FINAL EVALUATION

PROJECT STRUCTURING NONFORMAL RESOURCES EDUCATION (931.1054)

CO-MANAGED BY S&T/ED and USAID/LESOTHO

IMPLEMENTED BY THE LESOTHO DISTANCE TEACHING CENTRE

Contract No. PDC-1406-I-18-4053-00
Work Order No. 18

Submitted To:

AGENCY FOR INTERNATIONAL DEVELOPMENT
Maseru, Lesotho

Submitted By:

DEVELOPMENT ASSOCIATES, INC.
2924 Columbia Pike
Arlington, VA 22204
(703) 979-0100

April 1986

TABLE OF CONTENTS

		Page
1.	Executive Summary	3
2.	Evaluation Methodology	9
3.	External Factors	10
4.	Inputs	11
5.	Outputs	13
6.	Purpose	14
7.	Goal	16
8.	Beneficiaries	18
9.	Unplanned Effects	20
10.	Lessons Learned	20
11.	Comments	25

ANNEXES

A.	GOL and AID Support	28
B.	Implementation of 1983 Recommendations	31
C.	Institutional Capacity	37
D.	Institutional Viability	49
E.	Sample Letters of Requests for S.A. Services	55
F.	List of Persons Interviewed	56
G.	Bibliography	57

1. EXECUTIVE SUMMARY

1. PROJECT TITLE AND #: Structuring Nonformal Education Resources, 931-1054.

2. PROJECT DESCRIPTION AND DEVELOPMENT PROBLEM: The project has established an all-sector Service Agency for nonformal training and extension (ASANTE). Its purpose is to improve the use of resources being expended on public and private sector training by (1) offering technical assistance and training to increase the effectiveness of nonformal education programs for rural groups; and (2) providing access to credit to permit rural groups to put their training into action.

To achieve these ends, the ASANTE employs a staff of technicians skilled in designing teaching materials and in training extensionists and trainers in their use. The ASANTE also operates a revolving fund for rural groups to borrow funds to start small entrepreneurial activities.

The problem addressed by this project is the huge waste of money spent on ineffectual training and extension in the Third World. The wastage is well documented in all sectors, but few solutions have been attempted. The World Bank's Training and Visit System is the most prominent of such attempts, but it has been shown to fail when confronted with the situation in most African countries: an inadequate research base, ineffective extension programs, and rudimentary transportation and communications systems.

3. PURPOSE OF EVALUATION: This is a final evaluation. Lesotho's ASANTE is a viable institution which will continue to function after AID funding ends, so the central purpose of this evaluation is to provide a picture of how the ASANTE has justified its existence in the eyes of its clients and of GOL authorities. The ASANTE model is an apparently successful institution building effort. USAID/Maseru and S&T/ED believe the approach has potential for replication in other African countries.

4. EVALUATION METHODOLOGY: Because this is a final evaluation, we are relying on ASANTE staff to contribute directly to the report. The documentation they produce will serve as their own analysis of current ASANTE status and as a marketing plan to enhance ASANTE's viability in the coming years. The AID project co-managers and the former project advisor are being used as resource persons, and an external

evaluator hired under an IQC is responsible for the final evaluation document.

The evaluation is using ASANTE files and staff experience in addition to interviews with ASANTE client organizations as the major sources of information for this report. Because no external evaluator has a command of Sesotho, the team has not attempted direct interviews with the local groups who are using the project's revolving fund.

5. FINDINGS: The findings outlined below are focused on ASANTE's institutional makeup and functions rather than on the process by which it became what it is today. Documentation of that process can be found in previous evaluations.

a. ASANTE's services are needed. First, in carrying out a national survey of nonformal education, and subsequently in the course of doing business, ASANTE staff have found that the training offered by most programs is of low quality. ASANTE has been able to assist a substantial number of government and non-governmental institutions in improving their training and extension programs. It has run 36 workshops which have been attended by 982 workers representing 20 organizations. Additional details can be found in Annex C.

b. Basotho are capable of running a Service Agency. The project leaves behind a cadre of ten staff members who completed their Master degree in NFE in the USA and ten additional staff who attended shorter courses (3-9 months) in the USA and other African countries. Twenty staff members have also received in-house, on-the-job training at 12 workshops. There were two long-term U.S. advisors for a period of 3 1/2 years who worked in developing the professional capabilities of their Basotho counterparts. Management of the S.A. was always in the hands of Basotho staff.

c. There is an effective demand for ASANTE's services. Even with minimal marketing efforts, the Service Agency has found a growing volume of work since the beginning of the project. Demand for both kinds of services -- technical assistance to improve the training programs of client institutions, and credit linked to training for local level entrepreneurship -- is strong. Further, client institutions are willing to pay for the help they get, and community groups are willing to pay the costs of the loans they receive. At the end of 1983 there were only seven groups receiving loans from the Assistance Fund. At present (April 1986), 41 groups have obtained loans and the majority are repaying them on

schedule. The income obtained from sales of service increased from under $10,000 in 1980 to close to $25,000 in 1985. Thirteen agencies have become regular clients of LDTC workshops and materials design and printing, of which the most active is the Ministry of Agriculture and its affiliated agencies.

d. ASANTE's function fills an institutional gap. One of the most common problems of the extension and training component of development programs is its fragmentation through several institutional settings which often leads to wasteful duplication of costs and effort. Each ministry wants to have its own printing press, training division, radio unit, etc. As a rule, ministries do not have the expertise in areas outside their own technical specialty, i.e., agriculture, health, labour and therefore the extension and training component is the weak link. Ministries can effect significant cost savings if they avoid developing their own identical facilities and rely instead on LDTC installed capacity and proven expertise to carry out their extension and training function. LDTC capabilities are described in Annex C.

e. The ASANTE approach appears to be both cost-feasible and cost-effective. It is cost-feasible in that the budget for running the institution is not beyond the GOL's ability to pay. As the number of ASANTE client organizations grows, its income from non-GOL sources will grow as well. If ASANTE can remain small in terms of permanent staff and rely on a roster of consultants for specific tasks, its dependence on the GOL for support could virtually disappear. The GOL could encourage this possibility by specifying privatization as a goal, and setting annual targets for ASANTE staff to meet. Annex D shows the steady increase in income generated by the LDTC. With some adjustments and firm commitment by the GOL for services, it could become a self-sustaining private or semi-private organization.

ASANTE's cost-effectiveness is difficult to measure in hard numbers. However, comparisons of ASANTE costs with the benefits realized through more effective training, and ultimately through improved incomes for community level target audience of ASANTE's client organizations are favorable.

f. The ASANTE in Lesotho has significantly contributed to raising the status and development of women particularly in their role in development and income generation. The main beneficiaries of the credit component are women's groups who

engage in production market oriented activities, in many cases for the first time in their lives.

6. LESSONS LEARNED: Section 10 of this report presents a comprehensive list of the lessons learned from the experience of implementing this project. The following is a summary of the most salient lessons.

a. Demand exists in LDCs for a nonformal education Service Agency services. With little prompting development organizations realize that they need to train the staff in education, communication and training skills to enhance their effectiveness. They also feel the need to produce better instructional and promotional materials to educate their beneficiaries. Having concentrated on the technical aspects of their work, development agencies generally lack these skills and are willing to buy them from the Service Agency. This is well demonstrated by the LDTC/SA ever growing volume of requests for services.

b. The combination of training and credit works better than either of these interventions by themselves. In Lesotho, as in other LDCs, there is a legacy of failure with rural credit. On the other hand, extension and training programs tend to teach skills which the rural poor cannot put into use because of lack of capital. The experience of this Project has been that the rural poor can and do effectively use credit for productive purposes and repay the loans when given training and technical assistance.

c. Fiscal autonomy is a key condition for management of an experimental project and for smooth running of a Service Agency. The creation of a financial account separate from government finances such as the LDTC Fund is an extremely effective way to marshal resources to provide immediate assistance to national or rural based organizations. Human or physical resources can be quickly acquired without the lengthy time delays of a government bureaucracy. Also, a locally controlled fund provides the LDTC with internal accountability. By not being totally dependent on government funds, the LDTC must be concerned with the quality and quantity of the services it sells. If its services are not purchased by clients, less income flows into the LDTC to pay for staff and supplies.

d. Projects with an institution building emphasis take a considerable amount of time to reach their objectives. The LDTC Project has been a six-year project which must be viewed as about the minimum time for a project of this nature.

Ideally there should be an initial phase when administrative and financial capabilities are developed, however the new institution needs to show at least modest results at an early stage to gain credibility. The LDTC/SA experience was that the lengthy preparatory period provided a solid base for an accelerated take off of the past two years.

e. Flexibility on part of AID (or other donors) is an essential ingredient in the management of an experimental project. A number of changes in the original design were necessary such as overseas training, capital investment and long term technical assistance, which had not been contemplated. All these changes were fully justifiable and expected in an experimental project with no precedents or models to follow. AID managers' willingness to accept changing needs and to look for ways of accommodating them was a key factor in the positive results achieved.

7. RECOMMENDATIONS:

To the Government of Lesotho:

a. Expedite the decision on incorporating into the civil service the nine LDTC positions currently funded by the Project. This will fulfill the agreement between the GOL and the U.S. government and maintain a staff of sufficient size, skills and experience to carry on the growing workload.

b. Keep close watch on operations of the AF to see if demand for loans outpaces the reflow of capital and if evaluations show tangible benefits accruing to rural groups.

c. Continue to search for a more agile loan processing system in view of the delays experienced at the AFMS level. Some options could be:

- The P. S. delegates' representation on a lower level office such as the Educational Planning Unit.
- AFMS delegates to the Screening Committee decision on loans of small amounts, e.g., under M1,500.
- Only if loan proposal requires major changes should it go back to the AFMS, otherwise approval is given by the Screening Committee after necessary changes have been completed.

d. Make known to all ministries the services available at LDTC so that they do not duplicate efforts and costs for services and facilities that LDTC can provide.

To LDTC:

e. Develop consultants/trainers' roster to bring aboard for specific tasks on a temporary basis and to be paid from fees charged to client organizations and/or from loan interest revenue.

f. Begin to develop a data bank on institutions and personnel that have developed or need to develop expertise in nonformal education to use as a source for institutional cooperation and client referral. This data bank will be continuously fed with information obtained through LDTC networking. The computer facilities provided by the project should be used for this purpose.

g. Hire the services of a Loan Manager who would be paid from AF interest repayments and who would be responsible for preparation of contracts, delivery of checks and collection of loan repayment, thus allowing S.A. staff to concentrate on their training tasks.

h. Develop and implement a comprehensive marketing plan to sell services which include the identification of international donor projects that could use the services of LDTC/SA. Prepare a detailed brochure on the institutional capabilities of LDTC including staff, radio expertise and equipment; printing shop equipment and productive capacity; research expertise. This brochure should include a listing of the major assignments carried out.

i. Make more use of the media, particularly radio, for training and extension activities so as not to rely solely on face-to-face communication.

