

FD-ADJ-101
89152

LESOTHO

PRIMARY EDUCATION PROJECT (PEP)

(632-0225/0230)

INTERIM EVALUATION

April, 1994

William Rideout

Bernard Wilder



MANAGEMENT
SYSTEMS
INTERNATIONAL

600 Water Street, S.W.
Washington, D.C. 20024
USA

202/484-7170
Fax: 202/488-0754

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List of Acronyms

AU	Accounts Unit
BANFES	Basic and Non-formal Education Systems Project
COP/EMIS	Chief of Party/Education Management Information System
CP	Condition Precedent
DRC	District Resource Centre
DRT	District Resource Teacher
ECD	Early Childhood Development
EFU	Education Facilities Unit
EMIS	Education Management Information System
EOL	End of Level
ESDP	Education Sector Development Program
EU	European Union
FY	Fiscal Year
GDP	Gross Domestic Product
GOL	Government of Lesotho
IDA	International Development Agency
IEMS	Institute of Extra-Mural Studies
JC	Junior Certificate
LC	Local Currency
LDTC	Lesotho Distance Training Centre
LIET	Lesotho In-Service Education Training
MOE	The Ministry of Education
NCC	National Curriculum Committee
NCDC	National Curriculum Development Centre
NGO	Non-Government Organization
NPA	Non-Project Assistance
NTTC	National Teacher Training College
NUL	National University of Lesotho
PAAD	Program Assistance Approval Document
PACD	Project Activity Completion Date
PEP	Primary Education Program
PSLE	Primary School Leavers Certificate
PTC	Primary Teaching Certificate
PU	Planning Unit
SSU	School Services Unit
STC	Secondary Teaching Certificate
SY	School Year
TSD	Teacher Services Division
TVE	Technical and Vocational Education
UNDP	United Nation Development Program
UNICEF	United Nations International Children's Education Fund
USDH	United States Direct Hires
WB	The World Bank

Executive Summary

The evaluation team encountered universal support for the policy changes being implemented with support from the USAID Primary Education Project (PEP). Policy implementation requiring support at the highest levels has included an increase of more than 50% in the education budget, allocation of sufficient budgetary increases to primary education to implement the Education Sector Development Plan (ESDP), raising teachers' salaries to a par with the civil service, support for the endorsement and implementation of the Education Order of 1992, and reorganization of the administrative structure of the Ministry of Education (MOE). Still needed at the highest level of the Government of Lesotho (GOL) is sufficient support to ensure that the empty positions in the new MOE structure are filled as expeditiously as possible.

The Unit level staff of the MOE are committed and working hard. Little negativism was encountered even in places where organizations were little more than half staffed. The heads of the Units and their staffs understood the actions required of them to meet the CPs and the necessity to generate the documentation required by USAID/Maseru.

The technical assistance team has excellent relations with their counterparts and are, with the exception of the vacant Chief of Party/Education Management Information Service (COP/EMIS) advisor position, fulfilling the professional requirements of the contract. The COP/EMIS position will be filled in July. The proposed incumbent will place more emphasis on further developing and exploiting the Education Management Information System (EMIS), which is essentially at the same level of development as when the Basic and Non-formal Education Systems Project (BANFES) project terminated.

The financial management of the MOE accounts has been improved and strengthened. The Accounts Unit is meeting its accountability requirements, notwithstanding the shortage of 16 permanent staff members, almost half the number authorized for the unit. The financial management process was studied from budget formulation to the submission of vouchers. The audit now being completed will determine the integrity of the remainder of the financial management system. Gains made in this area are impressive. Closer working ties between the Planning and Accounts Units seem to be developing and should be encouraged.

The new structure of the MOE is in place and is functioning. As has been mentioned, staffing patterns are adequate but vacant positions impede implementation. The exception is the Planning Unit where the work load is excessive compared to the size of the staff. The vacant position of Economic Planner should be filled and at least one new Economic Planner position should be added to assist the Chief of the Planning Unit to manage and monitor the ESDP, of which PEP is a part.

For a number of reasons, primarily due to the almost one year disruption which occurred as a result of the transition to democracy, the project is approximately one year behind schedule. The program should not be criticized or punished for this but the country applauded for making the transition. The ESDP and PEP implementation should continue to be closely monitored by the MOE and the three main donors to ensure that it falls no further behind.

Now that most of the systemic institutional building policy objectives have been met, most of the implementation activity is centered on aspects that will have a direct impact on the quality and efficiency of primary education in Lesotho.

- The 70 District Resource Teachers are in place and functioning. They continue to receive support and it is reported that their salaries, as well as the salaries of all teachers, will soon be increased. The design of the District Resource Centers, which will provide more support for their efforts, is under way.
- Considerable training of the District Education Officers has taken place.
- The National Curriculum Development Center has recently accelerated the pace of development of the new primary level curriculum and the attendant books, teachers' guides and other materials. National priorities for content have been established, end-of-grade standards for the first three years of primary school are being established and a pilot test of achievement in three subject areas has been conducted.
- School furniture for the first three grades has been designed, contracted for and prototypes are being tested. Distribution to schools in the first two districts should begin within the month. It will be necessary to monitor the use of this furniture to ensure they serve the intended grade levels.
- Efforts to improve the environment in the classroom and the quality of education provided, other than the improved curriculum and materials and furniture mentioned above, depends on increasing the number and skills of classroom teachers and reducing the size of classes.
- Over the life of the ESDP, International Development Agency (IDA) and European Union (EU) funds will be used to build 850 new classrooms. Construction has begun.
- An in-service training program for 450 existing classroom teachers has been successfully initiated. It will, in three years, bring the qualifications of this group up to the Primary Teaching Certificate level of the graduates of the National Teacher Training College. Continuation and expansion of this in-service program is critical given the fact that increasing numbers of unqualified teachers are being hired.
- The National Teacher Training College (NTTC), the only source of additional qualified teachers, is suffering from a lack of permanent leadership. Further, its output has dropped to the extent that it can no longer keep up with the attrition of the teacher force, let alone make the gains required to increase the number of qualified teachers. The result is that more unqualified teachers are being hired each year and the teaching force as a whole is becoming less qualified. The type and extent of support to the NTTC should be reviewed so that actions can be taken to reverse this trend. If a permanent Director is not appointed, continuation of Technical Assistance (TA) by the Ohio team should be re-considered.

- Other program elements to reduce class size include eliminating under-age students, reducing the number of over-age students and the repeater rate. Under-age students make up a small percentage of primary school students. While reducing class size is not the only reason for reducing the number of under-age students, completely eliminating them would reduce average class size nationwide by about 2 students. The analysis leading to this policy decision should be re-considered to determine if resources devoted to eliminating under-age students could best be used elsewhere, even though there was a slight increase in the number of under-age students in 1993. It was unclear to all consulted whether the greatest factor or factors causing the inefficiency of the primary schools, where it requires 14 student years of effort to produce one seventh grade graduate, is repeating, drop-outs or over-age students entering grade one. How these factors interact is not well understood. Geographic factors are assumed but not confirmed. The Special Studies provision of the Ohio University contract could be exploited to answer these questions. If, for example, the principle factors are repeaters and dropouts, the MOE policy decision concerning eliminating over-age students could justifiably be reconsidered. If repeating turns out to be an insignificant cause, the policy decision to devote considerable resources to its control could be reconsidered.

- It is important that the GOL make effective the Education Order of 1992. That action will provide the authority to implement several actions that will have significant impact on the quality of education. These include:
 - Support for the continuation of district level education advisory committees
 - Establishment of school level committees, which will enhance parent participation in school administration including financial management
 - The MOE will gain effective control over the teaching force
 - A National Curriculum Committee will be created
 - Support for the autonomy of the NTTC will be gained

Several management issues were considered:

- The MOE will be required to deposit local currency in a special account equivalent to the dollars contained in the second tranche. USAID/Maseru will continue to track these funds using the system established in the Project Assistance Approval Document (PAAD). The original program design requires the Mission to confirm the continued need for the GOL to continue to deposit local currency in a "Special Account" for the third and fourth tranche of funds. The reduction of USAID/Maseru presence due to the future closing of the Mission introduces a factor not present at the time the program was designed. Because elimination of the requirement to deposit local currency in a Special Account will have no impact on the way the MOE will have to manage ESDP funds, it is recommended that the requirement be dropped for the two final tranches. Other

factors considered in making this recommendation are discussed in the body of the report.

- The budget for the ESDP, from which the PEP budget is derived, should be re-costed and reformulated. Several factors have changed since its formulation and the validity of some of the basic controlling assumptions need to be re-examined.
- Program design documents recognize that people level impact of this project will be minimal at the time of the Project Activity Completion Date (PACD). Provision should be made to ensure that USAID/Maseru will be able to continue to monitor and evaluate the impact of this project after the PACD. This could be accomplished through the use of Regional or Central funds or with funds set aside in the ESDP budget for this purpose.
- Coordination of the three donor's inputs is carried out by the Planning Unit of the MOE, as it should be. It appears to be effective. Earlier coordination is evident in the degree of integration of the ESDP budget which contains PEP, International Development Agency (IDA) and European Union (EU) inputs. Additional donor coordination will be required if the ESDP budgets are reformulated. The next evaluation should be effectively coordinated with the World Bank (WB).
- The Ohio University (OU) contract Special Studies provisions should be more fully utilized. One example has been given above. Other Special Studies that could be conducted are:
 - Develop a system to allow the MOE (and USAID/Maseru) to determine where the new teacher posts are being allocated.
 - Design a field monitoring procedure that will allow early indications of impact on program goal as program outputs are generated. The degree to which sustainability of gains from the PEP is still a realistic expectation can be examined.
 - Determine why the number of children entering first grade decreased by approximately 10% from 1991 to 1993. The number of students classified as being of proper age for Standard One decreased by more than 5,000. In Standard One the number of under-age students increased only slightly while the number of over-age students decreased by almost 2,000. The ratio of over-age students to the total enrollment in Standard One remained essentially constant. Given the fact that the 1992 data on these age groups are considered unreliable, attention was focused on the changes between 1991 and 1993.
- After taking into consideration the comments above, the Conditions Precedent (CP) remain essentially appropriate. Modifications at a later date may be called for as a result of GOL/MOE reconsideration of some of the policy positions in the GOL Five Year Education Development Plan. The requirements for documentation to satisfy the CPs requires considerable time and effort on the part of the MOE staff. The proposals made

above, to add to the Planning Unit staff and fill empty positions in all Units, will facilitate the chore.

- In conclusion, the project, though two years old, is still in the early stages of implementation. There has been considerable progress as noted above. There are, however, some areas that need close monitoring and possibly increased project inputs, such as the NTTC. There are some basic design assumptions that need reconfirmation and/or testing. There is just cause for optimism, however, because the resources are present, are being responsibly managed, and the people involved want the project to succeed and are willing to work to ensure that it does.

PROJECT IDENTIFICATION DATA SHEET

1. Country: Lesotho
2. Project Title: Primary Education Program
3. Project Number: 632-0230 and 632-0225
4. Project Dates:
 - a. First Project Agreement: September 3, 1991
 - b. Final Obligation Date: FY-95
 - c. Most Recent Project Assistance Completion Date: 8/31/97
5. Project Funding:

a. USAID Bilateral funding (grant)		\$ 25.0 Million
b. Other Major Donors	IDA	\$ 25.2 Million
	EU	\$ 4.2 Million
c. Host Country Counterpart Funds		\$ 20.3 Million
TOTAL		\$ 74.7 Million
6. Mode of Implementation:
 - a. Cash Transfer directed to the Ministry of Education specifically to implement the 1991/92 to 1995/96 Education Sector Development Plan.
 - b. USAID Direct contract for technical assistance.
7. Project Designers:

Jean Du Rette, Jean Meadowcroft et al.
8. Responsible Mission Officials:
 - a. Mission Director: F. Gary Towery
 - b. Project Officers: Jean Meadowcroft
Laura Slobey
Jean DuRette
Gary Lewis
9. Previous Evaluations: None

I. INTRODUCTION

This document presents the findings of the interim evaluation of the six-year Primary Education Program (PEP) sponsored by USAID/Maseru in collaboration with the International Development Agency (IDA), the European Union (EU) and the Government of Lesotho's (GOL) Ministry of Education (MOE). Part I of the report provides information about the project, the country, the educational system, the purpose of the evaluation, the methodology employed and the major questions and issues investigated. Part II, discusses the findings on issues related to Policy and Institutional Reform including financial resources for primary education, the quality and efficiency of primary education in Lesotho, the curriculum and educational materials used, the physical classroom environment and the management of the Ministry of Education (MOE). Part III presents information concerning the technical assistance being provided through the project. Part IV discusses the use and monitoring of local currency. Part V discusses other considerations believed to be important, specifically, program evaluation and MOE staffing. Part VI presents the summary of the evaluation team's recommendations.

A. Background

1. The Country

The Kingdom of Lesotho, landlocked and mountainous, became independent from Great Britain in October, 1966. It has a land area of 30,350 square kilometers (slightly larger than the State of Maryland) and a population of 1,848,925 (July, 1992). The great majority of households are engaged in subsistence farming, which accounts for 18% of Gross Domestic Product (GDP) but employs 60-70% of all "households." Roughly 60% of the active male labor force works in South Africa from whose remittances Lesotho derives 40% of GDP. Domestic industry, which consists of milling, canning, leather, and jute plants as well as some manufacturing (textiles and light industries), increased its share of GDP from 6% in 1982 to 15% in 1989. However, Lesotho's economy remains profoundly dependent upon South Africa. The Kingdom's natural resources include some diamonds and other minerals with agricultural and grazing land plus water being by far the most important. Moreover, water sold to South Africa will become a critically important source of national income following the development of the Highlands Water Project (the first phase of which is scheduled to be completed in 1996). The project will control, store and redirect water to South Africa. Financing has been secured for a follow-on project that will provide Lesotho with more electricity than the nation now needs. The surplus will be sold to South Africa.

The population is 99.7% Sotho, with 1,600 Europeans and 800 Asians. If the present rate of population growth continues, 2.6% per annum, the national population will double within 25 years.

It is estimated that one in five children in Lesotho is malnourished while just under half do not complete primary school. In terms of religion, some 80% are Christian with the remainder largely practicing indigenous beliefs. The two national languages are Sesotho (southern Sotho) and English (official). Classes are taught in Sesotho until the 4th grade with English as a subject and in English thereafter. Christianity and education are very closely linked since primary and

secondary schools, with few exceptions, are church owned and the church sanctuaries themselves provide roughly one-third of classroom spaces. The churches involved are mainly Anglican, Evangelical and Roman Catholic, which combined, own and operate 94.2% of primary and 84.9% of secondary schools (See Annex 1). Thus, the churches function as partners with the Government of Lesotho (GOL) in operating the national primary and secondary school systems.

2. Educational System

The educational structure consists of 3 years of pre-primary, 7 years of primary (terminating with a Primary School Leavers Examination—PSLE), 3 years of junior secondary (terminating with a Junior Certificate—JC), and 2 years of upper secondary (terminating with the Cambridge “O” Level examination) followed by tertiary education. Non-formal education courses are provided by the MOE through the Lesotho Distance Teaching Centre (LDTC), by the National University of Lesotho (NUL), the Institute of Extra-Mural Studies (IEMS) and numerous NGOs. There are only two full fledged Technical and Vocational Education (TVE) schools. The expansion of TVE education is constrained by a shortage of teachers. The preference of the government is to expand the availability of “Comprehensive Secondary Schools” that provide job related skill training. Primary and junior secondary teacher education is provided by the NTTC while senior secondary teacher education is the responsibility of the Faculty of Education at NUL.

