AND RECOMMENDATIONS

Amendment 18, dated January 27, 1978*, to Specific Support Grant AID/pha-G-1125 obligated AID funding for the first year of the Lesotho OIC (LOIC) project. At the time of this evaluation, April 11-17, 1980, LOIC was in the 26th month since funding was first authorized.

As of March 31, 1980, AID had obligated a cumulative total of US$595,512 to the project. Actual cumulative expenses as of the same date amounted to US$606,731. The budgetary request for FY 1980 had not yet been processed by AID at the time of this evaluation, hence the apparent excess expenditure.

The Government of Lesotho ceded to LOIC some of its existing facilities which include some classrooms, workshops and office space valued at US$131,563. The workshops contained training equipment and materials worth approximately US$18,491. The Government also seconded selected personnel to LOIC:

(a) The current Training Manager, and

(b) Four vocational skills instructors (all four were terminated by LOIC Board of Directors due to non-receptivity to OIC methods and procedures shortly after joining the project).

On April 18, 1980, the Government signed the Memorandum of Agreement on LOIC with OIC International, thereby formally committing itself to substantial financial and in-kind support of the project.

Feeder and vocational classes began January 1979. At the time of this evaluation, 18 local staff members operated the project with the technical assistance of a six (6)-member Technical Cooperation Team (TCT). Four (4) local staff positions were vacant: Program Director, Job Developer, Sheet Metal Instructor**, and Entrepreneurial Training and Management Development (ETMD) Coordinator.

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* Actual funding date, per same Amendment, is February 14, 1978
** Not originally proposed

Per request of the Government, LOIC absorbed 33 students of LTI's* Industrial Arts Program into its first vocational class. By April 15, 1980, 22 graduates (all of whom were former LTI students) had acquired jobs either by themselves or with the assistance of LOIC. Also, on the same date, 51 trainees were on OJT assignments at various local construction firms. Trainees enrolled at the beginning of April 1980 numbered 18 in Feeder and 85** in vocational training.

The evaluators conducted a random sample survey of employed graduates, OJT trainees, foremen and employers of LOIC graduates and OJT trainees. The survey results reflect the capacity of LOIC to effectively train entry level workers in both skills and proper work attitudes. Nevertheless, a few graduates were reported to exhibit below-standard performance; these cases, however exceptional, suggest the need for closer review of the assessments of job-ready trainees by project staff. The foremen and employers surveyed indicated their full support for LOIC as a supply source for entry-level skilled workers.

The estimated cost per trainee at this point was relatively high due to large one-time start-up cost, but will decrease substantially when the total enrollment over the project life is considered. A higher enrollment capacity, however, is not immediately possible due to the current lack of space at the training facilities.

At the time of the evaluation, the major problems affecting LOIC included:

(a) limited (and to some extent unsuitable) training facilities,

(b) high personnel turnover, and

(c) delayed Government financial input.

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* Lerotholi Technical Institute. The Industrial Arts Program was dissolved and its facilities were transfered to LOIC.

**34 in vocational classes and 51 in on-the-job (OJT) training program.

With respect to planned bersus actual program performance, Feeder training began three (3) months behind schedule; vocational training was commenced three (3) months ahead of plan in order to absorb students transferred from LTI; while ETMD training will have been delayed by 17 months when its classes begin in July 1980.

In the area of skilled job placements, LOIC has achieved 70% of the placements targetted for the first two years of project operation (the project was in the fourth month of its third year when this evaluation was conducted). Immediate acceleration of job placements did not appear feasible due to external constraints on enrollment capacity, i.e. inadequate training space. It is also unlikely that ETMD completions will reach the 640 level included in the project proposal, considering the projected 17-month delay in start-up as mentioned above.

In summary, LOIC has demonstrated its capacity to train entry-level workers. It is responding to a real and critical local need: that of increasing the supply of skilled manpower. The project is behind schedule in terms of output, i.e. vocational job placements and ETMD training completions. The causes for these delays are well documented. Yet, the potential of achieving project purpose is quite evident, providing sufficient and timely inputs are available.

At the policy-making level, a 12-member Board of Directors was providing overall leadership to the project. Over 50% of its membership was active in committee work and related Board activities. A comprehensive fund raising campaign at the community level was being developed and implementation was scheduled for the third year of the project.

To ensure the attainment of project objectives, the following measures are recommended:

(1) Revision of the Logical Framework Matrix to reflect more realistic output targets.

(2) Development of procedures and guidelines to facilitate communication among LOIC, the Government of Lesotho, and USAID/ Lesotho.

(3) Timely provision of permanent and adequate training facilities by the Government of Lesotho.

(4) Timely provision of Government financial support (commitments contained in the Memorandum of Agreements with OICI).

(5) Development and implementation of a comprehensive fund-raising strategy by the Board of Directors; development of a Technical Advisory Committee and activation of the Industrial Advisory Council.

(6) Development of a Standard Operating Procedures Manual and a comprehensive internal program evaluation and audit scheme.

(7) Formulation of a detailed staff development plan with specific timetable for achievement by the Technical Cooperation Team.

(8) Comprehensive review of the vocational component in order to finalize the curriculum, the complement of instructional materials, and to achieve a logical sequence of training activities.

(9) Formation of a Task Force consisting of Program Advisor, ETMD Specialist and representatives of the business and industrial community to ensure the full start-up of the ETMD component according to the revised schedule.

III. EVALUATION FINDINGS

A. Assessment of Progress Toward Project Goal

1. Methodology

The goal of LOIC has been "to improve and increase the skill and efficiency of the Basotho Labor force" (Project Proposal).

A survey of employed graduates, on-the-job training (OJT) trainees, supervisors and employers was conducted to appraise the impact of LOIC training. Focused on the trainees' capacity to fulfill actual work requirements, the survey was an assessment of the potential of LOIC to achieve the project goal.

As of April 15, 1980*, 22 vocational graduates were in jobs either as a result of their own effort or through the assistance of LOIC. Trainees on OJT numbered 51 as of the same date and all were in paid positions. The employed graduates and OJT trainees worked in 10 construction firms, with the exception of two graduates enlisted in the Police Mobile Unit (they were in charge also of construction work), and a third whose job was unrelated to the training received at LOIC.

The following individuals were interviewed during the course of the survey:

(a) Six (6) graduates who were placed in jobs after having completed a full training cycle at LOIC. (Note that 13 of the 22 employed graduates underwent six (6) months of supplementary training at LOIC in order to complete the training they had started at LTI. This survey, however, focused on graduates who had completed Feeder training and the regular vocational courses offered by LOIC).

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*Date of the survey

(b) Five (5) of the 51 trainees who were in paid-OJT positions, i.e. 10% of the total. (Note that all trainees on OJT, as at the interview date, had also completed Feeder and the regular vocational courses conducted by LOIC).

(c) Seven (7) of the foremen/immediate supervisors of the employed graduates and OJT trainees.

(d) Managing Directors of four (4) of the construction firms employing LOIC graduates and OJT trainees.

Individuals interviewed were randomly selected although time constraint precluded consideration of the graduates and OJT trainees working outside of the Maseru area and its immediate vicinity. The same constraint also limited the number of interviews to a total of 22 as detailed above, i.e. 11 with employed graduates and OJT trainees, and 11 with foremen and managing directors. It should be emphasized that most of the employed graduates who had completed a full training cycle at LOIC were interviewed, i.e. six (6) out of nine (9). The remaining three (3) worked at locations distant from Maseru and were, therefore, inaccessible to the evaluation team.

Some additional limitations on the significance of the survey results should also be noted:

(a) The 15-month period between training start-up and this evaluation appeared too short for LOIC to achieve conclusive evidence of the full impact of its training program on the local labor force.

(b) At the time of this evaluation, on-the-job experience of the employed graduates* and OJT trainees was also limited, ranging from two (2) months for the majority to only two (2) weeks for a few.

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*Those placed in jobs identified by LOIC's Job Developer.

The survey results, therefore, represent only preliminary indicators of the progress and/or the potential capacity to eventually achieve the project goal.

2. Survey of Employed Graduates, OJT Trainees and Employers

(a) Survey of Employed Graduates and OJT Trainees

The survey of employed graduates and OJT trainees as explained in Section III.A.1 above (Methodology) provided the following information:

(i) Jobs were in line with personal interests, according to the six (6) employed graduates and five (5) OJT trainees interviewed; 10 of them credited LOIC fully for their capacity to function in their present jobs.

