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LESOTHO DISTANCE TEACHING CENTRE

ANNUAL EVALUATION

CONDUCTED AT THE REQUEST OF

USAID

LESOTHO

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by

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I. EXECUTIVE SUMMARY

Summary. The project began at the end of 1980 and the orginal completion date has been extended from March 1983 to April 1986. Progress has been made towards the project's multi-purpose of improving NFE methods and techniques, operating an assistance fund which combines NFE training with access to credit, and helping to structure NFE resources and activities throughout Lesotho. However, the long-term training of eight Basotho at UMASS and changes in technical advisors have been two key factors which have delayed the full implementation of the project and reduced its impact to date. Given LDTC's original focus on distance teaching in support of formal education, to date, emphasis has been placed on the staff and institutional development of LDTC itself rather than on strengthening the NFE activities carried out by other organizations. The need to work out the criteria for Assistance Fund operation, in addition to finding appropriate methods and techniques for reaching and training rural Basotho, has further delayed project outputs and impact. Satisfactory arrangements for the operation of the Assistance Fund according to project design have not yet been fully implemented. Project inputs have generally been adequate and timely, with the serious exception that monies have not been advanced to LDTC as expected and the institution has been forced to operate on a reimbursement basis.

Extension of the PACD will allow for the project to function for two full years after completion of what has in effect been a "formative" period. It is strongly recommended that at this time, LDTC staff examine their own situation and project goals and formulate a realistic plan which addresses those goals through 1985 and 1986.

External Factors. There have been no abrupt changes in project setting. However, it should be noted that as one of the world's least developed countries, Lesotho is relying heavily on donor inputs for virtually all of its development activities. It is highly unlikely that the GOL will be able to increase fiscal support which it currently gives to LDTC and which covers the salaries of less than two-thirds of LDTC staff.

Inputs and Outputs. Apart from the needed advances to cover both project and Assistance Fund expenses, material inputs scheduled under the project have been made satisfactorily. Project outputs were only broadly defined at the time of site selection so there are no specifics from which to evaluate real against expected outputs. In general, it can be said that outputs are being made in all the areas of focus, but at a somewhat slower rate than originally anticipated due to LDTC's need to re-shape its activities and grow into a leadership position in its work with grass roots organizations. Given its own need to develop NFE expertise and the lack of mechanisms to facilitate multi-sectoral, inter-institutional collaboration, LDTC has been reluctant to intensify its activities with other NFE delivery organizations. However, if the project objective of strengthening NFE activities throughout Lesotho is to be attained, more intense work in this direction is indicated before the end of the project.

Purpose, Goal/Subgoal. Given LDTC's basic soundness and progress to date, there is reason to expect that project outputs will be made effectively and more intensively during the rest of the life of the project. It is important, however, that the original goals and purposes be examined by both USAID and LDTC, modified if necessary, but jointly defined and understood. Once this is accomplished, LDTC can formulate a realistic plan for 1984 and 1985, which specifies relevant objectives, output targets and indicators and the overall End of Project Status to be achieved. To date, the absence of clearly defined objectives has led LDTC to undertake activities on a somewhat ad hoc basis. Development and implementation of such a plan would help strengthen LDTC's planning capacity. It would also compensate for the lack of such an instrument to date, provide a realistic basis against which to evaluate the project in the future. The advantage of developing a plan at this point is that it will be based on concrete experience and in a concrete situation rather than in the abstract.

Beneficiaries. To date, beneficiares have been 1) LDTC staff--through long and short term training, through improvement of working conditions and in some cases, through direct salary support; 2) rural Basotho, especially the members of the seven projects with Assistance Fund contracts, most of whom are women. To a lesser extent, other NFE organizations have also benefitted through participation in special workshops by or with LDTC staff. For the most part, however, collaboration with other NFE delivery organizations has been much less than intended by the project.

Unplanned Effects. For the most part, there have been no noteworthy unplanned effects, either positive or negative. However, two "hitches" deserve mention. First and perhaps ironically, long term trainees have insisted that their programs be degree-oriented, with the result that several LDTC staff have been absent from the Centre for eight months. Although broken into two periods separated by some eight months back at LDTC, absences for training have slowed down project progress considerably. Second, given LDTC's newness in working directly with grass roots organizations, the Assistance Fund component of the project has proved almost all-absorbing and to some extent has distracted Service Agency personnel from other project goals.

Lessons Learned. The process of building capacity in individual institutions and of creating new/strengthened inter-institutional collaboration is once again proving to be slow. It may be that S&T/Ed, in its search for ways to expand, support and structure NFE, should also examine existing networks in order to ascertain their strengths and weaknesses and to better understand the conditions under which new networks can be effectively built.

MAJOR FINDINGS

1. Long-term training has contributed to LDTC institutional and staff development. However, it has slowed down project implementation. Short-term training has been sporadic. Project provisions for short term consultancies have been underutilized.

2. Given the recent incorporation of some individuals and the periodic absence of other staff, the Service Agency Section has not benefitted as a whole from short term training, workshops or consultancies under the project. All members of the section are highly qualified and committed, but it is misleading to think that the first three years of the project have been a continuous development process for this Section.

3. While it is important for Service Agency staff to gain the experience which they are by working closely with grass roots groups, there is reason to question whether a) the small staff of the Service Agency can handle an expanded Assistance Fund program and b) the project purpose of network-building is being overlooked or just postponed until LDTC (through the Service Agency) acquires the experience necessary to function as a leading NFE institution.

MAJOR RECOMMENDATIONS

1. LDTC should carefully examine its current distribution of personnel in light of the Centre's recent growth and implementation of new functions (See other recommendations on internal organization).

2. That more and better use be made of onsite training, especially in the areas of a) setting objectives and planning in NFE; b) simple research and evaluation approaches and tools for non-researchers; c) how to develop and produce case studies; d) strengthening training skills through peer observation.

3. That careful consideration be given to the need to thoroughly document the experiences of the remaining project period. A system for reporting on specific project/group developments should be established so that case histories can be developed for later study and analysis, as well as to strengthen internal learning for the Service Agency, LDTC as a whole, USAID, and other NFE practitioners.

4. That 1984 be planned as a year of LDTC staff and institutional consolidation in NFE methods and techniques. That in 1985 emphasis be placed on the network-building objectives of the project.

5. That Research and Evaluation assist LDTC in general and the Service Agency in particular, to develop a 2-year plan which specifies the goals,

objectives and outputs to be achieved under the project by April 1986 (PACD) with what required inputs, through what specific activities, within what specific time frame or sequence and verifiable by what specific indicators.

6. That Research and Evaluation re-examine (or cause to be re-examined) the raw data from the NFE inventory in order to extract information that can contribute to NFE network-building and, in collaboration with the Service Agency, design a specific plan for NFE network-building to begin implementation no later than June 1984.

7. That the Service Agency reconsider current plans to increase the number of Assistance Fund loans. LDTC should consider how realistic the proposed expansion to 30 projects is for the next two years, given the real time absorbed by each project and the other goals of a Service Agency.

8. That the Service Agency make more diversified use of the Assistance Fund, including support to NFE agencies and provision of grants.

9. That LDTC consider alternative lending mechanisms such as involving a bank or the LCCUL in the administration of the Assistance Fund.

10. That USAID/L ensure that an adequate minimum balance is maintained for LDTC's use.

11. That LDTC personnel who deal with financial and accounting matters be assisted in refining the tracking and disbursement systems for project funds, including assistance fund monies, and that a system of advances be instituted.

12. That the GOL through the Ministry of Education affirm its commitment to LDTC and this project, by ensuring the leadership and staff necessary to expand and improve LDTC's role as the country's leading NFE institution.

II. EVALUATION METHODLOGY

At the request of USAID/Lesotho and LDTC, the fourth annual evaluation of the LDTC Service Agency project was conducted by a team of independent consultants who had no previous association with LDTC. The team was composed of Christine E. Krueger and Leonel A. Valdivia who had recently completed a formative evaluation of the Ecuador Service Agency Project and Jane E. Wilber who coordinates Creative Associates' field technical service in nonformal education.

The activities undertaken in performing the evaluation were as follows:

Review of AID/Washington documentation: one day of work prior to departure for Lesotho;

Teleconference with Service Agency Coordinator: a conversation of approximately one hour, with the Coordinator who was at UMASS, prior to departure for Lesotho;

In-country Data Gathering: review of documents, interviews with LDTC personnel, USAID employees and staffmembers of numerous governmental and non-governmental agencies in Lesotho (see Appendix II-1 for list of interviews) and field visits to groups which have received loans through the Assistance Fund, ten days of work in Lesotho;

Analysis of Information and Preparation of Draft Evaluation Document: two days of work in-country;

Presentation and Discussion of Preliminary Findings: a meeting with LDTC personnel followed by a meeting involving the Evaluation Team, the USAID Mission Director and Education/Human Resources Officer, the AID/Washington Project Monitor and the LDTC Director;

Interviews with Basotho and Professors at UMASS: two days of meetings in Amherst, MA following the Evaluation Team's return from Lesotho;

Finalization of Evaluation Document.

The Evaluation Team felt that it was essential to interview personnel in a wide range of Basotho institutions to gain an understanding of the role and potential of nonformal education in Lesotho; the perceptions of LDTC as a facilitator of NFE; and the extent to which LDTC in general and Service Agency in particular are serving the needs of this widespread group of clients. While this ambitious interview schedule permitted the Team to gain an understanding of the context for the AID project and bring new perspectives to LDTC, the amount of time required meant there was less time than would have been desired to undertake substantive discussion with LDTC staff following the drafting and reporting of initial findings.

Two other constraints of the evaluation should be noted. First, a number of key individuals were either in the U.S. or otherwise occupied with pressing business at the time the Evaluation Team was in Lesotho, thus limiting discussion of initial findings. Second, in order to accomodate the Team many LDTC sections, particularly the Service Agency Section, had curtailed their normal activities; hence, the Team was unable to observe the performance of regular work.

On the positive side, as the Service Agency project is generally functioning well, the observations and input of outside evaluators can be useful in reorienting LDTC attention toward issues and ideas which both staff and AID Project Monitors may have put aside in dealing with day to day matters.

III. INSTITUTIONAL DEVELOPMENT

This section looks first at project impact on the growth and effectiveness of LDTC (in general and by specific section) and second at the Service Agency objective of contributing to the institutional development of NFE in Lesotho.

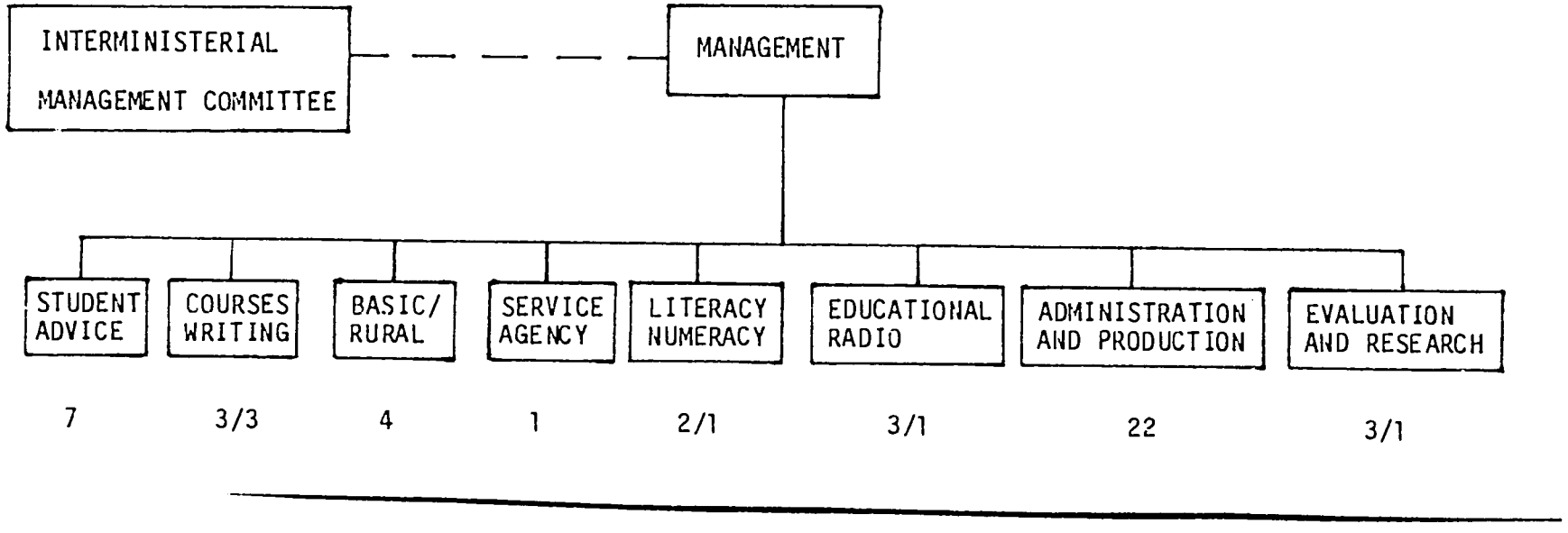
LDTC GROWTH

Findings

1. Since its founding in 1974, LDTC has had as one of its basic purposes the provision of services to organizations involved in education in Lesotho, and a Service Agency section was early established to act as a liaison between LDTC clientele and the sections of LDTC which could provide specific services, especially those of materials development and production. However, the Service Agency Section at that time consisted solely of one person who received and reviewed outside requests and relayed them to other LDTC units (See LDTC Quarterly Report for February 1979 and Figure 1. By comparison, Figure 2 helps illustrate the changes in both size and complexity found in LDTC by August 1983 (see also the August 1983 report).

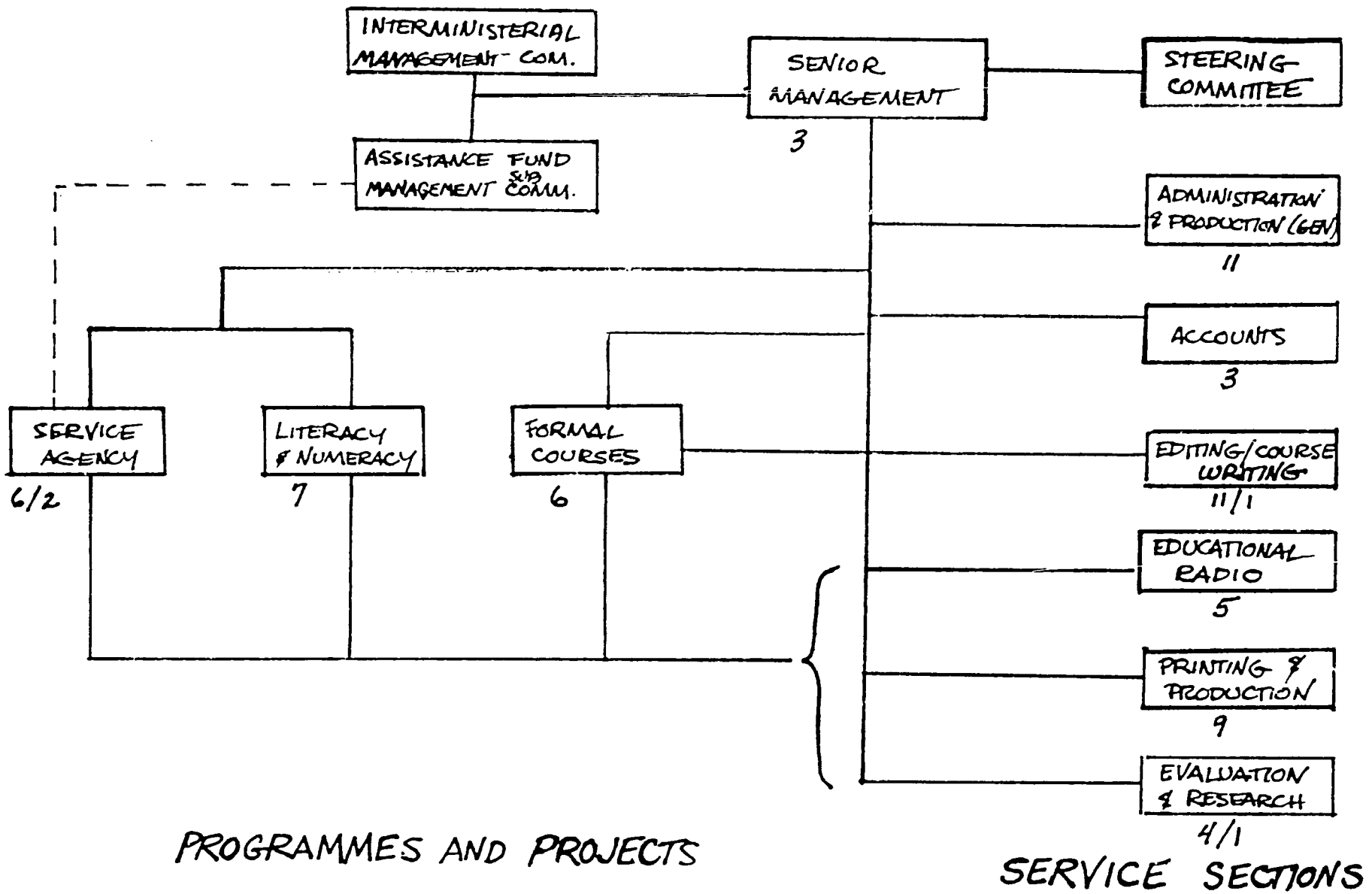
In particular, the Service Agency has become as large as other program sections. In addition to responding to external requests for materials development and production, by 1983 the Service Agency Section was also more fully involved in providing direct service in the form of survey and evaluation activities and design and implementation of training workshops for clients in the public and private sectors. In mid-1982, the Service Agency began to implement the Assistance Fund component of the USAID project and by mid-1983

Figure 1: LDTC Organization and Number of Personnel, 1979



Note: Single numbers refer to Basotho staff. For sections with expatriate staff, the numbers to the left indicate Basotho, and the numbers to the right indicate expatriates.

Figure 2. LDTC ORGANIZATION CHART AND NUMBER OF PERSONNEL*, 1983
*(see note to Figure 1)



was directly involved in providing a full range of development assistance (both technical and financial) to several grassroots organizations.

2. Comparison of the numbers of personnel shown in Figures 1, 2, and 3 indicate:

a. the overall growth of LDTC personnel has come through the increase of Basotho staff. The number of expatriates has declined in both absolute and relative terms from 6 (20%) in 1976 to 7 (13%) in 1979 and 4 (6%) in 1983. Present projections indicate that by mid-1985, LDTC will be a 100% Basotho institution as regards staff.

3. Table 1 indicates the changes in the various LDTC sections between 1979 and 1983. During that period, a new section (Accounts) was added and the Basic/Rural Education Section was defunctionalized and two of its staff transferred to the Service Agency. According to the table, the Service Agency, Literacy Numeracy and Editing/Writing Sections were those which grew most between 1979-1983. The growth in these sections appears to be a reflection of the increased services offered in the area of NFE, especially by the Service Agency and Literacy Numeracy Sections.

4. Building construction, completed under the project in late 1981, has greatly facilitated LDTC expansion and reflects the Centre's growing emphasis on providing support to nonformal education. Both the Director's Office and the Accounting Section are located in the new building as are the offices of the Service Agency (2 rooms), Literacy Numeracy, Research and Evaluation, and Radio Sections (1 room each). The new facility further includes a large Conference Room and a newly created Resource Centre. Some minor installations are not yet complete, but according to the Executive Officer, these are underway and no real problems have been encountered to date.