Enrollments have risen rapidly over the past decade with over 350,000 children in primary and over 45,000 in secondary schools as of March, 1990. Moreover, female enrollment levels are especially impressive with over 94% of girls aged 7-14 years of age in school. More girls than boys are enrolled at all levels of the education system except post secondary. Female-male ratios are currently about 1.2:1 in primary, 1.5:1 in secondary and 1.5:2 on average in post-secondary institutions.

The MOE is responsible for the administrative, financial and academic control of the formal education and training system which includes the training and payment of teachers (unless hired by parents or proprietors), approval of teachers’ appointments, dismissals, administration of exams, review and authorization of curricula, school inspection and regulation of the opening and closing of schools. While there are differences in the organizational structures of the three main churches with respect to the management of their respective educational systems, these are essentially variations of the same structure. Common to all is a single line organization of three levels of hierarchy comprising an executive body at the top, a single education secretary at the middle and parish-appointed school managers at the schools. Within the school the headteacher has been designated by MOE as the “supervisor of all activities in the school.” He or she is appointed by the MOE, not by the school manager, who is appointed by the proprietary agency. Which one of the two is effectively to be in charge of the school is often in dispute.

Traditionally, the financing of education in Lesotho has been shared by the GOL, contributions from parents (mainly through students’ fees, which in the context of Lesotho are quite high), community labor for construction projects and direct contributions from abroad, whether in cash or kind, made under the auspices of the churches. Although it is not possible to quantify the financial contributions of the churches, they have steadily declined in recent years and have become a marginal source of school funding. At the same time there has been a substantial

increase in the provision of capital expenditures by bilateral and multilateral donor agencies which have been channelled through the GOL budget. This GOL contribution (including foreign aid) covering MOE administration, teachers' salaries at all levels, most NUL costs (including student loans—only 10% of which are repaid) and capital investment in the educational sector, have constituted nearly 70% of expenditures. Private sources, mainly provided by parents, provide the remaining 30%. These latter contributions are collected from parents as registration fees, examinations fees, maintenance fees (repair of school physical facilities), book fees, building fees (construction of new buildings), and feeding fees (funding the school kitchens). The number of fees assessed and the amount charged for each fee is determined by each school.

Schools in Lesotho are not cheap; the MOE states that parents pay 30% of the cost of their children's education in addition to what parents may be paying in taxes collected by the state. There are a variety of fees charged and the kinds of fees imposed vary from school to school as do the amounts charged. That different schools charge different fees should not be surprising as there is significant geographical diversity in Lesotho. Schools in different regions have different needs. However, fees should not be established without the approval of the school committee which should also establish the amount to be charged for each category. Each fee should be accounted for and should be used only for the purpose for which it is collected. Collecting fees for a given purpose and then spending them another without the consent and/or knowledge of the parents who paid them is not acceptable. Such procedures are critical to a functioning democracy and are congruent with cherished religious as well as civic doctrines and values. School maintenance fees are uniformly collected. However, many schools in which fees have been paid are in such serious disrepair that the lives of the children attending these schools are in serious jeopardy. Maintenance fees have been paid regularly, but in the schools visited there was no evidence that any maintenance had been undertaken for years.

While it is difficult to ascertain, the fact that the GOL has not approved the proposed national five-year plan, while the MOE five-year Education Sector Development Plan (ESDP) has been approved, has donor funding and is being implemented, may be causing strain between MOE and other units of government, especially the Ministry of Planning and Finance and the Treasury—the most powerful Ministries in the government. A persistent and pervasive problem expressed by officials responsible for ESDP implementation has been their inability to get established positions filled with qualified people. This situation, unless rectified, runs the risk of seriously inhibiting ESDP implementation. An even worse outcome, having the project reach completion with inadequately experienced and qualified Basotho officials to sustain project reforms and practices (since there would have been inadequate or non-existent official Basotho counterparts) is possible.

The GOL has introduced two relatively new areas of MOE activity: early childhood development (ECD) and education for children with disabilities. The two are closely linked. A brief review of this growing educational trend is included because it may provide an alternative for parents who want to enroll their under-age children in Standard 1 and because it effects the cost of pre-primary education to parents. Among the Basotho educators there appears to be a genuine reluctance to enforce regulations which deny access to schooling even for those violating the rules. However, where there is an alternative, such as pre-primary in place of primary, that reluctance tends to dissipate. It is noted, however, that pre-primary is not a component of the PEP program/project. Moreover, given the magnitude of the problems facing primary education, the

MOE should probably not be encouraged to devote scarce resources to pre-primary education. If there is a sufficient demand, NGOs, communities and social service organizations will fill the need. (See Annex 2 for a fuller discussion of pre-primary education.)

B. Project Description

The goal of the PEP is to contribute to the economic and social development in Lesotho by providing Basotho with improved basic education without reducing access. The purpose of the program is to improve the quality and efficiency of primary education through the establishment of a new policy framework and reformed institutional structure. PEP will address the constraints identified in the MOE ESDP, specifically: (a) inadequate financial resources, especially for primary education; (b) the poor quality and efficiency of primary education, including inadequate teachers, weak curriculum and instructional materials; and (c) deficiencies in educational management.

The PEP follows the USAID/Maseru sponsored Basic and Non-formal Education Systems Project (BANFES). Some key activities initiated under BANFES will be continued by the Ministry of Education, including the District Resource Teachers, expert Basotho teachers who help other teachers in the primary schools as well as the radio English, agriculture and other instructional activities. The PEP continues more than ten years of assistance by the United States to education in Lesotho, including programs with the Lesotho Distance Teaching Center (LDTC), the Lesotho Opportunities Industrialization Centre (LOIC) and the Institute of Extra Mural Studies (IEMS) which is part of the NUL.

The PEP embodies a new approach to USAID assistance in the education sector in Lesotho. The \$25 million PEP provides for four disbursements of \$18.6 million worth of U.S. dollar assistance in education sector support to GOL as progress is made on agreed to policy and institutional reforms to improve primary education. In turn, the GOL provides local currency budget support to MOE to implement the reforms. This approach emphasizes the MOE's role and responsibilities for program implementation, with advisory and training support.

C. Purpose of the Evaluation

This evaluation is one of two called for in the original project/program design. It is interim in nature and will be followed by a final evaluation at the end of the project. It is being conducted one year later than originally planned. This is appropriate because, for reasons explained above, the overall project implementation is one year behind schedule. Therefore, though a year late by the calendar, the evaluation is being conducted at the same point in the project implementation process as originally intended.

This Interim Evaluation is formative in nature. The objective is to assess progress, identify strengths and weaknesses and make recommendations designed to improve project implementation. The evaluation is also intended to identify, if appropriate, necessary modifications in the program design that will enhance the prospects of achieving the major objective of improving the quality and quantity of primary education in Lesotho, especially in Standards One through Three.

D. Major Questions/Issues

The major questions addressed by the evaluation team were structured around the program objectives presented in the Policy and Institutional Reform Matrix as presented in the PAAD (See Annex 3). These objectives are:

1. Increased Financial Resources for Primary Education:

- Increased education recurrent expenditures
- Increased share of MOE budget for Primary Education

2. Improved Quality and Efficiency of Primary Education:

- Increased allocation of teachers to primary, education to reduce teacher/pupil ratio
- Expanded network of District Resource Teachers
- Improved quality of pre- and in-service training for primary teachers and head teachers
- Improved structure of NTTC
- Improved management and efficiency of NTTC

3. Curriculum and Instructional Materials:

- Improved national curriculum content priority list, timetable and syllabi for Primary Education
- Increased amounts of instructional materials for Standards 1-3
- Improved school-based assessment of pupil achievement in primary schools
- Evaluation of pupil achievement Standards 1-3 measured by a national test at the end of Standard 3

4. School Environment:

- Improved allocation of furniture/equipment in Standards 1-3 and Mountain Areas
- Improved teacher/pupil ratio in Primary School

5. Improved Educational Management:

- Improved MOE Structures and Roles
- Improved MOE/Proprietor/Parent relationship in educational management
- Improved MOE financial management system
- Improved MOE capacity for managing/monitoring Education Plan implementation
- Improved MOE capacity for monitoring and evaluation of Primary Education

The second set of major questions centered on the Performance of the Technical Assistance Team:

- What have been the accomplishments of the long term technical assistance team?
- Are they playing appropriate roles in the project?
- What have been the accomplishments of short term technical assistance?
- What is the future need for both long and short term technical assistance?
- What have been the contributions of the "Special Studies" and what topics should be studied in the future?

The third set of major questions concerned the effectiveness, use of, and monitoring of local currency. These questions were addressed under the following topics:

- Dollar Disbursement and Local Currency (LC) Generation
- The Allocation of and need for LC for success of the Five-Year Education Plan
- Local Currency Budget Formulation and Monitoring, Life of Project (LOP) and on an Annual basis
- "Earmarking," "Commitment" and Disbursement of Funds
- Impact of PEP Local Currency

The fourth set of questions mainly concerned issues of project monitoring and management and major impediments to successful implementation of the project. Topics addressed were:

- Program Evaluation
- Staffing
- Special Studies

E. Methodology and Team Composition

The evaluation team was composed of two members Dr. Bernard Wilder and Dr. William Rideout, both of whom have long experience with education development efforts in the U.S., the developing world and specifically in Africa. One had nineteen years experience in education, both in the U.S. and developing countries before joining USAID as an education officer. After seventeen years with USAID he retired as USAID Representative to Chad. In the ensuing two years he has carried out five overseas assignments, four in the education sector in Africa.

The second member served with USAID in education and programming in the Africa Bureau for six years prior to becoming a university professor. As an USAID officer and an academic he has, since 1960, specialized on issues related to human resources development in Africa where he has worked in twenty-four different countries, including Lesotho.

The methodology employed by the team was straightforward. The bibliography (See Annex 5) contains a listing of the documents studied. It contains reports by the technical assistance team, the USAID/Maseru and the GOL Ministry of Education. Of particular importance were the Five Year and Annual Plans of the MOE and the Annual Statistical Reports of the MOE.

The team held several group meetings with the Units of the MOE involved in and/or important to the implementation of the project. Follow-up meetings were held with individuals. Meetings were also held with USAID/Maseru personnel and representatives of other donor agencies.

The team also further analyzed statistical data available in the various reports. The World Bank and the International Institute for Educational Planning ordering and presentation of data were found particularly useful.

Two days were spent in the field visiting eleven schools. Four schools were visited where classrooms were being built with support from the EU and IDA funded portion of the project where new furniture being supplied with USAID funds are to be first placed. A District Education Office was visited

The IDA assessment of the progress of the Five Year Education Plan, originally scheduled in USAID/Maseru's agreement with the MOE failed to occur at the same time as the USAID/Maseru Interim Evaluation. Unfortunately, the intended synergism of the two efforts was lost. The IDA Task Manager did offer comments on the first draft of this report.

II. POLICY AND INSTITUTIONAL REFORM

The Non-Project Assistance (NPA) approach to providing development assistance is predicated on the assumption that large infusions of financial resources for more or less general budgetary support will induce governments to make basic policy and institutional changes in the education sector, including increasing their level of funding for education. A technical assistance element will help them to make the institutional changes necessary for program success. In Lesotho, three donors (USAID, the World Bank and the EU) collaborated in the design and are funding the ESDP, to which PEP contributes. Concurrently with the program design, the GOL developed and approved a Five-Year Education Sector Plan 1991/92 to 1995/96 and a new Education Order was written and gazetted but not implemented by the previous military regime. While this became the Education Order of 1992 it has not yet been made effective by the new democratic government; it must be reviewed and its acceptability confirmed before the new government will commit itself to its implementation. As of this writing it is thought that the law will soon be made effective. Its implementation is a condition precedent (CP) for disbursement of funds under the PEP program assistance project.

Some Units of the MOE have been waiting until the Education Order of 1992 has been made effective before preparing to implement its provisions. Given the complexity and far reaching implications of the Education Order, it is doubtful that it can be fully implemented in the short term. USAID/Maseru will modify a CP for second tranche disbursement that required full implementation before disbursements are made. Deferring the CP is justified. Implementation of the ESDP as a whole and the PEP portion funded by USAID are both behind schedule, a delay in disbursing the funds, if necessary, will probably have no adverse effect on achieving the PEP objectives.

The conditionality formulated for the PEP project contains those actions the project designers deemed necessary to ensure that project targets would be met and thus achieve the project goal of improving the quality and efficiency of education in Lesotho. The targets occur at the output, purpose and goal level. They require systemic changes at the national level, District and school level changes and new parent and student behavior. The objectives and numerical targets over the life of the project are modest. Those for the year 2000 are more ambitious.

In some cases the evaluators question whether the intent of the CPs is being met when the letter of the CP is achieved. We question whether they will achieve the desired output and whether, in turn, they will have the impact necessary to achieve the overall program goal. Of particular concern is the general area of teacher quality, teacher training, school environment and educational management. This cautionary note is included to emphasize how important it will be for the technical assistants working with the project to verify that the implementation pursuant to the planning is actually accomplished and to stress how important the monitoring of accomplishments will be during the remainder of the PEP.

Following is a detailed examination of the areas of policy and institutional goals contained in the PEP project description, an assessment of the present status of each, and the likely impact on the program/project goal of improving the quality and efficiency of education in Lesotho.

A. Financial Resources for Primary Education

As a result of a CP for the disbursement of the first tranche of program assistance, the 1991/92 fiscal year recurrent budget allocation by the Ministry of Finance for the Ministry of Education was increased by 54.4%. Further, 70% of this increase was allocated to primary education.

Poor teacher morale has been cited as one factor affecting the quality of instruction in the primary schools. The increase in budgetary allocations was sufficient to allow the GOL to bring teachers salaries up to parity with the rest of the civil service. The increases should have had a significant impact of teacher morale, hypothesized to be a factor in poor teacher performance. This issue has not been pursued in a systematic way, but should be.

The CP governing budget allocation to primary education and annual increases was amended in order to specify increases in the non-salary budget. The net effect on relative resources to primary education was not changed. Further, a proviso was added that required the maloti amount to be figured in constant 1993 values protecting the budget from erosion by inflation.

Subsequent CPs require the Ministry of Finance to raise the budget allocation to primary education. The GOL has continued to meet this CP.

B. Quality and Efficiency of Primary Education

1. Allocation of Teachers to Primary Education

Using FY 1990/91 as the base year, PEP seeks to achieve, in Standards 1-3, a student-teacher ratio of 54:1 by completion of the program. The CPs for each of the four disbursements, which were to have occurred yearly from FY 1991/92 to FY 1994/95, was that MOE would create and fill 260 additional posts for primary teachers each of these years and assign 70% of these teachers to Primary Standards 1-3. It should be noted, however, that the PEP PAAD was based on GOL statistics for 1989 which indicated that the average student-teacher ratio was 56:1 and the 1996 target of the Education Sector Development Plan was 54:1. Subsequently, based on 1990 data, the *Education Sector Development Plan 1991/92-1995/96*, published in June, 1992, stated the student-teacher ratio in 1990 was 54:6 and noted that while they hoped to achieve a student-teacher ratio of 47:1 by 1996, a realistic objective would be a ratio of 50:1. It is recommended that the PAAD student-teacher ratio target be modified to coincide with that of the MOE as provided in the final version of the Sector Plan dated 1992.