(ii) Nine (9) believed that LOIC met their expectations as regards training; two (2) desired to have had additional and/or more advanced training.

(iii) No on-the-job technical difficulty was reported except in the case of one (1) graduate who attributed his particular problem to insufficient practical training.

(iv) Problems unrelated to training were expressed and included insufficient salary, distant location of work sites, and personal tools which were needed but were unaffordable due to financial constraint.

(v) As regards expected assistance from LOIC, three (3) graduates recommended bargaining and/or pressure on their behalf by LOIC to ensure better pay; one (1) solicited financial assistance to purchase tools; two (2) requested on-going opportunities to consult LOIC insturctors on technical matters; five (5) either had no opinion or felt that LOIC could do nothing more for them at present.

(vi) Eight (8) believed they were better skilled than their co-workers; two (2) felt less prepared than their co-workers due to lack of practical experience; and one (1) had no comment. A total of six (6) had assisted their co-workers by providing advice and/or actual help of technical nature.

(vii) Wages of the employed graduates and OJT trainees who were interviewed ranged from R3 to R8 per day, i.e. 22% to 240% higher than the minimum daily wage of unskilled workers over 18 years old.* Three (3) employed graduates and three (3) OJT trainees earned at the rate of R3.5 daily per worker, which was 49% higher than the minimum daily wage of unskilled labor. The rate of R3.5 per day was the mode of the reported daily wage.

(viii) Two instances of wage increase were reported, from R3 to R4 per day and from R3 to R5 per day, i.e. increases of 33% and 67%, respectively. These increases were achieved by two (2) graduates placed in jobs two months prior to this evaluation.

(ix) With respect to occupations held prior to enrollment at LTI and LOIC, six (6) were in work unrelated to their current jobs** and which did not require the vocational skills they now have; five (5) were unemployed.

(b) Survey of Foremen and Managing Directors

Seven (7) foremen of five (5) construction companies were interviewed on various aspects of their experience with the 41 LOIC graduates and OJT trainees whom they had supervised. The areas of concern included acquired skills, technical knowledge and work attitudes.

The foremen disclosed the following assessments:

(i) The graduates and trainees of LOIC were generally hard working, regular, self-disciplined and were interested in their work.

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*R2.35 per day at the time of this evaluation.

**Examples of former occupations: laborer, waiter, miner.

(ii) The same graduates demonstrated a distinct background of technical training although the prevalence of theoretical knowledge over practical skills was noted.

(iii) Additional on-the-job training and some supervision were generally needed to ensure the maximum level of precision and accuracy.

(iv) The curriculum of LOIC could be substantially improved by further emphasis on the practical aspect of training.

(v) The work of some graduates and OJT trainees was greatly hindered by the lack of personal tools which they were expected to posses.

(vi) LOIC graduates and OJT trainees generally excelled in terms of skills, knowledge and work attitudes over many of the entry level workers from the open market.

(vii) Cases of below-average performance, inadequate adjustment to on-the-job learning, and lack of discipline were noted but were for the most part exceptions to the rule.

Similar interviews were conducted to solicit feedback from the Managing Directors of four (4) of the construction companies which employed LOIC graduates and OJT trainees. Unanimously, these Directors confirmed the critical shortage of skilled manpower in Lesotho, the significance of the training program of LOIC, the positive on-the-job attitudes of LOIC graduates and OJT trainees (with a few exceptions), and the need to further strengthen the practical aspect of LOIC's training curriculum.

3. Conclusion

Feedback from the interviews with employed graduates, OJT trainees, foremen and Managing Directors reflects significant experience with regard to the impact of LOIC training. The capacity of LOIC to develop functional skills and proper work attitudes was evidenced by the positive performance and self-confidence of many

of the first employed graduates and trainees on OJT. The foremen and Managing Directors interviewed lent solid support to the reality that LOIC has begun to impact on the supply of skilled workers in Lesotho. Pending further progress in project implementation, the limited indicators that are available point to the potential of LOIC as a significant factor contributing to the development of local manpower.

Parallel to the positive indicators are cues which call for studies and adjustments. These are in relation to the need for:

(a) strengthening the practical aspect of training,

(b) assisting graduates in the acquisition of tools,

(c) interceding with employers to obtain better wages and working conditions for the graduates, and

(d) reducing the exceptions to good working habits, self-discipline, and on-the-job effectiveness and efficiency.

B. Assessment of Progress Toward Project Purpose

The purpose of LOIC has been: "To create and institutionalize a non-formal vocational training program for the educationally disadvantaged population of Lesotho" (Project Proposal).

A total of six (6) end-of-project (EOP) indicators were defined in the Logical Framework Matrix of the project proposal. To determine the progress toward achievement of project purpose, the EOP indicators were reviewed and contrasted with actual project performance.

1. Board of Directors

EOP Indicator #1: "LOIC Board of Directors fully responsible for policy-making and financial support of the program"

The Board comprises 12 members who represent a broad spectrum of the local community. However, most of the current Board members joined the project after the core of local personnel had been hired. These Board Members, therefore, did not contribute to the selection of key management staff members.

The Board assumes full responsibility for policy-making. It holds regular meetings although the attendance rate has been low. In contrast to its effective policy-making role, the Board has not been successful in its function of mobilizing community financial resources in support of the project. Although a Finance Committee has been formed, actual fund raising activities have not yet taken place.

The Board devotes a considerable amount of time and effort to negotiations with the Government of Lesotho on behalf of the project. In response to their concerted actions along with those of the Technical Cooperation Team (TCT) and the local staff, the Government has donated office space, classrooms, training workshops and equipment to the project valued at approximately US$150,054. Immediately prior to the departure of the evaluation team, the Government also signed a Memorandum of Agreement committing formally its financial and in-kind support for the project through 1982.

The rapport between the Board and TCT as well as local staff has been characterized for the most part by effective cooperation, mutual acceptance and understanding. Board development and training has primarily been informal, with the exception of the Chairman's participation in the Participant Training Program of OICI in the U.S.A. (1979).

2. Local Staff

EOP Indicator #2: "LOIC fully staffed and operated by Basotho in Maseru and Extension program".

At the time of this evaluation there were 22 staff positions of which the following four (4) were vacant:

- o Program Director
- o ETMD Coordinator
- o Job Developer II
- o Sheet Metal Instructor (Not included in Project Proposal)

The instructional staff and Student Services staff accounted for 13 positions or 59% of the total. The staffing situation required some immediate resolutions:

(a) The Program Director was relieved from post in March 1980 by the Board of Directors and a replacement was not yet identified.

(b) The ETMD Coordinator position has been vacant, except for a one-month period early this year (1980). This has further delayed the activation of the ETMD training component.

(c) Personnel turnover in the vocational training component has been relatively high. At the time of this evaluation, only the plumbing instructor has been with LOIC since training start-up in January 1979. The remaining two vocational instructors included a consultant who was conducting the bricklaying course, and a newly hired carpentry instructor.

(d) The position of training manager is currently held by a non-Basotho, which conflicts with end-of-project indicator #2, i.e. LOIC to be staffed and operated by Basotho. However,

the appointment may be considered as within the Basotho framework since the individual concerned is seconded from the government service.

(e) Immediately following the completion of this evaluation, LOIC's Job Developer I resigned from her position in order to take another job.

Given the limited supply of trained manpower in Lesotho, and especially the absence of vocational teachers' colleges, the staffing problems of LOIC concern not only recruitment but also the need for extensive in-service training for purposes of staff development. Further compounding LOIC's personnel problems is the recent upward revision of the salary scale of the Government of Lesotho. This revision worsened the already non-competitive position of LOIC as regards salaries and benefits. Meanwhile, the need to develop an almost new set of core personnel, as LOIC enters the third year of project implementation, implies a critical setback in the institutionalization process.

3. Cost Per Trainee

EOP Indicator #3: "LOIC training courses conducted at less cost and in shorter time period than comparable training at formal institutions".

According to the latest available official statistics (1978)* there were 11 technical and vocational schools in the country, including the Lerotholi Technical Institute (LTI) which reportedly is the Government's largest and best equipped technical training center. These 11 schools conduct courses of 2-3 years duration, which differs from LOIC's maximum training time of 12-15 months for all courses.

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*Published by Ministry of Education, Government of Lesotho.