To AID:

j. Facilitate LDTC/SA access to other AID funded projects and to other donor agencies where its services might be required.

k. Incorporate information on LDTC/SA experience into several data bases beginning with AID/DIS. Also publish outcomes of projects in journals, technical periodicals and in book form.

2. EVALUATION METHODOLOGY

This is the final evaluation of the AID Structuring Nonformal Education Resources project. As of May 1986 the nonformal education Service Agency within the Lesotho Distance Teaching Centre will operate without AID financial support. AID and LDTC staff agreed that for the evaluation to be most useful, the process should involve LDTC as directly as possible in reflecting on where the Service Agency finds itself at project's end -- its capacity for technical assistance, networking and administration of the assistance fund, and its place in the government structure -- and its viability: how it will function after project assistance ends.

The most appropriate methodology for involving LDTC staff in the evaluation's process and conclusions was to have them take part in writing the report. Instead of an external team collecting and analyzing discrete bits of data and synthesizing them into findings and recommendations for presentation to AID and the GOL, the PES and attachments have been produced and reviewed jointly by Basotho and expatriate LDTC personnel, the project co-managers and an external evaluator hired through an education IQC. The result is a combination of summative evaluation and planning exercise which seems appropriate since the project's institutional development effort has been successful.

Direct billable costs of the evaluation will be approximately $16,000.00 covering travel/per diem and consulting fees for the external evaluator, and travel/per diem only for the AID/W co-manager. In addition to these costs are the AID/W co-manager's time for two weeks, the time of USAID/Maseru's two HRD officers, and the LDTC staff time. Three principal sources of data were used in the evaluation: LDTC records, LDTC staff experiences and plans in addition to the written records, and perceptions/views of the Service Agency's client organizations obtained through interviews.

3. EXTERNAL FACTORS

There have been no major changes in project setting. Although there has been a change of government, there is no evidence that LDTC/SA has been affected by the policies of the new government. A potentially favorable development is that a former LDTC director, who was instrumental in the establishment of the Service Agency, has recently become Principal Secretary of the Ministry of Education. It can be expected that having somebody knowledgeable and committed at such a high level will have a positive effect on the future of the LDTC/SA.

There is no indication that the socio-economic conditions of the country have experienced any major change. Lesotho continues to be on the list of one of the least developed nations of the Third World with heavy dependence on external assistance. Within this context, it is highly unlikely that the GOL will be able to increase its financial support to LDTC. A continuing freeze on civil service hiring is still very much in force with the result that, with few exceptions, there has been no new government appointments to LDTC. Most new appointments have had to be funded by LDTC's own income. This has caused a situation of great uncertainty with regard to four staff positions at the Service Agency and five positions at LDTC which are now funded by the project. The Minister of Education, in an interview with the evaluation team, gave his assurance that he assigned top priority to the assumption of these posts and that a proposal had been submitted to the Ministry of Finance.

4. INPUTS

As originally conceived, project inputs were planned in the following general categories and quantities:

	Original	Actual
	(In $000,000)	
Salaries of long term TA personnel	$ 290 (11%)	$ 605 (27%)
Travel (all purposes)	450 (17%)	104 (5%)
Consultant fees	450 (17%)	208 (10%)
Materials and equipment	120 (5%)	187 (9%)
Service Agency general expenses	410 (16%)	330 (15%)
Assistance fund capitalization	900 (34%)	325 (15%)
Construction	- 0 -	196 (9%)
Long-term training	- 0 -	208 (10%)
GRAND TOTAL	$2620 (100%)	$2153 (100%)

The above comparison shows how several original design decisions have been changed during project implementation. Short-term technical assistance (TA) was to be relied upon more heavily than long-term. The idea was that Service Agency staff would call on persons with a variety of specific expertise on an as- needed basis, guided by the needs of Service Agency client organizations. In practice, however, the felt need was for greater reliance on long term assistance as workshops were not found to be as useful as had been originally thought.

No money was initially earmarked for long-term training overseas. By the time the Lesotho project agreement was signed, however, a line item for training had been added, and nine LDTC staffers ultimately obtained an MEd under Project auspices. A tenth is still in a U.S. Master's program.

Nor were any capital expenditures contemplated in the original design. LDTC's rapid expansion, however, made it necessary to provide more space, and the Project agreement made provision for a substantial addition to the LDTC building.

These and other similar decisions are justifiable and expected in an experimental project such as this one, which had no precedents or models to follow. In such cases, the responsibility of project staff and mangement is to make the modifications needed to give the new approach its best chance to work.

Resources for long-term TA, overseas training and construction of course had to come from somewhere. The major source was the assistance fund. Its budget had been projected at $900,000 to assure a viable combination of grants to expand good programs and revolving loans to permit community-based groups to start entrepreneurial activities based on the training they wanted to put into practice. Early in project implementation, however, it was decided to concentrate only on revolving loans, since access to credit is a longstanding problem for rural groups, and virtually insoluble for groups of rural women. Eliminating the grant aspect of the fund lowered the need for resources. Carefully tailoring the size of the fund to the effective demand for loans further reduced the drawdown, since putting administrative procedures into place and making rural groups aware of the availabiltiy of seed capital took considerable time. The effect is that the total obligation for the assistance fund will be about $325,000 at Project completion.

The GOL should keep a close watch on operations of the assistance fund to see if demand for loans in the coming years greatly outpaces the reflow of capital from loan repayments, and if evaluations show tangible benefits accruing to rural people from this combination of training and credit. If so, external funding would likely be available to expand the fund and to develop the needed additional administrative capacity to operate on a larger scale.

Overall, inputs from both AID and the GOL have been on target. Total funding from AID has fallen short of initial projections by roughly $400,000, but the amount obligated has adequately met LDTC's needs. After initial problems with long-term technical assistance, and some cash flow constraints caused by lack of provision of an advance of funds arrangement for LDTC, inputs have been appropriate and timely.

GOL inputs were initially estimated at $50,000 per year, including the services of GOL officials in such roles as the assistance fund management committee, the services of non-Service Agency LDTC officers and staff, overhead expenses, and so on. While these contributions are difficult to quantify in any meaningful way, the

most important contribution has been the government's continuing suppport for the Service Agency approach. Common pitfalls of pilot projects -- isolation, lack of understanding, turf battles -- have been avoided in Lesotho.

One serious question remains concerning GOL inputs. Four posts for Service Agency staff (NFE trainer, 3 NFE officers) and five other Project supported LDTC positions (Education Broadcasting Officer, Evaluation Assistant, Financial Controller, Research Assistant, Studio Technician) added during implementation remain to be established. Whereas at the signing of the Project agreement little difficulty was foreseen in establishing five new posts, a subsequent and still current freeze on civil service jobs was one effect of Lesotho's national economic straits. Some progress has been made in spite of the freeze, but it is now critical that projected staffing levels be met to support continued operations in technical and financial assistance.

5. OUTPUTS

In the original logical framework, three categories of outputs were specified: functioning service agencies in two or more countries, trained Service Agency personnel, and modularized reports for publication and dissemination through NFE networks.

Annexes C and D provide detailed information on the current capacity and viability of the Lesotho Service Agency. Quantitative targets agreed upon in the 1983 evaluation have been met or exceeded in almost all cases. (See Annex B.) Documentation has been produced on issues, training techniques, staff development, and evaluation of the Service Agency's growing experience in linking training with credit for income generation.

The number of groups using the Assistance Fund was low at the time of the 1983 evaluation. That document counseled reconsideration of the Service Agency's objective of having 30 groups involved by 1986, in view of the real time absorbed by each project. However, by standardizing and streamlining AF procedures, it proved possible to place 44 loans (to 41 groups) by the time of this evaluation.

Service Agency personnel have received both academic and nonformal training (See Annex C and Section 8 on Beneficiaries) which has resulted in a well qualified cadre of technicians. In contrast to many young Third World institutions, the Service Agency has a depth of experience which has enabled it to weather losses of personnel from normal turnover.

The Lesotho Service Agency has produced a valuable body of documentation on its institutional development experience. A complete list is available in the LDTC's current sixth annual report. Together with similar information produced by the Service Agency in Ecuador (INCCA), this information will be incorporated into several data bases, beginning with AID's Development Information System. Plans also call for publication of summary outcomes of the Project in journals and technical periodicals.

In sum, the Service Agency has produced the kind and level of outputs which were seen as critical to achievement of Project purpose. As AID's assistance ends, it remains for the continuing viability of the concept, now a concrete reality, to be tested.

6. PURPOSE

The purpose of the Project as stated in the original logframe was "To demonstrate innovative means by which LDC central governments can support, strengthen and systematize nonformal education." The subpurpose was "To develop nonformal education service agencies which provide technical and financial assistance to NFE programs of varied size, sponsorship and nature."

When the Project agreement was drawn up with the GOL, the purpose was modified slightly to "To assist the GOL to develop and test an innovative organizational approach to provision by central government agencies of technical and financial assistance to organizations and communities involved in nonformal education activities."

Because this is the final Project evaluation, this section of the PES is a key element of the evaluation. If Project purpose has not been accomplished now, it is too late for AID to take remedial measures.

First, the Service Agency model developed and tested by the Lesotho Distance Teaching Centre is innovative. When the Project agreement was signed in August 1979, there already was a Service Agency. Since that time a number of similar organizations have come into being which have elements in common with Lesotho. Such as the Institute for Rural Training in Ecuador; the NFE Resource Center in the Gambia; and the NFE National Board in Guatemala.

Next, the Service Agency has provided support to nonformal education in Lesotho. Technical assistance has been provided to some 200 organizations to help them improve their nonformal training and extension programs. The revolving assistance fund has helped 41 groups obtain loans which have allowed them to combine training and credit into community-based entrepreneurial activities. Thirty-eight training workshops have been offered by the Service Agency for trainers and extension agents of more than 40 development-related organizations working in health, agriculture, community development, cooperatives, credit unions. A total exceeding 10,000 persons have so far been direct beneficiaries of Service Agency activities.

Several indicators show that nonformal education programs have been strengthened by the Service Agency's assistance. An evaluation to be completed in May 1986 shows strong evidence that the Service Agency's work has produced concrete results. Interviews with client organizations throughout the history of the Project have shown that programs not only have been helped, they are aware that things are working better for them, and ascribe credit to the Service Agency. Finally, the growing willingness of organizations to pay for the Service Agency's assistance is a bottom line assurance that they place a value on the assistance they receive.

Systematization of the unregulated work in nonformal education will take a long time, and will never be completely possible. The LDTC's massive 1980 national survey of 240 organizations working in nonformal education in Lesotho, however, was a first step toward understanding and subsequently moving toward systematizing and giving structure to nonformal training and extension in Lesotho and other countries as well. The next step should be the development of a NFE Data Bank on who is doing what in NFE in Lesotho using the survey data and, above all, the knowledge and experience acquired by the LDTC/SA during the past six years. The Project has provided computer capabilities that may greatly facilitate the establishment and use of the Data Bank.