At present, the 260 new teacher positions have been created for each of the first 3 tranches. However, only 260 from the first tranche and, as of March 24, 1994, 202 from the second have been filled. In actual fact, the Inspectorate has been unable to document exactly where the first 260 were assigned. Based on PEP's CP time-frame, all 780 new teacher positions created for the first three tranches should have been filled by the end of FY 1993/94 instead of the 462 actually filled. Of this 462 it is estimated that at best one-third are *new* qualified teachers. The remaining two-thirds are reported to be largely existing teachers who were shifted from parent paid to MOE-paid status. Presently the MOE hopes to hire the 260 teachers specified in the third tranche in the 1994/95 school year and the last 260 in the fourth tranche in the 1995/96 school year.

It should be noted that among the teachers being appointed, it appears to date that those qualified are basically the roughly 100 per year appointed by the MOE from the graduates of the NTTC primary education teacher training program (PTC). It is conceivable that qualified teachers who have left the profession, or who may be returning from teaching positions in the "Homelands" or South Africa may, for a variety of political reasons as well as the increase in teacher salaries in Lesotho, return to fill positions in Lesotho. To date, however, there is no evidence that this is presently making any significant impact on the availability of qualified teachers.

Outside of NTTC graduates, the nominations for the new slots are being made by school managers and headteachers who have received MOE authorization for new positions. Interview information tended to confirm that the net increase of new teachers equaled one-third of the total because existing parent or proprietary paid teachers were shifted to the MOE positions. Thus, the increase in the number of teachers is probably much less than what was expected by the program designers and much less than what is required to meet the goals of the ESDP. It must be kept in mind, however, that teacher attrition, which has dropped from 504 per year in 1988 to 417 in 1990 (46 of whom were dismissed), makes it appear that positions would have been available without PEP intervention since roughly one newly qualified primary school teacher is entering the system for every four leaving, although statistics indicate that the teacher attrition rate is dropping. Given the shortage of qualified teachers, it is inevitable that unqualified teachers are being hired with recurrent budget funds. Needed, but unqualified, teachers are, therefore, being placed on the government payroll. At some point the issue of their lack of qualification will have to be faced. The NTTC in-service program is one attempt to do this. Another factor to be noted here is that the teaching load for existing staff is very light in relation to comparable institutions elsewhere. More efficient use of the staff would facilitate increasing the output of NTTC.

It was anticipated in the plan that NTTC facilities would have been improved so that by 1993 the intake of candidates for Primary Teaching Certificates (PTCs) would have increased to 250 per year from the less than 100 in 1990. This has not happened. However, an extremely promising program, supported by PEP funds, is an in-service PTC program enrolling 450 students which began in January, 1994, during the long break between academic years. Unqualified teachers attend NTTC during vacation periods and continue to attend classes on week-ends near their schools during the school year. Their academic programs are identical to those followed by pre-service PTC candidates at NTTC except they are exempted from the semester of practice teaching required for the pre-service program. The final examination which in-service candidates will take will be the equivalent of that for pre-service. Again, while this program will not provide new teachers, it will convert unqualified teachers to qualified. The 450 cohort group in the in-service program will graduate in 1996 and the MOE Planning Unit believes that some of the funding responsibility for this program should now be shifted to the GOL so its continuation after the project ends would be assured. Its continuation is also required as part of the conditionality under item 3 below. In summary, NTTC is not contributing meaningfully to the cadre of qualified teachers needed to meet the ESDP's needs, expansion of NTTC facilities is behind schedule and the availability of qualified teachers is seriously diminishing.

2. District Resource Teachers

In-service courses for teachers and headteachers are carried out by a variety of Ministerial departments and other institutions, including the NCDC, NTTC and NUL. Although new on the scene, the role of the District Resource Teachers (DRT), attached to the Inspectorate, has become widely recognized and applauded for their work in this area. To establish better coordination of in-service training, an In-Service Inspector position was established in 1993 although it has yet to be filled. Specific topics included in the DRT program for primary teachers include school administration and management, school-community cooperation, testing and teaching strategies, the use of new curriculum materials, children with special needs and early childhood development.

DRTs serve multi-grade classes and as such they deal with primary schools which enroll students in Standards 1-7 in the foothills and mountains which have only two or three teachers. Each DRT serves approximately 10 schools, visits each school once or twice a term and spends several days at each. Often the only access to these schools is by horseback. Plans are being prepared to build one District Resource Center (DRC) in each of the 10 Districts. These DRCs will support the DRTs and will in effect be small governmental education centers with offices for official representatives from four different services concerned with the education and well-being of children. In addition to the Inspectorate and DRT personnel, it is presently proposed that the Salaried Services Unit (SSU), the Lesotho Distance Teaching Centre (LDTC) and the Teacher Services Division (TSD) have offices in the DRCs and perhaps an official dealing with health which may be part of the Inspectorate's responsibilities. These added facilities at the DRCs will increase their cost from M 500,000 to M 800,000 but will, it is proposed, facilitate decentralization at the District level.

The CPs for the expansion of the DRTs were: for the first tranche (9/1991) MOE was to establish 70 positions and appoint a permanent DRT coordinator; for the second tranche (3/1993) MOE was to train and post DRTs based on geographical distribution so as to cover the pre-determined regions; the third tranche (9/94) was similar to the second excluding the training; and the fourth tranche (12/95) was the same as the third.

During 1991/92 the DRTs had been trained and were at post. The DRT Coordinator position had been established. Unfortunately the Acting DRT Coordinator died and a permanent coordinator has not yet been appointed. This position is seriously needed, especially since the Chief Inspector (Field), who oversees the DRT program and has been actively involved in helping the program get started, will, it is reported, be promoted and transferred out of the Inspectorate in the near future. While there has been some slight DRT attrition (3) which has lowered their number below 70, the program appears to be functioning very well and it is recommended that USAID continue to support the maintenance level of 70 DRTs in the program.

In support of their in-service program the following three very impressive handbooks for use by their District and Senior Resource Teachers have been developed, the first two prepared by DRT personnel. The development and printing of these two were covered by BANFES funds.

1. District Resource Teachers, Senior Resource Teachers and Gerard B. Mathot, *Handbook for Multi-Standard Teaching*. Maseru, October, 1990, (pp. 110).
2. District Resource Teachers, Senior Resource Teachers, and Gerald B. Mathot, *Handbook for the Administration of Small Primary Schools*. Maseru, May 1992 (pp. 164).
3. 'Mokose, Lincoln 'Mokose and Sekhulumi Paul Ntsoaole (eds.), *A Report on Workshops for Primary School Head-Teachers and Managers Throughout Lesotho (October-December, 1992)*. Maseru, 1993, pp. 62.

Highly promising for the continuation and enhancement of the DRT program are the proposals now under consideration that: (a) DRTs will receive a hardship allowance equal to 20% of their salaries (and allowances are normally not taxed); (b) their appointments will become permanent rather than temporary (as is now the case); and (c) they will be permitted to participate in the pension scheme with service incurred since 1982 counting toward the total time accrued. It is anticipated that these changes will go into effect in June, 1994. In addition the MOE prepared special training programs for the DRTs and they hope in the future to be able to expand these to as much as 11-12 weeks of workshops for DRTs and Inspectors annually. These improvements in DRT conditions of service will contribute significantly to the recruitment and maintenance of well qualified personnel into the DRT corps which is making a very positive contribution to "mountain" and "foothill" schools and is also acquiring a most positive reputation in MOE and Lesotho. It was noted that among the recent appointments to the rank of Inspector, those from the corps of DRTs were outstanding.

3. Primary Teacher Pre- and In-Service Training

NTTC's CPs to be met for the first tranche (by 1990/91) were that the MOE was to develop and approve a detailed plan to upgrade the Lesotho In-Service Education Training (LIET) certification programs and establish a division of in-service education. The second tranche called for upgrading the LIET program (which is part of the NTTC) to primary teacher certificate equivalence, establishing a lower primary stream for the pre-service program and enrolling the first 450 teachers for the revised in-service (LIET) program by 9/92. The third tranche required expansion of the number of teachers in training under the revised in-service and PTC program to at least 550 by 9/94 and the development of a lower primary stream for the in-service program. The fourth tranche CP, to be completed by 12/95, required the maintenance of at least 550 teachers in training under both the in-service and pre-service programs, completion of the first in-service group of 450 and preparation to initiate a second intake of 450 in the revised in-service program by 1/96. There appears to be no problem in meeting these CPs.

The ESDP and recent studies estimate that the number of pupils in primary will actually decrease by the end of the century but that in order to reach the national enrollment target of a 50:1 student-teacher ratio, the number of *new* school teachers needed each year between 1991/92 and 1995/96 will be approximately 800 per year. It should be noted that all qualified new primary school teachers will have to be provided by NTTC, the only institution in Lesotho available to train them. Others appointed as school teachers will be overwhelmingly unqualified but may

subsequently become qualified by participating in the in-service program. However, those teachers who become qualified through in-service programs are *not new* teachers — they are already counted as teachers within the system. At present ESDP states that 20% of the 6,355 primary school teachers are unqualified. This means that the in-service program has 1,260 potential candidates available. Satisfying the GOL's assessed need for primary school teachers will require that NTTC graduate 800 new primary school teachers per year. The capacity of the NTTC to graduate qualified teachers is a key factor in improving the national teaching force. It is important to note that issues relating to the efficiency of NTTCs operation are also relevant for this CP. Recommendations related to possible approaches for remedying this situation are reviewed in the section on Management and Efficiency of NTTC below.

A cohort of 99 in-service teachers in this program graduated in 1993. Also in 1993 450 PTC (for teachers) and 111 APTC (for headteachers), a total in-service cohort of 561 candidates, began their 3 1/2 year programs. They will complete in 1996 which basically meets part of the second tranche CP, although there was a slippage of about 7 months. Since NTTC should have no difficulty in meeting the CP quota of 100 pre-service candidates, and since there are, for the next two years, a cohort of 561 in the in-service program, there should be no problem in meeting the CPs for the third and fourth tranches of 550 total in the two programs.

4. NTTC Structure

Under the leadership of the last Director, who served under secondment (which carries an automatic limit of two years) from NUL from 1991 to 1993, NTTC was reorganized into three divisions—primary, junior secondary and in-service. This structural reorganization has provided a sound basis for administering effectively, and has also provided a basis for holding accountable, the three major components of NTTC. They have, historically, never been assessed as identifiable distinct units — only in the context of NTTC's overall performance as an entity for which the "institution," not its constituent components, was held accountable. This new structure means that the CP required primary education component, specified in tranche two, has been met with the establishment of Divisions of Primary and In-Service Education. Assuming that this structural modification and that a new Director will be appointed and will remain in place, the third and fourth CPs will also be met.

Related to this CP was the development of Performance Programs which specified the tasks and responsibilities of individual faculty and staff members. These are to provide the basis for faculty and staff evaluations by appropriate evaluators and reviewers. The extent to which these proposed innovations will be implemented remains in abeyance pending the appointment of a permanent Director. However, as indicators of organizational and personnel improvements, these efforts have been made and now remain "pending."

5. Management and Efficiency of NTTC

a. NTTC Management Structure/Staffing

The position of Director was vacant for several months at the beginning of PEP when the Director at that time became the Permanent Secretary of the MOE. A replacement was seconded

from NUL and as his two-year period was ending he urged that either his appointment be extended on a longer term basis or that a new Director be chosen. Neither happened and after serving for several months beyond his period of appointment, he returned to NUL in December, 1993. Therefore, even though the CP for the first tranche was met, by the second tranche in the current period it has reverted to being a major negative factor in the goal to improve management and efficiency at NTTC. Two year appointments to such an important position are difficult to comprehend and rationalize. A long-term (8 to 10 years) appointment of a highly qualified Director with a suitable salary is absolutely essential to the future of NTTC.

In addition to temporary appointments of Directors, NTTC suffers from a continuing lack of key personnel. Among its administrative staff NTTC has such key positions as Librarian, Bursar, Registrar and one Warden unfilled; some of these positions have been unoccupied for *years*. Moreover, among the faculty of the In-Service Division which is authorized 40 positions, there are 18 vacancies. Among the other Divisions, 4 out of 26 Assistant Lecturers, 4 out of 26 Lecturers, and 7 out of 14 Senior Lecturer positions remain unfilled. Any Director with this magnitude of faculty and staff absent cannot function effectively since his or her management capacity is crippled. Without long-term staffing plans which contain the necessary positions *which in turn are filled*, the management and operation of the institution will continue to suffer and will deteriorate. This has a profound effect on faculty morale, which, without exception, has been evaluated as seriously low, and, subsequently, has an effect on student discontent.

The management structure which functioned effectively for NTTC for its first 15 years has, in effect, been dormant for the last four years. Linked to the problem of having no or only a temporary Director is the fact that the NTTC Board of Governors has not met for the last 4 years. The reason appears to be that the establishment of NTTC's autonomy was "imminent" and, therefore, the Board of Governors no longer retained their previous power. This in effect has meant that instead of the Board of Governors intervening and mediating issues at NTTC which required intervention at a level above that of the Director, the Principal Secretary has served in that role. Consequently, that high level governmental position which historically has provided final detached arbitration and adjudication has become involved in issues almost at the contestant level. As such, the Principal Secretary has assumed the role of the Board of Governors without benefitting from the intermediary advice and partial detachment that body has traditionally provided. A committed and fully operational Board of Governors is absolutely essential to the operation of NTTC. The Principal Secretary's role should be permitted to function as it did 5 years ago.

An additional and very critical issue related to management and efficiency is the place of NTTC in the national structure. It has been anticipated for years that NTTC would acquire autonomy. This was even specifically promised in the 1992 ESDP, "*the college will become an autonomous College of Education in the areas of governance and organization, management of college finances, and academic and staffing issues.*" This has not occurred although apparently the proposal for autonomy was submitted to the Principal Secretary, MOE, in August, 1993. The importance of autonomy for NTTC is basic because:

1. it could collaborate with NUL on a collegial rather than a subordinate/superordinate basis;

2. it would permit NTTC to establish a salary schedule closer to that of NUL—of critical importance since the present salary scale is seriously deficient and significantly inferior to that of NUL;
3. it also would permit NTTC to handle its planning and budgeting much more constructively (at present there is only planning after the annual budget has been received); and
4. NTTC could be administered as an academic institution instead of being governed a unit of the central government—among other things it would have the authority to fill the critical positions which have remained empty for such extended periods of time and it would no longer need to go through the Ministry of the Public Service in the hiring process which appears to be a major bottleneck in the filling of all government positions.

b. NTTC Academic Structure

Related to the issue of improved efficiency are capacity and enrollment. During the decade of the 1980s primary school enrollments *increased* by about 40% from 250,000 to nearly 350,000. At the same time the number of certified teachers being graduated *decreased* by more than the one-third. A decrease which could be anticipated following the 1988 NTTC academic program change that required candidates to intern for six months instead of one year, as had previously been required. The previous academic schedule kept the first year students on campus, the second year students at schools doing their practice teaching internships and for the third year students returned to campus. By reducing the teacher training internship from one year to six months during the second year, the second year cohort occupies the campus for only half of the academic year. This obviously reduces the size of the first and third year cohorts since the space available (prior to the 1988 revision) must now be reserved for the entire year, even though the second year cohort occupies it only half of the year.