It is difficult, if not impossible, to compare LOIC with other local institutions due to differences in objectives and specifically in methodology. In addition, LOIC offers courses unavailable at local technical and vocational schools with only three exceptions: the Leloaleng Trades School which has a carpentry and joinery program; the Technical Institute of Leribe which includes building trades in its curriculum; and LTI which operates a wide range of training programs including plumbing, carpentry and building trades.

Cost per trainee averaged at $1,715, the latter being based on cumulative local operating costs since project inception through March 31, 1980, and the number of trainees enrolled during the same period excluding discontinued trainees. Average cost per trainee increases to $4,736 if TCT expenses are considered (See Exhibit III.B.3). These estimates, are probably higher than actual cost considering that depreciation and start-up expenses were not distributed over time. Furthermore, TCT expenses were charged solely to the training of students when in reality they were also for the training of local staff and the Board of Directors.

Nevertheless, training costs have been affected by the worsening inflation and especially the periodic upgrading of workers' salaries mandated by the Government. Economies of scale, however, can still be expected at higher levels of enrollment, which inevitably require larger and better facilities than those currently available to the project. At the planned ratio of 20 trainees per vocational instructor, the three (3) courses presently taught at LOIC should benefit 60 trainees at any one time instead of only 34 as at the time of this evaluation. Larger facilities will also enable additional enrollments in the Feeder component.

EXHIBIT III.B.3

ESTIMATION OF COST PER TRAINEE

AS OF MARCH 31, 1980

(IN U.S. DOLLARS)

	ITEMS	FIGURES	
A.	Local Operating Expenses	$221,274	(a)
B.	Local Operating & TCT Expenses	611,006	
C.	Total Enrollments	173	
D.	Total Discontinuances	44	
E.	Total Trainees Served	129	(b)
F.	Cost Per Trainee Excluding TCT Cost	1,715	(c)
G.	Cost Per Trainee With TCT Cost	4,736	(d)

Sources: Fiscal and Programmatic MIS Reports.

Notes: a) Converted to US$ from Rands using exchange rate of R = US$.80
b) Total Enrollments - Total Discontinuances, i.e. (C)-(D)
c) (A)/(E)
d) (B)/(E)

Costs per trainee ('F' and 'G') were obtained by dividing all expenses by the number of trainees served, without spreading start-up costs and depreciation expenses over time. It was also assumed that, for purposes of computation, TCT effort is chargeable only to the training of students when in reality it is also directed to in-service training of local staff (for transfer of technology) and Board of Directors (to ensure institutionalization). The above estimated costs per trainee, therefore, should be considered only within the defined limitations.

4. Training Capacity

EOP Indicator #4: "LOIC Institutional capacity increased from skills training output of approximately 120 graduates annually in FY 1978 to 235 in FY1981".

The training output projected for FY 1978 was not achieved due to:

(a) Late funding authorization (actual funding effected February 14, 1978).

(b) Non-competitive salaries and benefits, which hindered and delayed the recruitment of qualified personnel for local staff positions.

(c) Protracted process of securing training facilities from the Government of Lesotho (classrooms and workshops acquired only in January 1979).

(d) Facilities acquired for the training component were limited in space and required extensive renovations. In fact, the second Feeder Cycle was extended by six months due to the limited absorption capacity of the vocational component.

The apparent constraints with respect to facilities still obtained at the time of this evaluation. In fact, facilities for the ETMD component were yet to be secured. A positive note, however, was that the Government of Lesotho has donated a site for the construction of the permanent LOIC training center. Other donors, such as the World Bank, are being solicited for funds to finance construction. Considering the existing constraints, it is unlikely that training output of LOIC will reach the projected annual level of 235 in FY 1981. Vocational training completions since project inception totaled only 22 at the time of this evaluation.

5. Job Placements

EOP Indicator #5: "Program will achieve job placements for 80% of trainees with less than Junior Certificate (Form C)".

As of March 31, 1980, LOIC placed 15 of its first 22 graduates in jobs, i.e. a placement rate of 68%. The remaining graduates also successfully acquired jobs but through their own efforts (although one was in a job unrelated to vocational training). Placement rate is 95% if one considers that 21 of the 22 graduates were in jobs requiring vocational skills, regardless of how the jobs were acquired.

The first 22 graduates of LOIC, however, were among the 33 trainees transferred from LTI's Industrial Arts Program in January 1979. They were all, therefore, J.C. holders, a requirement for admission to LTI's former Industrial Arts Program.

Excluding the transfers from LTI, a total of 106 trainees were enrolled into the LOIC program from January 1979 through March 1980. Trainees who were J.C. holders or at the J.C. level numbered 48, or 45% of the total (106). Project management reported that efforts were being made to increase the number of trainees with less than the J.C. qualification. (A summary of trainee characteristics is presented in Exhibit III.B.5)

6. Recognition by Government

EOP Indicator #6: "LOIC is accorded official recognition as a training institution by Ministry of Education".

The Ministry of Education (MOE) has not yet defined and/or accorded specific institutional status to LOIC. During this evaluation, however, MOE officials indicated strong support for the project and acknowledged the potential contributions of LOIC to the development of skilled manpower in Lesotho. According to the project design, it is not intended to make formal application for recognition to MOE until year 4 of the project. The time lag is necessary to allow full project implementation and demonstration.

EXHIBIT III.B.5

LESOTHO OIC

SUMMARY OF TRAINEE CHARACTERISTICS

JANUARY 31, 1979 THRU MARCH 31, 1980

CHARACTERISTICS		NUMBER	% DISTRIBUTION
SEX	MALE	118	85%
	FEMALE	21	15%
AGE	16 & Under	1	1%
	17 - 20	65	47%
	21 - 25	63	45%
	26 - 30	7	5%
	31 & Over	3	2%
YEARS OF EDUCATION	5 & Under	0	0%
	6 - 7	58	42%
	8 - 9	72	52%
	10 - 11	6	4%
	Certified	3	2%
EMPLOYMENT STATUS	Employed	13	9%
	Unemployed	126	91%
TOTAL		139	100%

The absence of official recognition by MOE did not appear to have had an adverse effect on project operation. LOIC awards its own certificates to the graduates who have also been authorized to take the official Trade Tests administered by the Government. At the time of this evaluation, all graduates who were in jobs have passed Trade Test C, and 47 OJT trainees were being recalled by LOIC in order to prepare for the same Trade Test.

C. Assessment of Progress Toward Project Output

1. Board of Directors

Projected Output #1: "Minimum of seven (7) Board Members performing voluntary functions and activities according to their Articles of Incorporation"

As stated in Section III.B.1 (Board of Directors, EOP Indicator #1), the Board consisted of 12 members at the time of this evaluation. It was an operative Board with an active core of 6-7 members. In accordance with OIC philosophy, Board members rendered voluntary services and were concerned primarily with formulating and ensuring the implementation of policies. But as stated also in Section III.B.1, the Board was yet to undertake actual fund raising activities, which was one of its major responsibilities.

Two issues related to the Board were raised by the Government of Lesotho during the course of this evaluation:

(a) Selection and appointment of Board Chairman* without input from the Government,

(b) Absence of regular reports from the Board to the Government on project implementation. These issues appeared to suggest that:

(i) The relationship between LOIC and the Ministry of Commerce and Industry since project inception was inadequate with respect to critical linkages with the Government.

(ii) The need for joint agreement on lines of communication and procedures for disseminating project information to various Ministries should be resolved in the immediate future.

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*And also of Program Director. However, this condition was not a part of the original Agreement with GOL.

2. Local Staff

Projected Output #2a: "Minimum of 18 local employees executing the duties and responsibilities of instructors, counselors, job developers/industrial relations officers by 1981"

As of March 31, 1980, there were 10 local staff members in the technical positions of instructors (7), counselors (2), and job developers (1).

Projected Output #2b: "Minimum of 10 local staff employees performing top, middle and lower level functions in program operations"

Three (3) administrative positions were filled as of March 31, 1980: Finance Officer, Administrative Secretary and Training Manager.

The remaining six (6) employees constituted the supportive staff: MIS Officer (1), secretaries/clerks (3), driver (1), and custodian (1).

Actual local staff, therefore, consisted of 19 members instead of 28 (as projected in the Logical Framework Matrix) or 22* (as budgetted for in FY1980). The Program Director who was terminated by the Board has not been replaced as mentioned earlier in Section III.B.2 (Local Staff, EOP Indicator #2).