Finally the subpurpose of developing a nonformal education Service Agency which provides technical and financial assistance has apparently been achieved, pending confirmation from the GOL and LDTC that establishment of posts will be completed to guarantee a Service Agency staff of sufficient size, skills and experience to carry on the growing workload. Several factors crucial to institutional development are in place: the institution has a legal existence, granted by an act of parliament in 1980. The legitimacy of the institution's role is recognized, as shown in the GOL's current five year plan. Turf questions with the Service Agency's colleague institutions have been kept to a minimum, thanks to the clarity of the Service Agency leadership as to its role and their ability to explain it to their fellow professionals. There has beeen virtually no attempt to impede the Service Agency's development, in contrast to the usual battles which face any new organization seen as a threat by the existing establishment.

7. GOAL

The overall goal under which this Project has operated was established at the time AID's newly-formed Technical Assistance Bureau (TAB) was identifying Key Problem Areas (KPAs) for focused attention during the decade of the 1970's. The umbrella goal established for the Nonformal Education KPA was "To establish the concept of nonformal education; to study, document and disseminate information on successful LDC examples of NFE; and to support research, experimentation and implementation of NFE programs."

This Project relates to the third element of the umbrella goal statement. When the Project was designed, no investigation of successful programs had turned up an example of a national institutional approach which could address the acknowledged problems of nonformal education: institutional pluralism, diversity, and generally poor quality of training offered to program participants. Lesotho's prototype Service Agency for nonformal training and extension combined all three parts of the goal's final element: research, experimentation and implementation.

Central Bureau (Science and Technology, formerly TAB) support for nonformal education research, experimentation and implementation is now at an end. Fiscal Year 1986 will see S&T/ED's final funding tranche for NFE, so it is appropriate at this time to discuss whether the umbrella goal has been met.

Goal statement Part One: The concept of nonformal education has been sufficiently well established so that, alongside formal schooling, it forms a regular part of many countries' development plans. Lesotho's current five-year plan allots a complete section to NFE, and gives LDTC prime responsibility for it.

The International Institute for Educational Planning, in its current five year program, is recognizing NFE in two of its three emphasis areas. First, they are attempting to broaden the parameters of educational planning to incorporate out of school training and education activities. Second, they are searching for examples of institutions, like Lesotho's Service Agency, which channel support to the numerous agencies working in nonformal education.

Establishment of the concept of nonformal education has inevitably meant a certain amount of relabeling of programs which were previously called by less generic names -- farmer training, entrepreneurial training, non-academic pre-vocational skills training, for example. Following such relabeling, a World Bank official recently reported that they had spent more than $250 million on NFE in one year.

So the concept of nonformal education is arguably established, even though this Project can scarcely claim the entire credit.

Goal statement Part Two: The study, documentation and dissemination of information on NFE was the major emphasis of the first five years of activity under the nonformal education Key Problem Area.

Newsletters were established (although many have since perished in the always fickle world of international development assistance), books have been published, journals regularly showcase both the newest ideas and the most fashionable debunking of NFE. AID, after taking the early lead in this area, later gave way to other international agencies, which continue to study, document and disseminate their findings regarding the promise and problems of NFE.

Goal statement Part Three: Support for research, experimentation and implementation in NFE is in truth not an appropriate goal statement. It does not describe a desirable state of affairs to which achievement of the Project purpose will eventually contribute. It is rather a part of the process of reaching a given

goal. In any case, it describes what AID's Office of Education, in collaboration with a number of Missions, has done over the past fifteen years. Nowhere has that collaboration been more consistent and fruitful than in Lesotho.

The sustained commitment of the GOL and AID over a seven year period has permitted experimentation, adjustments and, by now, stabilization of a new institution which mediates between NFE programs and their clients. Experiences and results noted in Annex C of this paper detail examples of the Service Agency's operation. Much is still being learned in terms of making certain that trainers are able to put their new skills to use, of checking to be sure that training outcomes mean real benefits to the target population. Continuing turnover of Service Agency staff means constant preparation of junior personnel to be ready to step into positions of greater responsibility. And because Service Agency program funds come from its organizationl clients, marketing must be a permanent preoccupation of Service Agency leadership. Administering a revolving loan fund for poor rural groups is an unending challenge, but an invaluable element of a Service Agency program.

The Project's support has helped create a complex institution, yet one which is clear as to its role and purpose. That clarity has permitted a high level of recognition and acceptance in a short time.

8. BENEFICIARIES

The Project has a large number and a wide range of beneficiaries. The beneficiaries can be grouped into primary or direct beneficiaries and secondary or indirect beneficiaries. Primary are those who have directly participated in LDTC/SA activities and interventions while secondary are those who have benefitted from the multiplying effect achieved by the primary beneficiaries.

One important set of primary beneficiaries was the LDTC staff that participated in short and long term training in-house, in Lesotho, in a third country and in the United States. Some of the staff members of LDTC received direct salary support from the Project and several benefitted from improved working conditions through building expansion and acquisition of vehicles and equipment. Some illustrative figures are as follows: two received Bachelor degrees in Education at NUL; nine staff members completed MEd degree courses at UMass and one is completing it at Western Carolina University; two participated in a Diploma in Adult Education

course in Nairobi and in Witwaterstrand; four participated in accounting courses at IDM; and four took part in computer courses. An average of eight staff members participated at 10 workshops for professionals of LDTC.

Another set of primary beneficiaries are the members of Assistance Fund groups. These are, for the most part, low income rural dwellers, particularly women who do not have other sources of credit for income generation activities. To date 41 groups have benefitted from the Assistance Fund program which includes loans, training and technical assistance. The nature of the benefits received by these groups is wide ranging: production skills (e.g., poultry, weaving, sewing, cattle raising, etc.); use of credit; marketing skills.

The primary beneficiaries consist of the following:

- 255 group leaders, extension workers and some group members participating in training activities
- 1,304 group members receiving credit and technical assistance
- 5,992 family members benefitting from the product of the income generating activities.

Thus, close to 8,000 people have directly benefitted from the Assistance Fund. The indirect beneficiaries are more difficult to calculate, but the close contact with the field allows for fairly realistic estimates. The Assistance Fund training activity has benefitted about 50 extension workers, such as nutrition assistants, district agricultural officers, health workers, etc. Each of these extension workers assist a minimum of ten rural groups with an average membership of 30. This leads us to a conservative estimate of 15,000 indirect beneficiaries of the Assistance Fund training activities. If the families of these beneficiaries were entered into the calculations, there would be around 60,000 indirect beneficiaries.

It must be noted that the majority of these beneficiaries are classified among the poorest of the poor. None of the groups had prior credit experience for income generating activities. LDTC/SA have successfully initiated them in rural credit through intensive training and a lot of handholding. Eventually these groups will be capable of successfully using conventional credit mechanisms.

Also noteworthy is the fact that the majority of the direct beneficiaries are women who have been helped to successfully engage in entrepreneurial activities. The Project has, therefore, broken barriers and helped overcome traditional myths in relation to women limited credit worthiness and role in development.

The third set of beneficiaries are the professional and extension workers of governmental and nongovernmental organizations who have participated in NFE workshops of the LDTC/SA. Approximately 900 people have participated in 36 workshops on various NFE skills. To this must be added more than 150 instances of technical assistance interventions to these organizations in aspects such as training methodology, design of educational materials and income generation. At least ten people have benefitted from each technical assistance. A conservative estimate is that 2,500 development workers at various levels have benefitted with enhanced NFE skills as a result of the Project.

9. UNPLANNED EFFECTS

The evaluation team considers that there has been no major unplanned effect on the Project. A minor positive effect has been the fact that other AID projects have benefitted from the cooperation obtained from LDTC during the implementation of this project. Some examples of this are the AID Project with LCCUL, the Range Conservation and Management Project and Rural Water and Sanitation Project.

Another unplanned effect has been the turnover of staff trained by the Project into positions of greater responsibility. On the one hand, this has a negative effect of losing training staff for the Project but, on the other hand, it has meant that NFE skilled personnel becomes available to other institutions.

10. LESSONS LEARNED

The following is a summary of the major lessons learned from the Structuring Nonformal Education Resources Project at the Lesotho Distance Teaching Centre. They are intended for planners and practioners who are considering the development and implementation of projects of a similar nature.

GENERAL SERVICE AGENCY LESSONS:

1. Projects with an institution building emphasis take a considerable amount of time to reach their objectives. The LDTC Project has been a six-year Project which must be viewed as the minimum number of years for a Project of this nature. Because of the complexities involved in developing the capacity to assist other organizations, the Project should be conceived following two phases. The first phase should be mainly an institution building phase when the administrative and financial capabilities are developed and staff is trained. Once that phase has been completed, the implementation phase proper should begin. However, it is also important that some results are shown, even if only modest, to gain acceptability for the Project and legitimacy in the eyes of potential client agencies.

2. A central government organization such as the LDTC cannot attempt, for both practical as well as political reasons, to "go it alone" in attempting to assist rural groups. It must establish strong working ties with both governmental and nongovernmental organizations involved in rural development. These ties prevent duplication of effort and enable the LDTC and the other organizations to provide what they are best at.

3. The creation of a financial account separate from government finances such as the LDTC Fund is an extremely effective way to marshal resources to provide immediate assistance to national or rural based organizations. Human or physical resources can be quickly acquired without the lenghty time delays of a government bureaucracy. Also, a locally controlled fund provides the LDTC with internal accountability. By not being totally dependent on government funds, the LDTC must be concerned with the quality and quantity of the services it sells. If its services are not purchased by clients, less income flows into the LDTC to pay for staff and supplies.

4. Organizations, like the LDTC, which are dependent on the sale of services, must actively pursue the packaging, advertising, and marketing of services. They must also constantly assess the needs of their clients to make certain that the services they offer are in demand.

5. In a Project that aims at building a viable institution with a high degree of self-sufficiency, a cost effective approach to management must be vigorously pursued. Expenditures which do not bring in evident benefits should be minimized. Likewise, expenditures which have potential for realising increased benefits must be increased.

ASSISTANCE FUND LESSONS:

6. Rural poor can and do effectively use credit for productive purposes. The LDTC experience with assisting rural based income generating activities indicates that loan funds without accompanying training generally are not sufficient.

Borrowers are most able to handle the loan money in a proper fashion and repay the loan when they are given training assistance to take full advantage of the loan. Money loaned to a group without other supporting help is generally wasted. Most groups need training assistance as previously described in concert or even preceding such financial assistance.

7. The Service Agency is most effective where it utilizes the resources of indigenous networks and patterns of cooperation and existing formal or informal organizations rather than creating organizational structures. The tendency of many programs to create their own networks tend to wastefully duplicate existing ones.

8. The Assistance Fund provides an effective bridge into a money economy for the large numbers of rural people engaged in subsistence enterprises. Once personal skills and confidence are increased as a result of LDTC interactions, the participants are then better able to take advantage of and engage in larger self-employment creating ventures utilizing more conventional sources of funds and assistance.