The enrollment pattern pre-1988 was 600 students on campus (300 each in the first and third years) and 300 students off campus in practice teaching. Why the enrollments dropped by more than one-third is not clear. NTTC faculty have indicated that candidates are available; however, to achieve the enrollment targets requires the acceptance of applicants who are not of the academic standard desired.

The present academic structure has thus effectively reduced the capacity of the campus and the number in each graduating class by a minimum of one-third. This is illustrated in the following chart.

CHART 1

Year	Primary Teacher Candidates (PTC) Enrolled	Number of PTC Candidates Passing Exam	Secondary Teacher Candidates (STC) Enrolled	Number of STC Candidates Passing Exam	Total NTTC Enrollment	Total NTTC Candidates Passing Exam
1984	233	217	139	167	372	384
1990	93	62	88	71	181	133

These figures have improved somewhat, as demonstrated by 1993 enrollments which indicate the total enrollment in the 1991 cohort is 243 (168 of whom are in primary), 219 in the 1992 cohort (of whom 147 are PTC candidates), and 281 in 1993 (of whom 188 are in primary).

What these data indicate is that historically NTTC has had an enrollment capacity greater than that being realized today. In the recent past, student enrollment was significantly larger and the pass rate for graduates to become qualified teachers was higher. These factors relate to the efforts to reorganize NTTC to increase both its capacity and enrollment. This situation has improved somewhat since 1990, but the number graduating and passing will not be much above the 100 which is the CP requirement, i.e., 550 required for the second, third and fourth tranches of whom 100 are to be graduated from NTTC. The remaining 450 are to come from the in-service training program which will, in fact, exceed that quota by the 111 in the APTC program, assuming all candidates pass.

c. NTTC Construction Plans

Also related to the efficiency of NTTC are its proposed construction plans which as presented in the master plan prepared for NTTC specify that new dormitories should have single occupancy rooms and that remodeled dormitories should also be converted to single occupancy. At NUL there are *at least* two students per room. Having fewer than that is economically as well as culturally unjustifiable. Moreover, the expense of remodelling existing dormitories and reducing their capacity by converting rooms now containing more than one student per room to one-student rooms as well as building new dormitories with one-student rooms will further inhibit, perhaps make it impossible, for NTTC to be able to achieve the enrollments required to graduate the number of teachers the country needs at any cost, let alone one that is sustainable.

In order to raise the number of students admitted and subsequently the number graduated, it is recommended that: (a) the academic schedule/program be revised to permit NTTC to accommodate in existing facilities an enrollment level at least equal to the pre-1988 level (annual cohorts of 300 with total annual enrollments of 900) because except for laboratories (which are, and have been, inadequate), the existing classrooms are not fully utilized; (b) that existing dormitories, after refurbishment, accommodate at least two students per room and that dormitories now being planned not have less than two students per room, and (c) that while student accommodations are being expanded consideration be given to providing subsidies to students to live off-campus to compensate for the increased cost of living off-campus as compared to living on-campus (at present about 20% live off-campus, but unless they can live at home the

cost of living off-campus is significantly greater than the cost of living on-campus) so that the number being admitted to NTTC can be substantially increased.

For the CPs related to improved management and efficiency of NTTC, significant and solid planning and preparations have been undertaken and the CPs for 1991/92 were met, albeit late. The CPs to be accomplished for the second tranche can be met, but not without a dedicated and qualified Director and without implementing the policy reforms which GOL proposed in the ESDP plan, particularly regarding the autonomy of NTTC.

C. Curriculum and Instructional Materials

PEP curriculum and materials activities got off to a slow start. The reasons were partly PEP and partly MOE related. On the PEP side, there were consultancies, workshops and materials produced and tested during the first and second project years. However, the Tests and Measurements Technical Assistance (TA) person assigned to the National Curriculum Development Centre (NCDC) was unable to arrive at post until June, 1993. On the MOE side there were delays because the National Curriculum Committee (NCC) role in curriculum policy formulation was evolving vis-a-vis NCDC's responsibilities for the actual design, testing and production of materials. As a result, the original CP target dates were not met.

The MOE's goal for primary education is to strengthen the teaching of basic skills, particularly in Standards 1-3, and to encourage the teaching of practical skills. The purpose is to develop positive attitudes towards work in children, as well as prepare them for productive self-employment. Moreover, since the previous curriculum policy guidelines dated to 1967, the modifications required were extensive.

The key or core subjects for each standard of primary were identified by MOE. At that point broad parameters were set for the separate subject panels at NCDC which, adhering to these guidelines, designed, tested and developed the revisions of the materials. In assessing these materials there is one representative from NUL and another from NCC working with NCDC subject matter specialists on the panels. Pending definition of its revised role, the NCC is "appraising and approving" syllabi and materials presented to it by such panels and the process is moving.

The pace at which these activities has progressed places the PEP CPs for this Curriculum/Materials category on target or better, even though the initial CP deadlines were not met. This delay in meeting PEP time lines must partially be attributed to the fact that the final signing of the TA contract agreement occurred 6 months later than was planned in the project design.

1. Syllabi for Primary Education

The CPs for this output are: first tranche--prepare detailed plan approved by MOE to set priorities and adopt curriculum timetable and syllabi for core subjects in Standards 1-3; second tranche--MOE to adopt priorities and timetable, and begin to revise the syllabi for core subjects in Standards 1-3; third tranche--partially implement revised syllabi in Standards 1-3 in core subjects,

including teacher guides in SY 1994; and fourth tranche: fully implement revised syllabi in Standards 1-3 nationwide in core subjects, including teacher guides.

Implementation of the Education Order is still pending to finally legitimize the NCC's role in this process and its specific relationship to NCDC. In the meantime the Principal Secretary has approved the "interim process" being followed. While the NCC component remains to be finalized, the CPs have basically been achieved through the third tranche.

2. Instructional Materials for Standards 1-3

For this output the CPs are: first tranche--prepare detailed plan approved by MOE for providing additional instructional materials to primary schools for Standards 1-3 in math, reading (Sesotho), radio English and agriculture; second tranche--partially distribute additional materials to Standards 1-3 in radio English and reading (Sesotho), fully develop agriculture materials, partially develop math materials; third tranche--fully distribute reading (Sesotho) materials, substantially distribute radio English, partially distribute agriculture, fully develop/partially distribute math materials; and fourth tranche--continue to use distributed materials, fully distribute radio English, math and agriculture materials to schools.

The CPs for tranches one and two have been met as have those of the third tranche. It was agreed that the materials developed under the auspices of the BANFES Project in conjunction with LCDC for Radio English and for agriculture would be included in this CP. Those Radio English materials are being distributed and the agricultural material is being reproduced on a phased basis for distribution. The materials for mathematics and Sesotho are basically on schedule.

3. Assessment of Achievement in Primary Schools

The CPs are: first tranche--prepare a detailed plan approved by MOE to develop/revise End of Level (EOL) guidelines for pupil promotion, and assign at least one additional staff member to NCDC Testing and Evaluation Unit; second tranche--distribute and evaluate use of EOL guidelines for Standards 1-3 in five sub-districts; third tranche--complete workshops for DRTs on school-based assessment using guidelines, and disseminate guidelines to schools nationwide.

Following the approval of MOE, a survey was prepared and completed during 1993. In December, 1993, NCDC published the booklet *Survey Results: Standards 1-3 Skills Checklist*, prepared by NCDC's Training and Evaluation Unit, which was addressed to developing guidelines for Standards 1-3 EOL tests and to training teachers in their use for three basic subjects of English, Sesotho and mathematics in these three Standards. This was completed in 5 of the 10 Districts of Lesotho selected so as to include the Foothill, Lowland and Mountain areas with 50 schools being sampled in each. The CPs for the first and second tranche were substantially met.

For tranche two there is an additional CP to design, test and administer achievement tests to a sample of Standard 3 classes in September, 1992; for tranches three and four the CP is to

continue to administer tests to a sample of Standard 3 classes—for tranche three, this was to occur in September, 1993 and 1994, and for tranche four in September, 1995.

A Standard 3 Achievement Test was designed, pretested and revised in English, Sesotho and mathematics based on the work done by short-term consultants during the first year of the project, and subsequently assisted by the long-term TA for Tests and Measurements, and by colleagues and counterparts in NCDC, especially the Director, the Evaluation, Research and Testing staff and NCDC's curriculum specialists. This occurred in late 1993 and was reported in detail in NCDC's booklet *Standard 3 Achievement: 1993 Pretest Results*, prepared by NCDC in January 1994. The Standard 3 test will be completed in April, 1994. The CP time line was not met but has since been satisfied.

The CP for tranche three, the Standard 3 test, will be finalized in April, 1994, and will be administered to the Standard 3 cohort during the last quarter of the 1994 academic year. If this should slip to February, 1995 the test will be administered to the Standard 4 cohort. The CP will, in either case, be met.

The evaluators recommend that systematic analyses be conducted of the Standard 3 examination which was administered on a pilot basis (early in 1994) to a cohort of former Standard 3 students who had just entered the 4th Standard. As of this academic year that exam will be given at the end of every year to Standard 3 students. The Standard 3 test should be looked upon as a diagnostic tool which may be used to measure: (1) how students have performed in Standards 1, 2 and most of 3 and how and where strengths and weaknesses developed in relation to scores subsequently obtained near the end of Standard 3, (2) how students progressed between Standard 3 and Standard 7, and, (3) where the strengths and weaknesses occur. While it will be possible to look at a single cohort from Standard 1 through Standard 3, a period during which the PEP will still be operational, it will not, unless special provisions are made, be possible to follow the cohort to Standard Seven and do the analyses on a cohort between Standards 3 and 7 because when PEP ends the first cohort tested in Standard 3 in 1994 will only have completed Standard 6. Again, between the Standard 3 exam and subsequent Standards, the cohort group should be studied on a year-by-year longitudinal basis to see where academic strengths or problems have developed and then attempt to determine the controlling factors, e.g., why is it that some schools have excellent academic records while others are dismal? The Standard 3 examination results compared with annual results terminating with the PSLE could provide extremely valuable insights as to what is being done right and wrong in schools and determining where and what kind of modifications might most profitably be made to effectively prevent failures and promote success. The findings which could be derived from such follow-up research and evaluation could be an invaluable tool for promoting quality education. It is urged that the PEP be engaged in this testing evaluation process as long as it is operational and that effort be made to identify the funding needed to complete the Standards 3 through 7 cohort analysis following the PEP PACD.

D. Classroom Physical Environment

The ESDP intends to improve the school environment by:

- Building 850 new classrooms

- Supplying school furniture, especially to grades one to three in Foothill and Mountain areas
- Reducing class size by eliminating under and over age students and reducing repetition
- Enriching the education materials available

Construction of classrooms in the districts is under way. Some sets of new classrooms have been completed. The design and quality of the classroom sets is impressive. At each site there is one classroom which is completed using community input. It is the responsibility of the community to complete the ceiling, walls, floor, windows and door. The quality of construction in the classroom the community is responsible for finishing in two of the schools visited was equal to the ones completed by the Education Facilities Unit (EFU).

The SSU indicated that in discussing the location of new primary classrooms with school managers, some expressed a desire to have them built closer to secondary schools than primary schools. The SSU has resisted this pressure since it is important that the new classrooms not be diverted to secondary school use. None of the new schoolroom sets visited were located physically close to a secondary school where this would appear to be a possibility. Nonetheless, this does appear to be an issue that will warrant monitoring.

The evaluation team's visits to schools gave strong indications that favor is invariably given to the higher grades, both in provision of furniture and assignment of better class rooms. There is no specification in either the IDA or the EU agreements as to what standards should be placed in the new classrooms. Based on existing practices evident to the evaluators from schools visited, it should be expected that in most cases upper-level classes will be assigned to the new classrooms. However, the furniture to be assigned to these classrooms is PEP financed. The agreement with the GOL specifies that this furniture is to be used in standards one, two and three only. *Therefore, if PEP-financed furniture is put into the new classrooms so too, must classes from the first three standards.* Further, existing classrooms to receive new furniture must be in a satisfactory state of repair before furniture will be provided.

Prototypes for PEP-financed school furniture have been contracted for, delivered and are being tested. The furniture is made in sizes appropriate to the first three or four standards. Observations in rural schools indicate that furniture being undersized is no deterrent to it being assigned to upper standards. That the furniture is being used at the levels intended could be monitored by the District Inspectors and to meet the attendant CP should be verified through sample or spot checks by central MOE and USAID/Maseru staff.

The evaluation team visited one four-classroom building that, on inspection, was thought to be a new construction. It was like new. It turned out to be an old building that had been rehabilitated. The cost of rehabilitation of the four classrooms was about the same as that needed to build one new classroom. Of course, rehabilitating classrooms that are in use anyway does not add to the total number available. But there are undoubtedly cases where buildings that are no longer serviceable could be rehabilitated and thus add to the stock of classrooms. There are cases

where buildings are in such bad repair that they are dangerous to their occupants and should be rehabilitated or abandoned. Where appropriate, rehabilitation instead of, or in combination with construction of new classrooms should be given full consideration by the EFU.

Two other factors that have a profound impact on the school physical environment are thievery and neglect. Schools visited reported that thievery was a common occurrence. Some schools employ guards, paid for through school fees. This does not seem to prevent thefts in all cases. At one school it was suggested by the evaluation team that parents could take turns guarding the school at night. The Headteacher didn't think she could motivate them to do this. Some schools visited seemed to have given up trying to prevent thefts and had left doors that had been battered in hanging as they were left, without any means to lock them. It is unlikely that any but the most extreme means to protect schools will be effective, until the parents and the community begin to view the schools as theirs and accept the responsibility for them. Until then, they belong to someone else and it is not their responsibility to protect them.

The need for adequate school maintenance and the problems associated with ensuring it is carried out is addressed in several places in this report. The idea that investment in maintenance pays bigger dividends in the long run than new capital investment is a difficult concept to promote, especially if fees paid for maintenance don't seem to result in maintenance being carried out. However, until classrooms are kept clean and maintained, the school environment will continue to be unacceptable by almost any standards.

Lack of maintenance and simple repair of school furniture is a significant reason why many, and, if the team's observations are representative, *most* lower standard school children have to sit on the floor and/or have no desks upon which to write. The repairs necessary to make serviceable much of the broken furniture observed are not complicated nor expensive. It just takes doing. That requires accountability and good management, both of which require strengthening. Successful maintenance and repair is closely related to community "ownership" of the schools and the resulting involvement and accountability which ownership supports.

E. Ministry of Education Management

Central to the objective of implementing the education reforms contained in the Five Year Education Plan and the Education Order of 1992 is improved and expanded capacity to manage all aspects of the education sector. The ESDP assists the GOL and the MOE to restructure and improve the capacity of the MOE by:

- Provision of adequate staffing
- Increasing the capability of the District level organizations to monitor and participate in the management of a system that is to decentralize and devolve authority
- Providing more autonomy to certain public funded institutions such as the NTTC
- Rationalizing the salary structure

- Enhancing the role of school committees to promote decentralization at school site level and encourage more active participation of parents and teachers in school administration

Of primary importance is the need for a clearer definition of the roles of the government and the school proprietors in the control and management of a school system where approximately 97% of the primary school places are provided by Lesotho's major churches.