The capacity of local staff to efficiently operate the project was limited in both the administrative and training areas. The innovative approach of the OIC philosophy and methodology accounted partially for the noted deficiency of staff. However, inadequate academic and practical training was a major contributive factor, which was particularly true in relation to the Feeder and Student Services areas. At the time of this evaluation, no formal training in

*Actual local staff complement was reduced to 22 in order to allow for increased salary costs.

counseling, guidance and remedial education was available in Lesotho.

Staff development, therefore, was a major focus of the work of TCT in Lesotho. But while in-service training of staff was formally structured in Feeder and Student Services, that which was provided in the administrative and vocational training areas was mostly informal, unstructured, and essentially an on-the-job learning process for local staff. Nevertheless, the staff on-hand seemed to have been the best obtainable, considering the limited supply of trained manpower in Lesotho and especially the budget constraints as regards salaries and benefits. It is still extremely important that local personnel turnover be minimized if successful institutionalization of LOIC is to be effected.

3. Counterparts Training

Projected Output #3: "22 counterparts return to respective departments to perform duties as trainers"

Twenty-two (22) counterparts from the Ministries (Government), parastatal agencies and training institutions were projected to participate in LOIC's program of upgrading trainers during the five years of project life. The Ministries, agencies and institutions which were to benefit from this program include: Lerotholi Technical Institute, National Teachers Training College, Ministry of Works, Ministry of Commerce and Industry, Basotho Enterprise Development Corporation, and Community and Rural Development.

Four (4) interns from the National Teachers Training College have been assigned to LOIC for practical training: two (2) for the October-December 1979 period, and two (2) for calendar year 1980. Their practicum was limited to Feeder training and Student Services as envisioned in the proposal for NTTC interns. Additional and more extensive counterparts training has not been feasible due to project's manpower and financial constraints, and the lack of specificity in project design with respect to:

(a) Procedures for recruiting counterparts from the Ministries, parastatal agencies and training institutions.

(b) Distinction between participants in the counterparts training program and permanent project staff members.

(c) Compensation of counterparts.

Although some staff members were seconded by the Government, they were in permanent positions at LOIC and hence were not considered as counterparts in the sense described earlier. The seconded staff members include:

(a) The current Training Manager;

(b) Four (4) vocational instructors of LTI's former Industrial Arts Program. However, these instructors failed to adapt to LOIC's personnel policies and training methodology. They were returned to the Government shortly after their transfers to LOIC.

Seconded personnel generally find it difficult to conform to the OIC modus operandi, i.e. non-formal training, individualized instructions, de-emphasized theoretical aspect of curriculum, accelerated training schedule, performance monitoring through the Management Information System. In view of these adaptation problems, project management requested cash input from the Government (in lieu of additional seconded personnel) for the recruitment of the needed staff members. The requested fund was yet to be forthcoming at the time of this evaluation.

4. Curriculum Development and Training Output

Projected Output #4a: Feeder Courses developed; approximately 660 complete Feeder with J.C. level competency in communication and computation skills.

The Feeder Curriculum was developed and listed course syllabi in communication and computation skills, personal development, cultural heritage and consumer education. This purposive curriculum provides for a well-rounded introduction to vocational training and the impending job market.

A total of 87 students completed Feeder training as of March 31, 1980, i.e. 41% of the 210 Feeder completions projected for the first two years of project implementation, and 13% of the 660 Feeder completions projected for the five-year duration of the project.

Feeder completions were below target due to restricted intake/enrollment level, the latter being regulated by the limited absorption capacity of the vocational training component. As stated earlier in section III.B.4 (Training Capacity, EOP Indicator #4), facilities for vocational training was inadequate in space and required extensive renovations. The direct transferring of 33 LTI students to LOIC's vocational component in January 1979 limited further the capacity of this component in subsequent months to absorb Feeder completers. Thus, only two (2) Feeder cycles were completed since training start-up in January 1979 through March 1980. In addition, the second Feeder cycle was extended by six (6) months due to inadequate space for trainees in the vocational component.

The delayed funding authorization and acquisition of training facilities (mentioned earlier in section III.B.4, Training Capacity, EOP Indicator #4) accounted also in part for the limited number of Feeder completions.

The project has not yet developed tools to verify if Feeder completers were up to the J.C. level competency in computation and communication skills.

Projected Output #4b: "Curriculum for vocational training developed; trainees achieve competency beyond City or Guild Grade II Certification; 165 job placements"

The vocational component offers training in (a) Brick Masonry, (b) Carpentry, and (c) Plumbing. Instructional materials were developed although not yet organized into purposive and coherent training curricula. The documentation of training activities and the monitoring of trainees' progress appeared to have been inadequate in terms of both scope and continuity. The new Building Trades Specialist* who arrived in country in February 1980 has initiated plans to upgrade the vocational training scheme and strengthen the in-service training program for local staff.

In spite of the limited training space and other facilities-related constraints, there has been a request for the addition of metal work to the training portfolio. The introduction of this training course, however, still has to await additional financial resources and especially more suitable physical facilities.

A total of 22 trainees completed vocational training and were in full-time jobs as of April 15, 1980. LOIC accounted for 15 of the 22 job placements, i.e. 68% of the total. As indicated in Exhibit III.C.4, actual job placements in the second-year of project implementation, i.e. CY1979, amounted to 40% of the total projected for the same year. Ten (10) placements have been achieved as of April 15, 1980 for CY1980, i.e. 22% of the placements targetted for the current year. It should, however, be noted that 13 of the employed graduates were formerly second-year students of LTI's Industrial Arts Program and spent only six (6) months of training at LOIC. Additional details regarding job placements and the placed graduates were presented earlier in section III.B.5 (Job Placements, EOP Indicator #5).

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*Mr. John A. Lynch replaced Mr. Andre Delice who returned to the U.S.A. in November 1979 due to family reasons.

EXHIBIT III.C.4

PLANNED VS ACTUAL JOB PLACEMENTS

	YRI CY1978	YRII 1979	YRIII 1980	YRIV 1981	YRV 1982	Total
Planned Placements	0	30	45	45	45	165
Actual Placements	0	12*	10**	n.a.	n.a.	22**
Actual as % of Planned	0	40%	22%	n.a.	n.a.	13%

* One (1) graduate was employed in 'white-collar' job (unrelated to training received at LOIC)

** As of April 15, 1980 only

In general, the vocational training program has been geared toward preparing trainees for Trade Test C. At the time of this evaluation, all graduates placed in vocational jobs have passed Trade Test C and 47 OJT trainees were being recalled to LOIC in order to be assisted in the preparation for the same trade test.

Projected Output #4c: "Courses developed for the Entrepreneurial Training and Management ETMD Component; 640 completions in five (5) years"

The project proposal specified three (3) training areas for the ETMD component:

(a) Foreman Training

(b) Entrepreneurial Training

(c) Management Development

Courses of study were developed in all areas except that of foreman training. Actual training however, had not yet commenced. The major delaying factors include lack of training space and inadequate staff. At the time of this evaluation, training facilities were not yet acquired for the ETMD component. In addition, three (3) of the four (4) ETMD local staff positions were vacant due to recruitment difficulties. The non-competitive salaries and benefits of LOIC accounted primarily for the inability to recruit qualified staff on a timely basis.

According to latest projections by project management, ETMD training will begin in July 1980, i.e. month 30 instead of month 13 of project implementation as initially projected (see Project Performance Tracking System for LOIC, Project Proposal). It should be noted that OICI had earlier delayed the hiring of the ETMD specialist by eight (8) months in constrast to the initial schedule. This delay was requested by project management in view of

the problems related to facilities for the vocational component and the resulting drawbacks affecting project implementation.

At the time of this evaluation, extensive contact has been made with local commercial and industrial establishments as well as GOL to verify specific training needs, locate the expected target beneficiaries, identify opportunities for trainees, and solicit local support for the ETMD program. Responses from the Government, Business and Industry have been generally positive. An agreement has been reached, for example, with the Basotho Enterprises Development Corporation (BEDCO) for LOIC to train prospective entrepreneurs who will obtain financial support from BEDCO.

Yet, further progress of the ETMD component still appeared to depend primarily on two pending factors: (a) acquisition of training facilities, and (b) completion of the hiring and orientation of the required complement of staff members. Considering the 17-month delay of training start-up in this component, it is unlikely that the target of 640 completions will be achieved by the end of year five (5) of project implementation.