Figure 3: Number of LDTC Staff- Total, Basotho and Expatriate 1976, 1979 and 1983

	1976	1979	1983
BASOTHO	24	48	66
EXPATRIATE	6	7	4
TOTAL	30	55	70

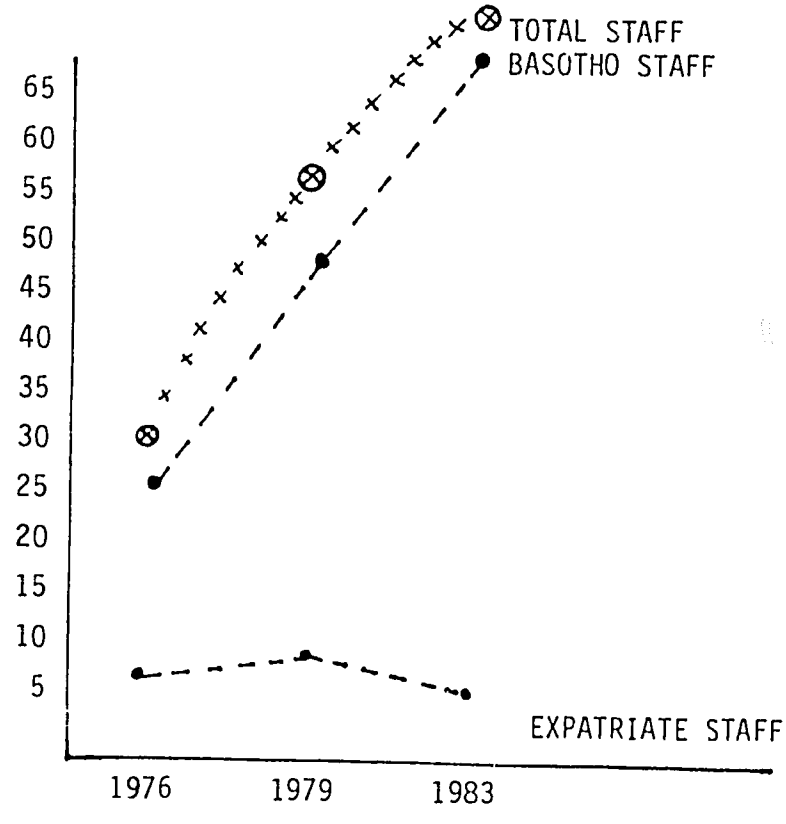


TABLE 1 Number of LDTC Personnel By Section, 1979 and 1983

Section	Number of Personnel 1979	1983	Change
1. Senior Management	3	3	
2. Student Advice/Formal Courses	8	6	-2
3. Literacy Numeracy	3	7	+4
4. Service Agency	1	8	+7
5. Administration and Production	22	20*	-2
6. Educational Radio	4	5	+1
7. Evaluation and Research	4	5	+1
8. Editing/Writing	6	12	+6
9. Basic/Rural Education	4	0	-4
10. Accounts	0	3	+3
TOTAL	55	69	+14

* By 1983, this section was split into two with 11 persons assigned to General Administration and 9 to Printing and Production.

Each room houses 3-4 individuals with their respective desks and chairs. There are no room dividers to facilitate individual concentration. The two-room complex provided for the Service Agency Section gives more adequate space to workers than do the small rooms which house the other sections. Each room is adequately equipped with a telephone, but the Research and Evaluation, Literacy Numeracy and perhaps the Radio Sections do not have adequate filing and shelving equipment. Neither do these sections have space to spread out their work when necessary. There is a tendency to spill over into the Conference Room for this reason or when individuals feel the need for more concentration than conditions offer. However, the Conference Room is not meant for this type of use and cannot adequately compensate for short-comings in work space.

5. The Executive Officer expressed concern over vehicles and printing equipment. Project funds added one vehicle to bring the LDTC fleet to five. However, two of these vehicles need extensive repairs and in the Executive Officer's opinion, should be replaced. The situation with regard to printing equipment will be discussed below.

6. A comparison of the personnel lists for February 1982 and August 1983 showed that of the 69 persons on staff in August 1983, 14 (20%) had been added since February 1982 and 11 (16%) had changed sections within LDTC during that same period.

Issue

It is not clear without further study how this turnover rate (more than one-third of LDTC personnel in less than 20 months) relates to the topic/process of institutional development. Changes may have contributed to greater

individual or unit effectiveness or they may have introduced an element of discontinuity into the institutional development process. A specific question to answer is whether the growth process and the consequent addition/rotation of personnel might imply some need for additional on-the-job training or other form of skills development.

Recommendations

1. That LDTC carefully examine its current distribution of personnel in light of the Centre's recent growth and implementation of new functions (See other recommendations on internal organization).

2. That LDTC consider how the current allocation of space might be improved. This task would of course follow upon other prior determinations regarding the organization of functions and distribution of personnel treated elsewhere in this report.

3. That the addition/rotation of personnel which has already occurred be considered as one of the factors which suggest that an up to date assessment of personnel skills and section consolidation be undertaken.

LDTC EFFECTIVENESS

Findings

Findings in this section deal with project impact through long and short term training and other technical assistance inputs on LDTC as a whole and on individual LDTC sections.

Long Term Training. Three projections for long-term training were examined -- those attached to the first and second annual evaluations and the long-term staff development plan included in a July 1982 consultant's report. The first projects a total of 199 months of training for 16 individuals during the 1979-83 period. The second projects some 208 months of training for 22-25 persons during 1981-83. The third, assumed to be the most definitive, projects 112 months of degree training for 13 individuals between 1982 and 1984 and lists an additional 14 persons to receive an unspecified amount of non-degree training in various NFE-related areas.

Most of the degree training and some short-term training is taking place at the University of Massachusetts (UMASS) and should be concluded by the end of 1984.

We understand that a more thorough evaluation of the long-term training program is planned. However, some points have come to our attention and are worthy of mention here.

1. Available documentation shows that both UMASS and LDTC have been involved in trying to develop a long-term training model of integrated staff development-institutional development. The experiment to date consists of a split semester approach which permits participants to alternate presence at UMASS with presence at LDTC in order to fulfill both study and job requirements. The absence of personnel, even for 3-4 month periods has been an immediate cost to LDTC institutional effectiveness and project goal attainment. However, the extension of the project completion date to April 1986 means that project life will continue for two full years after the first group of long-term trainees has returned to LDTC and at least 18 months after the second group has returned.

2. Our own interviews detected that to date, the contribution to institutional development from long-term training is perceived as relatively small.

a. Two out of four individuals who had returned from their first semesters of long-term training felt that the courses they had received were not very beneficial to their work -- in one instance because relevant courses were not being offered during the semester when the individual was at UMASS and in the other because the UMASS curriculum did not offer adequate studies in the individual's area of specialization (radio communications).

b. In only one of the units, did members feel that training received by others had contributed significantly (to date) to them as individuals or to the improvement of the work of the unit as a whole.

c. While individuals appreciated the opportunity to earn professional degrees, there was concern (among themselves and other staff) about the relevance of training received to their work in the context of LDTC and Lesotho and whether trained individuals will in fact remain at LDTC.

d. Subsequent interviews with two of the four long term trainees at UMASS showed that two are relatively satisfied with their training programs and two are reported as relatively dissatisfied.

e. Both UMASS staff and LDTC long term traineess interviewed expressed the desire that 1) exit interviews be held with outgoing trainees to assess the effectiveness of the program and to help trainees conceptualize and plan how they might best utilize their skills back at LDTC, including how to effectively transfer skills to their LDTC colleagues; 2) some onsite, short term technical assistance be provided (perhaps next summer) to provide some on-the-job, follow-up support to trainees to assist them in sharing the benefits of their training and to strengthen the overall performance of the various sections involved in NFE (through appropriate on-the-job interactions, workshops, field activities, etc.).

Short-term Training. There is evidence of efforts made to identify these training needs for certain individuals, but no record could be obtained as to what training has really been offered and how effective it has been. Table 2 summarizes information which could be gathered on short-term training provided through workshops and consultancies.

In addition to the information presented in Table 2, four LDTC staff (Acting Deputy Director, Accountant, Field Researcher, NFE Officer) will

TABLE 2 SHORT-TERM TRAINING/WORKSHOPS

Date	Content	Beneficiaries/Results	Documentation
Oct. 15-17 1979	Non-formal Education for Development	44 participants from 28 organizations in addition to 16 LDTC staff responsible for design and coordination	Seminar on Non-formal Education for Development in Lesotho, 15-19 October 1979 - Report (LDTC).
1979	Mini-Workshops on questionnaire construction, NFE networking and NFE organizational development	LDTC Staff - Service Agency and Research and Evaluation	No documentation reference in First Annual Evaluation
1980 Feb. 19-29	Design and Production of Self-Instructional Materials for Rural People	35 participants including 8 LDTC/concrete experience in design and production led to request for LDTC to conduct mini-workshop for LAC staff	1. Consultant's Report (LDTC) files) 2. A Report of the Workshop for Writing Instructional Materials for Non-formal Education/February 1980, LDTC.
July 15-Sept. 5	Photography Workshop	Of 20 enrollees, 13 completed the course; 1 was an LDTC staff member; 4 other LDTC members dropped out before completing the course.	Consultant's Report (LDTC files)
July	Mini-Workshop on Assistance Fund design and Planning	Service Agency staff and LDTC management-major input into development of operational criteria for the Assistance Fund/ impact on LDTC planning not presented.	Information Section in Service Agency files.
Nov. 24-Dec. 5	Educational Radio		
1981	No such activities identified		

TABLE 2 (Continued) SHORT-TERM TRAINING/WORKSHOP

Date	Content	Beneficiaries/Results	Documentation
1982			
January	NFE Skills and Staff Development Workshop	28 participants - 24 from LDTC/included staff training and training needs assessment and development of training plan.	Consultant Report (LDTC files)
February	Consultant assistance with Conclusion and Analysis of NFE survey	LDTC Researcher directly/beneficiaries of NFE inventory in general.	Mentioned in Betz report to Transcentury, September 1982 (LDTC files)
June-July 5 weeks	NFE Skills Development and Management Workshop	Follow-up to January workshop	No report located.
1983			
January 11-	Development of a Basic Bookkeeping System	LDTC management and accountants - continuation of initiative begun in July 1982: Financial Procedures Manual reviewed and completed/one-day training for section heads in use and on-the-job training for accountant	Consultant Report (LDTC files)
	Review of Basic Village Bookkeeping System	Service Agency staff assessed usefulness of system outline in July 1982 workshop/ 2-day training session and 2-day field test session.	Consultant Report (LDTC files)

receive 6 weeks training at UMASS from the first week of November through mid-December. A plan has been developed according to the work requirements of each individual. The trip as proposed would include visits to NFE centers at Harvard and Cornell Universities and to USAID/W.

Long-term Technical Assistance. It is important to preface discussion of the impact of long-term technical assistance by noting some of the factors which prohibited the evaluation team from getting a complete picture of the actual functionning of expatriate advisors within the context of the project:

- The original advisors proved not to work successfully within the project and were replaced; one of the current advisors has been with the project only one year, the other two years.
- The Project Advisor had to depart on emergency leave not long after the arrival of the evaluation team;
- The heads of the two LDTC Units in which the advisors work were in the US at the time of the evaluation, hence the individuals who are the advisors' main counterparts were absent;
- In order to be available to assist the evaluation team, staff of the Service Agency curtailed most of their normal activities during the time of the evaluation, hence it was not possible to observe everyday project activities and relationships.

Findings

1. The project maintains two long-term technical advisors: the Project Advisor whose job description may be found as Appendix III-1 and the Nonformal Education Evaluation Specialist whose job description may be found as Appendix III-2. The Project Advisor has been with LDTC since September 1981 when he

replaced the original Project Advisor; he is expected to remain with LDTC until September 1984. The Evaluation Specialist joined LDTC in October 1982 and is expected to remain until October 1984. Both assumed their positions under somewhat difficult circumstances, with credibility of expatriate advisors almost nonexistant. Nearly all LDTC staff, and the LDTC director indicated that the advisors have established good working relationships and are effective in their positions.

2. LDTC developed the job descriptions for the two advisors and both indicated that the descriptions are adequate and accurately reflect their current job functions.

3. The Project Advisor outlined his primary functions as working with the Service Agency Coordinator on an implementation level to strengthen overall NFE delivery, and with the LDTC Director on a policy and planning level. He described his approach in working with the Service Agency as "passing on skills and developing the capabilities of the local staff [through] day to day interactions [such as] having regular meetings of staff at LDTC to reflect on previous assistance interactions, to develop strategies, and to analyze approaches and then to try out these same strategies and approaches." The LDTC Director feels that this has been a particularly effective way of helping staff acquire some of the skills this advisor brought with him to Lesotho. In light of the performance of the previous Project Advisor, he feels the teambuilding which has been facilitated by the emphasis on shared group work was critical to the Service Agency.

4. The LDTC Director feels that he, the Service Agency Coordinator and the Project Advisor all work well together. Both the Service Agency Coordinator

and the Project Advisor have open access to the Director, with reporting intentionally not over formalized.

5. The Project Advisor appears to be the person most involved in relating to and reporting to USAID/L.

6. The Project Advisor has not emphasized structured, in-house workshops as a means of developing staff except when external consultant trainers are brought to LDTC.

7. The current Evaluation Specialist is the fourth expatriate in this position since the establishment of LDTC. Each of her predecessors left behind bits and pieces of systems and instruments as well as the "legacy" of their preferred approaches.

8. The current staffing situation within the Research and Evaluation Unit has created tremendous needs to be met by the Evaluation Specialist:

- The Section Head has been in the US for training during a large part of her time in country which effectively places her in the position of filling his role, and
- Within the Unit, neither of the two Research Assistants have ever had any formal training in research and evaluation (both were trained as teachers), and one only recently joined the Unit (June 1983); further, the Field Worker possesses only low level skills in interviewing, data collection and coding.

9. While there is an obvious need to strengthen LDTC through the upgrading of staff skills in appropriate research and evaluation skills, there is a tendency on the part of the institution to view research and evaluation functions as being practically the entire responsibility of this Unit, and requests

to them for studies, pre-tests etc. have taken presidence over training activities.

10. The level of involvement of other LDTC sections, including the Service Agency, in undertaking their own research and evaluation work, through a systematic (though not highly technical, sophisticated and quantitative) defining of information needs, identification of sources, gathering and examination of data
is minimal.

11. Training for staff of the Research and Evaluation Section has primarily involved their observation of the performance of various research and evaluation procedures. The advisor explains procedures and to the extent possible, given current skill levels and pressures to deliver results, involves them in the performance.

Issues

1. It appears that there has been very little use made of short-term training for LDTC staff. Moreover, what has been offered has been of a one-shot nature with no clear follow-up. It does not appear to have been presented with clear objectives in mind nor to have been provided in such a way as to really consolidate the skills development of LDTC staff.

2. With each of the advisors having approximately one more year with LDTC, and with long-term training participants due to be back in place at LDTC, the coming year will be the critical time to round out skills development. While the establishment and operationalizing of systems (e.g., evaluation) is extremely important, it is even more critical that staff reach the point at which

they can create their own systems and instruments as the needs of the organization evolve.

Recommendations

1. Given the availability of such resources (in principle) and the goals of LDTC to move more fully into the role of training and networking with other NFE agencies, plans should be developed soon so that skills development can be as fully consolidated as possible by the end of 1984.

2. That the expatriate advisors, with appropriate LDTC staff, examine the possibility of extending and strengthening staff development through more in-house training. Staff returning from UMASS should be encouraged to participate with the advisors in designing and delivering in-house workshops. Possible topics might include:

- Simple research and evaluation approaches and tools for non-researchers;
- Setting objectives and planning in NFE;
- How to develop and produce case studies;
- Strengthening training skills through peer observation.

3. That consideration be given to providing LDTC with additional technical assistance in the area of research and evaluation, particularly in the development and application of simple tools for use by NFE practitioners.

SERVICE AGENCY

Findings

1. Although there has been an increase in the number of persons attached to this section, it must be noted that of the eight positions mentioned, two are filled by expatriates, one is a clerical support position and the section head is away on long-term training in the U.S. (to return in December 1983). His role is currently being filled by one of the NFE Officers. Two of the three remaining NFE Officers joined the section only six months ago.

Both the section head and the acting section head (normally an NFE Officer) are receiving long-term training in the UMASS program. A second NFE Officer (formerly from the Basic/Rural Education Section) received nine months' training in adult education at the University of Kenya in Nairobi. He found the training substantively helpful and stimulating and shows keen interest in further learning. A third NFE Officer, also formerly a member of the Basic/Rural Education Section is especially skilled in materials development and has benefitted from the workshops and consultancies offered through the project at LDTC. She is one of the four about to begin six weeks of training at UMASS. The fourth NFE Officer is a highly experienced woman who was hired from outside LDTC in April. (The previous evaluation indicated the need for another female NFE Officer given the amount of work the section does with Basotho women). She indicates an interest in further training in group work and in NFE in general.

2. Working relationships within the Service Agency are highly cooperative and there is an observably great degree of exchange which involves identification and analysis of issues as they arise in the course of fieldwork. The section tries to meet regularly on Mondays to review their activities. Meet-

ings are convoked by the section head and reportedly last from one hour to a whole day. Given that field officers share the same work area, they engage in virtually on-going exchange about issues of concern. Within the Service Agency, members proudly reported their work style as that of a "team," where "everyone does everything."

3. As is customary throughout LDTC work "plans" are developed each six months. These are not really planning instruments, however, but a sort of check list of client/activities, responsible personnel and blocks of time allocated. The device does not specify objectives nor indicators through which progress can be verified. There is no evidence of the place of the six month period in relation to longer time frames or even to the immediately preceding period. Neither is there any indication of the nature and timing of section activities as they contribute to or make demands upon other LDTC sections.

4. Since becoming so actively involved in project monitoring, which includes providing training and technical assistance, field officers are anxious to know whether they are being effective and how they can help their clients be effective in reaching their objectives. To this end, they have developed instruments and systems for documenting the nature of each group and of their own interventions--all discussed more fully in Chapter IV., THE OPERATION OF THE ASSISTANCE FUND. To some extent, these instruments have been developed with the assistance of the Research and Evaluation Unit and through the technical assistance of two expatriate section members.

5. Discussions with Service Agency staff about the specific cases with which they are involved through the Assistance Fund indicated that they are

gaining valuable practical experience in the processes and issues of grass-roots development, in particular regarding:

- group formation, motivation and continuity;
- methods and techniques for training in management and book-keeping; and
- relationships with trainers and technicians and in other sectors, especially agriculture, nutrition and health.

Moreover, they are facing some of the dilemmas and even contradictions which arise in concrete situations and are continually analyzing and questioning their roles as trainers.

6. The traditional and still a continuing function of the Service Agency is to receive requests from outside organizations for materials or their development and/or printing, as well as for training/technical assistance from outside LDTC. The section head then determines whether and how the request might be filled by LDTC.

7. Field experience has led to the decision to develop seven (to date) modules which can be used for basic training by Service Agency NFE field officers. After further development and testing, these modules will be made available together with a corresponding manual for NFE trainers from other organizations.

8. Some network-building is occurring at field level through the involvement by NFE Officers of personnel from other sectors in the training, or more often, problem-solving activities undertaken in relationship to an Assistance Fund project. NFE Officers and other LDTC personnel have also received and in some cases jointly provided training experiences with personnel from other institutions. For the most part, however, efforts at NFE

network-building have been elementary and sporadic, a topic which is treated more fully below.

Issues

1. Given the recent incorporation of some individuals and the periodic absence of other staff, the Service Agency Section has not benefitted as a whole from any short term training, workshop or consultancy under the project. While all members of the section are highly qualified and committed, it is misleading to think that the first three years of the project have in fact constituted a coherent institution-building process for this section.