9. Project must be willing to begin in small scale and avoid pressure to set auspicious targets for an initial period. Quite often groups in their initial stages of development need smaller amounts of seed money to undertake a limited income activity mainly for training purposes. Institutions implementing revolving loan funds should consider a separate source of funds which would enable them to award small grants to groups engaged in primarily an educational activity. At a later time, once the training has taken place with the help of the grant, a group

could then take out a loan and at the same time, if necessary, repay the grant principal.

10. Organizers of this type of credit training program must consider ways to waive the collateral terms of most formal credit institutions or utilize innovative approaches to subsitute for collateral. This might be third party guarantors, or resource commitments by each member into the activity as described in the Lesotho case studies.

11. The desirable features of the informal credit system should be incorporated into the revolving loan fund. These include reduced paperwork and administrative constraints, flexible collateral requirements, frequent repayment schedules, and loan officers who have the proper training in the needs of the poor.

12. The administering institution should have a set of guidelines or selection criteria and appropriate committee structure which will enable it to make responsible and impartial decisions based on the merits of the applying group rather than on political, personal or other factors.

13. Credit programs geared to the poorest sections of the population must grapple with the question of how to provide reasonable rates of interest. Probably more than any single question regarding revolving loan funds is the amount of interest that should be charged on a loan. [Reaction to the inability of conventional formal credit institutions to provide proper credit centers on the issue of interest.] This argument states that when the poor can obtain a formal credit loan, the interest rate is too high. When they fail, it is a result of this high interest rate. Lately there has been considerable criticism directed at this argument. In brief, criticism has been directed at unusually low rates of interest as distorting and undermining the potential development of solid financial markets. Low interest rates, furthermore, are thought to retard savings and capital formation, cause inefficient allocation of resources and fragment financial markets. In summary, a low interest rate is in effect a subsidy that the government must provide to the lending institution which undermines a notion of a self-sufficient national financial market and which at the same time fosters an unrealistic understanding of the financial market on the part of the income generating group. Such an unrealistic understanding may retard a businesslike approach to future dealings with conventional banks and other lending institutions as the groups grows. If the

activities of the group are economically sound and feasible, a reasonable rate of interest will not negatively influence the success of a group.

Yet it remains to be determined as to what is a "reasonable" rate of interest. It appears that this rate is somewhere between the artifically low rates of interest of one or two percent, but lower than the 13% or more that a commercial bank charges. This must be a country-specific decision. As a guideline, where the training aspects of the assistance program are paid for from government or nongovernment sources, the interest charged on the loan should be enough to recapture the service charges for administering the loan. In many instances this would be around 10-12% per annum on a decreasing bal nce.

14. It is important to start with a simple structure for an assistance program which provides for experimentation and learning by doing. Programs have a tendency to become more complex as they progress. If they are too complex at the start, the program may never get started.

15. The Service Agency must, at all times, endeavor to minimize delays in processing loans and disbursing the funds to the groups. There were considerable delays previously experienced at the inception of the Project at both the LDTC and AID approving mechanisms. One of the main problems was that the advisory committee adopted a decision making role and, in several instances, demanded to see a proposal several times with additional information. Also, this committee was comprised of high level officers from various ministries and was chaired by the Permanent Secretary of Education. All these officers have extremely busy schedules and it was always difficult to schedule meetings to approve loans.

16. A final consideration would be for an organization to critically examine its internal financial controls. If there are problems, a bank may be able to handle certain aspects of the financial details. Do not let the administrative and financial details interfere with the training aspects of the program. If the administrative resources are not present, seek outside help.

The borrowing groups repeatedly expressed their anxieties and frustration for these delays. Therefore, care must be taken to streamline the procedures and accelerate the processing of loans so as to minimize delays. Final decision making on loan approval must rest with the agency managing the credit program (in this case, LDTC) so as not to rely on an external committee structure.

11. COMMENTS

There are a few special comments that do not exactly fit in the prior sections of this report, but that the evaluation team considers important to highlight.

Women in Development: The majority of the direct beneficiaries of the Project are women. Thirty-seven (37) out of 41 groups receiving credit under the Assistance Fund have a membership and leadership consisting predominantly of women. Although no hard data have been collected on the use of profits, observations made by the S.A. staff show that women are eager to invest in improvement of household needs, diet and education. By involving themselves in the country's economy, women are taking important steps to raise their status and role in development. Also, their successful handling of credit and involvement in market transactions contribute to dispel deeply rooted myths and customs that have kept women at the margins of the economy.

This aspect should be emphasized when disseminating the experience and lessons of this Project to other LDCs. In Lesotho there is a long standing tradition of women prominent in the economy because of the seasonal migration of the male labor force to the RSA. Thus, it is not surprising to encounter women entrepreneurial capacity within the context of Lesotho, unlike other LDCs.

It must also be added that 80% of the professional and extension workers trained in NFE skills workshops were women. The LDTC staff consists of 65% women and the majority of the staff hired by the Project were women.

Privatization: This is one of the few education projects that has succeeded in establishing an agency with defined market-oriented services and is aiming at increased fiscal self-reliance, thus diminishing dependency on public funds. Also, through its credit program, LDTC/SA is initiating rural groups into the market economy with a lot of initial hand holding and subsidization, but which will eventually graduate them into the conventional credit systems and open market.

It is evident that the LDTC/SA has succeeded in creating a demand for its services and is motivated to engage in the necessary marketing effort to increase this demand. Client institutions are willing to pay for the services they get and

rural groups are willing to pay the costs of loans they receive. As the number of ASANTE client organizations grows, its income from non-GOL sources will grow as well. If ASANTE can remain small in terms of permanent staff and rely on a roster of consultants to bring aboard for specific tasks, its dependence on the GOL for support could virtually disappear. The GOL could encourage this possibility by specifying privatization as a goal and setting annual targets for ASANTE staff to meet.

Technical Cooperation: The assistance provided by AID-S&T/ED and AID-HRD/Lesotho was flexible, opportune and consistent throughout the life of the Project. Cooperation between the co-managers was unusually high and a common understanding of the aims of the Project and a shared interest in its success was always existent. There were some delays in procurement and funds replenishment, but they did not seriously harm the Project.

The long term U.S. Project Advisor and the Evaluation Advisor performed their tasks in a most commendable way. They established an excellent rapport with their Basotho colleagues and on-the-job trained national counterparts who can now continue to run the S.A. with little need for external technical assistance.

ANNEXES

Several individuals made substantial contributions to the preparation of these annexes. Annex A, with some editorial changes, was written by Pholongoe Moleki. Annex B was mainly written by Linda Ziegahn. Annexes C and D were written by the external evaluator with contributions from Mathato Khitsane, Montseug Mofokeng, Tseliso Mathafeng, Malineo Sakoane and Dick Betz.

ANNEX A

GOVERNMENT AND AID SUPPORT AND COMMITMENT

The purpose of this section is look into the support provided or not provided by either the Government of Lesotho or USAID to the LDTC/Service Agency.

By signing the contract with USAID on Project implementation of the USAID-funded Project and by agreeing to the fact that posts developing out the the USAID-funded Project would be absorbed by the Lesotho government, the Government of Lesotho showed interest on the innovative nature of the Service Agency.

Furthermore, by allowing in particular civil servants to attend at the inception of the Project, to attend either seminars, conferences, workshops related to NFE practitioners engaged in NFE, the Government of Lesotho showed its interest and willingness to participate and involve a large section of the civil servants from the beginning.

Letters of correspondence between USAID and the Ministry of Education on the use of Centre vehicles primarily for Project-related activities are indicative of the interest on the part of the Government of Lesotho in the Project.

On the part of USAID, interest in the Project has been manifest, for example, protecting the interest of the Project by assisting in verifying the importance of the use of vehicles shortly for project/service agency related activities.

USAID interest in the Project was marked by purchasing of equipment directly related to improving Service Agency related activities, e.g., the vehicles, projector and extension building.

USAID also participated in meetings aimed at sharing information on Service Agency related activities and made known the services of the LDTC to other funding institutions within Lesotho.

While USAID has been supportive of the Project, mention should also be made of the costly delays made by not purchasing most essentials on time. This caused delays that were in some instances injurious to the Project. Also during the first half of the Project, cash flow problems were created because of AID utilization of cost reimbursement mechanism. This situation has been remedied during the second half of the Project.

USAID facilitation of consultants to the LDTC indicates interest in the overall staff development, in particular that of the Service Agency, for both short-term and long-term staff training of the Centre and of the S.A. in particular.

The Government of Lesotho showed great interest in the Service Agency by allowing staff members of the Ministry of Agriculture to work hand-in-hand with the Service Agency in its training interventions. Ministry of Agriculture staff members took their time off from their every day activities to support the Service Agency in its interaction with the Assistance Fund groups supported by the Service Agency.

The Government of Lesotho showed great interest and support of the S.A. Project when, through the Ministry of Education, it sponsored a workshop on Nonformal Education in October 1979. This was the first time the Ministry of Education sponsored a workshop on Nonformal Education. Participants came from government ministries, government organizations and nongovernment organizations.

Subsequent to this workshop, there was another seminar in October 1981 where governmental and nongovernmental organizations were represented. The purpose of this seminar was to share the results of the nonformal survey of 1980 on NFE status and also to share more the idea of the Assistance Fund. The fact that this meeting took place is indicative of government support. The very fact that the 1980 national survey took place testifies to this. The Income Generation Conference was attended by both government and nongovernment institutions engaged in income generating activities. The above examples may suffice to show Lesotho's support.

The next question to ask is how do other officials interact to the Assistance Fund Management subcommittee in line with answering the extent to which government supports the activities of the Service Agency. As previously pointed out, by

releasing members of staff to join such activities of the AFARS, the government shows support. The composition of the AFMS, besides four LDTC staff members, is comprised of P.S. Education, P.S. Finance, Central Planning and Central Bank authority and Agricultural Development Bank representatives. The only misfortune has been that not all of the above mentioned attended the meetings regularly. The P.S. Education attended the meeting only when he was relieved of heavy commitments.

The GOL support and commitment will be put to the test in the next few months when a final decision will have to be made on absorbing into the civil service the staff positions now funded by the project. The Service Agency has every chance of succeeding in marketing its services to a variety of clients, but at present only one staff position (the S.A. coordinator) is fully supported by the government. The hesitancy of the GOL not only jeopardizes the future of the S.A., but has a negative impact on the morale of the staff that are anxiously awaiting a decision.

On the part of AID/Lesotho, although its funding obligation is over, it is to be expected that it will continue to show interest in the progress of the LDTC/SA. AID/Lesotho can serve as a catalyst in encouraging AID and other donor projects to make use of LDTC/SA for various components such as materials development, training methodolgy, rural credit, etc. It would be a shame that after several years of funding an institutional development Project, the institution is not fully utilized by those who helped to establish it.

ANNEX B

IMPLEMENTATION OF RECOMMENDATIONS - 1983 EVALUATION

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.

The Centre has recently suffered a loss of personnel in the Service Agency, Basic Rural Education Section, the Writer's Section, and Literacy and Numeracy. Three people have left, and two are on study leaves. While the effects have not been too evident so far, this would cut down eventually on the Service Agency's ability to respond to requests from outside organizations.