5. Administrative/Service System

Projected Output #5a: "Recruitment, screening, counsel-job placement and follow-up are performed for each trainee"

The Feeder and Student Services staffs effectively functioned as an integrated, coherent and systematic unit in the provision of basic education, attitudinal training, and other services in accordance with the OIC modus operandi (i.e. the continuum of intake/orientation, vocational counseling, job placement, and follow-up services).

Two (2) TCT staff members* were responsible for organizing the Feeder and Student Services components and training the corresponding staffs. The extensive transfer of technology was evidenced by the availability of standard operating procedures manuals, systematic documentation of activities, detailed work plans, thorough and up-to-date trainee case records, regular internal audits and performance evaluations, and comprehensive staff development agenda schedules.

The local Job Developer has provided timely OJT assignments and conducted bi-monthly on-site visits to OJT trainees and employed graduates. These services were in addition to the first 15 job placements obtained by the same Job Developer as of April 15, 1980.

In summary, the expected services have been provided quite effectively to trainees in spite of the uniqueness of these services in Lesotho, especially pre-vocational training (Feeder), counseling and job development.

Projected Output #5b: "Annual plans and budgets are developed by local staff with TCT advice"

TCT staff members still maintained primary responsibility in the development of work plans and budgets. Continued TCT involvement was necessary and due to:

(a) Unfamiliarity of staff with OIC methodology, especially in pre-vocational training, counseling, job development and follow-up, and individualized instruction.

(b) General need for upgrading in managerial skills among local personnel.

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*A Feeder/Pre-Vocational Training Specialist and a Counseling/ Student Services Specialist.

(c) High personnel turnover.

(d) Delayed program start-up which effectively reduced the TCT-counterpart interaction and training period.

Projected Output #5c: "Management Information System (MIS) implemented and functioning"

The fiscal MIS has been in place and monthly fiscal reports were properly prepared. The Finance/Administration Specialist, however, still assumed a major role in the maintenance of the system and the preparation of key reports.

As regards the programmatic MIS, three (3) major deficiencies were noted:

(a) Concentration of files and records in the Student Services Unit (in lieu of a more functional division of labor as prescribed by the MIS User's Guide).

(b) Statistical inconsistencies among some MIS reports.

On the positive side, attempts to comply with the programmatic MIS requirements was evident. MIS files were organized in accordance with the MIS User's Guide. Key MIS reports were generated on a regular basis, except those on the activities of the Board of Directors.*

Projected Output #5d: "Internal Annual Program and staff evaluations performed"

Personnel evaluations were performed with key input provided by TCT. However, no comprehensive program evaluation was conducted since project inception. At the component

*Minutes of Board Meetings were available in narrative format.

level, only Feeder and Student Services conducted formal evaluations of their program performance. In general, evaluation was still a largely undeveloped area.

6. Feeder Extension

According to the Project Proposal, Feeder Extension to take place at Leribe will not begin operation until month 46th of project implementation, i.e. by November 1981. Given the current problems of limited training facilities, high staff turnover, delayed cash input from the Government, and limited budget in relation to steadily rising operating costs (due to inflation), it appears unlikely that LOIC will be able to initiate the Feeder Extension Program as projected. OICI and LOIC should jointly review the feasibility of the proposed Feeder Extension Program.

7. Donated Training Facilities

Projected Output #7: "Donated training facilities are well equipped, furnished and operational with student population capacity of 150"

The donated facilities on the grounds of LTI are inadequate to accomodate the number of proposed trainees. The facilities are in need of extensive renovations including rewiring to enable the operation of some key equipment and heavy machinery. This was not initiated after the Government promised that a new/permanent facility for LOIC would be constructed.

8. Support Committees

Projected Output #8: "LOIC support committees perform voluntary advisory functions and activities"

The major committees to be developed in line with OIC philosophy and methodology include (a) the Technical Advisory Committee (TAC) and (b) the Industrial Advisory Council (IAC). At the time of this evaluation, neither the TAC nor the IAC had been formed. Prospective members of the IAC however, had been contacted and a second organizational meeting of the group was being planned.

D. Assessment of Project Input

1. OICI Input

(a) Technical Cooperation Team (OICI Advisory Personnel)

As shown in Exhibit III.D.1a actual TCT man-months amounted to only 73% of the total projected for the first three years of project operation. TCT services were curtailed as a result of:

(i) Late funding authorization (in January 1978 instead of at the beginning of FY1978 or earlier).

(ii) Scarcity of qualified applicants for TCT positions, and hence the delayed phase-in of some TCT staff members.

(iii) Inadequacy of training facilities, and hence the delayed hiring of the ETMD Specialist (as mentioned in section III.C.4c, Projected Output #4c).

(iv) 3-month interim period in Year III, between the resignation of the former Building Trades Specialist and the hiring of his replacement.

The delayed phase-in of TCT staff members accounted partially for the shortcomings in project output (as detailed in section III.C Assessment of Progress Toward Project Output). However, the problems in relation to training facilities, qualifications of local staff, budget limitations, and delayed Government input appeared to have contributed even more substantially to delaying output than did the late phase-in of TCT staff members.*

(b) Finance

As of March 31, 1980, actual cumulative cost of the project amounted to $606,733 as shown in Exhibit III.D.1b. Expenditures, therefore, were still within the budget proposed for the first three

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*The problems enumerated were discussed earlier in Section III.B (Assessment of Progress Toward Project Purpose) and Section III.C (Assessment of Progress Toward Project Output).

EXHIBIT III.D.1a

TECHNICAL COOPERATION TEAM INPUT

ACTUAL VS PLANNED MAN-MONTHS

	YRI FY 1978	YRII FY 1979	YRIII FY 1980	YRIV FY 1981	YRV FY 1982	Total
Actual	19mm	63mm	69mm	n.a.	n.a.	151
Planned	63mm	72mm	72mm	69mm	24mm	300*
Variance	(44mm)	(9mm)	(3mm)	n.a.	n.a.	(56)*
Actual as % of Planned	30%	88%	96%	n.a.	n.a.	73%*

*Thru FY 1980 only

ACTUAL MAN-MONTHS BY TCT POSITION

FY 1978 - FY 1980

Positions	YRI FY 1978		YRII FY 1979		YRIII FY 1980		TOTAL FY 1978 - FY 1980	
	Actual	Planned	Actual	Planned	Actual	Planned	Actual	Planned
Program Advisor	6	12	12	12	12	12	30	36
Counseling Specialist	5	12	12	12	12	12	29	36
Feeder Specialist	5	12	12	12	12	12	29	36
Finance/Adm. Spec.	3	12	12	12	12	12	27	36
Building Trades Spec.	0	12	11	12	9	12	20	36
ETMD Specialist	0	3	4	12	12	12	16	27
Total	19mm	63mm	63mm	72mm	69mm	72mm	151mm	207mm

EXHIBIT III.D.1b

CUMULATIVE ACTUAL COST VS PROPOSED BUDGET

FY1978 - FY1980

(in US Dollars)

	Actual Thru 3/31/80	Proposed Budget Thru FY1980	Actual as % of Planned
Personnel			
US Salaries & Fringe Benefits	246,943	414,234	59.6
Local Salaries & Fringe Benefits	68,971	252,618	27.3
Allowances	96,968	174,453	55.6
Travel & Transportation	74,344	196,726	37.8
Other Direct Costs	27,830	46,340	60.1
Consultancy*	2,404	6,620	36.3
Commodities/Equipment	82,661	110,240	75.0
Participants Costs	6,612	11,226	58.9
Less GOL Input	0	50,050	0
	$606,733**	$1,162,407	52.2%

* Initially included in 'Other Direct Costs'

**Booked figure is $606,731.35. The difference is due to roundings of some figures in the column

years of project implementation i.e. $1,162,407. The relatively low level of expenditures in relation to the proposal budget was due to:

(i) Late funding authorization (January 1978).

(ii) Delayed phase-in of TCT staff (as detailed in Exhibit III.D.1a), and hence the delayed hiring of local staff.

(iii) Vacancy of several local staff positions; and

(iv) Delayed and limited training activities as a primary result of inadequate facilities and their late acquisition (as discussed in section III.C.4, Curriculum Development and Training Output).

However, funds from AID for FY1980 had not been obligated to the project as of March 31, 1980. As shown in Exhibit III.D.1c, excess expenditure over actual budget (funds already obligated) amounted to $75,878 as a result of 6 months of operation without obligated funds. Thus the project began to experience cash flow difficulties which were expected to reach critical proportions unless the approved funds were soon obligated.