Financial management practices and capacity at the school level were weak and need to be expanded and improved to assure adequate accountability for funds. At the school site level this could be significantly promoted by making school committees responsible and accountable for school fees collected from parents. The fees, which vary from school to school and which are collected for some 6 to 10 purposes (e.g. maintenance, books, building, etc.) should be used for the purposes for which they are collected and should be expended against a budget prepared and/or approved by the school committee. Controlling budgets covering parents contributions to their schools would greatly enhance parental participation and "active" ownership and accountability. How the school committees should be organized and operated should be specified nationally in the Education Order and should highlight the roles of parents, teachers, headteachers and school managers, demonstrating democratic principles through practice.

The ability to manage and monitor the implementation of the Five Year Plan in general and the primary education focused PEP in particular should be strengthened. Capacity to monitor and evaluate progress in primary education in particular needs to be further developed.

The PEP is directly or indirectly addressing the above through requirements to meet conditions precedent to disbursement of funds, the provision of financial resources and by providing specific technical assistance. The discussion that follows is structured around the targets as presented in the Logical Framework and Policy Matrix of the PEP project.

1. Structures and Roles

The new MOE structure specified in the Strathclyde (See Annex 5) report has been endorsed by the MOE and is in place, thus meeting the requirements of a major CP. The objective of the new structure is to simplify what had become an overly complex organization that impeded delegation of responsibility and the ability to hold MOE Units accountable for performance. All officials interviewed feel that the staffing patterns and the number of positions included in the various units are adequate, with the exception of the Planning Unit. However, there are many vacant positions that limit the Units' capacity to carry out their assigned roles in the Ministry. The reasons for so many vacant positions are numerous, complex and not wholly agreed upon. All reasons are probably true to a degree. They include: a shortage of qualified candidates, salary ratings that are too low for the qualifications specified in the position descriptions, resulting in qualified candidates taking higher paid positions elsewhere, the inordinately long time required to process applicants who then get discouraged and take positions elsewhere, and a very complicated process of creating and filling a position that requires the clearance of several offices and Ministries. Staffing remains one of the most critical problems affecting the implementation of this project. It lends no comfort that other Ministries are suffering from similar staff shortages.

It is surprising that in the attempt to organize the MOE on functional lines, that is, curriculum, provision of facilities, teacher training, inspection/monitoring, etc., it is only in the inspectorate and at a relatively low level that an officer is found who has primary education as his/her sole responsibility; and then that person has been assigned other duties. It is not until the District Education Office level that one finds a "Primary School" inspector. There is no one person or office in the central Ministry whose sole responsibility is to coordinate and monitor the various inputs necessary to ensure that the various components necessary for the development and improvement of primary education are provided. At present one aspect or another of primary education is a part and only a part of the responsibility of several units. The present organizational structure makes members of the Planning Unit (PU) responsible for all sectors. It is only in the PU that the responsibility to identify and coordinate inputs to primary education is exercised. Further, the PU has a heavy load of continuing responsibilities for all levels of the education system. To these have been added the responsibility for managing the inputs of the three main donors to the ESDP, as well as implementing many other donor funded activities. The PU needs additional staff to adequately carry out its responsibilities. If no other office/person/unit in the MOE accepts or creates a position to be the primary advocate/monitor/coordinator for inputs to primary education, the PU's structure should be revised so that a position is created to do so. This position should also be given the specific responsibility for MOE management of the USAID/PEP project inputs and the coordination of the preparation of documentation needed to meet the CPs under the PEP project.

At the school site there is a lack of clarity as to the duties and responsibilities of the key managerial actors—the headteacher and the school manager. It appears that not only teachers, headteachers and inspectors need to be certified as qualified or not, but so too do managers. Moreover, like others at the school sites, the duties and responsibilities of the managers should be clearly specified. If they are inadequately fulfilled, they too should face the consequences of their professional shortcomings. Managers should be judged by the proprietary unit which appoints them, but they must also be judged by, and held accountable to, the school clientele they are supposed to serve. In many countries the "inspector" has the authority to enforce regulations. In Lesotho they serve only as an advisor. Strengthening the authority of the field inspector would mitigate many of the problems caused by the above lack of clarity of roles.

Managers are, for the most part, not at the school sites which they are supposed to manage. Managers are at the parish level and are often responsible for many schools. A school manager cannot effectively manage a school unless he/she is readily available at that site—if not on a daily basis at least there whenever needs arise and probably routinely at least one day per week. If a manager cannot meet these criteria then an assistant should be appointed to serve in his stead. The assistant manager should have the level of delegated authority necessary to assist schools to address effectively the problems which are codified as being part of the manager's responsibility.

2. MOE/Proprietor/Parent Relationships

The Education Order of 1992 defines the relationships between the MOE and the proprietor owned schools. The MOE has identified its control over certifying, hiring, placement and firing of teachers and the establishment of school committees among other things, as the key elements

necessary for the MOE to be able to exercise the control needed to improve the quality of the teaching force and hence the quality of education provided in the schools. At the time of the evaluation the GOL had yet to take the decision to make the Education Order effective as written and gazetted by the previous government. The Education Order is key because it spells out MOE/Proprietor relationships and the mechanisms, the need for which has been discussed above, through which greater parent and teacher involvement in managing the schools can be implemented. Other important aspects are the creation of a National Curriculum Committee, measures to improve the conditions of service for teachers (some of which have already been implemented to satisfy CPs for the PEP project) to promote the full participation in the District Education Committees.

Though the Education Order has yet to be made effective, some activities to carry out its provisions have started with support of the PEP program funds. Training of the District Education Officers has begun. Education programs are being developed to inform and educate the future participants in the school committees and the other parent groups who support the activities of the schools. The intent here is to facilitate the involvement of communities and parents as active partners with the mainly church proprietors in the management of the schools.

The design of the District Resource Center buildings is being expanded to include facilities for other functions of the District Education Office. This will facilitate decentralization and devolution of authority to the District level and enhance cooperation among offices.

3. Financial Management

The initial costing and budgeting of the ESDP was completed with no participation of the Financial/Accounting Unit of the MOE. Hence, when given the responsibility of controlling ESDP funds, the Accounts Unit (AU) had to install a new and different classification of accounts, organized by line items unfamiliar to them. This was necessary because the MOE, to meet a CP, had already adopted a cost center approach to budgeting and accounting quite different from that used by the ESDP.

The new cost-center approach to budgeting and accounting was introduced in 1989/90 by the Ministry of Finance. Staff have been trained and the system is now being automated. Improved procedures for formulating the GOL recurrent budget have also been instituted. The AU has been vastly improved and upgraded and undoubtedly will continue to become more effective and efficient. It does have a problem in that almost half of its accounting positions have yet to be filled. As a stop gap measure, five temporary accountants have been hired using program funds. They should be replaced or transferred to the GOL recurrent budget as soon as possible.

The capabilities of the AU should be used to assist the PU in the preparation of the ESDP annual budgets. The AU is responsible for preparing the GOL recurrent budget and in the process meets with each unit of the MOE. Since the ESDP annual budget is based on the Annual Plan for each program it would seem logical that early involvement of the AU would mean less time spent on preparation of the recurrent budget.

4. Implementing the Five Year Plan

As has been noted above, the PU needs to expand its capacity. One existing vacant position should be filled and at least one new one created. In the interim, program funds could be used to fill this new position. It is also recommended that the responsibility for implementing, at least the USAID supported primary education activities, should be more focused. For example, the PU should advise all units of their cps: what actions are needed to meet them; what schedule/deadlines are applicable; and the PU should then monitor the units' progress on a regularly scheduled basis. There is a fundamental conflict between the traditional role of a planning office (planning, monitoring and evaluation) with the role of project management. However, given the structure of the MOE, the PU seems to remain the logical unit whose capacity and authority should be increased to enable it to better monitor all inputs to primary education and to specifically facilitate PEP program implementation.

III. TECHNICAL ASSISTANCE

The team has had to operate in the shadow of "the ghost of BANFES." The BANFES Project, sometimes accused as behaving as if it were a "mini-Ministry of Education" unto itself, left two distinct impressions: (1) that American technical assistants in project implementation would "do it"; and (2) that PEP must be run by Basotho with Americans truly serving as "advisors" who would neither displace nor replace Basotho officials in the exercise of their roles and responsibilities. While the contract specifies "assist" most often for 3 positions and "advise" most often for one, the PEP team has been aware of the preconceived impressions created by the BANFES Project and have tried to balance the two expectations effectively. The MOE was also made aware that the PEP/TA team would serve as "advisors" and not as staff assistants. It appears that they have, in fact, succeeded. While they do "assist" in a hands-on mode as needed, they also are very concerned with accenting their role as advisors and stressing the importance of counterpart training and making certain that they do not interfere with their Basotho colleagues' effectively serving as the real "controllers and implementors." The TA team is sensitive to the fact that the Basotho command of technical PEP roles is critically important to perpetuating sustainability and that foreign advisors must promote this type of relationship with their host country counterparts, who ultimately are responsible for the long-term achievement and sustainability of program results.

The main purpose of the Project Assistance element of the PEP project is to provide the technical assistance necessary to facilitate the institutional development and reform necessary to ensure success of the overall reform effort. It also provides the resources necessary to monitor and evaluate the PEP project.

The technical assistance contract for the PEP totalling \$4,444,134 was awarded to Ohio University (OU) and included two subcontracts, one for the State University of New York at Albany (SUNY/A) for \$1,289,880 and the other for Creative Associates for \$476,810. While the contract did not specify the functions to be performed by each of the subcontractors, their responsibilities are basically that SUNY/A will be responsible for EMIS activities, which includes the position of chief of party whose area of expertise is EMIS, with Creative Associates handling

short-term training in the U.S. and Lesotho as well as short-term technical assistance activities. A detailed discussion of the role and performance of the technical assistance contractor follows.

A. Long-term Technical Assistants:

Four major long-term technical assistants were specified in the contract, which was signed by the USAID contracting officer on September 21, 1992. The PEP/TA team is as follows:

1. Chief of Party with EMIS expertise for a period of 60 months. The first Chief of Party arrived at post in November, 1992, and departed in December, 1993, for compassionate reasons.

The second Chief of Party, also with EMIS expertise, arrived at post in April, 1994, for a one month orientation and will return in July, 1994, to complete the remainder of the PEP assignment.

2. The Financial Management Advisor arrived at post within the 30 day deadline specified in the contract for a tour of 48 months. Between the departure of the first Chief of Party and the future arrival of the second, the Financial Management Advisor has served as the Chief of Party on an interim basis.
3. The Testing/Evaluation Advisor assigned to the NCDC arrived at post in June, 1993, for a 24 month assignment. The contract specified that this advisor would arrive at post on or about April 1, 1993. However, the occupant initially proposed was unable to accept the appointment and a second nominee took his place as soon as possible.
4. The Teachers College Management Advisor assigned to the NTTTC, arrived at post within 30 days of the signing of the contract, and will be the first to complete his tour in October, 1994.

The team appears to be competent and well qualified; staffing problems encountered with the delayed arrival of the Testing/Evaluation Advisor were partially compensated for by the short-term testing/evaluation study completed prior to his arrival; the late arrival and unexpected departure of the Chief of Party have created difficulties but team members in country have, nevertheless, been productive. The inconvenience and disruption created by circumstances such as these are simply human and unavoidable.

B. Training

The TA contract provides funding for both long-term and short-term participant training overseas as well as in-country training:

1. Long-term Participant Training: Approximately nine person-years of participant training will be provided by the project. This will be expended to provide Masters

degrees for seven participants in evaluation (1), educational planning (1), and primary teacher training (5).

At present one participant in evaluation (NCDC), and three in primary teacher training (one in primary school teaching, one in general elementary curriculum and one in home economics), have begun their training in the U.S. and the remaining three have been identified and are being processed.

2. In-country Training: Each of the TAs has been involved in-country training activities in the TAs' areas of expertise. From the contract reports it appears that this requirement is being fully implemented. One-on-one counterpart training is continuous. Workshops and other group training sessions have been conducted by the resident TA team. Short term technical assistance assignments have also included individual and workshop training activities.
3. Short-term Training Abroad: An extended trip was arranged through the Southern Africa Region for Basotho officials from Planning, the Inspectorate, NTTTC and Statistics.

The contract also specifies that a final training plan will be developed with MOE. This has not yet been prepared. It appears that the national election and the change in government have inhibited the previous government from making commitments for such a long-term plan while the new government has not yet addressed the issue.

C. Commodity Procurement

It appears that the TA team presently has adequate materials for their present operational level. Computers, printers, photocopiers and fax equipment have been purchased.

D. Reports

There are a series of reports required of the contractor, and while the monthly financial reports of PEP expenditures, the semi-annual reports to date on PEP outputs and targets, and the short term TA reports prior to the departure of consultants all appear to have been made, several have been late and their quality has varied. At present the Campus Coordinator from Ohio University is in Lesotho up-dating the long-term PEP work plans and budgets, which require USAID/Maseru and MOE approval, so as to reflect the present status of PEP and realistically assess when and what will now be accomplished in the remaining life of the PEP. In light of earlier than planned termination and the one year project delay, the detailed outline contained in the contract is no longer valid or representative of what is and can be accomplished. This TA plan revision is of critical importance in determining possible revisions of PEP implementation targets, timeliness, training and short-term consultancies.

E. Short-term Technical Assistance

During the first year of the project some 4 of the 13 or 14 proposed short-term TA activities were deferred. It appears that the deferrals were in part related to a determination by MOE that the timing of these TA interventions was not appropriate given the progress of work within certain areas of the MOE. PEP revisions might well benefit from the availability of these unused TA funds once PEP long-term revisions are completed. Of special interest is the possibility of utilizing some of them to maintain meaningful TA linkages with NTTC following the completion of the TA for the NTTC in October, 1994. The same type of arrangement should also be considered once the TA assigned to NCDC returns home. Such extensions of TA assistance, perhaps on the basis of short-term visits, would depend upon the degree of NTTC compliance with CPs.

F. Special Studies

The TA team has not engaged in any special studies provided for under the TA contract because the MOE has not yet made specific recommendations or requests.

USAID/Maseru and the MOE should make more use of the assistance provided under the Ohio University contract to seek answers to basic questions in the education sector and to monitor project impact in the field. In the first instance, this can be facilitated by expanding the use of the EMIS beyond the processing of basic statistics to include answering such questions as what is the relative magnitude of the various causes of over crowding in the classroom. Knowing this would allow the allocation of resources to alleviate the most egregious causes first. (N.B. Basotho in the education sector consulted by the evaluators are unsure and/or don't agree as to whether the main cause is under-age students, over-age students, high repetition rates, or if the latter, what age group(s), is repeating most and in which parts of the country.)