2. During the past year, the Service Agency has begun to implement the Assistance Fund. Related activities are both highly absorbing and a sort of training by fire. While it is important for Service Agency staff to gain the experience which they are by working closely with grass roots groups, there is reason to question whether 1) the small staff of the Service Agency can handle an expanded Assistance Fund program and 2) the project purpose of network-building is being overlooked or just postponed until LDTC (through the Service Agency)acquires the experience neccessary to function as a leading NFE institution.

3. Without more extensive analysis, we cannot say to what extent Service Agency time is devoted to requests which are unrelated to the provision of training, technical assistance or to strengthening the network of NFE services in Lesotho. However, there appears to be a need to re-evaluate the Service Agency role with regard to the work of the Production and Printing Section (See discussion corresponding to that section below).

4. There is need for the Service Agency in particular (because of its centrality in the project) to reflect on its recent formation and growth, to review project and LDTC goals with respect to the development/structuring of NFE in Lesotho, and to make a realistic plan which specifies, goals, objectives, activities and outputs to be achieved, personnel and time projection for the next (final) two years of the project.

Recommendations

1. That the remaining project period be viewed as a time for full implementation, building on the long term training, technical assistance and practical experience gained to date. (The first group of long term trainees, which includes the Service Agency and Research and Evaluation Section Heads, will be reintegrated into LDTC by January 1984; basic processes for dealing with Assistance Funds applicants are in place, although there are still some serious issues to be addressed with regard to the purpose and operation of the fund (See discussion in Chapter IV).

2. That steps be taken to develop an implementation plan for the remaining project period. One step, suggested by the LDTC Director, might be a retreat during the month of January 1984, (when the first study group has returned and before the second group leaves). In addition, perhaps some short term consultancy should be arranged (with the use of local resources if possible, e.g., Ash Hartwell of the Ministry of Education, Greg Davenport of IEMS) to facilitate the development of such a plan and to help deepen LDTC management and staff understanding and use of planning.

3. That careful consideration be given to the need to thoroughly document the experiences of the remaining project period. A system for reporting on specific project/group developments should be established so that case histories can be developed for later study and analysis, as well as to strengthen internal learning for the Service Agency, LDTC as a whole, USAID, and other NFE practitioners. This should be worked out in conjunction with the Research and Evaluation Section and may also appropriately benefit from outside short term technical assistance to help design reporting instruments and determine the overall steps to be followed. Consideration should also be given as to whether additional Service Agency or Research and Evaluation staff are needed to ensure that adequate documentation processes are established and carried out.

BASIC/RURAL EDUCATION

Finding

With the death of one member, the assignment of two members to the Service Agency section and of one member to the position of Acting Deputy Director (after the secundment of the person in that position to an FAO programme), this section has ceased to function. It previously served as a unit for the development of booklets on themes of interest to rural Basotho. For all practical purposes, that function is now included within the Service Agency scope of work. Since then, however, only one booklet - on pig-raising - has been produced and much of the work involved had to be done by the Course Writers Section.

Issue

As Service Agency field work continues and expands, there will be an ongoing need for the development of a wide array of NFE materials, such as booklets, flip charts, educational games and audio visuals. This, together with increased training, monitoring and networking is too heavy a load for the small Service Agency staff.

Recommendation

That careful projection of Service Agency activities for at least the next year be made and then analyzed to determine what support materials already exist and which should be developed. Consideration should then be given to the best means of accomplishing this specialized activity. Perhaps Service Agency staff should be increased or the Basic/Rural Education Section reactivated. More likely, a general materials development section should be created with some staff specialized in materials for formal courses and others for NFE activities, for both the Literacy Numeracy and the Service Agency Sections.

LITERACY NUMERACY SECTION

Findings

1. The Literacy Numeracy Section based at LDTC includes four staff. The section head and one other staff member are included in the UMASS long-term training program. One staff member joined the section in January 1983; the rest have been there for 3-5 years. Section members described their working relationships as highly collaborative and like Service Agency staff emphasized a team approach in their activities.

2. In 1977-78, the section began to develop basic literacy-numeracy primers. Two have been in use in each area for some time and a third literacy primer is now being developed. Since 1979, the section has been preparing a weekly supplement aimed at neoliterates and rural Basotho and circulated with Sunday newapaper. Circulation has reached 21,000. While no real study of readership and appropriateness has been made, the section receives about three letters per day from readers, which provide some feedback and which are sometimes included in the supplement.

3. In 1980, the section began to implement a Learning Post system. With the help of UNICEF funds, that system has expanded from 13 posts a year ago to 28 at present. The focal areas are Berea, Peka and Mafeteng (all relatively close to Maseru). By the end of 1986, some 60 posts (20 per area) should be functioning.

UNICEF funds have made it possible to hire three field directors and to pay small stipends to instructors. Each post serves 40-60 learners in 5-8 villages. A system of volunteers in each village creates a one-to-one helper-learner structure. Monthly reports are submitted to the LDTC Literacy Numeracy Section by Learning Post administrators on the individuals associated with each learning post. Semi-annual reports are compiled for the Ministry of Education, LDTC and UNICEF.

4. The LDTC-based staff supplies learning posts with needed materials and works with the Research and Evaluation Unit to pre- and post-test new materials which include specialized pamphlets as well as basic literacy-numeracy materials.

5. In developing the expanded learning post system, staff spent some three months living in the field and have the most regular and established

field program within LDTC, one which has been greatly enhanced by the establishment of permanent field staff in three areas as mentioned above. In addition to literacy-numeracy training, the section also uses materials prepared earlier by the Basic/Rural Education Section and collaborates with field level personnel in nutrition and health education.

6. Some joint work has been done with the Service Agency Section in group formation and in a few instances Service Agency staff has had recourse to assistance from Literacy Numeracy staff when the former have assessed basic literacy as a need for the client groups. Generally, however, the two sections do not work together.

7. Literacy Numeracy Section staff reported that they would like to see more seminars on NFE held for them and other LDTC staff like that provided in June-July 1982.

Issue

While there is a great deal of similarity between the work of the Literacy Numeracy and Service Agency sections of LDTC, there is relatively little relationship between the two sections.

Recommendation

That careful consideration be given to the ways in which the Literacy Numeracy and Service Agency Sections can work more closely to develop a more integrated, field-based approach to increase the basic literacy-numeracy skills of Service Agency clients, (many of whom experience difficulty in dealing with written materials and in acquiring the basic skills needed for project management and bookkeeping. Conversely, some Literacy Numeracy clients

could benefits from Service Agency inputs which would strengthen their community development and income generation capacity.

RESOURCE CENTRE

Findings

1. The Resource Centre is currently staffed by one individual who is assisted during several hours per week by another person from the Research and Evaluation Unit. The contents of the Centre are still mostly related to formal course development for distance teaching. However, with project funds the NFE collection is being expanded and a basic classification system has been established. At present, the Centre remains poorly supplied and little used.

2. A quick examination of present Resource Centre contents showed that even materials developed by LDTC itself and those developed/printed by LDTC for other organizations are absent. Neither does the collection include publications by various ministries or private organizations in Lesotho.

3. Service Agency staff pointed out that they and other sections maintain their own resources in each section. To some extent, this is practical but it also weakens the development of the Resource Centre.

4. Many of the Resource Centre's acquisitions are soft-bound items which are not readily stackable and give an appearance of disarray and also make it difficult for potential users to identify their contents.

Issue

The Resource Centre does not yet have an adequately defined NFE role. Should an NFE newsletter be the responsibility of the Resource Centre? Might

the Resource Centre initiate a correspondence-exchange service among NFE practitioners throughout Lesotho?

Recommendations

1. That at least some LDTC staff visiting the U.S. visit the NFE resource centre at Michigan State University where they can be introduced to the ways through which such entities can be used to support improved NFE activities and network-building. It may also be possible that LDTC staff returning to Lesotho could visit the regional NFE resource centre being developed in the Ivory Coast. The Resource Centre staff person might also benefit from visiting similar operations in Botswana and Swaziland.

2. That suitable filing boxes be purchased and used so that soft-bound materials can be better labelled, retrieved and preserved.

3. A concerted effort should be made to acquire publications available in Lesotho and about Lesotho from public and private sector and international organizations.

4. That a more functional staffing arrangement for the Resource Centre be devised. According to the current distribution of personnel within LDTC, the librarian who runs the Resource Centre is listed with the General Administration and Production Section. Another option which should be considered is to view the Resource Centre as more closely related to the Research and Evaluation Section and have the librarian report direction to the head of that section.

RESEARCH AND EVALUATION

Findings

1. Under the project, personnel in the Research and Evaluation Section have temporarily increased from four to five with the addition of one expatriate technical assistant whose contract expires in October 1984. The section head is pursuing a degree through the UMASS long-term training program and one of additional staff is among those involved in the current six weeks training program there. The section head is scheduled to complete UMASS training in December and the expectation is that the sections's internal effectiveness and ability to respond to the general research and evaluation needs of LDTC and of the Service Agency in particular can he be consolidated.

2. During the past several months, the absence of the section head has meant that the substantive work of Research and Evaluation has been carried out almost solely by the expatriate technical advisor. Section members received some benefits from a 3-day workshop conducted by the Lesotho Educational Research Association (LERA).

3. While LDTC units typically outline a work plan for each six month period, the Research and Evaluation unit's activities have a certain ad hoc quality, with work undertaken whenever other LDTC sections request specific services from the unit, rather than as a result of its own agenda-setting. Other units tend to view Research and Evaluation as a section which performs pre and/or post testing of materials or in some way provides feedback on materials developed. The practice of other LDTC sections is to turn the task over entirely to Research and Evaluation rather than to work collaboratively with the unit.

4. Specifically, in recent months Research and Evaluation has been involved, or will be in the near future in activities solicited by the Literacy Numeracy, Course Writers and Service Agency Sections. Two reports are currently ready in draft form 1) Evaluation of Record Keeping Procedures for Assistance Fund Training and 2) Perception of Assistance Fund Impact. The first was carried out using information contained in the log book created by the Service Agency for purposes of monitoring Assistance Fund projects. It represents a commendable contribution case documentation of their own interventions as well as of the progress of groups with which they work.

Issues

1. In light of the experimental nature of the project, it appears to us that the Research and Evaluation Section should play a broader and more definitive role than it has to date.

2. Collaboration between the Research and Evaluation and Service Agency Sections seems well established and promises to develop more effectively with the return of the section head in December. More emphasis should be placed on assisting Service Agency staff to increase their skills in observation, documentation and assessment of critical issues rather than on data-gathering through the use of written evaluation instruments (which is not to suggest that they latter be completely discarded).

3. Some of our recommendations for Research and Evaluation have implications for other sections just as some of the recommendations for those sections have implications for Research and Evaluation. In fact, our most important recommendations for the section are inseparable from the general recommenda-

tion (also treated below) that there should be an examination of the internal organization of LDTC. Recommendations should be read in that context.

Recommendations

1. That LDTC assess the feasibility of expanding the functions of the Research and Evaluation Section to include Program Planning Support with the section name changed to Research, Evaluation and Planning.

2. That Research and Evaluation assist LDTC in general and the Service Agency in particular, to develop a 2-year plan which specifies the goals, objectives, and outputs to be achieved under the project by April 1986 (PACD) with what required inputs, through what specific activities, within what specific time frame or sequence and verifiable by what specific indicators.

3. That Research and Evaluation be given adequate personnel (through short-term consultancies if possible; through the addition of staff or long-term--but preferably not expatriate--technical assistance, if necessary).

4. That Research and Evaluation re-examine (or cause to be re-examined) the raw data from the NFE inventory in order to extract information that can contribute to NFE network-building (See section on Network-Building below). Even if the foregoing is not feasible, that Research and Evaluation, in collaboration with Service Agency, design a specific plan for NFE network-building to begin implementation no later than June 1984.

5. That LDTC Research and Evaluation unit strengthen its informal collaboration with IEMS, LANFE, LERA, IOE and the GOL planning sections as well as with compatible units in other public and private organizations.

6. That a workshop or short course on appropriate case study and evaluation techniques be organized for Service Agency (and possibly Literacy Numeracy) staff with the assistance of Basotho experts.

PRINTING AND PRODUCTION

Findings

1. This unit was formerly administered by general management, but as LDTC grew, it became a specialized section. Presently, staff include the printing coordinator, three machine operators and eight collators. Of the latter, only 3 are on the GOL establishment list; the other five are paid by LDTC. With project funds a photocopy machine (Nashua brand) has been added to the equipment already belonging to the section. These include a U-Box photocopiers and 2 printers (Addressograph Multigraph International, Type 1850).

2. Traditionally, this section has produced a variety of formal and nonformal education print materials used by various LDTC sections. Materials for use by other organizations have also been produced on a low-cost basis. As mentioned above, requests by other organizations are received by the Service Agency Section, which may do some minor content development and layout work (or in a few cases undertake the complete design of the material) and then pass it to the printing section.

3. In the past year, the Printing and Production Section has been utilized primarily for production of instructional materials needed for the Lesotho Inservice Education for Teachers Programme (LIET) of the National Teacher Training College (NTTC) and for internal LDTC sections. As a result, all but a few requests for printing by other organizations (which at the same time have increased in number) were turned away. On the one hand, since these

were requests managed by the Service Agency, staff involvement in this task area was minimized, but so was income generated through the Service Agency. In recent years income generated by the Service Agency has been about M 18,000. However, in the first three quarters of 1983, the income has been less than M 2,000, according to the Accountant's figures.

4. Priorities for the Printing and Production section are set by a committee composed of LDTC section heads.

Issue

Opinions about what to do with this section have varied diametrically. Some have recommended that it be closed down altogether; others that it be built up. Our thinking is that the income-generating capacity of the section must be weighed carefully and pragmatically. It is unlikely and even undesirable that the GOL fully bear the costs of LDTC. Moreover, through the printing facilitity, LDTC offers a very concrete service to other organizations--one for which the demand is likely to increase to the extent that the project is successful in network-building.

Recommendations

Recently (October 7, 1983) two representatives from the Instructional Materials Resource Center (IMRC) examined the Printing and Production Section. Their recommendations are summarized here because from our brief examination of the situation, they appear quite adequate and we would like to second them strongly. They include:

1. That staff be increased by two persons (one by filling a vacant position and the other by creating a new post for an apprentice printer);

2. That specialized training for the printing coordinator be provided at the place where the equipment being used was manu- factured and that other Basutho printing staff participate in a local office printing training program.

3. That a third reconditioned printing machine of the same type as those presently in use (AM 1850) be purchased and the two presently in use be reconditioned or replaced, whichever is determined to be more cost effective.

4. That the section be provided with some additional small equipment (platemaker, glue binder, strapping machine, falling tables and carts) and that there be some reorganization in the current utilization of space to provide enough area for the addition of new equipment, more efficient traffic flow and alternative storage arrangements. The addition of a collating machine was strongly emphasized as necessary to overcome the current production "bottleneck." Persons now occupied as collators could be trained/ reassigned to operate some of the additional equipment outlined above.

5. That LDTC examine ways of giving the Printing coordinator (just hired in September 1982) real authority as a section head. Besides indicating our concurrence with that IMRC recommendation, we would note that the implementation of a stronger role for the printing coordinator also responds to the apparent need to relieve the Service Agency coordinator of that reponsibility.

RADIO SECTION

Findings

1. The Radio Section has only production, not broadcast, capacity. To date, this section has been dedicated primarily to producing programs which

extend/support the work done through correspondence courses. Its NFE use has been limited to the production of some informational spots about LDTC itself, the Assistance Fund and about specific themes, mostly in the areas of health and nutrition.

2. The section head is one of the persons involved in the UMASS long-term training program. However, it is doubtful that UMASS has a strong enough program to provide this individual with real gains in expertise.

3. All broadcasting is done at Radio Lesotho.

4. The production studio has been used very occasionally by outside groups, for example, the Lesotho Public Health Association and the Lesotho Planned Parenthood Association, to develop and record its own radio spots, although the former now produces its material at Radio Lesotho.

5. Various sources interviewed commented that LDTC's programs were of good professional quality.

Issue

Even though broadcast time is limited by the availability of only one station, it appears that the Radio Section is being underutilized for NFE purposes. Like printing facilities, the radio studio is a concrete resource that can be made available to outside groups and the income-generating capacity of this section should be carefully studied.

Recommendations

1. That consideration be given to the training needs of the section head and, if possible, steps be taken to make it possible for him to study at Stanford or some other place where he can gain technical expertise in the use of radio as a NFE tool.

2. That the Service Agency and Radio (and possibly the Literacy Numeracy) Sections meet to consider ways in which radio can be used as an NFE tool and to develop a plan of NFE broadcasts in conjunction with Service Agency work or in support of NFE activities of other organizations.

3. That personnel from LDTC acquaint themselves with the studio and personnel of the Agricultural Information Service to see whether/how the two organizations might work together in providing relevant, interesting, high quality broadcasts to the population of Lesotho.

4. That a study be made of the radio resources available in Lesotho and of the income generating capacity of the Radio Section.

MANAGEMENT

Findings

1. Priorities for LDTC are set by the Interministerial Management Committee (IMC) which is headed by the Permanent Secretary for Education and draws members from other public and private sector institutions. This group is supposed to meet about three times each year, but accoding to LDTC management, it has not functioned effectively, largely because of the busy schedules of organizational representatives (usually top level officers). IMC meetings tend when something is urgent, rather than to assist LDTC establish itself as a leading educational institution along the lines spelled out in the country's five-year development plan. More productive working relationships are in fact informal ones -- especially with the Ministries of Health, Agriculture, Cooperatives and Rural Development and a few private sector organizations such as the Lesotho Planned Parenthood Association, the Lesotho National Council of Women, and the Lesotho Cooperative Credit Union League.

2. Within LDTC, six month plans are developed twice a year by each section. As mentioned elsewhere, these "plans" are really only lists of activities improvised according to the requests received for services and the budget and staff time available during a given period. To date, section plans have not been consolidated into an overall institutional plan nor does one section know the work plan of another, except in instances where the work of one section directly involves that of another.

3. Day to day management of LDTC is carried out through face to face interaction between the director and the various section heads.

4. Section heads meet as a Steering Committee and to help coordinate some internal functions, for example, the internal priorities for the Printing and Production Section. Ideally, professional staff meet with the Steering Committee on a monthly basis with ample opportunity for discussion of management-related issues. However, in practice meetings are held less frequently and usually an agenda is set which may or may not deal with staff concerns.

5. Descriptive guidelines for specific jobs or sections have not been developed. Rather work within each section is assigned and carried out informally.

Issue

Section size within LDTC varies from 3-4 to a few more professional staff and an informal management and work style may be most appropriate. We do not have enough information to "evaluate" management effectiveness. In general, we observed a high level of competence among management (senior management and section heads) and no serious personnel problems. We did, however, feel that the organizational planning process needed strengthening and that some greater

effort to ensure adequate two-way communication between management and staff needed to be made given the recent growth and diversification of LDTC.

Recommendations

1. That a two-year plan be developed by and for each Section of LDTC and consolidated into an overall institutional plan which will be evaluated and modified every six months.

2. That a manual of descriptive guidelines for Sections and personnel be developed which states the purposes, activities and basic procedures followed in general and by each Section of LDTC.

3. That LDTC management examine current organizational structure and allocation of space in light of institutional priorities in both formal and nonformal education and, in consultation with staff, determine what changes should be made in order to best serve the attainment of those priorities and meet staff needs for adequate working arrangements.