2. More and better use should be made of on-site 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; and (d) strengthening training skills through peer observation.

(a & b) In September 1984 the Project evaluator and Project advisor presented a two day workshop for 27 members of the LDTC's program staff. The focus of the workshop was development of objective-based monitoring/record-keeping systems for the various programs in the Centre. (Refer to "Report on LDTC Monitoring Workshop".)

There were suggestions that the UMass graduates from the Centre do training in their various fields for the benefit of other staff members. This has not happened yet.

c) Members of the Research and Evaluation Section and the Service Agency contributed to the writing of four case studies of income generating groups for the February 1985 Conference on Income Generating in Lesotho.

d) Peer observation is done both informally and through structured observation guides among the Service Agency trainers, and the "Training of Trainers" workshop

conducted in October 1985 presented further observation tips. Both the TOT and the May management workshop talked about how to give constructive feedback to colleagues.

3. Careful consideration should 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 could 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.

Shortly after the 1983 evaluation, members of the R & E section and Service Agency sat down with the Director to lay out a plan for documenting Project progress. The following list describes tasks outlined at that time and whether or not accomplished.

1. Conducting summative evaluation of the Intensive Training Model. Done - see report, "Evaluation of AF Impact on Rural Income Generating Groups - January 1985."

2. Conducting summative evaluation of impact of entire AF package on participants. Refer to above-mentioned report.

3. Review current project records in terms of standardized format, content, uses, relation to other project evaluation goals. Led to presentation of Monitoring Workshop and training of three LDTC staff members in computer data-base program.

4. Produce final version of AF training Modules. Production was completed in 1985.

5. Develop NFE training manual. Manual has been written and distributed at the 1985 Conference on Income Generation for pre-testing. Several comments returned, but manual not yet rewritten.

6. Write issues papers. The following have been written on the Assistance Fund.

a.) Case studies on Income Generating Groups:

- Boiteko Lekhalong la Baroa (knitting group)
- Mathebe Nutrition Group
- Ipupeng Leribe Poultry Association
- Khobotle Piggery Association

b.) Development of a Framework for Understanding Income Generation for Rural groups.

c.) The Leadership Patterns of Income Generating Groups.

d.) An Appraisal of the Intensive Training Model.

e.) The Intensive Training Modules (group functioning, bookkeeping, program planning).

f.) The LDTC's Assistance Fund: Operating a Revolving Loan fund.

7. Document NFE workshop training activities. Participants from four recent (from 1984) NFE technique workshops have been evaluated. Results currently being written up.

8. Write overview of project components.

a.) The LDTC's Assistance Fund: Operating a Revolving Loan Fund.

b.) Final Evaluation of the LDTC - UMass Split Semester Participant Training Program (Tarnoff et al.)

9. Disseminate evaluation findings. The original plan was to have two conferences to share findings, plus a summative conference at the time of the final evaluation. One conference has been held: the Conference on Income Generating in Lesotho, held February 1985. Results of LDTC's experience in working with income generating groups were shared through workshops and written materials.

4. 1984 should be a year for the LDTC to consolidate NFE methods and techniques. In 1985 the emphasis should be on network building.

LDTC staff were able to consolidate NFE methods and techniques in 1984 and 1985. These years saw an upswing in the number of NFE techniques workshops held for outside client organizations, and a change in the training aaproach for Assistance Fund groups. The latter was made more efficient by focussing on group leaders and extension workers, rather than all group members.

A good start toward network building was made with the February 1985 Conference on Income generating. Fifty-five people from 30 development institutions attended.

5. The R & E section should 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 S.A., design a specific plan for NFE network-building to begin implemention no later than June 1984.

Network-building was accomplished through the conference on income generating and through contacts made through provision of training workshops and other S.A. activities. Also, LDTC has not had to advertise AF services as much recently since rural groups have responded based on their encounters with existing groups. For these reasons, the data from the NFE inventory are not as essential to Service Agency programs as it was once hoped to be. The R & E section and the S.A. have focussed on other priorities.

6. The S.A. should reconsider current plans to increase the number of AF 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 other goals of a Service Agency.

At this point in the Project's life, the number of AF groups stands at 41. While time is still a problem for S.A. staff, the more recent "Training of Trainers" approach for AF group leaders and extension workers should be a more efficient use of trainer time. Even with this new training model, the effects of staff depletion the the S.A. have made it difficult for trainers to get around to new groups for monitoring and training visits.

The cost-benefit study suggested that 40 groups were a reasonable number for a viable Assistance Fund. Indeed, as the Project comes to an end, it is important to have a healthy chunk of money in the Fund. Management by S.A. personnel should be made easier when one of the NFE officers returns from study leave and when the vacant position is filled.

7. The S.A. should make more diversified use of the assistance fund, including support to NFE agencies and provision of grants.

S.A. "support" to NFE agencies is mostly in the form of training workshops and development of instructional materials -- services for which they pay. There has been no need so far for other kinds of support. In three AF proposals, grants have been provided for the training of knitters on knitting machines. This was done after it became obvious that few people actually knew how to operate these new machines.

8. The LDTC should consider alternative lending mechanisms such as involving a bank or the LCCUL in the administration of the assistance fund.

At one point, with the Khobotle Piggery Association, LDTC tried to make the local credit union responsible for collection of loan repayments. We found that group members had little faith in the credit union, and that this arrangement made loan management more difficult instead of easier. Also, 'joining" a credit union means adding another layer of group identification that many groups are hesitant to take on.

The S.A. is still considering hiring a loan manager who would be paid from AF interest repayments and who would be responsible for preparation of contracts, delivery of checks to the group, and collection of loan repayments. In this way, LDTC would still have control over this aspect of the AF, and would not have to involve the trainers in financial matters.

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

The accountant is presently learning a computerized spreadsheet program to better keep track of all LDTC financial records. S.A. has a system of cards that are filled in every time a group makes a loan repayment. This system has also been computerized and can be taught to Service Agency personnel depending on time and interest.

10. The GOL, through the Ministry of Education, should affirm its commitment to the LDTC and the Project by ensuring the leadership and staff necessary to expand and improve LDTC's role as the country's leading WFE institution.

The LDTC has asked the GOL to fund nine posistions funded under the Project as of April 1986. The Ministry of Finance and Central Planning office have not yet met with the Ministry of Education to discuss whether or not this would actually happen. In the meantime, LDTC is exploring other sources of funding for these positions, including monies already available from contracts with the World Bank and the African Development Foundation, and money from Service Agency income.

0557D

ANNEX C

INSTITUTIONAL CAPACITY

This section complements the statements of previous sections (i.e., Outputs, Purpose, Goal) and examines the impact the Project has had on developing the institutional capacity of the GOL to support nonformal education activities for the benefit of rural based groups. The GOL, as a result of the Project, has at LDTC a Service Agency with varied capabilities that enable it to function as the focal point on expansion and improvement of NFE as part of the country's development.

The Service Agency actually serves as a "gate" to the services provided by the LDTC as a whole. The Service Agency is one of eight sections comprising the Centre. The other seven include literacy and numeracy, basic and rural education, correspondence education, printing and production, research and evaluation, course writing, and educational radio.

The Service Agency is unique among these LDTC sections in that it funnels requests from outside clients to other staff members within the various sections who have the necessary expertise. Most of these sections are involved in other ongoing nonformal education programmes, but are able to respond to Service Agency requests. For example, requests for the design of instructional materials may draw upon the skills of writers within the Service Agency itself (skills of these staff members are described in Annex C), or from writers in the Course Writing, Basic Rural Education, or Literacy and Numeracy Sections. Requests for assistance in producing radio programmes are channeled to the Radio Section, and evaluation requests go to the Research and Evaluation Section.

Below is a description of the capacity of the Service Agency, based on the capabilities of staff members throughout the institution.

Radio Capabilities

1. Writing scripts for clients.
2. Providing studio recording facilities for clients (broadcast over radio Lesotho).
3. Providing training on how to write scripts, produce and record programmes.

4. Providing cassette tapes of radio programmes to requesting grassroots organizations or schools.
5. The Educational Broadcasting Officer has a Master's degree in NFE from UMass and several radio production courses.

Evaluation/Research Capabilities

1. Pre-testing of instructional materials, radio programmes.
2. Observing grassroots training, providing feedback.
3. Providing formative evaluation measures for educational/training programmes.
4. Conducting impact studies for nonformal education programmes.
5. Providing training on above skills.
6. Section head is completing Master's degree Western Carolina University.

Instructional Materials Design

1. Writing, editing and layout of educational booklets and pamphlets.
2. Training others to write and edit instructional materials.
3. Pre-testing instructional materials.

Nonformal Education Skills Training

1. Training extension agents/field workers to work better with adult populations.
2. Training members of rural groups to manage income generating activities.
3. Training in all the above-mentioned skills that support NFE programmes -- radio production, materials development, and programme evaluation.

Printing/Production

1. Three offset black-and-white printing presses.
2. Three photo-copy machines.
3. Collating and binding facilities.
4. Production capability: 130 100-page workbooks can be printed per week.

STAFF CAPABILITIES WITHIN THE SERVICE AGENCY

There are four staff members out of five in the Service Agency section. The staffing positions stand thus: Service Agency Coordinator, NFE Trainer (vacant) and three NFE officers. The Service Agency Coordinator is the section head and director of the Service Agency.

The post of Service Agency Coordinator requires a person with a Bachelor's degree, preferably in education. A teaching experience is also a requirement. The post of a NFE trainer also requires a person with a Bachelor's degree in education and teaching experience. The post of one NFE officer requires one with at least a Cambridge Overseas Certificate with a lot of experience in the development of instructional materials and abiltity to train and communicate fluently in Sesotho and English. The post of other NFE officers requires, to some extent, ability to develop or to give advice on the development of instructional materials. The main emphasis of these two are that they should be very conversant with training of trainers both at the grass root level and at mid level.

The current staff position in the Service Agency is that there is one person with both a junior degree and an additional post graduate degree in nonformal education obtained at UMass with a scholarship from the USAID Project.. One NFE officer obtained a pass at Cambridge Overseas School Certificate level and three to four months' overseas training on the development of instructional materials in Britain. In addition, workshops run at the LDTC sharpened the skills of the officer in question. The officer attended other seminars/courses such as Small Scale Business Management and NFE Skills Development at UMass.

Another NFE officer is a primary school teacher by profession. The officer obtained further training and was awarded a Diploma in Integrated Rural Development in Israel. Subsequently the officer attended workshops run by the LDTC to sharpen skills in NFE. Other workshops attended were the Women in Management in Washington, DC.

The last NFE officer is a primary school teacher by profession. With further training , the officer obtained a Diploma in Adult Education from Nairobi University. The officer was also involved in a number of training workshops organized and run by the LDTC to sharpen skills of the S.A. section members. He is currently studying for an MEd at the University of Glasgow.

In general, the Service Agency is comprised of skilled people in consultation skills for various jobs required by requesting clients. Over and above, the Service Agency is composed of specialists and consultants on how to set up a revolving fund and what things to bear in mind. The experiences the S.A. has on the assistance fund is of great value to genuine policy makers and rural development specialists.