2. Local Input

(a) Counterparts for Technical Training Positions

The provision of counterparts was thoroughly assessed and discussed in Section III.C.3 (Counterparts Training).

(b) Building and Facilities for LOIC

According to Section III.F.2 of the project proposal (page 74), input from the Government and local community with respect to training site would be as follows:

(i) Adequate space and facilities for the Feeder, ETMD, Building Skills, and Student Services components to be provided by the Lerotholi Technical Institute (LTI).

EXHIBIT III.D.1c

CUMULATIVE ACTUAL COST VS CUMULATIVE ACTUAL BUDGET

(As of March 31, 1980)

Line Item	Total Budget 2/15/78-9/30/79	Cumulative Cost From Inception 2/15/78-3/31/80
Personnel		
U.S. Salaries & Fringe Benefits	$ 168,110.00	$ 246,943.29
Local Salaries & Fringe Benefits	73,692.00	68,970.78
Consultants	-0-	2,403.64
Allowances	106,967.00	96,967.86
Travel & Transportation	126,599.00	74,343.61
Other Direct Cost	28,102.00	27,829.54
Commodities/Equipment	100,779.00	82,660.75
Participants Cost	2,975.00	6,611.88
Sub-Total	607,224.00	606,731.35
Less:		
Local Matching Funds	11,712.00	-0-
T O T A L	595,512.00	606,731.35
Indirect Cost, Central Project		64,658.65
Excess Expenditure Over Budget		(75,878.00)**
NET TOTAL COSTS	$ 595,512.00	$ 595,512.00

* Actual/approved by AID

** Excess expenditure is pending new year's obligation, i.e. October 1, 1979 - September 30, 1980.

(ii) Adequate space and facilities for the ETMD evening classes to be provided by the Basotho Enterprises Development Corporation (BEDCO).

(iii) Adequate space and facilities for some sections of the Feeder and ETMD components to be provided by the National Teachers Training College (NTTC).

In addition, it was projected that cash input be forthcoming from the Government to assist in the renovation and upkeep of facilities according to the following schedule*:

YRI	YRII	YRIII	YRIV	YRV	TOTAL
$9,500	$9,925	$10,421	$10,942	$11,489	$52,277

At the time of the evaluation, the Government of Lesotho accounted for all actual input related to buildings and facilities valued at US$150,054 as shown in Exhibit III.D.2b.

Excepting the administrative offices**, all facilities granted by the Government are located at the campus of LTI. However, these facilities are inadequate for the scope of training and trainee population stated in the project proposal. Most classrooms and workshops of the vocational component are unsuitable for training purposes and require extensive renovation. There has been no cash input from the Government for the renovation and/or upkeeping of facilities as projected. In addition, the proposed budget for utilities and maintenance was insignificant relative to the magnitude of the needed repairs.

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* See Project Proposal Logical Framework Matrix pages 6 & 7.

**Located on the grounds of the Ministry of Commerce and Industry.

EXHIBIT III.D.2b

INPUT FROM THE GOVERNMENT OF LESOTHO
(ESTIMATED VALUE OF BUILDINGS, EQUIPMENT AND MATERIALS)

Buildings	Value
Carpentry - Plot 130	R 6,667
Masonry - Plot 130	6,667
Metal Sheet - Plot 130	6,666
Administrative Offices - Plot B3	26,000
Three - Classroom Block - Plot 130	25,750
32-Bed Double Dormitory Block	26,500
Training Manager's Office	7,000
Sub-Total	R105,250 or US$131,563
Equipment & Materials	
Carpentry Equipment & Tools	R 12,703
Materials (Carpentry)	219
Masonry Equipment & Tools	349
Materials (Masonry)	306
Plumbing Equipment & Tools	1,163
Materials (Plumbing)	53
Sub-Total	R 14,793 or US$18,491
Grand Total	R120,043 or US$150,054

In view of the above problems, there have been plans to transfer LOIC to a new site and to construct new and permanent facilities for the project. Thus, project management is currently limiting renovation work at the facilities of LTI to a minimum.

The Government of Lesotho recently confirmed its donation of land for the construction of a new and permanent LOIC building. However, the financing of this new effort still remains a subject of study. The Government has tentatively planned to underwrite the costs of construction with a requested loan from the World Bank.

At the time of this evaluation, facilities were still not available for the ETMD component. Also, both BEDCO and NTTC were yet to allocate training space/facilities to LOIC as projected.

(c) TCT Housing

It was projected that TCT staff members (6) would be accorded Government housing facilities, and hence at substantially reduced rents. At the time of this evaluation, only two (2) houses were leased by the Government to TCT staff members. Four (4) houses were rented from the private sector and at amounts much higher than originally budgetted.

(d) Tax Exemptions and Duty Free Privileges

TCT staff members have been exempted from local taxes. Personal effects of TCT and LOIC program equipment and supplies have entered the country duty-free as projected.

(e) Assistance of Central Planning and Development Office (CPDO)

It was projected that CPDO would be providing voluntary time and materials to ease communication constraints within the country. To date, there has been no such input from CPDO although the latter was in support of the objectives of LOIC.

(f) Financial Input from the Government

According to the project proposal (pages 76-77), the Government of Lesotho was expected to absorb 10% and 25% of LOIC's local operating costs in the second and third year of project operation, respectively. On the basis of the initial budget proposal, the expected financial inputs were US$13,857 and $36,193. At the time of this evaluation, the Government has not met the required financial contributions to the project.

The absence of financial contributions by the Government appeared to have been due primarily to:

(a) Memorandum of Agreement not yet signed by the Government, hence the lack of formal committment to the support of LOIC, notwithstanding the implied absence of formal approval of the project by the Government.

(b) Personnel changes within the Government, and hence the unfamiliarity of some key officials with respect to the project.

(c) Inadequate communication between the project and the Government, and within the Government with respect to LOIC.

As the Evaluation Team was completing its field study on April 18, 1980, the Government signed the long-awaited Memorandum of Agreement with OIC International. The Government, therefore, has formally committed itself to sharing in the financial support of LOIC as stipulated in the Agreement. It was expected that cash input would soon be forthcoming.

It should be reiterated that, in spite of the delayed cash contributions, and prior to signing the Memorandum of Agreement, the Government has contributed substantially to LOIC in terms of in-kind donations and personnel seconded to the project. As mentioned earlier in section III.D.2b (Building and Facilities for LOIC) the Government has granted US$150,054 worth of training facilities,

office space, equipment and materials. In addition, land was also donated to the project for the construction of permanent facilities. Other contributions include housings at reduced rates for two (2) TCT staff members, and tax exemptions and duty free privileges as stated in sections III.D.2c and 2d above.

Regarding seconded personnel, the Government fully supports individuals whom it assigned to LOIC:

(a) The current Training Manager (US$9,000 per annum excluding fringe benefits),

(b) Four (4) instructors who were withdrawn from the project due to adjustment problems soon after training start-up* (US$7,500 per annum each, excluding fringe benefits).

The Government promised to contribute the cash equivalent to help replace the withdrawn instructors.

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*As explained in Section III.C.3 (Counterpart Training), these instructors failed to adapt to the philosophy, methodology, and personnel policies of LOIC. Hence their withdrawal from the project was requested.

E. Verification of Major Assumptions*

1. Assumptions at the Goal Level

(a) That skilled manpower development continues to be a priority of the Government of Lesotho (GOL)

Through the Ministry of Commerce and Industry, the Ministry of Education, and the Central Planning and Development Office (CPDO), the Government reaffirmed to the evaluators its commitment to further the development of skilled manpower in Lesotho. Also, as reflected in the Third Five-Year Development Plan, manpower development continues to be a priority of the Government.

(b) That employment demand approximates Second Five-Year Plan projections

This assumption refers to the projected job opportunities for skilled workers and managers. Due to inadequate statistics, it was difficult to compare actual with projected job opportunities. However, the shortage of skilled labor relative to demand was still critical at the time of this evaluation. One local construction firm, for example, was ready to absorb as many graduates as LOIC could produce. Another construction firm still employed expatriates among its work force due to the limited supply of local artisans. In addition, the managers and foremen interviewed concurred on the urgent need for trained supervisory personnel. Thus, employment opportunities for skilled labor still appeared to have been abundant.