4. With regard to possible internal reorganization, that consideration be given to reflecting LDTC's two program areas--formal and nonformal education. Perhaps a division should be created for each area (e.g., the formal education division might include what are now the Course Writer and Student Advice Sections; the nonformal education division might include what are now the Service Agency and Literacy Numeracy Sections). At the same time, both divisions might draw on the services of other sections for materials development and printing, radio production, logisitcal support, etc.

5. That project funds be used to arrange for any short term consultancies or special workshops which might be helpful in the development of a 2-year

plan and/or organizational guidelines, in the examination of organizational structure and in the implementation of organizational change.

6. If some organizational changes are undertaken, that these be done with adequate preparation, clarity, assistance and follow-up to ensure that they are not disruptive of either positive organizational climate or service to grass roots groups and other organizations.

INSTITUTIONAL DEVELOPMENT AS NETWORK BUILDING

Under this project, institutional development refers not only to the strengthening of LDTC in the area of NFE, but to the building of a (in the long term) nationwide support system for NFE in Lesotho. This section of the report examines findings with regard to the realization of that project goal.

Findings

1. At the outset of the project, several inititatives were made in the direction of improving the NFE skills of practitioners outside LDTC and of strengthening the NFE support system in Lesotho. For example, in October 1979, a three day seminar on NFE for Development attracted participants from 28 other organizations who examined their common experiences and expressed a common desire for greater development of expertise and coordination. At that time, some thought was given to LDTC as a possible coordinating institution, although it was noted at the time that if LDTC were to take on that role indeed, personnel and staff would have to be expanded (See Workshop Conclusions and Recommendations).

2. During 1980-81, LDTC staff conducted the field work needed to inventory some 240 NFE organizations throughout the country. In 1981, it was reported that of the 240 groups surveyed, 43 had been identified for potential assistance, follow-up visits were made to 13 organizations by LDTC staff and four organizations were selected as candidates for the Assistance Fund.

3. In 1980, LDTC invited other NFE practitioners to participate in specific workshops (e.g., Materials Development, Photography, Radio, etc.).

4. Throughout the years since the beginning of the project (and before) LDTC has provided services to other NFE organizations. For the most part, these have consisted of assistance in materials development and production. In some cases, use has been made of the LDTC radio studio. In a few cases, LDTC has participated in workshops designed to train NFE practitioners. A review of activities asterisked in Appendix V-2 shows that between April 1982 and September 1983, there were some two dozen activities arranged through the Service Agency Section which had an improvement/network-building dimension. Only 5 of these activities took place in 1983, something which reflects the Service Agency's recent preoccupation with the implementation of the Assistance Fund and the particular way in which that fund has been used to date.

5. As noted in Chapter V. Other Service Agency Interventions, Service Agency reporting covers only those activities for which LDTC receives requests from outside organizations. It is also true that LDTC has participated in workshops designed by other organizations. These activities also contribute to the improvement of NFE and the strengthening of an NFE support system in Lesotho.

6. Interviews with representatives from several public and private organizations revealed that with a few exceptions, printing and sometimes materials development were seen as the kind of services which LDTC could provide to other organizations.

7. The form in which information gathered during the course of the inventory has been presented makes it almost useless for purposes of network-building. To date, the only real use which LDTC has been able to make

of the inventory has been the development of a mailing list through which to reach grass roots organizations for Assistance Fund purposes.

8. LDTC Service Agency staff are acquiring valuable experience through their involvement with grass roots organizations through the implementation of the Assistance Fund. That experience will also help greatly to legitimize LDTC as a leader in NFE in Lesotho. However, at present the Service Agency projects mostly increased involvement with new Assistance Fund groups and seems to view network-building activities as an interference with that work.

9. Without contradicting the previous finding, it should also be emphasized that Service Agency staff are to some extent able to involve technicians and trainers from other agencies in specific activities with Assistance Fund groups and this, too, is a contribution to the improvement/structuring of NFE in Lesotho.

Issues

1. While concentration on the implementation of the Assistance Fund is desirable and timely from some angles, the Service Agency has veered away from the dual emphasis of the project, i.e., linking of credit with NFE activities and improving of NFE activities and strengthening of an NFE support system through structuring or network-building activities.

2. There is some confusion about the nature of the organizations included in the NFE inventory and about what, for purposes of this project, an NFE organization is. LDTC staff seem to view an NFE organization as one (like the Khobotle Piggery Association or other Assistance Fund groups) which is engaged in some kind of activity which might absorb or benefit from NFE inputs. For

purposes of structuring NFE services, however, USAID intended that the inventory be of groups which are involved in making those inputs and that the information gathered be useful in making decisions about areas of need on the part of those institutions. This, in turn, would assist LDTC in directing itself to other organizations in ways which they would perceive as useful and the result would be the strengthening/structuring of ongoing NFE programs.

3. While a great deal of good effort has been given to defining the criteria for selecting grass roots Assistance Fund groups, no use of the fund has been made to strengthen relationships with other NFE organizations and to help them improve their own programs. To date, no grants have been made and only grass roots groups with which LDTC is directly involved in providing technical assistance have benefitted from the Assistance Fund. These are points treated in the section which discusses the Assistance Fund per se. The point to be made here is that a legitimate use of the fund as conceived in the project design is to support the work of other NFE organizations, i.e., organizations which are involved in delivering NFE inputs to third parties.

Recommendations

1. That LDTC staff, in particular the Service Agency Section, reexamine the network-building dimension of the project and, in the next two years, utilize project resources, including the Assistance Fund, as fully as possible to strengthen both their relationships with other NFE delivery organizations and the work which those organizations are doing.

2. That the Service Agency form an Advisory Group composed of individuals from public and private organizations charged with overseeing or training NFE

practitioners and that this group meet quarterly during 1984 and 1985 to discuss the orientation, methods, techniques and materials being used in NFE work in Lesotho and how these might be improved.

3. That 1984 be regarded as a year for consolidating an LDTC direct technical assistance program and leveling it off in such a way that LDTC staff will be able to devote adequate time to strengthening NFE and building a more effective system among themselves and other NFE practitioners. It seems advisable that LDTC continue to be directly involved with a few groups which would be selected as pilot projects in NFE delivery, i.e., direct training and technical assistance. On the other hand, involvement with such groups should be limited so that current staff can attend to network-building activities and/or additional staff should be assigned to the Service Agency so that some can specialize in direct delivery and others in network-building.

4. That in addition to consolidating its direct delivery program in 1984, LDTC plan at least two major workshops for other NFE delivery organizations during 1984.

5. That in 1985, emphasis be placed on maximizing the LDTC role in network-building. This would be appropriate considering that by that time, LDTC will have gained valuable experience with its pilot projects and, if adequate attention can be given to documenting those projects and other LDTC experiences, it will be in a position to share this "legacy" more effectively with other organizations.

6. That LDTC identify other NFE delivery organizations to or through whom loans or grants might be made from the Assistance Fund. (This is in addition to the recommendation made in the Assistance Fund section that the entire assistance fund should be administered through or at least in conjunction with an experienced lending institution, such as LCCUL).

IV. THE OPERATION OF THE ASSISTANCE FUND

Findings

1. During 1983 there was a considerable increase in the number of Assistance Fund loans given. To date seven loans have been approved (six groups have signed contracts and one is pending). An eighth loan application has been processed and is ready for presentation to the Assistance Fund Management Committee (See Appendix IV-1).

In addition to the approved loans, 10 other groups submitted proposals, of which 6 were rejected and 4 were referred to other institutions for assistance (See Appendix VI-2).

2. LDTC has a list of 26 groups that have made formal inquiries about the Assistance Fund. In response to these inquiries, the Service Agency has sent general information and a questionaire to be completed by potential loan applicants. None of these 26 groups have returned questionnaires and Service Agency staff are uncertain whether the groups are preparing them or have decided not to apply for loans. Service Agency staff indicated that these groups will be contacted by mail again at a later date. While Service Agency staff feel that the heavy reliance on mail is consistent with the "distance teaching" nature of LDTC work, they are concerned that rural groups unaccustomed to dealing with such written material may require more face to face contact at the initial stage of preparing their loan applications.

3. Three groups funded by the Assistance Fund began repayment of their loans during the past year. These are groups engaged in production of goods which are produced relatively quickly and have a ready market, such as eggs

and school uniforms. No problems have been reported with adherence to repayment schedules.

4. The Evaluation Team visited three of the groups which have received loans. These were the Khobotle Piggery Association, the Koloni Uniform Sewing Centre and the Ipopeng-Leribe Poultry Project. The Koloni and Ipopeng projects were producing income and the Khobotle project had produced the first litter of piglets which will be ready for sale in early 1984. Service Agency staff assigned to monitor groups visited them regularly, kept records of their visits and were well informed on the status of the groups' activities. To date, the only serious management problem which had arisen with the Koloni project, where the group leader monopolized product marketing and financial management and the group was totally uninformed about those aspects of their project. Service Agency staff was uncertain about how to help this group solve this problem.

5. It was not possible to determine the extent to which Assistance Fund loans have enabled groups to undertake significant income generating activities. The LDTC Research and Evaluation Section conducted a study of the first three loan recipients, entitled "Changes in Perception of Assistance Fund Impact". The study aimed at measuring changes in group management skills, participation in group work and level of income over a period of six months. The study proved premature because personal and household income had not yet been affected by participation in group activities. The groups which are generating income have begun to repay their loans but have not yet divided profits among participating members.

Comment: The loan application proposals examined by the evaluation team did not include projections of income to be generated by group activities, although consideration of such projections was supposed to be part of the application review process. (See Appendix IV-3, Criteria).

6. The Assistance Fund selection criteria have been considerably refined since the last evaluation, but some limitations are still apparent. For example, the criteria for low-interest and interest-free loans are set forth in great detail, but discussion of criteria for grants is limited to one sentence at the end of the document. The 1982 document on selection criteria gave much more detail on conditions for grants.

There is need for further refinement of financial projection criteria, i.e., how much money can the borrower expect to make, how much will be needed for continued operation, how much can be set aside for loan repayment and how much profit can members expect. While the selection criteria asks for this kind of calculations, such figures are generally not included in the proposals.

Selection criteria have been reasonably effective in identifying viable groups and income generating activities. However, problems with the leadership of the Koloni group raise the issue of whether the criteria are adequate in the area of group structure and management. Likewise, the fact that the Sehlabathebe Grazing Association was debating whether to take the approved loan with LDTC or accept a loan from the Agricultural Bank showed that they qualified for other sources of funds even though one criterion for the Assistance Fund is the lack of access to conventional financing. Uncertainty about whether the Bela Bela group would take the approved loan brought into question the timeliness of the selection.

7. An assessment of the effectiveness of operating procedures reveals the following:

- The availability of loans through the Assistance Fund is publicized through an outreach strategy which includes mailings of Service Agency brochures, announcements on LDTC radio programs, quarterly newsletters and Service Agency presentations at workshops for extension workers and community groups in Maseru and the Districts. The number of inquiries received indicate a basically effective outreach strategy.
- In response to the expression of interest by a group, the Service Agency mailed a long questionaire (Appendix IV-4) for the potential borrower to fill in and return to LDTC. No further action is taken

  until the questionaire is returned. This procedure did not seem effective as very few replies were received and those questionnaires which had been returned were, in most cases, unclear or incomplete.
- The initial stages of planning and request preparation were not being sufficiently monitored by the Service Agency staff. LDTC does not have staff in the Districts who can monitor grassroot groups. Literacy Post Administrators have not been used for Assistance Fund related activities. Ministry of Agriculture extension agents assisted the Ipopeng and Khobotle project only at the planning stage. Service Agency staff have attempted to enlist further cooperation from extension agents of various ministries -- sometimes successfully, sometimes not.

- The Screening Committee has functioned well. However, the Assistance Fund Management Subcommittee, chaired by the Permanent Secretary for Education, has not met frequently enough to review requests in a timely fashion. The main obstacle is the busy schedule of the Permanent Secretary and the senior officials who are members of this committee. Rules permit that these officials send delegates to the meetings, but most have elected not to do so.
- The Assistance Fund was using two lending mechanisms: direct lending to the group and lending through an intermediary organization. Five projects were funded through direct lending and one through an intermediary organization, LCCUL. This meant that banking responsibilities, i.e., disbursement (lump and/or installment), collection of principal and interest, action in case of delinquency, were handled by Service Agency staff. Problems had not yet been encountered because only three projects had begun repayment and the Assistance Fund remained a small scale operation. If the projected figure of 30 projects over the next two years is attained, performance of such "banking": tasks would place heavy demands on the time and expertise of Service Agency staff.
- Interest charged on loans remained at 4% -- well below replacement level and four to five times lower than the rate of inflation. The current lowest interest charged by the Lesotho Bank is 16%; the LCCUL charges 12% and the Thabana Morena Revolving Fund planned to charge 10%. Those agencies suggested that LDTC raise its rate by at least a few more points.

- Following recommendations from previous evaluations, the Assistance Fund loans have been made for small amounts adequate to the needs of most loan applicants. The largest loan was for M 5,700 which is the average amount projected by Service Agency staff for future loans.
- Most of the income generation projects were not yet sharing profits among participants. It was not clear how or why they had or when they would begin to do so, whether members were prepared to wait or what effect the absence of visible short-term returns might have on group morale. Neither was there evidence that this topic was part of the Service Agency training/education work with the groups.
- Service Agency staff had not yet defind how to handle delinqency or default in loan repayment. The experiences of other rural credit programs shows that repayment is a common problem in Lesotho and it is unlikely that the Assistance Fund will manage to avoid it. The loan contracts by borrowers did not address this issue in sufficient detail.
- Service Agency staff have developed a fairly comprehensive record keeping system for monitoring groups which have received loans. Planning schedule forms were used for training activities; reports on visits were kept by monitors; logbooks for each Assistance Fund group are used to register the outcome of visits and other contacts with groups; the Service Agency logbook contained summaries of all meetings held at Service Agency, many of which have to do with Assistance Fund projects; and written summaries were routinely produced on training results and trainee feedback. The Evaluation

and Research Unit recently completed an evaluation of the record keeping procedures for Assistance Fund training that pointed out some weaknesses in the system. Results had not yet been discussed in detail with Service Agency staff.

8. The Service Agency has continued to develop and refine methods to identify skill needs and deliver training sessions to help Assistance Fund groups improve such skills. Seven modules have been developed covering the areas of group functioning and leadership; communication; management; business skills, bookkeeping and program planning. The Service Agency is also experimenting with diverse instruments for keeping records and assessing the impact of training.

9. Each Assistance Fund loan involves a total support package to the beneficiary group. Processing a loan application, training provided, visits to the project sites, educational materials -- all translate into considerable costs in staff time and Service Agency resources. If calculated, these costs would equal or even surpass the amount of the loan itself in some cases. As yet, the operation of the Assistance Fund has not been analyzed for cost effectiveness. An analysis of the total cost implications in terms of variety and amount of inputs required to support a given project has not been included in the selection criteria.

10. Assistance Fund impact on the "poorest of the poor" could not yet be assessed. All of the projects are small scale and their impact on personal and family income will likely be only marginal; however, it is unlikely that the benefits can be effectively measured in cash terms only. Among the non-cash benefits for loan recipients might be experience acquired in collec-

tive work and group management and confidence gained to venture into new or expanded enterprises.

11. In terms of benefits to LDTC, Service Agency staff were broadening their experience base as they dealt with training needs, issues and problems related to income generation and financial management. While the number of people who might benefit directly from face-to-face contact with Service Agency staff is limited by the tremendous demands each loan/group places on staff time, the training skills and understanding of conditions at the village level will help Service Agency staff to be more effective in working with a wide range of organizations in Lesotho.

12. Total Assistance Fund disbursement to date has been M 19,755, to seven groups. Service Agency staff estimated that each staff member could handle four new loans/projects per year. Thus, with five staff members there would be 20 new projects per year at M 5,000 per project for a total of M 100,000 per year or M 200,000 for the two year period (April 1984 through April 1986) remaining under the project (See Appendix IV-5).

Staff involvement in monitoring such an enlarged project portfolio, has been estimated at 12 days per month for each of five Service Agency staff.

13. During the past year there has been a proliferation of development projects in Lesotho that include a revolving fund component. One example is the SIDA-supported $134,000 revolving fund for women's groups through the Women's Bureau. Another example is the $150,000 revolving fund of the Integrated Rural Development Project in Thaba Morena. For a longer period, LCCUL has run a rural credit system among its member cooperative and CARE has had a loan program with Mohair Spinning Cooperatives. To date these groups, including LDTC, have not met and compared experiences.

Service Agency staff should examine whether the distance approach is appropriate. The skills required to conceptualize and describe proposed income-generating projects as well as the actual decision to take credit is a delicate one that might require face-to-face interaction, rather than distance methods.

2. The Assistance Fund has not been used as specified in the Project Agreement. Emphasis has been on providing no or low interest loans to grass-root groups for production activities. As yet no grants have been awarded. Although there has been no formal decision not to give grants, the chairman of the Management Committee has expressed his reluctance to consider grant requests. LDTC staff also feel that loans to groups for initiating income-generation activities should be the priority.

3. The issue of distribution of profits by groups requires some serious consideration. Most groups are delaying the distribution of profits among members. It would be important to ascertain that such delays are concious group decisions in order to reinvest and begin loan repayment and are not having negative effects on the level of motivation of the groups. Ideally, groups should plan to ensure that profits are used for loan repayment, reinvestment, and profit sharing.

4. LDTC should consider the issue of presence at the field level. On the one hand a service agency should have close and permanent contact with grass-roots groups and field level NFE personnel. On the other, it should be remembered that the most effective Service Agency role might be that of supporting (helping to improve, expand and backstop) the efforts of others. Even so, working directly with a small number of Assistance Fund projects may necessitate more regular contact or occasional prolonged stays in the field.

14. A number of studies have been carried out on rural credit in Lesotho including one on revolving fund mechanisms. These studies bring important information on traditional credit practices and experiences, both positive and negative, of programs which have promoted credit in rural development projects in Lesotho. A list of some of these studies is provided in Appendix IV-6 and a synopsis of agricultural credit in Lesotho appears as Appendix IV-7.

15. The evaluation team met with the manager of the Lesotho Bank to discuss the possibility of the bank's involvement in the running of the Assistance Fund. The reason for considering this option lay in the fact that the Service Agency staff might not find it productive to be burdened with the increased administrative load of the large number of loans projected for the next two years. In fact, at the early stages of the project, negotiations were held between LDTC and the Lesotho Bank but they were discontinued. The present manager was not involved in those earlier discussions but would be willing to examine the possibility of the Lesotho Bank entering into partnership with LDTC in the administration of the Assistance Fund.

The Bank would need to examine selection criteria, assess them in relation to its own policies and, together with LDTC, devise procedures and criteria which respond to both LDTC and Bank requirements. Examples of modifications in conventional procedures that the Bank would be willing to consider include waiving collateral if the Bank is satisfied with the potential of the enterprise to be undertaken and accepting lower interest rates. The Bank would expect prospective borrowers to open accounts and make initial deposits of approximately 10% of the sum to be borrowed. The Bank would debit those accounts with the repayment and credit the dividends accrued. The Bank has established collection procedures which would apply to the Assistance Fund

loans. The Bank has 14 branches in the 10 districts of the country which could be used for the financial transactions of the Assistance Fund. As the Bank is the main mechanism for handling remittances from migrant workers in the Republic of South Africa, a large proportion of the population is familiar with this organization.