The Service Agency boasts of specialists on communication skills geared toward the rural poor. The training modules and training methodologies/approaches by the S.A. is manifest of this. At the same time, the S.A. recognizes the fact that learning is a continuous process. As it interacts with more groups, the more skills it shall acquire to cope with a changing world.

ACTION CAPABILITIES OF THE SERVICE AGENCY

The Service Agency Section provides a range of services to government Ministries and Departments, as well as to nongovernmental organizations involved in nonformal education and rural development. This falls roughly within three categories:

- designing and developing instructional materials
- planning and running workshops
- assistance fund

With regard to designing and developing instructional materials, since August 1985 the section has done the following:

- designed and pretested vegetable and poultry production booklets for Women's Bureau. The booklets are self instructional and are used by rural people. Printed 500 copies.

- 50 report covers for the ATS-Ministry of Cooperatives and Rural Development

- designed information brochure for ATS. Printed 1,000 copies

- adapted the FNCO Field Progam Management Kit and printed 300 copies of the Extension Workers Handbook

Since August 1985 the section has printed the above mentioned and the following:

- printed 2,500 copies of the school calendar for the Ministry of Education

- printed 1,400 copies of E804 forms and 20,000 copies of E89 forms for the Ministry of Education

- printed 500 graduation brochures for the National Teacher Training College

- printed 500 copies of school forms for Maseru High School

- printed 550 Amstrip questionnaires for the National University of Lesotho

- printed 400 copies of FNCO bulletin

ASSISTANCE FUND

LDTC/SA provide both financial and training assistance to income generating groups. During the 1983 evaluation, the number of groups assisted was six but now the number has in increased considerably. In fact, the S.A. is now working with 41 groups in all. These groups are distributed in the following districts: one group in Butha Buthe, four groups in Leribe, four groups in Berea, 19 groups in Maseru District, ten groups in Mafeteng, one group in Quthing, one group in Mokhotlong, and one group in Thaba Tseka.

In order to explain what a loan consists of, the following is presented as a case study. The Masianokeng Dairy Association was started in February 1984. The aim of this association is to promote dairy farming through rearing thoroughbred Friesland cows and growing fodder. This group has 27 members; of these, ten already keep one Friesland cow each.

A letter of application for assistance was received at LDTC on October 12, 1984. A proposal to be presented before the Screening Committee was developed in March 1985.

The LDTC Screening Committee met on April 1, 1985, and passed the proposal as presented. On September 3, 1985, the abovementioned proposal was presented to the Assistance Fund Management Subcommittee (AFMS). This committee raised the following concerns:

1. the loan was too big

2. the Masianokeng Dairy Association's proximity to another AF group could hinder LDTC's equitable distribution of services to the entire country.

3. the chairman requested that the Service Agency section furnish the AFMS with information on how long the group had been in existance, all records kept by the association including their minutes, banking accounts, etc.

4. all this information was to be presented at the next meeting on September 18, 1985.

This application for a loan was approved on September 18, 1985. The funds were given to the group in February 1986.

Thus, it took approximately 1 1/2 years for this group to finally receive assistance from the LDTC. The following points explain the delays:

- During the period November 1984 to March 1985, the Service Agency section had 24 applications to deal with. This meant 24 follow-ups on applications which the section did through letters and visits to the applicants. This step is most important in that it helps the S.A. staff to know the group and also to give advice on the proposed project. One disadvantage, though, is that it is a time-consuming process between follow-up and final write-up of proposals which is caused by delay of letters in the mail and also the fact that it takes a couple of days to get people together for a meeting.

  Another delay was caused by the AFMS which could not meet immediately after the Screening Committee's meeting on April 1, 1985. Members of the AFMS have their own job priorities and it is often difficult to arrange a meeting with them. This is why it took five months after the Screening Committe meeting for the AFMS to meet.

- Even after this meeting on September 3, there were queries from the AFMS which had to be addressed before the proposal could be passed. The S.A. had to go back to the group to get answers. Another meeting was called on September 18, whereby the proposal was passed.

- Changing the format of the proposal write-ups was something else which caused a delay.

- Since the approval of the proposal by the AFMS in September it took six months for the group to finally receive funds. The reason for this has been USAID's delay in securing funds.

TRAINING TO ASSISTANCE FUND GROUPS

During the life of the project, the S.A. section constantly reviewed its training to the groups in search of a better model. Initially the training offered was a one day intensive workshop. The revised model of training (the Intensive Training Model) consisted of a three-day training workshop at the groups' training site. This was followed by a series of five one-day workshops at monthly intervals.

In between the workshops, the groups were given some assignments and tasks to perform. The subsequent workshops were based on the information obtained through assignment and reports on the group activities. It was through this model of training that the section was able to monitor progress of the participants and also make interventions where necessary. However, in time it was found that this model was extremely time consuming, that participants did not always complete the training assignments and that the S.A. staff could not realistically expect to be able to train each of the group members.

Having considered these issues, the S.A. decided on a new approach which was termed the Training of Trainers Model (TTM). This model lasts for a period of six months and is divided into four phases.

Phase I: Training is conducted by the S.A. staff at a convenient place for the trainees. Participants in these trainings are extension staff who work with the groups that are financially supported by LDTC and two members from each of the groups. These two members have to be chosen carefully as they will be the ones to train the groups after this initial workshop.

The training topics for the TTM are:

- simple analysis bookkeeping
- business skills
- program planning
- group functioning
- practice on the following NFE skills:

- how to lead a discussion
- how to diagnose a problem
- problem solving
- setting objectives
- how to introduce a topic
- how to develop a lesson plan
- arrangements for a climate conducive to training, etc.

Phase II: This is a follow-up training whereby the group members and the extension workers who have been trained conduct training themselves. At this stage, S.A. staff only provide minimal support.

Phase III: Both extension workers and the group members conduct training on their own: they will only refer to the S.A. staff if they have problems they cannot overcome.

Phase IV: A summative evaluation of TTM impact is conducted.

RESULTS OF THE ASSISTANCE FUND ACTIVITIES

- 41 groups have made use of the AF totalling a disbursement of approximately $325,000. (See Attachment I.) This represents a 600% increase from the seven groups served by the end of 1983.

- The repayment rate for most loans has been well within schedule. Only three (3) groups are seriously late with their payments that might be considered at default. Eight (8) groups are slightly late in payments. Since most of the loans were made during the past two years, only five (5) are paid off, in three cases ahead of schedule.

- At the time of writing this report, twelve (12) additional loan requests have been received.

- No systematic monitoring has been conducted on how the groups are using the profits of the AF income generating activities. However, S.A. staff have observed that the majority reinvest their profits to expand their business. Also there is increased consumption of eggs in the poultry projects and increased purchasing of

children's clothing and household goods. It must be noted that practically all the members of the groups are women engaging in income generating activities to complement the earnings of their husbands (most on temporary jobs in the Republic of South Africa). To a certain extent, this guarantees an expenditure pattern which responds to the immediate family needs.

TRAINING CAPABILITIES

During the past six years the LDTC/SA has conducted workshops on a variety of NFE skills for an ever increasing number of governmental and nongovernmental development related organizations. The LDTC/SA is now, with not much need for advertising, sought after by organizations requiring training for their staff and field workers. LDTC/SA has been instrumental in making development organizations realize that special educational and communication skills are necessary to work with rural groups and that NFE must be an important component of the Agency's work.

The staff of the Service Agency, through the various forms of training provided by the project and their extensive experience with grass root level education, has the capability of training others in a wide range of topics to achieve a variety of training objectives. Attachment II shows an inventory of the topics and objectives offered by the LDTC/SA staff.

The LDTC/SA staff has also evolved a methodology for dealing with its clients whereby considerable time is spent assisting the client in defining the purpose and objectives for the training ensuring appropriate follow-up of the utilization of the skills learned. The 1983 evaluation team interviewed a large number of users of the training services of LDTC/SA and found an almost unanimous recognition of the quality of the service provided. The final evaluation team interviewed a smaller number, but was able to confirm the same positive response.

Attachment III is an almost complete list of the workshops run by LDTC/SA during the life of the project. At present there are 13 organizations that are considered the most faithful clients of LDTC/SA having requested repeatedly its services. These are listed in Attachment IV. It is noteworthy that the Ministry of Agriculture and its related organizations have been the main beneficiary of the

training. Eighty-six (86) professionals of this Ministry alone have participated in the NFE skills workshops and approximately 50 extensions workers have been involved in the AF training (TTM). LDTC/SA has, therefore, a demonstrated capability for training agriculture development workers, a capability that should now be tapped by other AID supported projects.

EVALUATION AND RESEARCH CAPABILITIES

The LDTC/SA has been successful in providing assistance with the evaluation of their NFE materials and activities. These services are performed in cooperation with the Research and Evaluation Section of LDTC which has a staff of three professionals one of whom is currently on study leave, and microcomputer processing facilities. The project provided the services of a long-term Evaluation Advisor who has assisted and trained the staff of this section.

The following are examples of evaluations undertaken for client organizations:

- Pretest of instructional materials for the Appropriate Technology Section (ATS) and the Bureau of Women's Affairs. This was carried out at three AF groups.
- Evaluation of the performance of field instructors of the Lesotho Handspun Mohair.
- Evaluation of the quality of training of the Vocational Training School of the Lesotho National Council of Women.

The Research and Evaluation section has developed its capacity to conduct research through a number of studies related to the project activities, the most salient include:

- Changes of Perception in AF Impact
- Evaluation of AF Impact on Rural Income Generating Groups
- Cost-Benefit Analysis of LDTC's Assistance Fund
- Case Studies on Income Generating Groups
- An Appraisal of the Intensive Training Model
- Evaluation of Record-keeping Procedures for AF Training

SHORTCOMINGS IN CAPABILITY

The LDTC/SA staff recognizes a number of limitations in the current capabilities to provide adequate services to client organizations and rural groups. The external evaluators were impressed by the self-critical attitudes of their Basotho colleagues. However, it is clear that the achievements and degree of professional excellence acquired far outweigh the shortcomings. The most salient issues that need addressing to complete the institutional capacity development process are as follows.

1. The GOL must make a decision in the immediate future about the four staff positions at the S.A. section currently funded by the project. This issue is further dealt with elsewhere in this report. It would be impossible for LDTC/SA to maintain its current productivity if there is a reduction in its staff.

2. The S.A. section could do with an additional staff member to act as Loan Officer for the AF component. This person would be in charge of all administrative aspects of the loans and particularly be responsible for ensuring timely collection of payment and dealing with delayed payments. This position can be fully funded with the income of the AF.

3. The LDTC/SA staff feel reluctant to expand its clientele through a marketing effort because of their limited staff number. This can be somewhat remedied by making use of short term consultants and trainers who have been trained by LDTC/SA. The S.A. section could begin a roster of NFE trainers that can be called upon to provide temporary assistance. The computer facilities made available by the project could be of great help for this task.