(c) That proposed inter-agency linkages are viable

This assumption relates to the sharing of employment and training information between the Ministries and agencies of GOL with CPDO serving as the main depository (of the information concerned). According to the Project Proposal, such linkages would facilitate

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*These assumptions relate to the external factors which impinge on the potential to achieve project objectives but over which project management had little or no control. The assumptions were stated in the Logical Framework Matrix of the Project Proposal.

the evaluation of LOIC with respect to project goal. Information was expected to be available on:

(a) economic growth by sector and industry,

(b) labor shortages by occupation and skill level,

(c) national unemployment by occupation and skill level.

Inter-agency linkages were not yet distinct at the time of this evaluation. However, some up-to-date, yet preliminary manpower statistics were available at the Ministry of Education, Ministry of Commerce and Industry, and CPDO. The latter office handled data from the various Ministries and agencies for purpose of developing the Third Five-Year Development Plan. It was expected that relevant statistics would soon be officially released.

2. Assumptions at the Purpose Level

(a) That Board Members remain committed to the institutionalization of LOIC

The Board has been quite firmly committed to the objectives, philosophy, and institutionalization of LOIC. Core members accounted for over 50% of Board memberships and were instrumental in:

(i) obtaining government recognition for the project,

(ii) gaining increased acceptance of the project by the local community, and

(iii) enforcing personnel policies vis-a-vis the local staff. Consisting mostly of new members, the present Board operates in close coordination with the Program Advisor and currently endeavors to stabilize the personnel situation of LOIC. On the basis of these observations, it can be expected that Board Members will continue their vital role in the institutionalization of the project.

(b) That OIC technology and methodology is transferable during the five-year life of project

The experience of the project since inception indicates that OIC technology and methodology is transferable*. This has been demonstrated most particularly in the Feeder and Student Services areas. The interviews of employed graduates and their employers indicated that OIC technology and methodology has indeed been transfered. Potential for effective institutionalization, however, is yet to be confirmed due to:

(i) high personnel turnover in the vocational training component, and

(ii) limited time between training start-up and this evaluation. It appears that a higher retention rate among local staff is necessary to ensure the full validity of this assumption (#2b) by the fifth year of project implementation.

(c) That OIC training methods are acceptable to trainees and the local community

As mentioned in section III.A.2a, (Survey of Employed Graduates and OJT Trainees), nine (9) of the interviewed graduates and OJT trainees believed their expectations were met with respect to training, and two (2) simply desired to have had additional and advanced training. Their on-the-job performance was generally acceptable, from the viewpoint of the interviewed foremen and employers. Thus OIC training methods seemed to have been accepted by trainees and the community. In fact, as mentioned earlier, a local construction firm was ready to absorb as many trainees as LOIC could graduate. And in spite of the needed improvement in the performance of some graduates, the interviewed foremen and employers did not question the training methods of LOIC. However, the recommendation that practical training be further emphasized should be acknowledged.

* The adjustment problems experienced by some seconded personnel from the Government should be considered as isolated and exceptional cases.

(d) That the majority of applicants accepted into LOIC possess no educational certification beyond primary school

Eighty-one (81) of the 139 applicants admitted into LOIC as of March 31, 1980 had eight (8) or more years of education, the rest having completed 6-7 years of schooling. At the time of this evaluation, measures were being initiated by project management to recruit trainees with five (5) years of education or less.

(e) That LOIC remains in the category of non-formal education institution

LOIC has been increasingly recognized as such in Maseru. Furthermore, the non-formal nature of the training program was evidenced by the methodology applied at the time of the evaluation. LOIC can be expected to remain as a non-formal skills training institution due to strong support from the Ministry of Education for non-formal approaches to education and skills training.

3. Assumptions at the Output Level

(a) That mutually cooperative working relationships can be achieved between LOIC Board and the program management team

The relationships between the Board, TCT and local project staff have been generally characterized by strong mutual cooperation, collaboration, and understanding. Hence, trainees have been trained, graduated and placed in jobs in spite of limited facilities delayed Government input, on-going financial constraints, and the difficulties encountered in implementing/applying a philosophy and methodology heretofore unknown in the country. The cooperation between the Board, TCT and local staff has generated the strength needed to gain increasing visibility for the project and its acceptance in the local community.

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* It should be noted that all transfers from LTI (33) in January 1979 had J.C. level education, thereby accounting partially for the large population of trainees with higher education.

(b) That local staff counterparts are properly recruited and will remain in positions for which they are hired

Staff retention has been a critical problem for the vocational training component as already explained in section III.B.2 (Local Staff). This situation demands an immediate solution to ensure both the continuity of services of well-trained personnel and the long-term effectiveness of the training program.

At the time of the evaluation, the Board was reassessing the entire local staff complement in an attempt to achieve a more stable and efficient personnel structure in the immediate future.

(c) That Government and parastatal agencies remain committed to assignment of counterparts for training as stipulated in the Memoranda of Agreement

As indicated in section III.C.3 (Counterparts Training), important problems still remain to be resolved:

(i) Adequate procedures for recruiting counterparts,

(ii) Distinction between counterparts and permanent project staff,

(iii) Compensation of counterparts.

The only counterpart who was assigned to the project at the time of this evaluation had been seconded by the Government to serve in the position of Training Manager. Unless the problems enumerated above are resolved, this aspect of the program should be reassessed and appropriately reduced in emphasis if necessary.

(d) That training facilities are donated by local Government to accommodate LOIC program in Maseru and Leribe

Donated training facilities are inadequate. Some are unsuitable for training purposes. The proposed Center at Leribe, on the other hand, has not been developed.* The acquisition of adequate and suitable facilities, therefore, remains an absolute condition for the achievement of targetted training output.

*The Leribe Center was planned for year four of project implementation

(e) Mutually cooperative arrangements can be achieved between LOIC support committees, LOIC Board and program management

This assumption is related to community consciousness and support as a project output. The positive relationship between the Board and project management was discussed in section III.E.3a above LOIC support committees*, however, have not yet been formed. Fund-raising is still in the embryonic stage. It is evident, therefore, that all these components should be activated in order to ensure optimal support for LOIC from the local community.

4. Assumptions at the Input Level

(a) That program supplies and equipment that are procured abroad will be available and delivered per schedule

In general, program supplies arrived without major delays. The absence of some proposed machinery resulted from the decision not to requisition certain items in view of the inadequacy of the current facilities, i.e. inappropriate wiring, limited space, leaking roofs, etc.

(b) That GOL building and facilities will be available as scheduled

The acquisition of GOL building and facilities was six (6) months behind schedule. Facilities for the Entrepreneurial Training and Management Development (ETMD) were not yet secured at the time of the evaluation. As discussed earlier in section III.C.4 (Curriculum Development and Training Output), both the delayed acquisition and the inadequacy of training facilities have had severe adverse effects on the timeliness and magnitude of actual training output.

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* Industrial Advisory Council and Technical Advisory Committee.

(c) That housing provided by GOL for TCT will be available as scheduled

Due to the scarcity of government housing relative to local demand, especially from the donors community, only two houses were leased by GOL to TCT. These houses were not made available until several months after the arrival of the first TCT staff members. Additional TCT housing had to be obtained from the private sector. Housing-related problems resulted in:

(i) large expenditures on temporary quarters, i.e., hotel space,

(ii) increases in housing allowances, and hence the increase in overall TCT cost,

(iii) curtailed productivity of TCT in the first six (6) months of project implementation.

IV. CONCLUSION AND RECOMMENDATIONS

LOIC has demonstrated its capacity to train entry level workers in both technical skills and working attitudes. This conclusion is based on a small sample study of LOIC graduates who have been placed on jobs, OJT trainees, foremen and employers. Further study is needed to reaffirm this conclusion since all graduates placed as of April 15, 1980 were students transferred from LTI to LOIC. In addition, the first trainees recruited and fully trained by LOIC (i.e. without LTI background) were either attending courses or on OJT at the time of this evaluation. The long-term impact of the program could not be assessed since actual training had begun only thirteen months earlier (i.e. January 1979).

Achievement of the targetted 165 job placements by year five (5) of project operation will require an immediate increase in enrollment and accelerated job development activities. As of April 15, 1980, 22 graduates had been placed in jobs* in contrast to the 30 placements projected for the project's first two years of operation.

The initiation of the ETMD program will have been delayed by 17 months when training begins in July 1980. Considering this delay and the varied types of training proposed, it is unlikely that 650 training completions will be achieved by the fifth year of project implementation. It will be necessary to reasses program targets and redesign this component in view of the actual conditions in-country. Even without the noted delay, the original goal still appears overly ambitious.