16. Assistance Fund is in a sense a misnomer as LDTC does not really maintain a "fund" from which loans are made. The first loan was made to the Khobotle Piggery Association out of LDTC funds which were subsequently replenished through a USAID/L injection of that amount nearly two months later. Later, the intended recipient of a large sum (M 12,000) decided not to take the loan after it was approved. As that sum had already been deposited in the Assistance Fund checking account, it remained there and has been drawn down upon as other smaller loans have been made. The balance of the checking account, which is in effect the Assistance Fund, was approximately M 2,000, even though USAID/L had agreed to maintain a balance of M 15,000 in the Assistance Fund account so that checks could be written to groups when loans were approved.

Issues

Through implemention of the Assistance Fund component of the project, Service Agency staff have been experimenting with new approaches, recording their experiences and reflecting on them. The following are some issues, emerging from our observations and discussions with staff, that require further analysis and consideration in planning for the remaining period of the project.

1. While heavy reliance on mailings is consistent with the distance education approach and with the aim of fostering self-reliance in groups,

Service Agency staff should examine whether the distance approach is appropriate. The skills required to conceptualize and describe proposed income-generating projects as well as the actual decision to take credit is a delicate one that might require face-to-face interaction, rather than distance methods.

2. The Assistance Fund has not been used as specified in the Project Agreement. Emphasis has been on providing no or low interest loans to grass-root groups for production activities. As yet no grants have been awarded. Although there has been no formal decision not to give grants, the chairman of the Management Committee has expressed his reluctance to consider grant requests. LDTC staff also feel that loans to groups for initiating income-generation activities should be the priority.

3. The issue of distribution of profits by groups requires some serious consideration. Most groups are delaying the distribution of profits among members. It would be important to ascertain that such delays are concious group decisions in order to reinvest and begin loan repayment and are not having negative effects on the level of motivation of the groups. Ideally, groups should plan to ensure that profits are used for loan repayment, reinvestment, and profit sharing.

4. LDTC should consider the issue of presence at the field level. On the one hand a service agency should have close and permanent contact with grass-roots groups and field level NFE personnel. On the other, it should be remembered that the most effective Service Agency role might be that of supporting (helping to improve, expand and backstop) the efforts of others. Even so, working directly with a small number of Assistance Fund projects may necessitate more regular contact or occasional prolonged stays in the field.

5. The funds budgeted for the Assistance Fund are clearly underspent. Service Agency expects to spend a major portion of these funds by initiating 30 new projects over the next two years. Apart from other implications of such an enlarged project portfolio, two questions should be posed: Can the educators be at the same time loan collectors (including handling of delinquency)? Should educators turn themselves into credit managers or should they work in partnership with credit experts?

6. The emphasis on small scale projects poses other issues: Is it appropriate to continue emphasis on smallness? Are projects too small to make a visible impact on income and quality of life? For example, taking into account the running expenses and the time required to produce, raise and market piglets, will the profit make an impact on the individual and family income? Does the sale of 80 to 90 eggs a day make much difference for the 10 families involved in the Ipopeng project? Conversely, if the purpose of the project is not profit but education and group development, are groups aware of this and do they understand that they should not expect great dividends from their efforts?

7. Because repayment schedules as well as plans for start-up activities for Assistance Fund groups have been devised by the time of loan approval it is important to get the actual money to the groups as soon as possible after the loan approvals. It is critical that the disbursement mechanism be responsive and timely. This requires that an adequate minimum balance be maintained in the Assistance Fund checking account.

Recommendations

1. That the Service Agency reconsider current plans to increase the number of Assistance Fund loans. LDTC should consider how realistic the proposed expansion to 30 Assistance Fund loans is within the next two years given the real time absorbed by each project and the other goals of a Service Agency.

2. That the Service Agency make more diversified use of the Assistance Fund, including support to NFE agencies and provision of grants. LDTC should analyze the current emphasis on income generating projects in order to achieve a more diversified use of the Assistance Fund as envisioned in the Project Agreement. In particular, reconsideration might be necessary of the current low priority assigned to grants. This will imply refining and expanding criteria for grant allocation. It might be that in some cases a group is not ready to take a loan and generate enough income to repay but the input of a small grant might bring them to a position of strength as a productive unit able to undertake more risky enterprises. Also, thought should be given to expanding the use of the Assistance Fund grants and loans to sup- port other NFE agencies to experiment with innovative programs. LDTC may use the Assistance Fund as a source of motivation to achieve changes in other NFE agencies.

3. That Service Agency look for ways to supplement the mailing of informational materials to help groups prepare loan requests. This could be done by enlisting extension workers from various ministries and other organizations or through LDTC staff based in the field, such as the Literacy Post Administrators.

4. That LDTC continue evaluation exercises designed to assess impact of Assistance Fund loans, but modify the methodology to serve as planning, monitoring, and documentation rather than purely research needs.

5. That selection criteria be refined to include assessment of projected income generation capacity, including how much/how soon profit can be expected.

6. That staff refine the questionaire for proposal preparation; simplify and shorten it. As this is the first contact with a group, ask only what is essential to proceed with negotiations. More detailed information can be obtained at a second stage when the interest of the group has been ascertained.

7. That staff ensure that projects do not postpone for too long the sharing of profits with its members.

8. That staff ensure that groups understand that profits might be fairly small to avoid unrealistic expectations that might cause frustration among members.

9. That Service Agency reinforce current outreach activities through workshops at district levels where grassroot organizations and agencies may learn of the Assistance Fund and possible proposals can be discussed on the spot.

10. That LDTC consider the possibility of appointing full-time district officers to serve in a few key districts. These officers could play a multipurpose role as Service AGency representatives, correspondence student advisors, and literacy post administrators. Alternatively, negotiate with IEMS Community and Leadership Development Division for cooperation at field level as well as with other agencies that have field personnel.

11. That LDTC consider alternative lending mechanisms such as involving a bank or the LCCUL in the administration of the Assistance Fund. At a minimum, follow-up on initial discussions with LNDB. While not all groups might benefit from a Bank-run scheme, in view of the increasing administrative load that the Assistance Fund might place on Service Agency staff, consideration of this or some other option is necessary. Assistance groups will gain important practical learning from the experience of dealing with more conventional lending institutions while influencing those to adapt their conventional policies to the needs of the poorer sections of the population.

12. That LDTC organize consultation meetings with other organizations involved in setting up revolving funds to exchange experiences and look for ways of coordinating and mutually reinforcing each other's work.

13. That Service Agency accelerate the production of NFE materials to support the training work being carried out with the Assistance Fund groups.

14. That LDTC begin to generate cash flow projections for the Assistance Fund and carefully monitor the process of dispersing loan funds.

15. That USAID/L and LDTC project staff examine ways of ensuring that the Assistance Fund account can respond quickly to disperse loans and that the issue of maintaining a M 15, 000 balance be clarified as soon as possible.

16. That Service Agency and LDTC management address the problem of the Assistance Fund Management Subcommittee not meeting frequently enough. Instead of relying only on top level officials from the ministries involved, it may be more efficient to delegate Subcommittee responsibility to technical officers who can more easily attend meetings as well as make valuable technical inputs. One solution might be to fix regular quarterly meetings so

that if a member cannot attend, a delegate can act as replacement. Service Agency staff may need to refine the proposal preparation mechanism so as to have three or four projects ready for submission at one time.

V. OTHER SERVICE AGENCY INTERVENTIONS

Findings

1. The Service Agency Section coordinates all requests received from outside organizations, directs work to other LDTC sections, negotiates schedules and fees with the requesting organizations, monitors performance in the delivery of services and provides direct assistance primarily in the areas of materials development and training. Each request received is approved or disapproved by management and is assigned to a Service Agency staff person who follows the request through the entire process.

2. LDTC management reviews each request which is received to determine if the request fits Service Agency criteria and is an appropriate activity for the institution. Request which are considered purely political in nature, or otherwise do not meet the criteria are rejected, though this is a rare occurrance. Criteria for Selecting Service Agency Work, which may be found as Appendix V-1, have remained virtually unchanged since the beginning of the USAID project. Rather than being selection criteria in the sense of facilitating selection of specific activities out of a large number of possibilities, these criteria are used more as a basis for accepting or rejecting a request which is put forward by an outside agency. In developing workshops and materials such as booklets, Service Agency staff do orient their work to the target group identified in their criteria and continue to address the broad objective of "providing an educational service aimed at improving the conditions of life in rural areas." By and large Service Agency activities with outside groups make use of the preferred distance education methods and materials indicated in their criteria: printed materials, posters and radio,

as well as training for field workers, as compared to assistance fund work which has more heavily involved staff in direct, face to face work with rural people.

3. The number of non-assistance fund interventions increased from approximately 30 activities during the September 1981 - September 1982 period to approximately 40 during the September 1982 - September 1983 period. See Appendix V-2 for the list of activities and clients. This growth appears to be related more to a general increase in public awareness of Service Agency and satisfaction with previous work than to a directed marketing of services to targeted clients.

4. Each of the non-assistance fund interventions listed in Appendix V-2 was categorized by the Evaluation Team by type of activity. On this basis the rough percentage of Service Agency work for other organizations by category is as follows:

33% - Training

23% - Materials Development (entire process)

5% - Research

5% - Pre-Testing Materials Developed by Other Groups

35% - Copy Editing, Printing or Recording of Materials Developed by Other Groups

Service Agency involvement in developing and delivering training has increased most appreciably in the past year which reflects the emphasis of the division. Staff would prefer to concentrate on multi-faceted interventions which include needs assessment, training and materials design and the delivery of workshops. However, the reality of Service Agency work with outside organizations is that such groups are often not oriented to such an integrated

approach, do not feel the need to involve LDTC or other agencies in all steps, and lack the funds to finance such "packages." Service Agency staff indicated they do try to plant the idea with outside organizations of involving LDTC in more comprehensive processes. In the meantine, Service Agency accepts more discrete tasks and attempts to increase public awareness of their range of services.

5. Service Agency is building awareness of its training capabilities on the part of outside agencies by inviting these agencies to send participants (at a cost of M 10 - M 20 each) to LDTC-sponsored workshops on the subjects of NFE techniques, materials development, communications and community organizing. Participation in such workshops has prompted some agencies to request Service Agency to design and conduct additional training for their personnel. For example, in 1981 LCCUL field staff were involved in a workshop on participatory training methods. Subsequently in July 1983, Service Agency was asked to assist LCCUL senior staff in conducting training for the Board of Directors. A third workshop to focus on training techniques, aids and materials is planned for the same field staff who participated in the 1981 workshop.

6. In addition to those interventions listed in Appendix V-2, Service Agency staff conduct sessions on particular topics such as materials production, communications, group functioning and bookkeeping as part of workshops sponsored by other organizations. As Service Agency staff are becoming more known for training in these areas, requests for their input to workshops have increased. Among the requesting agencies are the Ministry of Cooperatives and Rural Development, the Health Education Unit, LCCUL and the Livestock Division.

7. At the field level, extension workers with other ministries, who have observed Service Agency staff working with Assistance Fund groups, are increas-

ingly requesting their collaboration. Among those village-level workers seeking assistance and collaboration are nutritionists (Agricultural Extension Services), family planning workers and extension workers involved in pig production. Their main interest is in having Service Agency staff work with their groups in the areas of group functioning and needs assessment.

8. Printing jobs continue to represent a large proportion of Service Agency work. While such jobs generally do not demand much time from Service Agency staff and do generate both income and good will for LDTC, at times staff become involved in tasks such as correcting text, modifying formats and doing paste-up work.

9. Outside organizations, both governmental and non-governmental, are charged for the assistance they receive, according to the fee schedule found as Appendix V-3. Costing is done by the Section Head and the Service Agency staff person assigned to monitor the request. There is a degree of flexibility in the fees which are charged; for example, fees may be lowered somewhat if the requesting group is unable to meet the entire cost or if staff feel a workshop is experimental and their skills are not yet fully developed. While staff noted that there has been an increase in the revenues generated by Service Agency work related to training and materials development, a breakdown of income by type of activity was not readily available. The Accounting Section indicated that a high proportion of Service Agency-generated income comes from printing work, though during December 1982 to June 1983 little outside printing was accepted due to heavy LDTC printing needs. This limiting of outside printing work is reflected in the Service Agency income figures shown on the next page:

FY 1981 - 1982: M 16,855

FY 1982 - 1983: M 12,780

April 1, 1983 - August 31, 1983: Under M 2,000

Billing for services is now done upon completion of work and the Accounting Department reports no problems with collection.

10. Service Agency staff also undertake certain activities which they personally feel contribute to addressing NFE needs they have observed, even though there may have been no formal request from an outside group to do so. Such activities often emerge from staff work with Assistance Fund groups, and involve the development of training modules or educational materials. For example, training in the areas of group functioning and communications, developed by staff to strengthen groups which wish to be considered for Assistance Fund loans, is now requested by other agencies as part of their field worker training (nutrition worker and family planning worker training). Similarly, Service Agency has produced booklets on a range of topics staff feel will contribute to rural development -- for example, soil management for chieftains, pig raising, bookkeeping and administration of groups. Such booklets are distributed and used by extension workers employed by the Ministries of Health, Agriculture, Cooperatives and Rural Development. At present Service Agency staff are in the process of developing training modules in seven areas (see Chapter IV: The Operation of the Assistance Fund). Intended initially for use with Assistance Fund groups, some of the modules are expected to be appropriate for use in training extension workers and staff of governmental and non-governmental agencies involved in NFE.

11. During the past year Service Agency has begun producing a newsletter. To date three issues have been written and distributed: February 1983, April 1983 and August 1983. Staff plan to continue producing the newsletter on a quarterly basis. The newsletter is sent to approximately 250 NFE groups, including Assistance Fund groups and groups identified through the NFE survey. Content, which comes from other NFE-type publications, from ideas contributed by extension workers (e.g., Agriculture.) and from Service Agency staff who have identified topics they feel are of interest to the targeted readers includes:

- case studies of NFE groups and field activities,
- ideas on income-generating activities,
- "how to" articles on vegetable raising, appropriate technologies, farming practices, and
- information on the LDTC Assistance Fund.

The most recent issue included a "readability, comprehensibility, and interest test." Readers were offered a free copy of an LDTC booklet on the subject of vegetable gardening. Those wishing to receive the booklet were required to fill out a questionnaire (included in the newsletter) which quizzed the reader on the content of one of the articles. (To date only two responses have been received -- both from Assistance Fund groups.)

At present, the newsletter is still experimental and Service Agency is examining the most appropriate topics and format. There are plans to do an article on egg marketing, for example, and a hope that Assistance Fund groups will also submit material describing their experiences with the LDTC credit program. The newsletter permits Service Agency to produce articles and disseminate information on topics on which they feel they cannot develop

entire booklets without causing other ministries to feel as though their area is being infringed.

12. The number of activities in which Service Agency engages with outside agencies is limited by two major factors -- the ability of requesting agencies to pay for services and the availability of staff time to respond. While most organizations feel printing costs are reasonable and have budgets to cover printing expenses, many (particularly government) indicated that their budget constraints make it impossible for them to utilize Service Agency materials development and training services to the extent they would like. In regard to availability of staff time, it would appear that with Assistance Fund involvement continuing to expand, this factor will become more critical in determining the number of non-Assistance Fund requests Service Agency can effectively handle.

13. By and large, individuals within both governmental and non-governmental agencies, who were interviewed by the Evaluation Team, were aware of most of the services offered by the Service Agency. While this may be in part due to the fact that the Team interviewed primarily those groups which have had some previous involvement with the Service Agency, we feel those organizations represent a fair cross-section of NFE practitioners in Maseru. Most organizations could cite at least one workshop to which their staff had been invited or were aware of educational materials developed by LDTC. However, there is a tendency by other ministries to continue thinking of LDTC, and hence the Service Agency, as being concerned primarily with providing literacy instruction and/or support to students pursuing formal studies via correspondence courses.

14. To date Service Agency has not been able to follow up its interventions with outside organization in a systematic manner. The number of organizations

which bring additional work to Service Agency indicates a level of satisfaction on the part of the recipients. In at least one case (LCCUL) management of the organization indicated that training provided by Service Agency had led to a sustained improvement in staff skills. However, overall, the impact of Service Agency interventions on outside organizations is a real unknown, particularly in terms of how educational materials have been employed, whether staff have been able to use skills taught in workshops and whether the ultimate clients of these organizations have been affected.

15. The function of planning for non-Assistance Fund activities is very much a process of examining requests in hand and those which are anticipated, then projecting the amount of the time which will be necessary to meet outside organizations' requirements. These projections essentially become the "plan" which is prepared every six months. See Appendix V-4 for the current Service Agency workplan for July - December 1983. While Service Agency staff meet weekly to update each other on activities, problems, issues and needs, there is no formal process for incorporating into the unit's plan ideas on logical follow-on work, new activities which might be useful to the overall strengthening of NFE practitioners, or new directions which might make sense within the mandate of the Service Agency. While growth and change are somewhat based on staff experience, reflection and intention, the planning mechanism does not provide targets for them other than performing specific services that have already been requested.

Issues

1. Cultural norms and political realities are critical influences on the appropriate form, means and pace for operationalizing the Service Agency con-

cept in a particular setting. Further, the disproportionate strengthening (through donor funds) of one agency (LDTC) vis-a-vis other governmental and non-governmental institutions creates dynamics which also impact upon the types of relationships which are possible and the means for fostering relationships. The LDTC Service Agency must play a balancing act at this point -- responding to specific requests brought to the agency by outside groups; initiating contacts to increase awareness of LDTC informational resources, materials and training services; and taking a proactive stance in addressing NFE needs they have identified at field, district and national levels, without creating antagonism by pushing too hard, too fast.

2. In general, bureaucratic structures in Lesotho do not encourage a high level of collaboration within and among institutions. However, on operational levels and through fairly informal mechanisms, individuals and institutions are quite aware of the activities of others. The building of an effective Service Agency depends heavily upon establishing networks to facilitate exchange and creating collaborative relationships which engage individuals and resources in addressing common problems. Without such networks and collaboration a Service Agency's impact can be seriously limited to simply responding to specific tasks when they are presented. It is very important at this juncture to identify and work with those institutions and individuals who are best positioned to become part of strong collaborative efforts in NFE, at the field, district and national levels.

3. As the leading institution for nonformal education Lesotho, LDTC in general, and Service Agency in particular, must not only continue to strengthen its own institutional capabilities in NFE, but also find ways to increase the effectiveness of other organizations which are involved in the delivery of ser-

vices using NFE approaches. To this end, as Service Agency learns more about the nature of NFE, it is essential that this learning be shared; that Service Agency not only develop materials and workshops for outside organizations, but also train the myriad groups engaged in NFE to do the same for themselves. At this time in particular, Service Agency is becoming increasingly involved in the delivery of services directly to grassroots level clients, learning from that and gaining tremendous satisfaction from such involvement. Now, more than ever, Service Agency must seek creative ways of using this experience to strengthen other organizations and their field workers if the impact of their knowledge and skills is to be maximized. The number of grassroots level groups which can be assisted directly by Service Agency will always be limited by the number of staff, while the potential to strengthen field workers connected with other ministeries is really quite great. To that end it is important to have a clear idea of those institutions and individuals who are critical "clients" for Service Agency assistance if one wishes to facilitate a multiplier effect.

4. Service Agency work with outside groups to some extent lacks concerted direction because of the absence of a planning process which incorporates past experience of Service Agency, considers major NFE needs in Lesotho, and builds a logical series of activities to respond to these needs. Service Agency work with other institutions is heavily dependent upon those institutions requesting specific services or Service Agency staff developing materials and workshops with some sort of transferability and applicability to a larger audience. This leads to a certain lack of intentionality in working with outside groups as a whole and may limit the impact that could be had in strengthening NFE practitioners in the country.