4. The LDTC/SA as the NFE Service Agency was to undertake an inventory and mapping of NFE in Lesotho. This was attempted through a major survey completed in 1982 at great person and financial cost. Unfortunately, for all practical purposes, this survey was a failure. The data produced were not accurate, soon became outdated and the format utilized did not lend itself for quick and complete reference material. There is no need for further elaboration on this point as it has been the subject of past evaluations. However, the need remains for an appropriate data

bank where information is available on the main NFE expertise, institutions and resources available in the country for use of the LDTC/SA as well as to provide a referral service to local and international donor agencies. LDTC has the computer capabilities and substantial dispersed data to begin to put together an NFE Data Bank.

ATTACHMENT 1: Loans + Interest Disbursed During Project

OUP NAME	LOAN AMOUNT (in maloti)	INTEREST AMOU (in maloti)
Khobotle Piggery Assoc.	3,500.00	420.00
	2,400.00	288.00
Koloni Uniform Centre	4,500.00	540.00
LCW-Women's Section	1,350.00	
Ipopeng Leribe Poultry Assoc.	760.00	
Visual Problems Centre	5,700.00	570.00
Boiteko Lekhalong la Baroa	1,360.00	225.20
Bela-Bela Women's Institute	212.52	23.52
Matelile Sewing Group	2,500.00	250.00
Mathebe Nutrition Group	3,000.00	360.00
. Thusanang Matsekha	800.00	96.00
. Seipone Motsekuoa	900.00	72.00
. Makoanyane Farmers' Assoc.	3,703.63	454.44
	972.50	145.88
. Khotsong Nutrition Assoc.	1,300.00	104.00
. Koroto Nutrition Assoc.	2,108.00	252.96
. Boiteko Makaung (Mafeteng)	1,054.00	184.32
. Thusanang ka Lerato (Mazenod)	1,104.00	132.48
. Ikaheng Poultry Assoc.	900.00	54.00
. Setikeng Uniform Centre	5,084.60	610.00
. Bontsang Leseli (ha Matela)	750.00	45.00
. Itekeng-Mahobong ha Joang	1,910.00	229.00
. Masianokeng Dairy Assoc.	51,688.50	5,165.25
. Utloanang Basotho Assoc.	74,532.21	11,149.00
. Phallang Ha Nko (Mazenod)	40,834.40	6,136.51
. Kopanang Thamae	54,500.00	5,175.00
. Ramokhele Nutrition	2,587.50	388.13
. Kopoano ke Matla Roma Coop	48,500.00	4,545.00
. Itsoseng Basotho Ha Khabo	7,969.50	1,195.00
. Mejametalana Motimposo Poultry Assoc.	44,505.00	6,675.75
. Makokotoaneng Poultry Assoc.	3,139.04	471.00
. Lequetsoana Farmers' Assoc.	51,750.00	7,762.50
. Phalimeho Phepo Assoc.	8,771.05	1,316.00
. Maliba-Matso Handicraft Assoc.	5,096.60	704.49
. TholoSeqobelabela Goaling	60,720.00	9,108.00
. Mokema Dairy Assoc.	70,700.00	3,105.00
. Mathokoane Nutrition Assoc.	6,210.00	931.50
. Butha-Buthe Thuthua Assoc.	64,699.00	9,704.85
	57,534.50	8,630.18
. Sea-Point Poultry Assoc.	29,161.13	4,374.17
. Sebapala Nutrition Assoc.	3,146.40	471.96
. Boiteko Thaba-Bosiu Poultry Assoc.	30,360.00	4,554.00
. Tsoaranang ka Matsoho Assoc.	4,600.00	690.00
. Thusanang Matsekha Poultry Assoc.	16,560.00	2,484.00
	702,949.93	105,020.09
IAL LOANS + INTEREST	808,970.02	

Best Available Document

ATTACHMENT 2

NFE TRAINING TOPICS AND OBJECTIVES

Topics	Objectives Participants will:
NFE training techniques and skills - setting objectives - characteristics of rural adults - ice breaking skills (practice leading a discussion, etc.)	- learn and practice different ways of doing training activities - get exercise of selecting appropriate learning activities to realize objectives - create a list of NFE techniques - clarify the range of activities within the NFE continuum
Leadership types and leader's role in meetings	- leader keep group on task (stated) - guidance to achieve objectives - know leaders capabilities/have patience
Action Plan	- develop quarterly workplans - know the value of doing workplan
Needs Assessment techniques	- understand the importance of Needs Assessment - develop a list of Needs Assessment techniques - understand how to conduct each technique - practice a variety of needs assessment techniques
Simple Bookkeeping	- log transactions in appropriate columns - demonstrate their ability to do bookkeeping and financial statements
Program Plan/Design A Training Module	- enable participants to develop effective program design - enable participants to develop 6 months plan whereby they will apply what learned in the workshop
Group formation	- to have objectives for activities that could aid productivity (stated)
Training Plan	- design a training model
Evaluation Methods	- evaluate their training interventions - get feedback from participant - enable participant to examine constraints, to implement what learned in workshop and solutions for them
Report Writing	- devise a reporting form which they will use in their work

ATTACHMENT 3

NFE SKILLS TRAINING WORKSHOP

Name of Organization/s	Type of Training	Date	Number of Participants
1. LDTC and 8 Government Agencies	Preparation of Radio focussing on script writing	1980	15
2. 3 Government Ministries & Non Government Agencies involved in NFE	Preparation of Instructional Materials for Nonformal Education	Feb. 1980	22
3. Govt. Ministries, Church Presses & Voluntary Agencies	Photography in Education	July 1980	15
4. Lesotho Co-operatives & Credit Union League (LCCU) and CARE	Week long workshop on participatory training for field	Feb. 1982	16
5. Ministry of Health	Training session of NFE techniques to be used when working with rural groups	May 1982	40
6. NFE Organizations in the Mafeteng District	Workshop on basic bookkeeping how to apply to Service Agency for further help	June 1982	12
7. Ministry of Agric. Co-operatives & Rural Development	Graph Arts workshop	June 1982	12
8. Leribe District Heads of Departments	Meeting to discuss Service Agency Assistance Programs	August 1982	45
9. Berea District	Meeting to discuss Service Agency Assistance Programs	August 1982	40
10. UNICEF	Training of Nutrition Assistants	Aug./Sept. 1982	18
11. Mohales Hoek District Piggery Association	One day workshop on planning and bookkeeping	Nov. 1982	30
12. Ministry of Health	Training Health Assistants in community development techniques - 2 one day sessions	Nov. 1982	40
13. Ministry of Health	Presentation on working with villagers to nurse clinicians workshop	Dec. 1982	20

Name of Organization/s	Type of Training	Date	Number of Participants
14. Ministry of Co-operatives & Rural Developmen	Workshop on NFE techniques to interministerial group involved in rural water and sanitation project in Mohales Hoek and Quthing	Nov./Dec 1982	40
15. Mohales Hoek District Co-ordinator	One day workshop on women in in development	Dec 1982	40
16. Quthing District Co-ordinator	One day workshop for self-help project	Dec 1982	40
17. LEC	One day seminar for mothers in Matebile	Dec. 1982	60
18. LCCUL	Two week workshop for Board of Directors on goal setting and planning	June 1983	30
19. ILO	Two day workshop on financial planning for small business-management	Aug. 1983	25
20. Ministry of Health	Workshop sessions on communication skills for health workers	Aug. 1983	40
21. Ha Matela Young Farmers	Training session on Service Agency	Sept. 1983	60
22. Ministry of Rural Development - ATS	Development of Instructional materials	1984	10
23. Women's Bureau Ministry of Agric. Interior & Co-operatives & Rural Development	Materials production using a modulator approach	1984	20
24. Women's Bureau & Ministry of Agric. Nutrition Division	Training of trainers in communication skills	1984	15
25. Sehlabathebe Range Development Unit	(4 workshops) NFE techniques, needs assessment, developing a training	1984	32
26. Appropriate Technology Section	program, setting training objectives, the use of role playing initial,		10
27. (ATS) Livestock Division Min. Agr.& the LCCUL	incidents and case studies, project proposal and evaluation of training programs		15 60 60

	Name of Organization/s	Type of Training	Date	Number of Participants
29	30 Government & Non-Government Institutions	Income Generation in Lesotho; sharing of experiences Non-formal education and income generating activities	1984	43
30.	Catholic Relief Services (CRS)	Two week workshop on NFE skills development and practical sessions dealing with day to day activities of the fieldworkers	1985	10
31.	Ministry of Co-operatives and Rural Development (RET)	Instructional material development workshop	Feb. 1984	8
32.	LCCUL	Participatory training:- Needs Assessment, setting objectives, workshop planning, different learning techniques.	June 1983	26
33.	Lesotho Planned Parenthood Association LPPA	AF type training	Dec. 1983	27
34.	CRS	Training focussed on management by objective model.	Sept. 1985	8
35.	Min. Of Agric. (LCRD)	NFE skills development, monitoring, record keeping, managerial skills, conducting meetings and bookkeeping.	Aug. 1985	30
36.	Min. of Co-operatives and Rural Development (ATS)	NFE skills development setting objectives, facilitator skills & planning a training workshop.	Dec. 1985	8
			Total	982

ATTACHMENT 4

LDTC/SA Most Prominent Client Organizations

1. Bureau of Women's Affairs
2. Lesotho Co-operative Credit Union League (LCCUL)
3. Catholic Relief Services (CRS)
4. Appropriate Technology Section (ATS) (Ministry of Rural Development)
5. Co-operative American Relief Everywhere (CARE)
6. Nutrition Section Women in Development Ministry of Agriculture
7. Livestock Division Ministry of Agriculture
8. Range Management Unit Ministry of Agriculture
9. Ministry of Health
10. Nutrition Section Ministry of Agriculture
11. Lesotho Planned Parenthood Association (LPPA)
12. Peace Corp
13. International Labour Organization - Refugees (ILO)·

ATTACHMENT 5

SERVICE AGENCY COSTS & INCOMES

(1985-1986):

1.	Salaries (6 staff in S.A. at 100%) (3 staff in Radio at 25%) (1 staff in Accounts at 50% (3 staff in R & E, 100%, 75%, & 50% (12 staff in production at 45%) (some other staff, director)	93,437.52 (of which 76,472.02 is non GOL funded)
2.	Transportation (petrol, maintenance etc)	9,165.90
3.	Staff Per Diem	6,637.70
4.	Materials and Supplies (stationary, printing & graphs materials)	23,807.00 (10,750.07 non GOL)
5.	Staff Training	2,299.31
6.	Workshops and Conferences	6,848.68
7.	Overheads (building maint., elect, phones, etc.)	
		M152,652.44

ANNEX D

INSTITUTIONAL VIABILITY

This section provides additional details to assess the viability of the Service agency of the LDTC. More detailed evidence is provided to support the general conclusion of prior sections (i.e., Outputs, Purpose) that the Service Agency is a viable institution because it has developed the necessary components of staff capabilities, costs control, income generation and management procedures. Each of these aspects needs to be strengthened to ensure continuing viability but this is well within the reach of the S.A.