The three types of assistance in the OU contract, long term, short term and special studies, are not well defined. This is the probable reason that the special studies category has not been exploited. It is suggested that USAID/Maseru, the MOE and OU prepare an agenda of studies that will lead to better and more immediate monitoring of the impact of project outputs on schools. While the targets and indicators for the PEP project are stated in national terms much could be learned by monitoring the impact of the project on schools that are receiving benefits early in life of the five-year project, such as the two districts that were first to have their school maps completed, new classrooms, furniture and a District Resource Center constructed. For example, national level statistics indicate that the number and percentage of underage children starting the first grade is increasing. Two forms of the information campaign have been tried in 38 sites. Those specific locations could be studied to see if the number of underage students entering the system has decreased where the campaign has been tried. If it has, the Mission could effectively argue that the CP in this area could be considered to have been met if plans are in place to carry the campaign nation wide. If the campaign is having no effect then the CP should be considered to have been met and the activity stopped.

IV. USE AND MONITORING OF LOCAL CURRENCY

An audit by the Regional Inspector's Office (RIG), Nairobi, noted that; "...the rate of disbursement to date showed that it is unlikely the Government of Lesotho will disburse local currencies deposited in the special local currency and general Treasury accounts quickly." This audit, completed in early May of 1993, was conducted at the end of a period during which the GOL was in a transition that ended with the formation of a freely elected democratic government. During the period of transition project implementation was greatly retarded. This was due to changes in leadership and the fact that the government and population in general were preoccupied with the changes taking place in Lesotho and because the new government was "settling in." Another factor contributing to slow disbursement was that the year preceding the audit was the first year USAID/Maseru local currency funds were available for disbursement; a year during which one should justifiably expect disbursements to be slow.

A. Dollar Disbursement and Local Currency Deposits

Project arrangements for providing the GOL with local currency for the implementation of the Five Year Education Plan are simple, straightforward and have worked well. USAID/Maseru funds are deposited in a U.S. account in the name of the GOL. An equivalent to 90% of the dollars is deposited by the Government in maloti in an interest bearing account in the Central Bank of Lesotho in Maseru; the "Special Local Currency Account." The remaining 10% is put into a "trust fund" for use by USAID/Maseru. The rate of interest earned on the funds in the Central Bank is in the range of 12% to 17% and a not inconsiderable sum has thus far been earned; nearly 3 million maloti.

When needed, the MOE requests that funds be transferred from the "Special Local Currency Account" in the Central Bank to the General Treasury Account (where they do not earn interest) to meet the costs of implementing the ESDP. The amount to be drawn down from the Central Bank Account at any particular time is determined by the need to disburse funds from the Treasury Account for expenses incurred in the implementation of the jointly agreed to ESDP annual budget. Using this criterion ensures that the funds remain in the special account, where they earn interest, for as long as possible. To date only the first tranche of program dollar funds has been disbursed. Two draw downs have been made from the Special Account for a total of 7,619,000 maloti. The balance in the special account as of February 28, was 9,873,863 maloti.

B. Need for Local Currency

There is no question in the minds of the evaluators that there will be a continuing need on the part of the MOE for maloti funds to implement the ESDP/PEP project. The issue of importance is the ramifications for the procedures the MOE will employ in the implementation of the PEP portion of the ESDP, after the second tranche funds are expended when local currency deposits to an account in the Central Bank are no longer required, i.e., under the new close out regime.

Described above are the procedures for provision of maloti funds for the Treasury account that are and will continue to be followed until the maloti deposited under the first two tranches are

disbursed. The use of these funds is monitored by USAID/Maseru by requiring the submission and review of five documents, two of which are contained on the same bank statement:

1. A monthly bank statement of the Special Account from the Central Bank of Lesotho.
2. A monthly statement, also from the Central Bank, of transfers to ("deposits into") the MOE Education Sector Development Plan Account. One and two are contained in the same monthly statement from the Central Bank. The deposit is made into a Treasury revenue account. There is also an expenditure account against which disbursements are charged. The two are reconciled to determine fund availability. The AU of the MOE keeps its own balance sheet.
3. Monthly reconciliation of the Central Bank account prepared by the MOE.
4. An annual budget, jointly agreed upon by USAID/Maseru and the MOE, for the ESDP and combining donor funded activities. The budget submitted to USAID/Maseru commingles the budgets for the three donors and GOL counterpart funds.
5. Quarterly financial reports to USAID/Maseru showing "disbursements against the agreed-to Plan (ESDP) budget."

USAID/Maseru is now receiving regular quarterly reports of disbursements against the jointly approved annual budget. USAID/Maseru didn't formally approve an annual budget for the second year until one month before the end of the Lesotho fiscal year, which is March 31. Documents reviewed showed that the PU and/or the AU included an annual budget as part of their expenditure report as early as August 26, 1993, but the budget was incorrectly structured. Measures have been taken to accelerate the budgetary process for the third year of the program.

The RIG audit referred to above noted some shortcomings in reporting. These have been corrected and all financial reporting requirements are being met. These records allow the Mission to confirm the amount of funds deposited into the interest bearing Central Bank account, both from program funds and interest. It allows USAID/Maseru to monitor funds as they leave this account and are transferred to the Treasury account. The annual budget that the USAID/Maseru approves and the quarterly reports of disbursements, including donor and GOL contributions to the ESDP, provide adequate reporting of the use of funds. The program agreement requires that an annual audit be conducted. Unlike the Bank, USAID/Maseru had determined, on the recommendation of a RIG auditor's assessment, that it could not accept the GOL audits of the program funds. Therefore, two annual audits of the ESDP were performed the first year, one by the GOL audit authorities for the Bank and another by an international audit firm engaged by the GOL at the request of the USAID/Maseru. The latter is still in progress. It is recommended that this practice be reconsidered. Either both should use the GOL audit capability or both the services of an international firm.

It is the responsibility of the GOL to arrange for this audit. If the auditors report exceptions, however, USAID/Maseru must ensure that they are satisfactorily resolved, adding to the Mission's workload. Depending on the number and severity of the exceptions, the additional workload could be considerable.

If the GOL were not required to deposit an amount of maloti equivalent to the dollar amount of the third and fourth tranches in a special account, somehow, in a manner acceptable to the USAID, it should be confirmed that sufficient funds were made available to the MOE to implement the ESDP. There are ways this can be done that do not require direct monitoring of the funds themselves.

The GOL would probably make the funds available through the Treasury general account already established for the purposes of implementing the ESDP. The best judgement of the Ohio University Financial advisor to the AU is that the GOL would use the same procedures that are presently being used for all the other MOE funds. Hence, once approved by the Ministry of Finance and Plan, the MOE PU and AU would discern no difference from the system being utilized to access the Maloti made available to the MOE as a result of the transfer of the first two tranches. However, the MOE would lose direct control of USAID/Maseru contributions deposited in a special account as with the first two tranches as well as the interest earned from these funds, which would be seen as a disadvantage by the GOL's AU and PU.

Though USAID/Maseru would no longer require audits, the GOL and/or the bank would continue to carry them out.

A comparison of the procedures used for the first two tranches and the last two follows:

1. Under the revised approach, USAID/Maseru would continue to approve the annual budgets for the ESDP. Of course, the USAID/Maseru will also continue to exercise a measure of control over the budget through its participation in the formulation of the original ESDP budget and any revisions that are made in the future.
2. Interest on the deposits in the Central Bank account have thus far totalled almost 3 million maloti. Interest will continue to be earned on the first and second tranches. Though interest will not be earned on funds for the last two tranches, the GOL will receive the benefit of 100% of the funds from the last two tranches rather than only the 90% received from the first two.
3. USAID/Maseru would not require an audit of expenditures for the third and fourth tranches. GOL practices indicate that audits will be conducted anyway and USAID can still examine the findings with the assistance of the Ohio University technical assistance team financial advisor.
4. USAID/Maseru would no longer require the preparation and review of the five reports for the first two tranches. It would be necessary to confirm in some form acceptable to the USAID that maloti is made available through the Treasury to the

MOE for implementation of the ESDP. This could be accomplished by closely monitoring the implementation of the ESDP.

5. The present financial management system poses no undue burden on the MOE PU. The system for managing and monitoring the use of funds made available through the Treasury as a result of disbursing the dollar funds of the last two tranches however, would pose the problems listed above, specifically the loss of interest payments and control of funds. Thus, the AUs and the PUs would continue to work within the existing set of procedures for the life of the program.
6. What still remains for both the MOE and USAID/Maseru is the most onerous and time consuming task—monitoring and documenting the satisfaction of the CPs for dollar disbursements. With increased staff in the PU and reduced monitoring requirements for the remaining small USAID/Maseru staff, this, hopefully, will be a more manageable task.

C. Local Currency Budget Formulation and Monitoring

As the USAID/Maseru PEP is part of a multi-donor funded activity, the ESDP, the budgets for local currency for this five-year effort were formulated jointly by GOL, IDA and USAID/Maseru project designers. Detailed estimates and time schedules were prepared and finalized in June of 1991. Since that time a number of factors taken together have affected the accuracy of the budget:

- Program implementation is behind schedule and various elements of the project have become out of phase with each other. Therefore, the annual schedule of budget expenditures in the program design documents is no longer valid, even if the amounts are.
- Some items that were to be financed with donor funds have been absorbed into the government recurrent budget, freeing those funds for other purposes.
- Because the program is one year behind schedule, the factor of inflation is magnified. The actual rate of inflation should be compared with the rate projected during program design to determine if cost estimates remain valid.
- The actual exchange rate should be reconciled with that projected at the time of program design. It was reported that the exchange rate projected for conversion of funds for the 1994-95 Lesotho fiscal year was M 3.7 to the dollar. As of this writing the actual exchange rate is M 3.51 to the dollar. If this rate holds there will be an almost 10% maloti shortfall from dollar funds converted this year. On the other hand, if the rate rises, additional maloti will be available for programming.
- Some priorities have changed within the Five Year Education Sector Plan. Among them, the District Resource Centers are being expanded to serve other elements of the District Education Staff and construction plans for the NTTC have been adjusted to reflect the level of funding projected to be available.

- The rather substantial amount of interest being earned by the funds in the Special Local Currency Account has not been programmed. The interest earnings should be integrated into the budget.
- There have been changes in the level of other donor funding. UNICEF was to develop an alternative schooling track for overage students who may not be allowed to attend the regular primary schools. They have not been able to secure funding for this activity and the team has been told that the activity has been dropped. The original EU contribution was determined in maloti. The purchasing power of the maloti available has eroded, gone down. The original estimate of its dollar value of \$4.2 million is no longer valid.

It is, therefore, recommended that the maloti budget, which the MOE and donors thus far have been using to implement the PEP, be re-costed and re-formulated. The re-costing/re-budgeting effort should be a multi-donor effort and should fully involve the AU as well as the PU of the MOE. Each has developed markedly increased capacity and understanding of the budget processes since the program was originally costed.

1. Conflicting Budget Approaches

The question is raised as to why the conditionality of the PEP project requires the MOE to use cost center budgeting and yet the overall ESDP budgets are costed by program element. This inconsistency requires the AU to keep books using two different formats, one using cost centers and the other using a different set of line items related to program funded activities.

An advantage of cost center budgeting is that one can determine during the budget process the implementation load being put on each cost center, which roughly coincides with the MOE management units. One can easily monitor the process to determine when a unit is becoming overloaded or under-utilized. Unless there are factors at play not obvious to the evaluation team, when the ESDP is re-costed and new budgets prepared, strong consideration should be given to using the same budgeting system that the project has required the MOE to use. We realize that this must be worked out between the donors most centrally involved.

The annual ESDP budget is prepared by the PU of the MOE using the ESDP budget tables as a guide. Discussions are held with each of the "units" which correspond to the cost centers used by the AU to prepare the GOL capital and recurring cost budgets. The annual budget for the ESDP that USAID/Maseru approves aggregates limited GOL counterpart funds, EU, IDA and USAID/Maseru projected expenditures.

Once approved, the sum is placed in a budget line item in the Ministry of Finance accounts. The total budgeted for ESDP use during FY 1993/94 has been reduced as the year has progressed. In a report dated August 26, 1993, the annual total was reported as M 46,016,000, a budget figure formulated by the AU using the ESDP budget tables. In a February 23, 1994 report, it was M 23,530,445. The budget USAID/Maseru was asked to approve one month before the end of the fiscal year totaled M 21,545,897. The amount shown as requested to meet PEP-related expenditures in FY 1993/94 in the MOE budget request for FY 1994/95 was M 15.0 million of

the total M 21,545,897 for the ESDP. Of this, only a little over M 3 million was disbursed by the end of the fiscal year (3/31/94).

The budget for the Lesotho FY 1994/95 fiscal year, which began on April 1, 1994, is now being prepared. It will be available for review much earlier than the previous one.

D. "Earmarking", "Commitment" and "Disbursement" of Maloti Funds

The Ministry of Education submits requests to the Ministry of Finance to " earmark" or "reserve" funds for the PEP. These requests for funds are made as monies are needed. The Ministry of Finance at this point, in USAID parlance, has earmarked the funds. When a request for a "commitment" of funds is made, the MOE PU approves the amount to be committed in their records and the MOE AU records the amount in their notebooks. No notification of actual commitment of funds to the Ministry of Finance is required. After goods and services have been received, the MOE AU requests that the Treasury make payment from the appropriate account. PEP generated local currency has its own expenditure account number in the treasury as does every other donor funded activity. Disbursements are recorded in this account and the Treasury then notifies both the Ministry of Finance and the Ministry of Education of the disbursement.

PEP funds are disbursed from the Treasury account directly to the payee against certified vouchers sent to it by the AU. The Ministry of Education AU receives confirmation of the payment after it has been made by the Treasury, though often only after a considerable length of time. For this reason, the AU of the MOE keeps a parallel set of records that allows it to keep track of the balance available in the various accounts allocated for implementation of MOE activities. The Ministry of Education is in the process of computerizing these records and is the only ministry that has received permission to keep such a set of computerized parallel records, a vote of confidence that should be noted.

The above GOL system works, albeit usually slowly. The foregoing description is presented for information and to illustrate the controls of the GOL financial management system. There is no suggestion that any attempt be made to change it.

E. Impact of PEP Local Currency

As has been noted above, the RIG audit of use of local currency by USAID worldwide noted that the rate of disbursement of local currency available through the PEP project has been slow. The RIG audit was conducted in Lesotho during the period from February to May, 1993. The pace of disbursement has increased some in the ensuing year. The rate of disbursement from March 1, 1992, to March 31, 1993, a period of 13 months, was about 10% of what was budgeted. During the next four months the rate of disbursement increased to an annual rate of 13.5%. The rate of expenditure of PEP funds only for the last part of FY 93/94 was about 20% of the budgeted amount.

The rate of disbursements is not always a good indicator of current project implementation progress. One should also consider the amount committed, that is, contracts signed, commodities ordered, cost of activities planned or underway and services received but not yet paid for. Also

important is the amount that has been earmarked for specific activities, construction, commodities, etc., where plans are being prepared but for which there has yet to be a commitment of funds. As implementation accelerates, these categories will gain added significance as indicators of the pace of project implementation and should be reported.

The major impact of the use of the local currency has been in financing the development of institutions necessary to carry out the policy reform agenda, the development of educational materials and training of staff and hiring of personnel to fill needed positions until the government civil service commission fills them permanently. The largest category of expenditure has been for the Ministry of Education reorganization.

It is too early to be able to see significant impact on the program goal of improving the quality of education from the use of PEP provided local currency or, for that matter, the use of the IDA funds. Impact on MOE reorganization, training and personnel availability has been significant.