5. As the number of staff persons for Service Agency is unlikely to change in the foreseeable future, and the volume of work with both Assistance Fund and non-Assistance Fund clients is likely to increase, there is a tremendous need to establish priorities relating to clients, types of services, number of activities (including loans) and level of agency involvement. The current mode of operating, in which staff respond to all requests that are received, occasionally negotiating for postponements, will become unworkable if the the volume of work increases as much as anticipated.

6. In the absence of comparative data, follow-up visits and tracing of outside organizations which have been recipients of Service Agency assistance, it is impossible to gain an accurate picture of which services have had the greatest impact. In order to make informed decisions regarding directions the division should turn, there is a need to observe and evaluate the sustained effects of Service Agency interventions.

7. As part of a pilot project in NFE, the Service Agency should be experimenting with a wide range of approaches, techniques and media and documenting the results to be shared with a larger community. Assistance Fund activities as well as work with other outside organizations can provide the testing ground for trying various combinations of inputs with different clients. Such testing is important for the strengthening of services and products of Service Agency, for the planning of future directions and the furthering of a broad understanding of nonformal education.

Recommendations

1. That Service Agency establish priorities for their work with outside organizations, and that such prioritizing include, but not be limited to assessment of the following:

- potential for strengthening NFE networks;
- potential for extending impact by strengthening institutions and individuals who serve rural populations;
- potential for testing and documenting a wide range of approaches;
- potential for developing generic materials or workshops with applicability for multiple clients;
- amount and quality of staff and Service Agency resources required.

2. That Service Agency supplement its six month projections by strengthening its planning process. Staff should be involved in actively determining directions and emphasis for non-Assistance Fund work. They should set objectives related to clients, types and levels of activities by examining the NFE needs they have identified, the section's priorities and the overall goals of Service Agency.

3. That Service Agency carefully assess the amount of staff time required to effectively carry out an expanded Assistance Fund loan program and consider the impact this program will have on resources available to respond to the needs of other outside organizations. Careful monitoring of number of hours spent each month by staff on work directly related to each loan applicant and recipient is essential. At periodic intervals, staff should calculate time spent; project future staff involvement in the loan program; examine the balance between this program and non-Assistance Fund work; and determine if that balance is appropriate vis-a-vis Service Agency objectives.

4. That Service Agency develop a system for tracking individuals who have participated in training workshops, and gather information they can use to make informed decisions about training content, methods and clients. Among the many questions Service Agency needs to address in regard to the training they offer are:

- Are individuals who have been trained in positions in which they can/do use skills?
- What structural, financial, or social factors affect their use or non-use of skills?
- Do/how do these people put skills into practice?
- Do they train others?
- Do they require additional training, follow-up consultation and advice or materials?
- How do they perceive the utility and relevance training received?

5. That Service Agency assess the impact and use of education materials they have developed, including analysis of:

- the ways in which materials are used;
- how materials are disseminated;
- audience reception;
- the effect of combining several media into a package;
- which media are most effective and popular with various audiences.

6. That Service Agency examine ways of expanding and strengthening NFE networks and collaboration at national, district and local levels. Conferences dealing with shared interests, such as the one planned for November 1984 on the topic of technical and financial assistance are important for building networks. Service Agency may wish to consider more district level training work-

shops or the possibility of inviting field workers from other ministries to participate as co-trainers with grassroots level groups. In this way other extension people can be exposed to NFE techniques which they may adopt in their own work.

7. That Service Agency consider developing case studies or other means of documenting the work they are doing. Such studies should include developing a profile of clients, examining Service Agency interactions and analyzing changes in the organizational functions and effectiveness. As much as possible, Service Agency should experiment with a variety of approaches and media with various groups in order to create cases which invite contrast and comparison. Resultant data, monitoring reports and case studies would be useful to Service Agency for ongoing, formative evaluation and planning as well as for sharing the LDTC experience with a larger audience of NFE practitioners.

VI. COMMITMENT OF THE GOVERNMENT OF LESOTHO

Findings

1. Although LDTC is formally a part of the Ministry of Education, an Act of Parliament (1980) granted LDTC fiscal autonomy to manage "special funds" generated by its own services and through grants from donor agencies. The Government of Lesotho has thus recognized at the highest level the need for institutional flexibility for LDTC to carry out its mandate in nonformal education.

2. Praise for LDTC as an institution and for its work was readily forthcoming from virtually everyone interviewed in the public sector, most significantly perhaps from the Permanent Secretary for Education and the Chief Education Officer.

3. The Permanent Secretary for Education is the chairperson of the Interministerial Management Committee of LDTC and of the Assistance Fund Management Subcommittee. He is enthusiastic about both roles and especially concerned that careful use be made of the Assistance Fund.

4. Some 60 percent of LDTC's operating expenses for 1981-82 were supplied by GOL. Forty (40) percent were generated by LDTC through provision of services and grants from donors. Support from outside donors is currently programmed through 1985 (UNICEF), April 1986 (USAID), and August 1984 (Irish Consulate).

5. GOL is maintaining about 40 of the 66 personnel positions assigned to LDTC. Some 6 positions are vacant and cannot be filled because of a GOL freeze on hiring. LDTC is providing salaries to at least 7 people with its own funds.

USAID is providing salary support for 10 of the LDTC personnel positions not covered by GOL and LDTC.

6. GOL as represented by the Permanent Secretary of the Ministry of Education is currently negotiating with the Ministry of Finance in order to obtain a 1984-85 budget large enough to absorb LDTC personnel now maintained through USAID project funds. The Permanent Secretary was hopeful that the Ministry's representative to the Ministry of Finance's Budget Subcommittee would succeed in negotiating an adequate budget for the education sector.

7. The LDTC Deputy Director has been secunded to the Ministry of Agriculture to work with an FAO programme for one year.

8. Authorities in the Ministry of Education are actively considering the appointment of the LDTC Director to the position of Deputy Permanent Secretary. The Director has indicated his strong preference for remaining at LDTC and the Permanent Secretary manifested verbally his respect for the Director's wishes.

Issues

1. Changes of LDTC top leadership might seriously weaken the prospects for a successful culmination of concentrated efforts to improve NFE in Lesotho. As informtion and analysis presented throughout this report indicate, LDTC's current expansion and improvement is being supported by special inputs from both USAID and UNICEF, both programmed to continue for at least two more years. For the USAID project, the remaining period is viewed as the most critical. To date, LDTC has been and continues to receive specialized training, technical assistance, equipment and materials and has undertaken the initial preparation and experimentation necessary to reach the point where it can now begin to make real progress in expanding and improving NFE for the majority of Basotho.

2. The personnel program stability of LDTC depends on the localization of support now being carried by donor organizations. The GOL is presently facing budgetary difficulties which can be expected to continue beyond the period of available donor support.

3. Incorporation into the Ministry of Education has brought some security to LDTC staff who have been absorbed by the civil service system. However, there has been some cost to LDTC in losing control over the hiring of new personnel. At present LDTC can participate in narrowing the list of candidates to be considered for a position, but it does not make the final decision. The issue is whether this process ensures the selection of highly committed and well qualified individuals or not.

Recommendations

1. That the GOL through the Ministry of Education affirm its commitment to LDTC by ensuring it the leadership and staff necessary to expand and improve its role as the country's leading NFE institution.

2. That a sound plan for the localization of LDTC resources now provided through USAID (and other donors) be developed by the end of 1984. Such a plan should be based on a realistic assessment of:

a. the efficiency and effectiveness of existing LDTC programs and organizational structure in order to establish priorities and concomitant needs projected through 1985-1990.

b. the ability of LDTC to generate further income during the same period; and

c. GOL commitment to resource provision for LDTC during the same period.

3. That in addition to being included in the process of developing a short list for candidates to LDTC positions, LDTC try to obtain agreement from the Ministry of Education that it will not hire a candidate whom LDTC judges to be unqualified for the position.

VII. PROJECT ADMINISTRATIVE, MANAGEMENT AND MONITORING PROCEDURES

Findings

1. The Project Advisor and/or LDTC Director normally meet with the USAID/L Human Resources Development Officer an average of once per week. The HRDO feels that she is kept well informed about project activities, that LDTC involves her at appropriate decision points and that she has ample opportunity to make technical inputs.

2. Project Implementation Letter No. 1 states that "Education Reports are to be furnished semi-annually," and financial reports "not less frequently USAID/L and AID/W S&T/ED copies of the LDTC biannual report. These reports briefly describe the aims of LDTC and its structure, and summarize the activities of the previous six months for each division. Unlike the USAID/L Monitor who receives weekly updates, the S&T/ED Monitor in Washington depends upon such project reports to keep up on project activities. As he is particularly interested in plans, issues, and overall functioning of the Service Agency, more frequently and detailed reporting is desired.

3. Neither USAID/L nor LDTC cited any negative factors in the USAID/LDTC partnership. Both spoke highly of the benefits of the relationship, with USAID generally satisfied with the level and quality of project outputs, and LDTC appreciative of the relative autonomy afforded them by USAID.

4. Among the positive effects of the USAID/LDTC partnership, in addition to those effects that relate directly to the objectives of the project, are:

- For LDTC - An overall strengthening of the institution and building of relationships with USAID that may well lead to additional roles and opportunities within USAID-sponsored projects.

- For USAID/L - The expansion and diversification of NFE resources within Lesotho, in particular the strengthening of LDTC in areas that will be important for future activities related to NFE, basic and vocational education.
- For AID/W/S&T/ED - Access to a fertile setting in which to test the Service Agency concept, to experiment and to elicit learnings about NFE.

5. In regard to contractual matters, there are certain weaknesses in the OPEX mechanism, which have had some impact on the Project Advisors and USAID/L, particularly in terms of time spent clarifying issues:

- There are inconsistencies between the contract signed by USAID and the recruiting agency, and the appointment agreement signed by the recruiting agency and OPEX personnel. For example, the contract holds the recruiting agency responsible to adhere to USAID travel and leave policies, while the appointment agreements essentially state that host institution policies prevail for OPEX personnel.
- The absence of a Contractor representative to deal with administrative issues has cause certain frustration for OPEX personnel as well as forced USAID/L to become involved in responding to concerns and problems on behalf of these individuals.
- OPEX arrangements do not provide any structured access to technical support on the part of in-country advisors. Rather, the Contractor functions more as a recruiting agency and banker. It should be noted, however, that neither of the current project advisors has felt any particular need for such technical support

from the Contractor. Rather, they use NFE resources such as AID/W/S&T/ED, UMASS and MSU for technical needs.

6. There was a considerable amount of time required to recruit and contract with the current Project Advisor who replaced the first advisor. USAID/L became involved in requesting that a second round of interviews be conducted by the recruiting agency and the position remained vacant from March 1981 until September 1981. Similarly, there have been delays in finalizing contractual matters for the extension of the Project Advisor's term of service.

7. The LDTC Accountant has expressed concern that he is not informed by USAID/L when project funds are dispersed by USAID/L or AID/W/S&T/ED, hence he is unable to maintain an accurate record of expenditures or balance. He indicated that the government audit which was recently completed also made note of this. The Accountant has received training in AID financial systems and will further strengthen his skills through short-term training at UMASS. However, given the complexity of USAID financial reporting procedures, additional advice and on-going assistance may be indicated.

8. At present the project functions on a cost reimbursement basis, with quarterly vouchers being submitted. The vouchering process has been improved with LDTC submitting in a more timely fashion, and the July - September 1983 voucher had been submitted at the time of the evaluation. LDTC management expressed concern, however, that the cost reimbursement procedure puts strain on LDTC cash flow as the institution must carry costs for the three month period. It is interesting to note the difference in procedure with the Service Agency Project in Ecuador where AID/E deposits an advance in the implementing agency account and receives vouchers for expenditures which, if

approved, are subtracted from the advanced sum. Once a pre-determined minimum balance is reached a new advance is made for replenishment.

Issues

1. USAID/L contractual and personnel procedures are cumbersome and time-consuming, and lead to situations in which neither the host institution nor the OPEX personnel are certain of the status of project advisors.

2. The cost-reimbursement nature of the contract creates cash-flow problems for LDTC.

Recommendations

1. That LDTC personnel who deal with accounting and financial matters be assisted in refining tracking and dispersement systems for project funds, including assistance fund monies and that a system of advances be instituted.

2. That USAID/L provide LDTC with information on USAID/L and AID/W dispersements of project funds in a timely fashion.

3. That AID/S&T/ED and LDTC project staff determine mutually acceptable ways of reporting project activities and keeping Washington informed.

4. That USAID/L expedite the process of finalizing the contract extension for the Project Advisor.

LIST OF ACRONYMS

CIT	Commercial Training Institute
GOL	Government of Lesotho
IDM	Institute of Development Management
IEMS	Institute of Extra Mural Studies
ILO	International Labour Organization
IOE	Institute of Education
LANFE	Lesotho Association for Nonformal Education
LCCUL	Lesotho Cooperative Credit Union League
LDTC	Lesotho Distance Teaching Centre
LERA	Lesotho Educational Research Association
LFNCO	Lesotho Food and Nutrition Coordinating Office
LHM	Lesotho Handspun Mohair
LIET	Lesotho Inservice Education for Teachers Programming
LNCW	Lesotho National Council of Women
LNDB	Lesotho National Development Bank
LNDC	Lesotho National Development Cooperation
LPPA	Lesotho Planned Parenthood Association
LWA	Lesotho Workcamps Association
NCDC	National Curriculum Development Center
NTTC	National Teacher Training College
NUL	National University of Lesotho
PHAL	Private Health Association of Lesotho

LESOTHO
SCALE 1:750,000
REPUBLIC OF SOUTH AFRICA
REPUBLIC OF SOUTH AFRICA
BUTHA-BUTHE
LERIBE
BEREA
MOKHOTLONG
MASERU
MAFETENG
QACHA'S NEK
MOHALE'S HOEK
QUTHING
MALUTI RANGE
CENTRAL RANGE
THABA PUTSOA RANGE
DRAKENSBERG
DRAKENSBERG
MASERU

INTERVIEWS CONDUCTED BY EVALUATION TEAM

Lesotho Distance Teaching Centre

Mr. Ken Tsekoa, Director LDTC

Mr. J.B.K. Maime, Deputy Director, LDTC

Mr. Nylane

Mr. Phollongoe, Director, Service Agency (at U. Mass)

Mr. R. Betz, Project Advisor

Mr. Motlatsi Morolong, Service Agency Division

Mr. Monteseng Mofokeng, Service Agency Division

Mr. Theo Derkx, Service Agency Division

Mr. Ntoleng Lechasa, Service Agency Division

Mrs. Mathato Khitsane, Service Agency Division

Literacy-Numeracy Section - 3 members

Writer's Section - 4 members

Research and Evaluation Section - Linda Seghan, Palasa, Samuel, Tseliso

Radio Section

Accounting Section

Resource Centre

Government of Lesotho

Mr. V.P. Machai, Rural Development Coordinator, Ministry of Cooperatives and Rural Development

Mr. Ntsane, Radio Lesotho

Mr. Sabatane, Research and Development Unit, Institute of Education, National University of Lesotho

Mr. Ash Hartwell, Planning Unit, Ministry of Education

GOL (continued)

Mrs. Mokowane, Women's Bureau (Office of the Prime Minister)

Mrs. Mpeta, Nutrition Education Unit, Ministry of Agriculture

Mr. Kwadi, Senior Extension Officer, Ministry of Agriculture

Mr. Sellokhetsi, Chief Extension Officer, Ministry of Agriculture

Mr. Petlana, Chief Health Educator, Ministry of Health

Mrs. Mantoa Qhashele, Senior Home Economist, Ministry of Health

Mr. M.T. Raditapole, Principal Health Educator, Ministry of Health

Mr. Tsoeu, Agricultural Information Unit, Ministry of Agriculture

Mr. Fanana, Senior Planning Officer, Central Planning Office

Mr._____, Permanent Secretary, Ministry of Education

Mr. Rokabuku, Chief Education Officer, Ministry of Education

Mrs. Ntsaryana, Agricultural Training Unit

Mrs. Leteka, Piggery Division, Livestock Department, Ministry of Agriculture

Mr. Lepamo, Lesotho National Development Bank

Mr. _____, Manager, Lesotho National Development Bank

Mrs. Mboie Rascekila, Poultry Officer, Livestock Division, Ministry of Agriculture

Mr. Mothakathi, District Poultry Officer, Leribe, Ministry of Agriculture

Miss Mpho Masienyene, Food and Nutrition Coordinating Office

Non-Governmental Organizations

Mrs. Mosala, Lesotho National Council of Women

Mr. Dale Majors, Lesotho Council of Credit Unions League

Mrs. Mohotu, Information, Education and Communications Officer, Lesotho Family Planning Association

Khobotle Piggery Association Members

Community and Leadership development Section, Institute for Extra-Mural Studies, National University of Lesotho

Dr. Greg Davenport, Research and Evaluation Section, Institute for Extra-Mural Studies, National University of Lesotho

Mr. Thaba Makara, Private Health Association of Lesotho

Mrs. Maluka Mohlakoana, Chairman Ipopeng Poultry Association

Ipopeng Poultry Association Members

Koloni Uniform Sewing Centre Members

USAID

Ms. Patsy Layne, USAID/Lesotho Education/Human Resources Officer

Mr. James Hoxeng, SET/ED

Ms. Edna Boorady, USAID/Lesotho, Mission Director

Other

Mr. Dennis Malin, Cousular General, Irish Consulate Office

Ms. Julie-Anne Mullen, Secondary Teachers Program Advisor, Irisn Consulate Office

Staff Thabana Morena Integrated Rural Development Project

Job description and Requirements of the Project Adviser

The main task of the Project Adviser is to assist the management of LDTC with the implementation of the project. Among other things he will be responsible for the following duties:

1. Working with and under the Service Agency Coordinator to ensure that expansion of LDTC's SA capacity is both sensible and orderly.

   Assisting the management of LDTC in assessing training needs and selecting training institutions.

2. Ensuring the smooth and equitable operation of the Assistance Fund for NFE as provided for under the project. Training local staff in the operation of the fund.

3. Training LDTC staff in appropriate NFE techniques and their appropriate use for rural development. This may cover slide/cassette tapes, photo novellas, comics, radio programmes/spots, newsletter, workshop, and the like.

   Advising clients on the most appropriate educational materials to meet their needs and the most appropriate strategies to execute their proposed programmes.

4. Ensuring that educational materials (e.g. radio spots, pamphlets, posters) are well integrated and coordinated.

5. Ensuring that the service rendered by the SA section to NFE organizations is of high quality. These services include designing, preparing and printing instructional materials such as booklets, posters, leaflets, photostrips, radio programmes, group courses, workshops and research/evaluation assignments.

6. On behalf of the Director of LDTC, maintain the flow of communication between LDTC and USAID. This would minimally imply extensive written monthly reports.

Consequently we are looking for a candidate who, for several years, has worked with or managed a NFE project in Africa and who is crossculturally sensitive and has a good understanding of African lifestyle.

The successful candidate should have:

1. At least 5 years experience/training in the management and implementation of NFE projects.

2. Experience/training in income-generating activities and assistance funds for rural development.

3. Experience/training in instructional materials (design/relevance/use)

4. Thorough knowledge of adult education and NFE in Africa.

5. Experience/training in cost analysis of NFE activities.

TITLE: NONFORMAL EDUCATION EVALUATION SPECIALIST

RESPONSIBILITIES:

The NFE Evaluation Specialist will be responsible for providing inputs into the design, monitoring, evaluation, and documentation of Lesotho Distance Teaching Centre (LDTC) nonformal education activities.