At the time of this evaluation, cost per trainee was relatively high due to the large one-time start-up cost. The expected increase in enrollment and activation of ETMD training will substantially reduce the per capita training cost by the end of the project. However, larger training facilities will be necessary to accomodate any increase in the current trainee capacity.

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*21 in jobs requiring vocational skills and one (1) in 'white collar' job.

The achievement of project objectives, and consequently the institutionalization of LOIC, presupposes that effective solutions will be developed vis-a-vis the problems of:

(a) limited training facilities,

(b) high personnel turnover,

(c) delayed GOL financial input, and

(d) delayed receipt of annual budget from AID.

Considering both current and expected financial constraints, the Feeder Extension Program* may have to be modified or deleted from the initial project design. Finally, the counterparts training program (intended to develop trainers for the Government) will be of limited significance in terms of both output and long-term impact, unless the basic issues of counterparts selection, compensation and status while assigned to LOIC are satisfactorily resolved.

The following recommendations were developed to assist in furthering the efficiency and effectiveness of the project:

(1) The Logical Framework Matrix of LOIC should be revised, redefining the magnitude of input, output, and the linkages between these in the light of actual local conditions and LOIC's experience from inception to date. This revision is critical to proper allocation of resources and efficient coordination of project implementation activities.

(2) Procedures and guidelines to facilitate communication between GOL and LOIC should be jointly developed in the immediate future by LOIC and all Ministries concerned with the project. A major objective of this recommendation is to ensure maximum collaboration and mutual understanding between LOIC and the Government.

* Proposed to begin in year four (4) of project implementation.

3. Inasmuch as the Memorandum of Agreement has been signed by GOL, the provision of permanent training facilities and financial input should proceed as planned. Furthermore, GOL's financial input should be increased to reflect the impact of inflation on the budget and to pay salaries for new instructors to replace the seconded personnel who had to be withdrawn from the project.*

4. A comprehensive fund-raising strategy should be developed by the Board of Directors in the immediate future, taking into consideration both the short and long-term needs of LOIC. A timetable with specific fund-raising targets should also be developed.

5. The Industrial Advisory Council (IAC) should now be further developed to formally assume a strong supportive role vis-a-vis the project. Toward this end, the Program Advisor should assist core IAC members in formulating concrete action plans, specific objectives, and an appropriate timetable for the projected activities.

6. The Program Advisor should assist in the formation of a Technical Advisory Committee (TAC) by December 1980. Methods similar to those recommended in #5 above should be adopted to accelerate the development of the TAC.

7. The following tasks should be incorporated in the current Project Performance Tracking System (PPT) and the present work plan of LOIC.

(a) Development of a comprehensive Standard Operating Procedures Manual.

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* Due to adjustment problems, four (4) seconded instructors were withdrawn from LOIC in early 1979 as explained in Section III.C.3 (Counterparts Training). Subsequently, GOL promised to contribute cash for the hiring of instructors in lieu of providing seconded personnel.

(b) Development of a comprehensive in-house evaluation scheme which will include periodic evaluation of program performance.

8. The Technical Cooperation Team (TCT) should initiate a formal staff development plan including preparation of a detailed technology transfer scheme, a realistic timeframe for the intended impact, and an evaluation scheme to monitor and measure effectiveness.

9. The entire vocational training component should be reviewed, reorganized and systematized with respect to curriculum, instructional materials, program of activities and trainee assessment. The Training Manager should receive and monitor feedback from OJT trainees, employed graduates and employers from the job developers on an on-going basis. This feedback should enable continuous upgrading of the program contents and instructional materials.

10. The Entrepreneurial Training and Management Development (ETMD) component should develop a more concrete action plan, detailing specific objectives, priorities, and alternative strategies to commence training start-up by July 1, 1980 as rescheduled. A task force consisting of the Program Advisor, the ETMD Specialist, and some representatives of the industrial and commercial sectors may be of significant assistance in accelerating the development of this component.

11. The Feeder Curriculum, particularly the Computation and Communication skills courses, should be thoroughly reviewed with respect to transition from one concept to another. Logical sequence* throughout the curriculum will be improved if this recommendation is implemented. References to religious matters in the Personal Development Course should be deleted, unless mandated by the Government.

12. Project management should immediately focus recruitment

*The Curriculum should concentrate first on the basics prior to delving into more complicated areas.

effort on applicants for vocational training with less than the J.C. level qualification. It should be noted that, while the project design allows for the inclusion of J.C. level trainees, it was also expected that beneficiaries with less education should constitute the majority.

APPENDIX A

A. LIST OF PERSONS INTERVIEWED

S. Nyuma Bondi, Finance/Administration Specialist, LOIC
George O. Cook, Jr., Program Advisor, LOIC
J.M. Forrest, Managing Director, Forrest Construction LTD.
B.J. Jones, Director, Federated Construction Company LTD.
Alphonse P. Kharitse, Foreman, Botswana Engineering Corporation
Clifford Harms, Deputy Managing Director, Botswana Engineering Corp.
Elian Kholoane, Foreman, Africa Hall Building Cooperative
Makete Khosa, Foreman, Monoyani Construction Company
J.R.L. Kotsokoane, Secretary to the Cabinet & Head of Civil Service, GOL
Robert Kirk, Jr., Entrepreneurial Training and Management Development Specialist, LOIC
Makhamise G. Letsoara, Lead Counselor, LOIC
P.T. Lesela, Feeder Instructor I, LOIC
James J.S. Lou, Managing Director, Taiwan Construction Company LTD.
Constance L. Lundy, Counseling Specialist, LOIC
B. Mapesela, Counselor II, LOIC
Joshua Majara, Foreman, Taiwan Construction Company LTD.
Herbert Mgido, Training Manager, LOIC
John A. Lynch, Vocational Training Specialist, LOIC
Dr. Z.A. Matsela, Permanent Secretary, Ministry of Education, GOL
J. Moklele, Foreman, Federated Construction Company LTD.
Benitta M. Mokubung, Job Developer I, LOIC
E.S. Mohapi, General Manager of Golden Egg, Board Chairman of LOIC
Mooki V. Molapo, Minister of Commerce & Industry, Labour, Mines & Tourism, GOL
E.M. Moonyane, Deputy Permanent Secretary, Ministry of Education, GOL; Board Member of LOIC
Manapo Moshoeshoe, Administrator, P.S. Cabinet, GOL
Beulah M. Perrault, Feeder Specialist, LOIC
L.E. Potloane, Agricultural Development Bank; Board Member of LOIC
M. Radloff, Civil Engineer, Botswana Engineering Corporation
Jacob Seoli, Foreman, Manoyani Construction Company
M.P. Sejanamane, Permanent Secretary, Central Planning and Development Office, Ministry of Finance, GOL
Kennety H. Sherper, Assistant Director, USAID, Lesotho

B. LIST OF GRADUATES AND OJT TRAINEES INTERVIEWED

1. Bokang Fusi, Bricklayer, Manonyane Construction Company
2. Pule Khampepe, Bricklayer, Botswana Engineering Corporation
3. Peter Lephoto, OJT Carpenter, Taiwan Construction Company LTD
4. *Mokokoane Makoa, Bricklayer, Federated Construction Company LTD
5. *Wilson Masitha, Bricklayer, Taiwan Construction Company LTD
6. *Retselisitsoe Matete, Carpenter, Police Mobile Unit, GOL
7. *Ntsiane Mohapi, Bricklayer, Africa Hall Building Cooperative
8. Lemeke Moeketsi, Bricklayer, Botswana Engineering Corporation
9. Mabobe Mokhele, Bricklayer, Botswana Engineering Corporation
10. Morero Mtobole, Bricklayer, Botswana Engineering Corporation
11. Bahlale Motolo, OJT Carpenter, Manonyane Construction Company
12. Holomo Motsamai, OJT Bricklayer, Taiwan Construction Company LTD
13. Motlalepula Thabana, OJT Carpenter, Federated Construction Co. LTD
14. Kabai Thakhisi, Bricklayer, Manonyane Construction Company
15. Koena Sekhobole, OJT Bricklayer, Taiwan Construction Company LTD

*Asterisk sign means: (a) Former second-year student of LTI's Industrial Arts Program, (b) Transferred to LOIC in January 1979, (c) Underwent only six (6) months of training at LOIC, and (d) Interviewed but not reflected in evaluation report due to the limited training at LOIC.

C. LIST OF EXHIBITS