Though the program is almost through the second year of its soon to be revised five year total life (reduced from an original life-of-program of six years), only approximately 5% of the total of \$54.4 million of donor contributions have been disbursed. However, as has been pointed out above, earmarks and commitments will soon begin to increase, indicating an increased pace of implementation.

V. OTHER CONSIDERATIONS

A. Program Evaluation

The United States Direct Hire (USDH) presence of the USAID/Maseru Mission will end in mid 1995. The PEP funded project manager will depart in September 1996. Therefore, the PACD of the PEP program/project will be shortened by eleven months. Technical assistance might be reduced in terms of number of person months provided, but there will be some in-country presence of the team almost to the end of the proposed new PACD.

Compounding the fact of being a year behind schedule is the intention to shorten the life of the program by eleven months. At the time of the new PACD, implementation could be as much as two years behind where it was envisioned to be at the original PACD. USAID/Maseru is obligated to measure the impact and effectiveness of the use of PEP funds. Because the program is a year behind schedule now, for good and justifiable reasons, and when the project is shortened by a year, the final evaluation, to be conducted at the time of the PACD, will be conducted earlier in the implementation process. Because only minimal student level impact was foreseen in the program design by the original PACD, it is recommended that provision be made to conduct a third evaluation of the project two years after the new PACD.

The proposed evaluation can be conducted with resources from the Regional South Africa Office, Africa Bureau Regional funds, USAID/Washington funds either from CDIE or the S&T Bureau or, preferably, with funds specifically set aside for this purpose from the ESDP budget.

B. Staffing

A problem pervasive with virtually all government units visited concerned staffing. In the discussion of the staffing pattern of the various units it was usually stated that the staffing pattern, including the number of positions, was adequate. However many instances were encountered where it was difficult for the unit to responsibly carry out its accountability requirements under the ESDP because too many of the existing positions were vacant. Indeed, some had been vacant for up to three years.

The problem is so serious that the Mission Director was prompted to write a letter, dated January 7, 1994, to the Principle Secretary of Planning of the Ministry of Finance, Economic Planning and Manpower Development, urging him to take action to ensure that the vacant positions be expeditiously filled. Other vacant positions could be added to the ones cited in his letter. There is no permanent Director of the NTTC nor is there a Registrar or Bursar. Several positions in the School Supply Unit (SSU) are vacant. Of the 520 new primary teacher posts created last year, 318 remain vacant.

Discussed previously in this report were the variety of reasons given as to why the positions are not filled. In some cases personnel have been hired with program funds to carry out critical functions that should be performed by GOL employees. If they are not replaced with GOL personnel paid from the regular budget, when the project ends, the people will have to leave and the Ministry will not be able to sustain the gains made during the Five Year Education Plan.

In the meantime, short staffing is jeopardizing the achievement of project objectives. USAID/Maseru is urged to hold fast to any condition precedent relating to personnel. The ultimate success of the project and the sustainability of the gains after the project hinge on the availability and performance of the GOL personnel of the Ministry of Education.

VI. SUMMARY OF RECOMMENDATIONS

The following recommendations are either specifically made in the body of the foregoing report, stated as "suggestions" or are the logical courses of action one would derive from reflection on the discussions. Following each recommendation is the location in the report where one will find a fuller treatment of the topic. The recommendations are often stated in the imperative for purposes of conciseness and clarity. They should be read as they are intended, as "recommendations." They are organized under headings that the evaluators hope will facilitate their consideration.

A. General Recommendations

1. The Education Order of 1992 should be made effective as soon as possible. Its provisions will enable and/or facilitate the implementation of several actions that will further efforts to improve the quality and efficiency of education in Lesotho. Its full implementation should be a priority for the MOE and the country as a whole. (See pages vii, 9, 22, and 24)

2. The analysis underpinning the policy positions taken in the Five Year Education Plan and the Education Sector Development Project should be re-examined to ascertain whether the decisions are still worthy of support. The topics to be re-examined include, among others: causes of overcrowded classrooms (repeaters, underage and/or overage students), teacher supply (causes of attrition, low production of PTC holders, brain drain), by how much the 1,300 new teaching posts created by the ESDP will increase the number of teachers and at what Standard levels, the validity of past primary school enrollment predictions and the causes of downward enrollment trends in the First Standard, particularly the declining rate of entrants to Standard 1. (See pages 20 and 29)

3. Formalize provisions to continue the monitoring and evaluation of the ESDP, especially the PEP portion, after the USAID/Maseru PACD. Major impact on the education system will just be beginning to be evident about the time the program ends. The full impact will not begin to be evident until two or three years after the PACD. It is therefore imperative that the effects of the program continue to be monitored and evaluated. (See page 36)

B. National Teacher Training College

1. The NTTC should be granted its autonomy as soon as possible. This will allow it to act independent of other government agencies more expeditiously to solve its problems and begin to play a stronger role in improving education in Lesotho. A functioning Board of Governors should be a feature of its new autonomy. (See page 15)

2. A permanent Director should be appointed. He/she must be able to play a strong leadership role to ensure that the organizational and management improvements made as CPs to the PEP project are not dissipated. (See page 14)

3. Other vacant positions at the NTTC should be filled. Until the top management positions that have been vacant for years are filled, any new Director will be handicapped. (See page 15)

4. Steps should be taken to significantly increase the output of PTC graduates from the NTTC. This can be accomplished by reverting to the schedule where second year students spend all year off campus, expanding the number of "day" students by providing a subsidy and offering a PTC short course for unemployed NUL graduates. (See page 16)

5. The practice of placing at least two students per dorm room, as is the practice at NUL, should be retained at NTTC. To do otherwise would make it difficult if not impossible to increase enrollment. (See page 17)

C. Classroom Environment

1. Measures should be taken to ensure that classrooms and school furniture are maintained and repaired when necessary. To facilitate this the role of the Inspectors, Headteachers and parents in the management of the schools, including financial management, should be strengthened. (See pages 21 and 22)

2. Effective means must be found to protect the school against theft and vandalism or gains made through the provision of new classrooms and furniture will soon be dissipated. (See pages 21 and 22)
3. MOE policy concerning fair provision of facilities and furniture to the lower grades must be strongly asserted. Further, field personnel should be empowered to enforce the policies embodied in the MOE, ESDP and PEP funded activities. (See pages 21 and 24)
4. The District Resource Teachers appear to be having a significant impact on the quality of the schools they serve. However, they serve slightly less than half the schools in the country. That they are indeed having the impact presently assumed should be documented. Consideration should then be given to expanding their role or providing similar services through other personnel in the inspectorate for the other schools. (See page 25)

D. Educational Management

1. Vacant staff positions in the MOE should be filled. This is an imperative to all parts of the Ministry. Implementation of several activities are being jeopardized by lack of staff. The PU requires at least one additional position in addition to filling its vacancies. (See pages 10, 14, 15, 23 and 26)
2. A person, a Unit, an office, some entity should be created or staffed that has "primary education" as its sole responsibility. (See pages 23 and 26)
3. The school level committees provided for in the Education Order of 1992, and required as a CP in the PEP, should be sustained, more created, participants trained and given effective control over their schools as soon as possible. (See pages 24 and 25)
4. Field Inspectors should be given authority to enforce MOE regulations in the schools of the Districts for which they are responsible. (See page 24)
5. The school committees referred to in 3. above should be given the responsibility of and held accountable for the management of the moneys collected as school fees. (See page 3)

E. PEP Provided Technical Assistance

1. The Special Studies provisions of the Ohio University contract should be exploited to help the MOE carry out the several studies, analysis and design efforts spoken of in various parts of this evaluation. Priority should be given to those studies that re-examine past policy decisions and provide information to make specific new ones. Topics should be specific to Lesotho and ones directly relevant to ESDP/PEP policies and inputs. (See page 29)
2. The capabilities of the present EMIS should be more fully exploited to inform policy and implementation decisions. The reliability and validity of information should be established at its

source, the schools. Then, and only then, the system should be expanded in scope and decentralized to the District Level. (See page 29)

3. The last three long term trainees should be sent of as soon as possible. Hopefully they can return before the end of the Program. (See page 27)

F. Financing the ESDP

1. The procedure for disbursing the program dollars for the last two tranches should be simplified so as to not require the deposit of maloti in a Special Account before it is made available to the Ministry of Education through the Treasury. USAID/Maseru's monitoring requirements would be reduced to a level supportable by the smaller staff. Concurrently, MOE's reporting requirements to USAID/Maseru would be reduced. Of primary importance is the assurance that the necessary funds will be made available to the MOE and will remain available until disbursed. (See pages 30-33)

2. The budget of the ESDP should be re-costed and reformulated to more realistically reflect funds available, implementation schedules and current cost factors. A cost centered budgeting approach consistent with that used by the MOE for its other budgets should be employed. (See page 33)

3. Annual individual budgets for the various Units of the MOE should be prepared jointly with the PUs and AUs at the same time for all MOE activities, whether GOL or donor funded. Only in this way can the total work load planned for the various Units be controlled. (See page 34)

ANNEX 1

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TABLE 1

	Approved Age Range*	Over Approved Age	At Age**	Under Age
Standard 1				
Male	24,777	8,555	7,968	2,623
Female	25,264	6,366	8,850	2,974
Standard 2				
Male	17,376	12,696	4,444	1,292
Female	19,720	8,920	5,610	1,986
Standard 3				
Male	12,432	14,694	2,427	825
Female	16,941	11,345	4,017	1,440
Standard 4				
Male	8,995	14,148	1,552	468
Female	14,432	12,172	2,543	907
Standard 5				
Male	6,360	12,458	1,115	282
Female	12,283	11,880	2,543	748
Standard 6				
Male	4,804	9,412	885	222
Female	10,761	9,875	2,208	666
Standard 7				
Male	3,917	7,671	633	197
Female	9,646	9,733	1,687	612
Total				15,242+

TABLE 2

	Males	Females	Totals:
@ Range Age	78,661	109,047	187,708
Average	79,634	70,291	149,925
Totals	158,295	179,338	337,633

** @ One Year per Grade: Male 19,024 Female 27,782 = 46,802

+ Total Underage: Male 5,909 Female 9,333 = 15,242

* Approved age is defined according to the ESDP, 1991/92-1995/96 as follows:

Std 1= 6-8 years	Std 4= 9-11 years	Std 7= 12-14 years
Std 2= 7-9 years	Std 5= 10-12 years	
Std 3= 8-10 years	Std 6= 11-13 years	

** At Age is one year per grade, e.g., 6 year olds in Standard 1; 7 year olds in Standard 2, etc. Total is reported under the title @ one year per grade.

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ANNEX 2

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PRE-PRIMARY EDUCATION

Most of the pre-primary schools have opened in the lowland, more densely populated and urbanizing areas where, it appears, the most underage children have been enrolled in Standard 1. The pre-primary has, therefore, perhaps some direct bearing on effectively influencing the enrollment of underage children in primary school and it will have an impact on institutions heavily involved in ESDP/PEP, especially NTTC, DRT and NCDC, which are expected to assist in the proposed pre-primary expansion.

To increase access to early childhood education and improve the quality of the services already in existence, an Early Childhood Development (ECD) unit was established in MOE in 1985. Almost all ECD centers are community-based although MOE does assist in the development of ECD programs and promotes active participation by parents, local authorities, private individuals and NGOs. Given current and projected resource limitations, MOE apparently does not intend any additional investment in the pre-primary program in the foreseeable future nor to assume any further financial responsibility for expanding this program. "ECD Education" focuses on pre-school learning and accents the linguistic, social, cognitive and educational growth of the child. It also includes nutritional and health care. The number of ECD Centers in Lesotho has increased from an estimated 200 serving about 4,000 children in 1985 to approximately 800 in 1992 enrolling about 10,000 children. This means that roughly 4% of children between the ages of 2 and 6 attend ECD Centers. Coverage is very low in rural and mountain areas. Nevertheless, GOL policy is that all children between the ages of 2 and 6 should have access to such education by the year 2000. MOE seeks to establish a national system for ECD monitoring and supervision.

The ECD program is staffed by four officers; the ECD Coordinator, a Curriculum Specialist, a Nutrition Specialist and a Community Development Worker. All of these positions have been funded by the Bernard van Leer Foundation, although the intention is that they will gradually be absorbed by MOE. An ECD Steering Committee is proposed to oversee all ECD Unit activities within MOE. The intent is to gradually integrate ECD into mainstream MOE activities.

The development model proposed for ECD is as follows: Between 1991/92 and 1995/96 an effort will be made, through the DRTs and other dissemination networks, to sensitize the country about the importance of the ECD program. NTTC staff will provide training for the first group at NTTC in 1994 to promote curricular articulation and pedagogical linkages between the ECD and primary education. During the present Five Year Plan it is also proposed to develop a two-year certificate course for ECD personnel which will be offered through the IEMS. The course will cover principles of child development, play and developmental activities, health and nutrition, management and methods for identifying and educating children with disabilities.

In addition, decentralized, on-the job training will be adopted to provide on-going training for ECD teachers and trainers. A national advisory committee will be created consisting of representatives of MOE, NUL, UNICEF, UNDP and interested NGOs. Development of materials and a learning kit for ECD centers began in 1992. It is estimated that 100-150 people will be trained every two years to participate in the ECD programs. By 1995/96, it is expected that 15%

of all children between the ages of 2 and 6 will be participating in early childhood education. As was noted above, this program could conceivably reduce the number of underage children enrolling in Standard 1, and consequently their numbers in subsequent years. It could also have relevance for, and exert influence on NCDC in terms of curricular coordination between pre-primary and primary and it may further have an impact on NTTC's capabilities if increasingly significant numbers of pre-primary teachers and managers will require training under NTTC's auspices.

It is noted again, however, that pre-primary is not a component of the PEP.