STATEMENT OF WORK:

As NFE Evaluation Specialist this nonformal education professional will coordinate his technical inputs with the USAID Project Advisor and will work with and under the LDTC Research and Evaluation Section and its Section Head to provide a series of services to the LDTC. These comprise:

(1) his/her technical analysis and advice in the development, planning, implementation, and documentation of evaluation approaches and methodologies that would be most effective for the various LDTC sections (Service Agency, Literacy and Numeracy, Radio, Basic Rural Education, Student Advice),

(2) development and testing of prototype NFE evaluation approaches, methods, and materials,

(3) support of training and materials development for LDTC NFE activities in the various sections,

(4) development of publications and dissemination of materials documenting LDTC experience in nonformal education especially as it relates to in-Lesotho use of the NFE Survey,

(5) training of counterparts and relevant LDTC staff in NFE evaluation theory and methodology.

QUALIFICATIONS:

1. Several years field experience in nonformal education, community development, or similar programs in Third World countries.

2. Practical experience in NFE evaluation approaches and methodologies (participatory research, community needs

assessment, feedback systems, formative evaluation methods, etc.).

3. An advanced degree in education, social science, or relevant field with a working knowledge of computers.

4. Experience in training and materials development highly desirable.

5. Prior Lesotho or African experience an asset.

November 19, 1981

March 4, 1982 REVISED

Assistance Fund Loans Granted: October 1983

Name of group	Location	Project Focus	Loan Amount	Date of contract	Project Completion
1. Khobotle Piggery Assoc	Mafeteng District	Breeding & selling Pigs	M3,500.00	20 July 1982	1 January 1986
2. Koloni Uniform Sewing Centre	Berea District	Making & selling school uniforms and dresses	M4,500.00	22 December 1982	1 December 1985
3. Lesotho Council of Workers(Womens Section) Vocational School	Maseru	Womens Vocational Skills Training	M3,350.00	5 April 1983	31 August 1986
4. Ipopeng Leribe	Leribe District	Tending chickens & selling eggs	M796.00	8 May 1983	8 May 1984
5. Bela Bela Womens Institute	Leribe District	Tie & Dye Products for sale	M196.00	To be determined	3 years from contract signing
6. Visual Problem Centre	Maseru	Blind peoples Vocational Skills Training	M5,700.00	To be determined	2 years,6 months from contract signing
7. Boiteko Lekhalong La Baroa	Near Machache Maseru District	Making & selling knitted articles to schools	M1,860.00	To be determined	3 years from contract signing

Status of Assistance Fund Loan Applications Received
October 1983

PROPOSALS REJECTED BY LDTC SCREENING COMMITTEE:

Butne Butha Driving School
Maseru Typing School
Matela Piggery Farmers
Mohales Hoek District Piggery Association
Majara Burial Society
Sehlabathebe Grazing Association

PROPOSALS REFERRED TO OTHER INSTITUTIONS FOR ASSISTANCE:

Bethany Village Development Committee
Ha Liphoto Mathloana VDC
Bela Bela LEC Choir
Sehlabathebe Grazing Association

PROPOSALS IN NEED OF FURTHER INFORMATION FROM GROUP:

Phelonamane Butha Butne
Ntloana Tsoana Wool and Mohair Growers
Itatelseng Credit Union
Ha Sekoati Nutrition
Siloe Nutrition Group
Ha Liphoto Mathloana VDC
Mohales Hoek Nutrition Centre
Boiteko Maloseng Thrift and Credit
St Alphonse Girl Guides Association
Moeneneng Leribe Village Development Committee
Mothatlo Oa Tsoaliso Ea Likolobe, Ha Joele Qachas Nek
Ramoroatsi Farmers Association
Itekeng Ha Tjeka
Likuiling Community School
Mechoko Farmers Cooperative
Thabang Makamela Communal Garden
Tsupane Ha Tjeka (Mafeteng)
Phepo E Nepahetseng
Leribe Horticultural Society
Boiteko Communal Garden (Linakeng)
Phaphanma Communal Garden (Linakeng)
Maseru Homemakers
Columatau
St Theresa Mission
Tlalinyana Poultry Association
Thaba Bosiu Boiteko Association

THE SELECTION CRITERIA FOR THE ASSISTANCE FUND

A. General Criteria:

Grants and loans are to be made to those applicants (groups and organizations) who are, in the opinion of the Screening Committee and the Assistance Fund Management Subcommittee, working toward genuine development within Lesotho. This is to be evident from the work the applicants have done over the past few years.

Only applicants who do not have access to the financial resources of conventional lending institutions are eligible for loans and grants. The Assistance Fund can not provide financial assistance to applicants which may duplicate the work of another institution or Ministry. It is the intention of the Assistance Fund to provide assistance to the large numbers of people who represent the more disadvantaged segments of the rural population. Whereasthere is no maximum amount that may be loaned or granted to applicants, all things being equal,applications for modest amounts of money receive preference.

Loans and interest due are to be repayable in equal installments over equal periods of time in the shortest time possible. Loans to income generating groups are subject to interest rates equal to the lowest current bank deposit rates in Lesotho at the time the loan is made. At the present time this is 4% times the number of years tnat the loan is for (simple rate of interest - not compounded).

It is required that each loan or grant contract between the LDTC and the recepient be signed bythe Director of the LDTC and by at least two and preferably all group members.

The Screening Committee is to have the right to make recommendations on exceptions to the Selection Criteria with proper justification to the AFMS. USAID/ Lesotho is to have the right and obligation of quarterly review of all loans and grants. Access by the LDTC to the project activities and financial records of the assisted group or organization is to be allowed for needs assessment and evaluation purposes for three years after the end of the assistance programme. LDTC is under obligation to evaluate all activities supported by the Assistance Fund.

B. Specific Criteria:

1. Membership and Target Population of the Organization -
   a. The organization is Lesotho based and Basotho run
   b. The organization benefits the more disadvantaged segments of the rural population
   c. The organization is community based
   d. The number of participants and area of coverage justifies involvement by the LDTC

2. Present Activities, Future Goals, and Strategies of the Organization -
   a. The actions of the organization fit with the Government of Lesotho Five Year Development Plan
   b. The organization has a clearly understood statement of present activities, future goals, and strategies to realize these goals
   c. The activities of the organization provide for a direct and identifiable improvement in members lives
   d. The activities of the organization provide for a built-in chain reaction effect on development in the community
   e. LDTC work with the organization will not duplicate the work of another agency

3. Member Participation and Involvement
   a. The organization uses all appropriate and available local physical and human resources through peoples participation
   b. All members of the organization have the opportunity for equal input into the decision making process of the organization

4. Organizational Committment
   a. The organization is committed to doing its job even without the help of the LDTC

5. Financial Assistance Issues
   The organization requires additional monies to accomplish expansion or programme development/ intensification <u>and</u> other funding sources are not available.

a. Organizations that need financial assistance with project investments to generate income or begin revolving funds/ credit programmes, ie. agriculture, animal husbandry, sewing, handicrafts, carpentry, etc., qualify for a loan.

1. The organization has furnished sufficient evidence of capability to repay the loan at the agreed upon interest rate and repayment schedule and still ensure the economic continuation of the organization (money for reinvestment and profit for members) by providing information on:
   (a) how much it plans to produce and sell within a specified time period (one month, or six months,etc.)
   (b) how much it expects to receive within the same specified time period from the sale of products mentioned in No. 1;
   (c) how much money it receives within the specified time period from subscription fees and from other sources;
   (d) how much it will spend on materials within the specified time period to produce the products mentioned in No. 1;
   (e) how members will be paid for their labour and how is it determined- by a percentage of the products the members make, on a hourly basis, on a monthly basis, etc.;
   (f) what the other expenses are that must be paid within the same specif time period such as paraffin, electricity, rent, etc. to produce and sell its products;
   (g) amount realized from product sales to pay back the loan, to reinvest into the organization, and to make a profit for members.

2. The organization has furnished sufficient evidence that it will be able to satisfactory market its products. This may be done by providing information on:
   (a) success of past or present marketing outlets,
   (b) market survey data supplied by government or private sources.

b. Organizations that need financial assistance with what is an educational activity which does as a result of its training produce some, limited salable products, ie. a rural training school which in the course of its training programme does produce some salable products, qualify for a loan at no interest rate.

1. The organization has furnished sufficient evidence of capability to repay the loan at the agreed upon repayment schedule and still ensure the economic continuation of the organization (money for reinvestments) by providing information on:
   (a) how many people it expects to train within a specified time period (one month. six months, or one year, etc.) and how much will be realized from tuition fees;
   (b) how much money it will receive from other sources including products produced and sold within the same specified time period;
   (c) how much it will spend on training materials within the specified time period;
   (d) how much the trainers and organizers are paid within the specified time period if they are paid at all;
   (e) what the other expenses are that must be paid within the specified time period such as paraffin, electricity, rent, etc. to conduct it training programme;
   (f) amount realized from product sales and from other sources such as tuition so as to pay back the loan and still have enough to reinvest in organization;

2. The organization has furnished sufficient evidence that it will be able to satisfactory market the salable product- produced from the training programme. This may be done by providing information:
   (a) success of past or present marketing outlets,
   (b) market survey data supplied by government or private sources.

c. Organizations that need financial assistance with what is an educational purpose, ie. nutrition education, pre-school education, health education, qualify for a grant.

ASSISTANCE FUND PROPOSAL DEVELOPMENT QUESTIONAIRE

To ensure that your request for assistance is acted upon in a timely fashion by the Lesotho Distance Teaching Centre, the following questions must be answered in detail and mailed back to us as soon as possible.

********** ********** **********

1. What is the name of the group? _____

   What place is/ will be the centre of the group's work?: _____, _____

2. Number of group members? _____

3. Is your group registered? YES / NO If no, will it soon be registered? YES / NO

4. What are the objectives of your group?

5. Does your group make money? YES / NO

   How?

6. Does your group make a profit for its members? YES / NO ; If yes, how is this profit shared among your members?

7. How many members of the group are wage earners?

8. What is the per month average income level of all members of your group (check one):
   - M 0 - 30 per month
   - 31 - 60
   - 61 - 90
   - 91 - 120
   - 121 - 150
   - 151 and over

9. What is your group presently doing?

10. What does the group want to do?

11. What does your group need to enable it to realize what it wants to do?

12. Of the things your group needs, what can it provide for itself?

13. Of the things your group needs, what would you like the LDTC to provide?

14. How much financial assistance is required from the LDTC? M _____

By what time can you repay all of the loan plus 4% interest per year? _____

15. THE BUDGET. If such assistance requires money, please fill in the following: (The more information that you put here, the more that you will be able to convince the LDTC that you can handle money. The LDTC welcomes requests for small amounts of money. All other things being equal, requests for small amounts of financial assistance receive preference)

LIST PRESENT INCOME (FROM ALL SOURCES):

Amount	How Raised	Over what Time Period

LIST ANTICIPATED FUTURE INCOME (FROM ALL SOURCES):

Amount	How Raised	Number of Items Sold	Over What Time Period

LIST PRESENT EXPENSES (FROM ALL SOURCES; BE SPECIFIC):

Amount	Items Purchased	Over What Time Period

LIST FUTURE EXPENSES (FROM ALL SOURCES: BE SPECIFIC):

Amount	Items Needed	Who Will Buy Them	Over What Time Period

How much do you plan to produce and sell each month? _____

How much do you expect to recieve from the sale of your products each month? M _____

How much income do you receive each month from subscription fees or through other means? M _____

What materials or supplies will you use to produce your product each month and how much does each of these cost?:

Amount	Item	Where Purchased	Per Item Cost	Total Cost
_____	_____	_____	_____	
_____	_____	_____	_____	
_____	_____	_____	_____	

Will people be paid for their labour? YES / NO ; If Yes

(a) How many people will be paid each month and how much will they be paid in total? _____ _____

(number of people) (total amount paid)

OR

(b) How many products will be made each month and how much will each product sell for?: _____ _____

(number of products made) (sale price of product)

What other expenses will have to be paid for each month and how much will they cost?:

Transportation: _____

Utilities (electricity, parrafin, etc.) _____

Rent: _____

Water: _____

Other: _____

16. THE MARKET.

Where do you intend to sell your product?: _____

Are there others in the area who sell the same product? YES / NO

Is this a problem? YES / NO

17. What governmental or private organizations are currently assisting you?

18. How are these organizations assisting you?

19. (For Service Agency Office Use; Add any additional questions here):

Signed by at least two officers of the group:

_____	_____	_____	_____
(name)	(title)	(name)	(title)

ESTIMATES REGARDING TOTAL ASSISTANCE FUND LOANS AND MONEY REQUIRED FOR SUCH LOANS FROM APRIL 30, 1984 THROUGH APRIL 30, 1986

Total Assistance Fund loans approved by LDTC Screening Committee as of 29/4/83:

- Koloni Borteko Uniform Centre	M 4,500	
- Khobotle Piggery Association	M 3,500	
- Lesotho Council of Workers(Womens Section)	M 3,350	
- Ipopeng Leribe	M 760	
- Lesotho National Council of Women	M 11,546	(pending)
- Bela Bela Womens Institute	M 196	
	M 23,852	TOTAL

Assumptions on which total loan and money requirements are made:

* There are five Basotho members of LDTC staff who work with Assistance Fund groups;
* Most projects are for a three year period of time;
* On average loans would be for about M 5,000 each;
* The heaviest demands on staff are made during the first three months of the projects's development;
* Time estimates for each project's development and monitoring:
  - (a) Project proposal development and acceptance - 4 Days
  - (b) Contract development and signing - 1 Day
  - (c) Planning of a project's training programme - 2 days
  - (d) Implement Project's initial training programme - 12 days for the first three months or 4 days per month
  - (e) Individual project monitoring and on-going training - 1 day per month

LDTC estimations on total loans and money required from April 1984 - April 1986:

It is our estimation that each staff member can handle 4 new projects per year. Thus, with five staff members there would be 20 new projects per year. Assuming that each project lasts an average of three years, at any given time, each staff member would be responsible for a maximum of 12 projects.

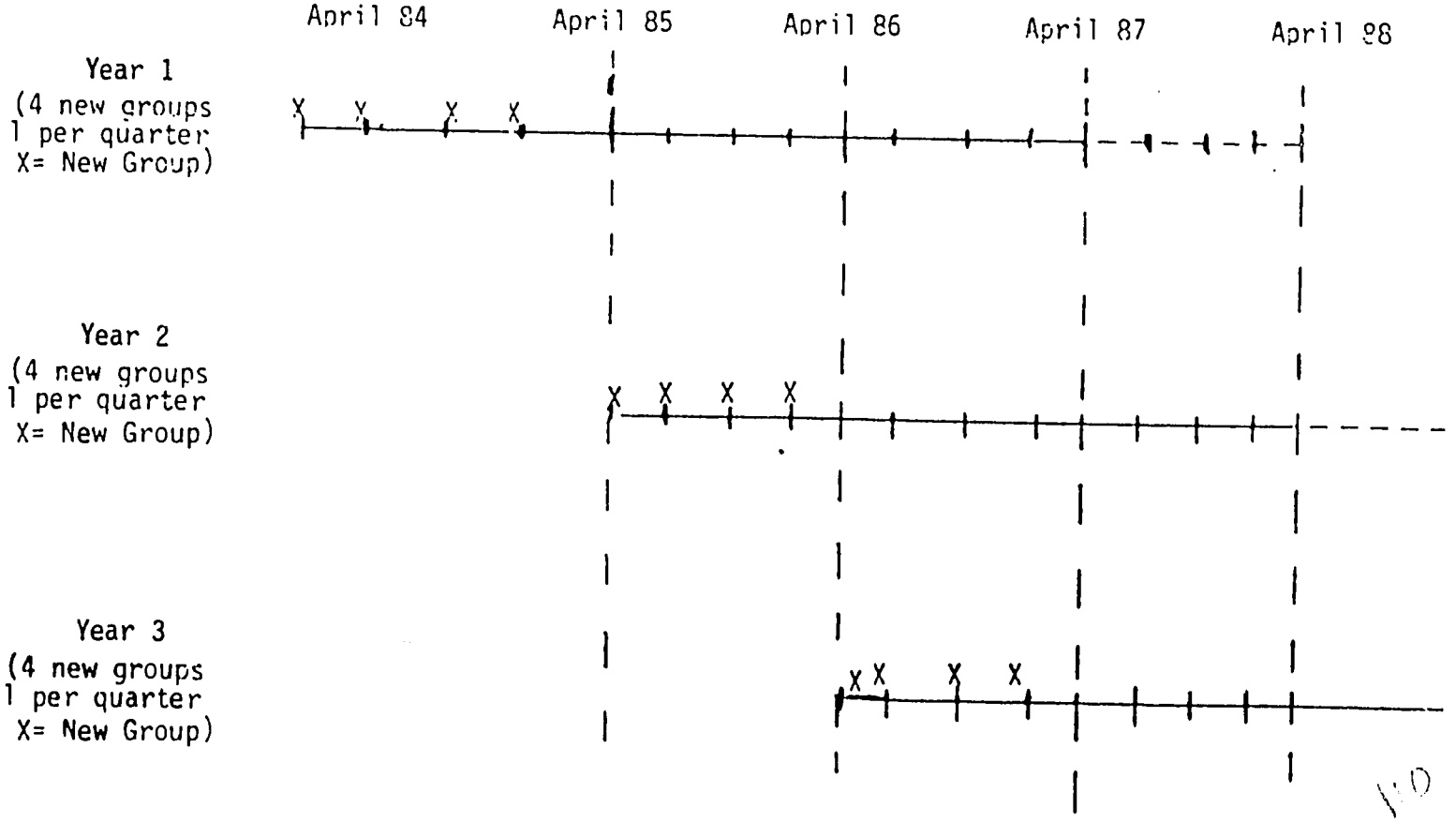
This per staff member figure is determined by examining the monthly time requirements for project monitoring and on-going training (No. "e" above) and by considering the initial start-up time for each new project(No. "a"-"d" above). Group monitoring takes 1 day per project per month. Thus, based upon the above figures, a staff member would take 12 days per month for group monitoring and the remaining days would be devoted to the development and implementation of one new project spread over a three month period.

What this would mean to the USAID Project is as follows:

- Assuming a total of 20 new projects per year at M 5,000 per project, a total of M 100,000 per year would be needed for the Assistance Fund. For the two year period (April 1984 through April 1986) this would mean a total of M 200,000 would be needed.

******** ********** ********

Visualization of <u>individual staff member</u> responsibilities:



SOME STUDIES ON RURAL CREDIT IN LESOTHO

1. Mindock, K. Evaluation of Credit Union Development Project (USAID - OPG LCCUL 632-0214).

2. Pruhl, W.M. and Kantharapun, K. Technical Report on Credit and Marketing. Sengu River Agricultural Extension Project, 1977.

3. Barton, J.H. Lesotho Credit Study for the Ministry of Rural Development and Cooperatives, August 1983.

4. International Fund for Agricultural Development. Lesotho Agricultural Marketing and Credit Project: Appraisal Report, December 1981.

5. Research Unit, National University of Lesotho, Thaba Bosiu Rural Development Project, Social Impact Survey: Credit, September 1977.

6. German Agency for Technical Cooperation, Mid-term Review Report, Basic Agriculture Service Program, 1981.

AGRICULTURAL CREDIT IN LESOTHO

Traditional Lending

Traditional lending differs entirely from the modern notion of credit management. "In the old days," credit was granted without a specified time for repayment. Frequently, repayment depended upon the debtors disgression. The creditor has a "right" to pursue payment, but at the risk of engendering and "antagonistic atmosphere between him and the debtor."[1]

The application of interest on loans was not practiced in traditional lending as the following quote demonstrates. "Within the Basotho society, individuals respected each other, they treated each other as brothers. From the debtor, the creditor expected only what he had granted as a loan plus the debtors friendship." [2] A survey conducted on credit during the Thaba Bosiu Project found that interest on loans was not fully understood. The absence of interest in traditional lending may, to some extent, explain this lacking of understanding.