STAFFING CONSIDERATIONS

The S.A. started with one staff member who acted as coordinator, most of the services being provided by the various sections of the LDTC. With the implementation of the project, the staff increased to seven members two of whom were expatriates. Two S.A. staff members, including the coordinator, received graduate level education in the U.S. and one a diploma in a third country. The rest of the staff received short-term training both locally and overseas. In addition, the S.A. staff received on-the-job training and technical assistance from the long-term Project Advisor and Evaluation Specialist. One of the staff who received graduate level training resigned from the S.A. to accept a senior appointment at another ministry.

Therefore, as far as as staff capabilities are concerned, the project leaves behind a viable institution that can continue to operate beyond PACD. However, immediate decisions will have to be made so as not to lose the trained staff members of the S.A. The S.A. coordinator explains the situation as follows:

> "Even though the picture of the S.A. staff looks bright, it is gloomy when it comes to the number of staff already on the establishment list. Out of the five members of S.A. section only one, the Service Agency Coordinator, is on the establishment list. The other four members are paid for by the project. The question is, how does this auger for the future?

If the government does not absorb the four positions paid for under the project, only one member will remain in the section. This will be calamitous. At present, one member left the Service Agency for another job while the other member is on study leave. As it is, the Service Agency is heavily understaffed and fails to attend positively to the demands made on it. The aggravating factor is that of late this comes at a time when much needs to be done in the section, e.g., attention to the Assistance Fund from the development of project proposals from the groups, follow-up of propsals, development of contracts, attending to every day work of the section."

Thus the condition for a viable institution is that a decision be made on absorbing the project funded positions into the civil service or find other ways to ensure a minimal staff contingent to operate the S.A.

The LDTC director assured the evaluation team that there will be no adverse effect after the end of project funding as he plans to fund the positions from LDTC's own reserves for a period of six months, if necessary.

The evaluation team also discussed this situation with the Minister and Principal Secretary of Education and received their assurances that this situation will be solved within the next few months. Thus, it seems that there is reason to be optimistic that the S.A. will be able to retain its current level of staff.

COSTS AND INCOME CONSIDERATIONS

The evaluation team made an estimate of what it cost to run the Service Agency during FY85-86 (April 85 - March 86) including full-time salaries of S.A. staff and a proportion of the time of other sections' staff and other expenditures. The estimated figure is just short of M153,000 ($76,000), the details are shown in Attachment V. The greater proportion of salaries for S.A. are from non-GOL sources (81.7%) as are materials and supplies costs (45%). Non-GOL sources consist mainly of international donors, namely AID, whose funding is about to end.

The S.A. demonstrated an eve. improving income generating capability as can be seen at comparing two fiscal years.

SERVICE AGENCY INCOME (Non GOL, Non Donor)

1983/84	M20,246.21
Training	3,304.34
Materials Development	2,255.80
Research and Evaluation	929.35
Edit/Printing Only	12,552.20
Radio	937.68
AF Interest	266.84
M24,854.86 1984/85	
Training	10,401.50
Materials Development	4,699.55
Research and Evaluation	2,765.00
Edit/Printing Only	5,250.25
Radio	500.00
AF Interest	1,238.56

For an additional comparison, during the first year of the project (79-80), the Service Agency income was M9,932.46. It is important to note that the S.A. is relying less on mere "printing jobs" for its income and that there have been considerable increases in income in the training and AF interests items.

A number of conclusions can be drawn from the illustrative costs and incomes figures of the Service Agency and the LDTC as a whole. It should first be noted that this information is from currently available figures of the Accounts Section. In some cases, 1985/86 fiscal year information was not available.

Current Service Agency costs (FY 1985/86) are M152,652.44. With Service Agency income of M24,354.86 and GOL contributions of M36,300.93, there will be a shortfall in funds at the conclusion of the USAID project of M91,496.65.

In the event that the GOL absorbs five to nine USAID funded positions, the shortfall in the Service Agency will be reduced almost totally. Even with the worst possible scenario of no positions being absorbed by GOL, the LDTC has the potential of generating additional income via the newly started African Development Foundation and Ministry of Health/World Bank work of at least M150,000 per year. This should easily pay for the Service Agency shortfall of M91,496.65.

From the data it appears that Service Agency training has the greatest potential of generating additional revenue for the LDTC. M10,410.50 was realized in FY 1985/86 from training. Major training costs were salaries and some transportation. However, from the figures, it appears that printing/production work which is not part of a multi-media approach does not realize a comparable return to investment. Support in some of these areas should become the sole responsibility of the GOL. The LDTC cannot continue to carry staff who do not have a role, however indirect, in money earning activities. The resources are simply not available.

The evaluation team's optimism on the viability of the Service Agency is further supported by the evident awareness and willingness of the staff to adopt a business-like management syle and a determined marketing effort among client organizations and with international donors. In fact, the S.A. coordinator has drafted a marketing plan which the evaluation team strongly encourages to continue to develop. The following are some of the most distinct income generating possibilities:

- LDTC/SA has an established list of clients who regularly buy its services. These include CARE, LCCUL, CRS, LPPA, FNCO and others. There is every reason to believe that they will continue to use the S.A. services.

- Lapsed clients can easily be regained and new clients found with minimum marketing and public relations.

- LDTC services were included and budgetted for in the new AID Basic and Nonformal Education Systems (BANFES). It is up to AID and GOL to make sure that LDTC involvement is carried out as planned.

- Other donors are seeking the assistance of the LDTC in implementing components of the LDTC components of their respective projects. Two contracts are already in hand; the African Development Foundation is commissioning LDTC to assist in the training of community level facilitators. The World Bank financed Health and Population Project is subcontracting the IEC component, particularly development of instructional materials to LDTC. This could mean steady sources of income for the next four years.

CONDITIONS FOR VIABILITY

Certain conditions must be met to ensure that the support of GOL, donors and clients organizations is available on a continuous basis. The LDTC/SA is well aware of most of them and is taking steps to creating these conditions, the most salient ones include:

- All LDTC sections must understand the need for timeliness in meeting deadlines for assignments obtained by the S.A. Every effort must be made to reduce current delays in delivery of services.

- The staff of the S.A. must be confirmed in their positions as soon as possible to dispel any feeling of uncertainty detrimental to morale. In addition, consideration must be given to hiring the services of an AF administrator, paid from interest repayments, who would be reponsible for preparation of contracts, delivery of checks to groups and collection of loan repayments. In this way, trainers can be freed from the banking aspects of the AF and be able to perform their duties in a timely fashion.

- AID/HRD must facilitate access of LDTC to AID-funded projects so that they make use of its services as well as to other donors. It would be most unfortunate that after six years of great expenditure of funds and efforts, the institutional capacity developed is not fully utilized.

- LDTC/SA does not have sufficient staff to perform all present and future tasks. It must, therefore, develop a consultants' roster of trained experienced personnel that can be used for part-time assignments to respond to client needs. The consultants entered in the roster should be entitled to participate in LDTC training and be considered for scholarships that may become available from time to time to ensure the constant improvement of their skills.

- The LDTC/SA should continue the design of a marketing plan that includes all possible sources of income and resource development as well as adopting a cost conscious approach to management and action. LDTC management should assist the S.A. coordinator in implementing the marketing plan.

ANNEX E

REQUESTS FOR LDTC/SA SERVICES FROM CLIENT ORGANIZATIONS

SAMPLE LETTERS

ANNEX F

LIST OF PERSONS INTERVIEWED

Palo Mochafo	CRS
Makatleho Mphana	ATS
Ken Tsekoa	Principal Secretary, Ministry of Education
M.T. Tihela	Minister, Ministry of Education
Lipholo Makhetha	LDTC
Lebohang Ramohlanka	LDTC
Sechaba Seutloali	LDTC
Pholonngoe Moleko	LDTC
Esther Sakoane	LDTC
Tau Makhetha	LDTC
Matsoma Mobe	LDTC
Robert Buffington	LCRD
Mr. Bohloa	LCCUL
Makatleho Mphana	ATS
Steve Hollingworth	CRS
Dr. Patsy Layne	Human Resources Development Officer, USAID
L. Dean Bernius	Program Officer, USAID
Joseph C. Williams	Assistant Human Resources Development Officer, USAID
Adrian de Graffenreid	Project Development Officer, USAID

ANNEX G

BIBLIOGRAPHY

1.	Lesotho Distance Teaching Centre - Annual Evaluation	-Nov. 1983	Creative Associates
2.	Final Evaluation of National Training Centre	-Apr. 1983	"
3.	Biannual Reports	-1979-1986	* LDTC
4.	Seminar on Non-Formal Education	-Oct. 1979	LDTC
5.	Cost Benefit Analysis of the LDTC's	-July 1985	"
6.	Evaluation by Interview and Observation	-Dec. 1983	P. Moleko
7.	National Study of Non-Formal Education in Lesotho	-Feb. 1982	LDTC
8.	Evaluation of Report-Keeping Procedures for Assistance Training	-	
9.	Changes in Perceptions of Assistance Fund Impact	-Sept. 1983	LDTC
10.	Assistance Fund Training Survey		LDTC
11.	Report on LDTC Monitoring Workshop	-Sept 1984	LDTC
12.	Evaluation of Assistance Fund Impact on Rural Income Generating Groups	-Jan. 1985	LDTC
13.	Case Studies on Income Generating Group - Boiteko Lekhalong la Barca - Mathebe Nutrition Group - Ipopeng Lerite Poultry Association - Khobotle Piggery Association		
14.	Final Report: Conference on Income Generation for Rural Groups	-1985	LDTC
15.	Developing a Framework for Understanding Income Generation for Rural Groups	-1985	LDTC
16.	The Leadership Patterns of Income Generating Groups	-1985	LDTC
17.	An Appraisal of the Intensive Training Model	-1985	LDTC
18.	The Training of Trainers Model	-1985	LDTC
19.	The Intensive Training Model - Training Modules on - Group Functioning - Simple Bookkeeping - Programme Planning	-	LDTC
20.	The Lesotho Distance Teaching Centre's Assistance Fund Operating a Revolving Fund	-1985	LDTC
21.	Non-Formal Education Training Manual	-1985	LDTC

* LDTC - Lesotho Distance Teaching Centre

ACKNOWLEDGEMENTS

This evaluation was conducted as a participatory excercise with the active participation of several LDTC staff members. The following were involved on a day to day basis:

Lipholo Makhetha	Director, LDTC
Pholonngoe Moleko	Service Agency Coordinator, LDTC
Mathato Khitsane	Service Agency NFE Officer, LDTC
Montseng Mofokeng	Service Agency NFE Officer, LDTC
Tseliso Mathafeng	Research Assistant, LDTC
Malineo Sakoane	Project Evaluation Assistant, LDTC
Dick Betz	Former Project Advisor, LDTC
Linda Ziegahn	Project Advisor, LDTC

Their contribution is gratefully acknowledged. Pat Nelson provided invaluable assistance with interviews, word processing and editing of the final draft.

James Hoxeng, S&T/ED

Leonel Valdivia, External Evaluator

0558D/4.86