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ANNEX 3

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ity	USAID Data Collection/ Analysis Method
	CBL Annual report/IMF Status report on ESAF Status Report on ESAF UNDP Annual Human Development Report
OR	Derived from population projections (based on 1986 census) and MOE data on school completers Comparative income analysis of RMA and national average data Aggregate income obtained from functional relationship with enterprise output and productivity variables

Table II: Output and productivity strategic objective indicator matrix

Statement	Indicator	Source	Responsibility	USAID Data Collection/ Analysis Method
Strategic Objective				
1.0 Sustain or improve output and productivity of selected agricultural sub-sectors	A. Average fleece weight in RMAs increased from _____ in 1991 to _____ in 1997	data from RMD wool sheds or LPMS	ADO/CNRM	Measured annually by LPMS: wool in August; mohair in January Report published in March RMA technical assistance could be used to assure timely publication
	B. Ratio of average fleece weight within RMAs to average fleece weight national average increased from _____ in 1991 to _____ in 1997	"	ADO/CNRM	
	C. Average animal weight within RMA increased from _____ in 1991 to _____ in 1997	RMA advisors	ADO/CNRM	Collected at auction sites; analyzed quarterly, report published in December
	D. Ratio of average animal weight within RMAs to average animal weight outside RMAs increased from _____ in 1991 to _____ in 1997	"	ADO/CNRM	
	E. <u>Capital productivity</u> : return to end of capital measured by enterprise internal rate of return	Ag. enterprise survey	ADO/PRM	Data collection to be included in the scope of work for Ag business project design and implementation. Enterprise investment analysis to compute indicators
	F. <u>Labor productivity</u> : value added per employee in target enterprises	"	ADO/PRM	

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Statement	Indicator	Source	Responsibility	USAID Data Collection/ Analysis Method
Target 1.1				
1.1 Increase sustainability of rangeland resource use	A. % of rangeland under improved management increased from 0% in 1983 to _____ in 1997	RMD/MOA	ADO/CNRM	RMD measures; report published annually in August
	B. Ratio of range condition index (RCI) within RMAs to the RCI outside RMAs increased from _____ in 1991 to _____ in 1997	RMD/MOA	ADO/CNRM	RMAs and control sites measured by RMD every April/May. Analyzed by RMD in staggered longitudinal series of 4-5 years, with indicative reports every 1-2 years.
Sub-Targets for 1.1				
1.1A Establish effective range and livestock management in selected areas (RMAs)	A. No. of grazing plans implemented and enforced increased from 0 in 1983 to _____ in 1997	RMD/MOA	ADO/CNRM	Qualitative on site review by tech. asst. team completed in March, report published in April
	B. No. of households participating in RMA livestock programs increased from _____ in 1983 to _____ in 1997	"	"	Annual tech. asst. team report published in March (review of Grazing Assn. records); project evaluation will refine review
	C. No. of RMA animals sold through culled increased from _____ in 1983 to _____ in 1997	"	"	Series of RMA surveys by outside local contractor reported ever 1-2 years; combine with annual Dec. auction report prepared by RMA TA team
	D. No. of RMA animals sold through marketing programs increased _____ in 1983 to _____ in 1997	"	"	Project evaluation scheduled for Jan. 1996, compared to baseline from new RMAs
	E. No. of improved breeding programs in operation in RMAs increased _____ in 1983 to _____ in 1997	"	"	

Statement	Indicator	Source	Responsibility	USAID Data Collection/ Analysis Method
1.1B Implement national policies related to livestock and rangeland management	A. Amount of grazing fees collected each year increased from 0 in 1991 to \$_____ in 1997	RMD/MOA	ADO/LAPSP	Reported annually in March by LAPSP technical assistance team
	B. No. of stock owners paying fees each year increased from 0 in 1991 to _____ in 1997	RMD/MOA	ADO/LAPSP	Annual LAPSP tech. asst. team report published in March
	C. Changes in subsidies to national abattoir, e.g.: GOL subsidies and loan guarantees, tax/dividend payments to GOL, donor funding	NAFC records, MOA/MOP/ donor records	ADO/LAPSP	Audited accounts of NAFC Public finance analysis of subventions, tax and dividends payments, loan guarantees and donor funding
1.1C Implement measures to reduce imbalance between livestock and carrying capacity nationwide	A. No. of hectares adjudicated or # of stock owners issued permits through adjudication program per year and cumulatively (increased from _____ in 1991 to _____ in 1997)	RMD/MOA	ADO/LAPSP	Established at initiation of each RMA by RMD; measured by RMD and published annually in March. RMA tech. asst. team updates in quarterly reports.
	B. No. of animals culled per year through NCEP increased from _____ in 1991 to _____ in 1997	Animal Production Division/MOA	ADO/LAPSP	
	C. No. of animals exchanged per year through NCEP increased from _____ to _____	"	ADO/LAPSP	LAPSP-funded long-or short-term TA
	D. No. of livestock market information radio programs and No. of bulletins disseminated per year increased from _____ in 1991 to _____ in 1997, recorded separately	Marketing Division/LPMS	ADO/LAPSP	Monitoring and evaluation from nationwide marketing data

Statement	Indicator	Source	Responsibility	USAID Data Collection/ Analysis Method
Target 1.2				
1.2 Increase business activity in selected agriculture-related areas	For selected subsectors: A. Change in annual sales volume (3-year reporting)	Ag. enterprise survey	ADO	Design into project
	B. Change in annual person-years of employment, by gender (3-year reporting)	"	ADO	
	C. No. of new enterprises, by gender of owner and gender of operator (3-year reporting)	"	ADO	
	D. Total No. of enterprises, by gender of owner and gender of operator (3-year reporting)	"	ADO	
Sub-Targets for 1.2				
1.2A Increase use of needed resources by agricultural entrepreneurs	A. No. and volume of loans made to enterprises	Ag. enterprise survey	ADO	Design into project
	B. Management, technical, and marketing services utilized (precise indicators TBD as project is designed)	"	ADO	
1.2B Establish a competitive agricultural input supply system	Number of agricultural supply firms operating	LAPSP survey/ TBD	ADO/LAPSP	LAPSP-funded consultant TBD
1.2C Improve policy environment for agricultural enterprise	TBD	LAPSP survey/ TBD	ADO/LAPSP	LAPSP-funded consultant Design into project

Statement	Indicator	Source	Responsibility	USAID Data Collection/ Analysis Method
Strategic Objective				
2.0 Reduce future energy costs	A. Relative consumer price of electricity in Republic of South Africa and Lesotho B. GOL budget savings realized from local generation rather than imports	TBD	GDO	
Targets for 2.0				
2.1 Develop operations and maintenance capacity	A. Factors of effectiveness of operations, staff and services B. LEC: factors related to management improvements, maintenance capacity, staffing and operational efficiency	TBD	GDO	
2.2 Develop infrastructure	Measures of progress on plant construction, equipment installation, grid connections and transmission system development	TBD	GDO	
2.3 Establish appropriate pricing and distribution policy	Structure and trend of consumers and prices	TBD	GDO	

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Statement	Indicator	Source	Responsibility	USAID Data Collection/ Analysis Method
Strategic Objective				
3.0 Improve quality and efficiency of primary education	A. % of completers for standards 1-7, by gender. Overall (sexes combined) increase from 46.3% in 1991 to 46.8% by 1997	MOE/EMIS	GDO/PEP	EMIS report published unofficially annually (March) for previous school year. PEP to fund technical asst.
	B. Maintained or increased standard 3 achievement test scores, by gender	MOE/PEP	GDO/PEP	Primary Education Program Report, tentatively to be published in Jan. for previous school year. AID project to fund technical asst.
	C. Equivalent years per completer, by gender. Overall, decreases from 14.1 years in 1991 to 13.0 years in 1997.	MOE/EMIS	GDO/PEP	EMIS report published unofficially annually (March) for previous school year. AID project to fund technical asst.
	D. Cycle cost for cohort of completers decreases from \$56.8M in 1991 to \$49.2M in 1997 (in 1991 prices)	MOE/EMIS/ ECON	ECON/PEP	Computed from MOE and MOF data (September for prior GOL fiscal year)
Targets for 3.0				
3.1 Increase GOL financial resources for primary education	A. MOE recurrent budget increased by 80%, in real terms, from 1991 to 1997.	MOE	GDO/PEP/ ECON	Computed from MOE and MOF data (September for prior GOL fiscal year)
	B. 70% of the annual MOE recurrent budget increase is allocated to primary education.	MOE	GDO/PEP/ ECON	

Statement	Indicator	Source	Responsibility	USAID Data Collection/ Analysis Method
3.2 Expand and upgrade teaching force	A. 1,300 additional teaching posts established in primary education system (900 of them assigned to standards 1-3) by 1996	MOE	GDO/PEP	Teacher Service Unit PEP-funded TA
	B. 450 teachers complete in-service qualification training from 1991 to 1996	MOE	GDO/PEP	NITC report PEP-funded TA
3.3 Improve quality and availability of curriculum and instructional materials	A. Revised curriculum implemented by 1995 for standards 1-3 core subjects	MOE/PEP	GDO/PEP	Education Sector Development Plan Annual Report (earliest probable publication is June)
	B. Standards 1-3 text per pupil ratio increased from 3.8 in 1991 to _____ in 1996	MOE/EMIS	GDO/PEP	EMIS report (March)
3.4 Improve classroom environment	A. % of pupils without chairs or desks decreased from 63% to 30% in standard 1; from 56% to 28% in standard 2; and from 43% to 22% in standard 3 from 1991 to 1996	MOE/EMIS	GDO/PEP	EMIS report (March)
	B. Standards 1-7 student/teacher ratio reduced from 56 in 1991 to 54 in 1996; standards 1-3 ratios TBD	MOE/EMIS	GDO/PEP	EMIS report (March)
3.5 Improve educational management	A. MOE restructuring plan fully implemented by 1996	MOE/PEP	GDO/PEP	Education Sector Development Plan Annual Report (earliest probable publication - June)
	B. MOE financial management plan fully implemented by 1996	MOE/PEP	GDO/PEP	
	C. MOE MIS plan fully implemented by 1996	MOE/PEP	GDO/PEP	

ANNEX 4

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MEETINGS AND INTERVIEWS

March 21 USAID/Maseru
Gary Towery Mission Director
Jean DuRette Program Officer
Jack Urner Project Director
Gary Lewis Chief, Agriculture and Rural Development

March 22 Meeting with MOE Officials

Dr. Thekiso Khati Permanent Secretary
A. N. Seithleko Deputy Principal Secretary
J. T. Mahooana Chief Education Officer, Curriculum Services
M. Motselabane Chief Economic Planner
K. T. Marite Senior Economic Planner
E. L. Ramakhula Chief Education Officer (Teaching Services)
O. M. Makara Chief Inspector (Central)
Lincoln Mokose Chief Inspector
Paul Matola Acting Director, NTTC

March 23 Meeting with Planning Unit

M. Motselabane Chief Economic Planner
K. T. Marite Senior Economic Planner
N. Makakole Economic Planning Unit
Wendy Duncan Economic Planning Unit

Meeting with Teaching Service Department (TSD)

Matlaeea Tsuninyane Director, TSD
Samuel Shabe Principal Teacher Administrator
Lekula Matlejane Principal Teacher Administrator
Ramphepelo Mabesa Lesotho Distance Teaching Centre
El Ramatehula Chief Education Officer

Meeting with Ohio University Team Members

Bob Barsikowski NCDC, Testing and Evaluation
Dick Clark NTTC

March 24 Meeting with District Resource Teachers (DRT)

Julius Casmir Khoali	Senior Resource Teacher, Southern Districts
Felix Thabo Ngakane	Senior Resource Teacher, Central Districts
Matsepo Sefeane	Senior Resource Teacher, Northern Districts (SRT)
O. M. Makara	Chief Inspector, Central Primary Inservice Education Program (PIEP)
S.P. Ntsoaole	Primary Inspector (PIEP)
Mokose Lincoln Mokose	Chief Inspector

Meeting with the National Curriculum Development Center (NCDC)

K. Monyan	Education
P. Mohapelo	NCDC
N. Maphasa	NCDC
R. S. Barcikowski	NCDC/PEP (O.U.)
Wendy Duncan	Economic Planning Unit
M. Khalikane	USAID/Maseru

Meeting with NTTC

Idda M. Matooane	Assistant Director of Primary Education (ADP)
Mamphono Khaketla	Acting Deputy Director of AA
V. Bam	In-Service Advisor
O. S. Mothae	Deputy Director Administration
Dick Clark	NTTC, OU

March 25 Meeting with Education Finance Unit

A.S. Sivam	Contracts Manager
S.N.Jha	Coordinating Architect
M.A. Sello	Procurement Officer

Meeting with ECOL

Peter M. Pule	Registrar
Miss Elsie Moraharne	Deputy Registrar

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March 28 Meetings with MOE Accounts

C.C. Tlalajoe	Chief Accountant (Projects)
P.C. Latela	Principal Accountant
Brett Combs	Financial Management Advisor (O.U.)
R. M. Moojele	Financial Controller
Jack Uerner	PEP Coordinator, USAID
M. Motselebane	Chief Economic Planning Unit
N. Makakole	MOE, Economic Planning Unit
Wendy Duncan	MOE, Economic Planning Unit
W.M. Sekete	Senior Accountant

Other Meetings

Jean DuRette	Program Officer
Brett Combs	Financial Advisor, O.U.

March 29 Meetings with School Supply Unit

C. T. Sehlabi	SSU Manager
Gerry Boardman	O. U. Chief of Party

March 31 Meeting at Lesotho Distance Teaching Center

J. K. Mohajane	Deputy Director
Maitumeleng Mochochoko	LSDC Staff

April 1 Meeting

Sekhamane	Former Director NTTC, Presently at NUL
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April 4 Meeting

Wes Snyder	Principal Investigator, OU Team
Gerry Boardman	Future Chief-of-Party, OU Team

April 5 Meeting at the Ministry of Finance

Mr. L. T. Tuoane	Permanent Secretary
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Meeting at the Ministry of Planning

Mr. Matekane	Permanent Secretary
Mr. M. Z. Phatela	Assistant to the Permanent Secretary

April 6 Meeting with MOE Accounts

Ms. Morojele	Financial Controller
Mr. Tlalajoe	Capital Accounts
Mr. Paul Latela	Capital Accounts
Mr. Sekete	Capital Accounts
Mr. Brett Combs	Financial Management Advisor

Meeting with UNICEF

Ms. Mannete Ramaili	Programme Officer
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Meeting with MOE Planning

Ms. Motselebane	Chief Economic Planning Unit
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April 7 Meeting at the Institute for Extra Mural Studies (IEMS)

Dr. A.M. Setsabi	Director
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Meeting at the National University of Lesotho (NUL)

Dr. Z. A. Matsela	Dean, Faculty of Education
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Meeting at Planning, MOE

M. Motselabane	Chief Economic Planner
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April 8 Meeting with Commission of the European Communities

J. Jochem Zuidberg	Head of Delegation
Natasha Palmer	Economist in Charge of Education

Meeting at the Planning Unit, MOE

M. Motselebane	Chief Economic Planner
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Meeting at NTTC

Dr. Richard Clark	NTTC
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April 11 Visit to Schools—Accompanied by District Education Officer Lepolesa and Dr. Wendy Duncan

Marianna Sekoto	Headteacher Motsekuoa Primary Roman Catholic Mission (RCM)
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Ramakoetse Anglican	Church Lesotho (ACL)
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I. T. Thejane	Headteacher St. Gerard's Primary (RCM)
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Mr. Semanama	Headteacher St. Stephen's Primary School (ACL)
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M. Mosoloane	Teacher St. Stephen's Primary School (ACL)
Mrs. Lieketseng	Headteacher Mhlongo Primary School Lesotho Evangelical Church (LEC)
M. Mofamere	Headteacher Tsoloane Primary School (LEC)
Ms. Mokete	Teacher Tsoloane Primary School (LEC)
K. Ratau	Headteacher Siloe Primary School (LEC)

April 12 Visit to School Constructed under the Plan—Accompanied by Ms. Natasha Palmer, E.C., and Mr. Sivam, EFU

Koki Primary School (RCM)
 Emmans Primary School (RCM)
 Meltaeeing Primary School (LEC)
 Joel Lebena, Headteacher Sekhanpane Primary School

April 15 Final Debriefing with the MOE

Dr. Thekiso Khati	Principle Secretary
E. L. Ramakhula	C.E.O. Teaching Services
J. T. Mahooana	C.E.O. Curriculum Services
L. M. Mokose	Chief Inspector (Field)
M. Motselebane	Chief Economic Planner
K. T. Marite	Senior Economic Planner
O. M. Malcara	Chief Inspector (Central)
W. Duncan	Planning Advisor
M. Makakole	Principal Economic Planner
M. Khalikane Ag.	Specialist, USAID/Maseru
Dr. Jean Du Rette	Program Officer, USAID/Maseru
M. Paul Matola	Acting Director, NTTC

ANNEX 5

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