Three important points about the background of rural credit in Lesotho need to be highlighted. (1) Traditional methods of credit extension and collection differ from modern credit practices. Agreements are generally made on the basis of family and friendship, not as a business venture. Repayment

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[1] Research Unit, NUL, "Social Impact Survey: Credit", Thaba Bosiu Development Project.

[2] German Agency for Technical Cooperation, "Mid-term Review Report", Basic Agricultural Service Programme, 1981.

is not emphasized and interest unrecognized. If such attitudes are deeply rooted, their existence cannot be ignored in the design of a "modern" credit program. (2) Badly managed credit programs and government subsidies in the form of "credit" tend to create a false conception and misunderstanding of credit. If funds are easily obtained, without an applicant's full understanding of personal obligation, the probability of repayment decreases. If no collection efforts are made, there is little chance of repayment. (3) A combination of (1) and (2), which may exist in Lesotho, presents serious problems for effective management of a credit institution.

Lesotho Agricultural Development Bank (LADB)

In 1976, LADB was established by the Lesotho government as a national agricultural credit institution. It became operable in 1980 and has the following statutory objective:

a. promote sund agricultural development.

b. provide loans, advances and other facilities for agricultural development.

c. mobilize savings.

d. coordinate and supervise the grant of credit from public funds for agricultural purposes.

LADB's only operating facility is located in Maseru. The absence of an institutional channel to distribute funds to rural districts is a major factor that explains the low level of loans granted between 1980 - 1982. In its 1982 Annual Report, the Managing Director stated that "the growth in default position of existing loans" and a reduced demand for loans explains the 50% decrease in loans granted between 1981 and 1982.

Lesotho Bank

Lesotho Bank is government owned and organized. Headquartered in Maseru, it is capitalized with government funds and is the main intermediary for wage earnings transferred from South Africa. Lesotho Bank operates four branches in Maseru and eleven others throughout the country.

Lesotho Bank Branch Offices:

Maseru: Head office and 4 branches

Other Branches: Butha-Buthe, Leribe, Mafeteng, Maputsoe, Mazenod, Mokhotlong, Mt. Moorosi, Qacha's Nek, Quithing, roma, and Teyateyaneng.

Management stated that funds existed that could be used for agricultural lending. However, the bank does not employ an agricultural loan officer. It was further noted that the bank does not have the required supervisory structure that would enable it to follow-up on agricultural loans.

Lesotho Bank would be interested in extending credit for agricultural purposes. However, the bank feels there is an unacceptable level of risk associated with agricultural credit. Problem areas identified by the bank that prevent participation in agricultural credit are:

- bank has difficulty in identifying viable projects.
- most cooperatives are not well organized and have management weaknesses.
- security on loans is inadequate.
- concern about loan recovery and fungibility.
- marketing system needs improvement and agricultural production incentives are required.

Lesotho Bank would consider on-lending funds through secondary societies, such as LCCUL, if it was satisfied that management capabilities were adequate. At this point, no arrangements of this sort are planned.

Co-op Lesotho

Government role in agricultural marketing was limited prior to 1967, at which time policy was redirected to place agricultural supply and marketing in the public sector.

Co-op Lesotho is a government organized agricultural supply and marketing organization. The government provides Co-op Lesotho financial assistance in the form of grants and loan guarantees. Several secondary societies are members of Co-op Lesotho, however, their policy and management input is limited. Co-op Lesotho presently operates 56 branch stores through Lesotho. An additional 34 branch stores may be established. Branch stores submit orders to Co-op Lesotho headquarters. These orders are processed and arrangements are made with a supplier to deliver the goods directly to the branches.

The Co-op's principle activities are in the provision of supplies and marketing of agricultural products. Inputs include animal and poultry feed, seeds, insecticides, food and consumer items. Products marketed include maize, sorghum, wheat, peas and beans. Eight percent (80%) of all crops marketed in 1982 were purchased from TOU. Peas and beans are purchased, packaged and sold to local retail stores or exported to R.S.A.

Prior to 1981, Co-op Lesotho operated a credit program. The principal credit recipients included primary societies, thrift and credit societies, marketing societies and consumer societies. All Co-op Lesotho credit activities were transferred to LADB.

LESOTHO DISTANCE TEACHING CENTRE

APPENDIX V-1
P.O. Box 781
Maseru 100, Lesoth

Telephone: Maseru
Telegraph: DISTAN

SERVICE AGENCY

13 September 1978.

From the start, one of the main aims of LDTC has been to assist other organizations involved in rural education and development, by acting as a Service Agency. LDTC is expanding its service agency work and it has become increasingly necessary to formulate a set of criteria by which to operate. These criteria will guide us in the selection of suitable projects. Briefly, our aim is to provide education to as many Basotho as possible, using distance teaching methods. Our special concern is to reach the more disadvantaged sectors of rural society.

SELECTION CRITERIA

1. Objectives	LDTC's Service Agency work provides an educational service aimed at improving the conditions of life in rural areas. This might involve raising awareness of social, economic or health problems, or communicating skills designed to encourage self employment. It may also involve conducting research which will ultimately lead to the improvement of the quality of rural life. Benefits to rural people may be direct or indirect. Preference will be given to projects that will have some lasting effect.
2. Target Group	We are mainly interested in reaching rural people in Lesotho, particularly those to whom few services are currently available.
3. Methods and Materials	Generally, Service Agency work should include the use of distance teaching methods such as printed materials, posters, radio and training courses for fieldworkers. Materials will normally be developed in Sesotho.
4. Cost	LDTC should be satisfied that the expenditure involved can be justified either by the number or the type of people reached by the Service.

SERVICE AGENCY ACTIVITIES FOR OTHER ORGANIZATIONS:
September 1981 - September 1983

Name of Organization	Type of Service	Date of Activity
Lesotho Planned Parenthood Association	Adaptation, translation and printing of a booklet on family life education	Sept - Dec 1981
Lesotho Coop Credit Union League	Development and recording of radio programmes for Radio Lesotho	Nov 1981 - ongoing
Private Health Assocation of Lesotho	Developed and printed a manual on Gastro-Enteritis for use by rural health workers	Oct 1981 - Aug 1982
Central Planning Office	Printed Perspective Plan Alt., Lesotho Economic Indicators, and Options for Lesotho Economy	Oct 1981 - Aug 1982
National University of Lesotho	Printed 600 copies of Language of Maths, and English for Maths	Sept - Nov 1981
Bureau of Statistics	Printed Annual Statistics Bulletin	Feb 1982
Rural Technology Unit	Developed and printed 500 copies of a questionaire	April 1982
*National Bus Company	Consultancy on improved management/worker relations	April 1982 --

Name of Organization	Type of Service	Date of Activity
Lesotho Workcamps Association	Developed and printed advertising brochure and songs and games sheets	Feb - June 1982
Ministry of Finance	Printed Annual Budget "Costs Estimates for 1982/83"	April 1982
UNESCO	Edited minutes of Lesotho NEIDA Conference	April 1982
Commercial Training Institute	Printing of ten course books	April 1982 --
Office of Customs	Printed and bound booklet	March 1982
LCCUL	Developed two poster size masters; brochure in Sesotho to further describe posters	May/June 1982
Lesotho Educational Resource Association	Developed and printed membership cards	May/June 1982
*LDTC with LCCUL	Developing slide/tape presentation on how a community based income generating group can utilize the services of the LDTC and LCCUL	June 1982 --
*Ministry of Health	Training session on NFE Techniques to be used when working with rural groups	May 1982
*LCCUL and CARE	Week long workshop on participatory training techniques for field staff	Feb 1982

Name of Organization	Type of Service	Date of Activity
*NFE Organizations in Mafeteng District	Workshop on basic bookkeeping and on how to apply to the Service Agency for help	June 1982
*Ministries of Agriculture, Health, and Cooperatives and Rural Development	Graphics Arts Workshop	June 1982
*Leribe District Heads of Departments	Meeting to discuss Service Agency Assist. Programs	Aug 1982
*Berea Distric Heads of Departments	Meeting to discuss Service Agency Assist. Programs	Aug 1982
*UNICEF	Training of Nutrition Assistants in bookkeeping, etc., to enable them to provide advice to rural income generating groups; Session on LDTC Assist Fund	Aug/Sept 1982
*International Labour Organization	Feasibility study on a community outreach programme	Feb - Aug 1982
NCDC	Printing Project Memo	Sept 1982
FNCO	Pre-Testing of Materials	Nov/Dec 1982
FNCO	Development of posters and photostrips on various nutrition issues	Dec 1982 - Feb 1983

Name of Organization	Type of Service	Date of Activity
*Mohale's Hoek District Piggery Association	One day workshop on planning and bookkeeping	Nov 1982
Ministry of Interior	Assistance in design of a brochure and pre-testing of brochure	Sept - Nov 1982
*Ministry of Health	Training Health Assistants in community development techniques (2 one-day sessions)	Nov 1982
*Ministry of Health	Presentation on working with villagers to Nurse Clinicians workshop	Dec 1982
Lesotho National Council of Women	Printing nursery school workshop report	Nov 1982
*Ministry of Cooperatives and Rural Development	Workshop on NFE techniques to inter-ministerial group involved in Rural Water and Sanitation Project: in Mohale's Hoek and Quthing	Nov and Dec 1982
LPPA	Translating and printing booklet on family planning	Dec 1982
*Mohale's Hoek District Coordinator	One-day workshop on Women in Development	Dec 1982
*Quthing District Coordinator	One-day workshop on Women in Development	Dec 1982
*LDTC	One-day Costing seminar	Dec 1982

Name of Organization	Type of Service	Date of Activity
* LEC	One-day seminar for mothers in Matelile	Dec 1982
* Mathebe Nutrition Group	One-day workshop on goal setting and planning	Feb 1983
LCCUL	Development and printing of brochure	Feb 1983
* CARE/LHM	Needs assessment and evaluation of LHM work with village spinners	Feb 1983
Ministry of Health	Edit one unit of resource book for nurse clinicians	March 1983
Holy Family Convent	Recording of print material on to tapes	March 1983
LCCUL	Radio programmes (weekly)	On-going
PHAL	Printing report on Alcohol Rehabilitation Seminar	May 1983
LCCUL	Development of slide tapes on credit union management and financial management	May 1983
Ministry of Health	Printing of Book (750 copies)	June 1983
FNCO	Development and printing of nutrition booklet for villagers	July 1983
*LCCUL	Two-week workshop for Board of Directors on goal setting and planning	June 1983

Name of Organization	Type of Service	Date of Activity
LCCUL	Development of posters	July 1983
* ILO	Two-day workshop on financial planning for small business-men	Aug 1983
LERA	Development and printing of booklet; Development and printing of letterhead	Sept 1983
* Ha Matela Young Farmers	Training session on Service Agency	Sept 1983
Bureau of Statistics	Design cover for report	Sept 1983
Scott Hospital	Design poster	Aug 1983
Visual Problem Centre	Translation and recording of intormation on to tapes	Sept 1983
LPPA	Reprinting of three LDTC developed photostrips and two LDTC developed booklets	Sept 1983
UNESCO	Photocopying workshop material	Sept 1983
Ministry of Education	Printing school calendar forms; Photocopying geography syllabus; Printing attendance registers; Printing application forms	Aug - Sept 1983
Maseru High School	Printing term report forms	Aug 1983

Name of Organization	Type of Service	Date of Activity
St. Thomas High School	Recording radio programmes on to cassette tapes	Aug 1983
*Ministry of Health	Workshop sessions on communications skills for health workers	Aug 1983
USAID Literacy Project	Printing of test material	Aug 1983

NOTE: For approximately seven months (December 1982 - June 1983) the Service Agency accepted very little outside printing work at the request of the Student Advice and Writers Sections due to heavy correspondence and LIET course printing.

I. Materials Development Work:

Instructional Materials Writer	M 8.00 per hour M 31.00 per day M 150.00 per week M 560.00 per month
Typing	M 5.00 per hour 22.50 per day
Layout	M 8.00 per hour
Photography Work Taking Photos Development of Photos Preparation of Photos for Printing	M 2.00 per photo
Graphics ..... (extra-ordinary supplies additional charges)	M 6.00 per hour M 21.50 per day
Editing	M 11.00 per hour M 45.00 per day
Overhead (initial consultancies, pre-testing, and evaluation of material, supplies, etc.). . . .	0% - Category 1 10% - Category 2 25% - Category 3

II. Production Work:

Cost of one printed page (A3,A4,A5)	.02
Cost of cover (front and back page)	.10 each page
Strip binding of booklet	.16
Photocopying	.10 per page
Cost of labor and additional materials (staples for binding, supplies, overhead)	0% - Category 10% - Category 25% - Category

III. Radio Work:

Basic unit of use (studio and operator).	M 8.50 per hou
Producer	M 7.50 per hou
Actors	M 4.00 per hou per act
Materials	M 4.00 per 5"t M 8.00 per 7"t
Sound Resources (music, sound effects, from LDTC library). ..	M 0.50 per hou from 5" M 0.70 per hou from 7"
Script Writing	M 60.00 per 100 15min script= a 1500 words

IV. Other Assistance:

Evaluations (program, project, organization, sector survey, regional survey, etc) - Consultation - Development of evaluation instruments - Fieldwork - Computer processing - Analysis and write up	COSTS DETERMI BY PARTICULAR REQUEST N40.00
Workshops for NFE Organizations on - NFE Approaches, Philosophy - NFE Training Techniques - Evaluation Techniques - Materials Development - Program Planning	N 100.00 per day of traini for two train Training Mate extra costs.

** Category No. 1 - Ministry of Education or Division of Ministry of Education

Category No. 2 - Other Ministries and approved Voluntary Agencies

Category No. 3 - All Others

Dec 21, 1981

Updated - Feb 12, 1982

WORKPLAN SERVICE AGENCY July - December 1983

Description of work	Person responsible	July	August	September	October	November	December
EXTERNAL WORK							
LCCUL Radio programmes recording	Radio section	----------	----------	----------	----------	----------	----------
LCCUL Radio programmes costing	Theo		1-Update 2-ongoing	----------	----------	----------	----------
Holy Family convent recording of English booklets	Mahlulu/Theo	----------	----------				
Review of uncosted/unpaid work	Section Head	----------	----------	----------	----------	----------	----------
CARE/LHM Research work	Research/Dick	----------					
LCCUL Tape/Slide show CU bookkeeping	Theo	----------	----------				
LCCUL Tape/Slide show Financial Management	Theo/Montseng/Mathato	----------	----------	----------			
Unanticipated external work	Section Head	----------	----------	----------	----------	----------	----------
FNCO Booklet	Montseng	----------					
Ongoing printing for clients, eg. LrPA, MGE, FNCO, NEU, LERA.	Motlatsi	----------	----------	----------	----------	----------	----------
Workshop on "Running a workshop"	Section Head			----------		----------	
Training requests from Non-AF groups	Pholonngoe	----------	----------	----------	----------	----------	----------
Scott Hospital, Alcohol Rehabilitation Programme, Posters	Motlatsi	----------	----------				
ASSISTANCE FUND WORK							
Khobotle Piggery, Monitoring and training, Testing Distance L. Methods(TDLM)	Ntholeng	----------	----------	----------	----------	----------	----------
Koloni Uniform Centre, Monitoring and training, TDLM	Montseng	----------	----------	----------	----------	----------	----------
Ipopeng Lerite, Monitoring and training, TDLM	Mathato	----------	----------	----------	----------	----------	----------
Lesotho Council of Workers, Women section, Monitoring and training, TDLM	Pholonngoe	----------	----------	----------	----------	----------	----------
New A-F groups, Processing and TDLM To be appointed by	Section Head	----------	----------	----------	----------	----------	----------
Ensuring adoption of expanded Selection Criteria	Pholonngoe Dick	----------	----------	----------			
Review of No. of new AF groups per staff member per annum	Dick	----------	----------	----------			
Structuring Procedures regarding applications to AFMS	Section Head	----------					
Consider alternatives for handling AF Moneys after end of project	Pholonngoe/Dick	----------	----------				
Writing sections of AF Evaluation report	Dick/Pholonngoe/Research	----------	----------				
Examination AF application procedures	Dick	----------	----------	----------			
INTERNAL WORK							
Piggery booklet, final edit and review of process	Montseng	---------					
Piggery booklet, printing	Motlatsi				----------		
Review of training concerns (follow-up of Retreat)	Section Head		-------				
Newsletter	Ntholeng	----------	3	----------	----------	4	---------

Developing of Training Modules, two units each
- Group functioning and Leadership
- Communication
- Management
- Business Skills
- Bookkeeping
- Programme Planning

Preparation of October Evaluation

Review of training needs of S.A.Staff, e.g. use of Resource Centre

Maintenance of record of A.F.Fund Applications

Maintenance of record of external work

Cooperation in the development of Radio Programmes

Slide/Tape show on Khobotle Piggery

Assessment implications of Nov/Dec.82 Evaluation

Review of costing schedule

Maintain training files and produce training manual for rural groups

Monday (Friday) Service Agency Staff meetings for planning/exchange/support

6-months plan Serv. Ag. July - Dec. 1983

	July	Aug.	Sept.	Oct.	Nov.	Dec.
Montseng/Motlatsi /Mathato				1		2
Montseng/Ntholeng				1		2
Motlatsi/Dick				1		2
Ntholeng/Dick				1		2
Pholonngoe/Theo/Ntholeng				1		2
Pholonngoe/Mathato/Theo				1		2
Section Head and all staff	----------	----------	----------	----------		
Section Head		--------				
Pholonngoe	----------	----------	----------	----------	----------	----------
Motlatsi	----------	----------	----------	----------	----------	----------
Pholonngoe	----------	----------	----------	----------	----------	----------
Dick/Pholonngoe	----------	----------	----------			
Pholonngoe	----------	----------				
Motlatsi/Theo	----------	----------	----------	----------	----------	----------
Pholonngoe/Dick	----------	----------	----------	----------	----------	----------
Section Head	----------	----------	----------	----------	----------	----------

.....

Footnotes

1) Pholonngoe, Section head, will be in the U.S. from early September to late December 1983. Motlatsi will act as Section head and take over all responsibilities listed for Pholonngoe

2) During this period Motlatsi will work on a Tape/Slide Show on the LDTC and the Service Agency as part of his independent study for UMass.

SUGGESTIONS FOR ACTION DECISIONS BY USAID

Action	Responsible Party	To Be Completed By
1. Discuss project priorities with LDTC director, project technical advisors, and Service Agency Coordinator to arrive at mutually understood definition of priorities for the final phase of the project.	Patsy Layne, USAID/L James Hoxeng, USAID/W	January 1984
2. Present plan to USAID/L and USAID/W for implementation during final project period.	Richard Betz, Project Advisor	April 1984
3. Review issues related to implementation and impact of revolving funds with Project Advisor and Service Agency Coordinator	James Hoxeng	December 1983
4. Rectify financial procedures between USAID/L and LDTC.	Patsy Layne	December 1983
5. Change travel arrangments to provide for two LDTC staff to visit MSU resource center while in U.S.	Patsy Layne	November 1983
5. Follow-up and make necessary arrangements for representatives from Ecuador project to visit LDTC early in 1984 and for LDTC representatives to visit INCCA later that year.	James Hoxeng	January 1984
6. Finalize with LDTC definition of criteria and procedures to be used in the administration of the Assistance Fund and specify total amount available.	Patsy Layne, James Hoxeng Richard Betz	March 1984