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LAPIS PROJECT AGRICULTURE EDUCATION COMPONENT (AEC)

PROGRAM(S) TERMINATION AND ASSESSMENT REPORT SUMMARY

**Programs:**

**Lesotho Agriculture College (LAC)  
(excluding SEP program final termination)**

**Agriculture Information Service (AIS)**

**Department of Field Services (DFS) & Non-Formal Education:**

**Farmer Training Centers (FTC)  
MOA Communication Linkages  
Short-Term Training**

**BY:**

**The USAID Funded**

**Lesotho Agriculture Production and  
Institutional Support Project (LAPIS)**

**March, 1991**

## ACKNOWLEDGEMENTS

The project would like to state that this report is a synthesis of perceptions, of what the key actors have expressed, and of a review of the numerous documents pertaining to the work of the AEC. Any errors or misconceptions are solely the project's responsibility.

The project would like to sincerely thank those who have assisted by offering their comments, supplying data and editing this document:

Mr. P. Cweba, LAC Principal.

Ms. M. Mathaha, LAC Director of Studies (Maseru).

Mr. M. Koali, Chief Extension Officer.

Ms. S. Ntoanyane, Senior Extension Officer.

Mr. M. Lesenya, Chief Ag.Information Officer.

Mr. S. Raukoane, AIS Production Officer.

Mr. J. Phera, DAO Mohale's Hoek.

Mr. A. Sefeane, DAO Leribe.

## PROCEDURES

The first two programs covered by this summary report correspond to the more detailed reports concerning AEC's work at LAC and AIS. Each are reviewed using a model borrowed and adapted from Dr. M. Blase, Professor at the University of Missouri. This model, originally designed to provide guidelines to follow when assessing the viability of institutions, was well suited for project purposes because the work at LAC and AIS were essentially institution building.

The model first looks at institutional "Inputs" (budget, change propensity, physical and human capital). It then looks at how these inputs are transformed by "Intermediate Products" (leadership, internal structure, doctrine, programming, linkages, technology acquisition and resource mobilization). Lastly, it considers the "Outputs" of the institution (current services, influence and institutional reinvestment).

Perceptions concerning these variables, before and after LAPIS intervention, were collected from discussion with those persons stated (thanked) above and with relevant LAPIS TAs. Additional information was collected from numerous documents pertaining to the work of the AEC.

The third program covered by this summary report, that concerning the Department of Field Services and Non-Formal Education corresponds to the two more detailed reports concerning AEC's work with Farmer Training Centers and Short-Term Training. These activities were not institution building in the true sense. They were a mix of activities designed to supply some degree of support. The institution of the DFS did benefit, yet support to the institution as a whole was not a project objective. The summary gives an overview of project activity in this realm and follows Blase's model to some degree so as to give the reader a feel for the institution. Perceptions concerning some of these variables, before and after LAPIS intervention, were collected from discussion with those persons stated (thanked) above and with relevant LAPIS TAs. Additional information was collected from numerous documents pertaining to the work of the AEC and the LAPIS Project.

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## AGRICULTURE EDUCATION COMPONENT

### INTRODUCTION

The goal of the Agricultural Education Component (AEC) is to "increase agricultural production, incomes and employment in Lesotho by strengthening the capacity of the Ministry of Agriculture (MOA) to provide improved agricultural education and to disseminate practical and applied agricultural information". These goals are achieved by "reinforcing the Lesotho Agriculture College's (LAC) ability to provide high quality, practical and production-oriented formal education as well as short-term training for MOA field-based extension and technical staff, farmers and other public and private sector personnel; and by strengthening the MOA's capacity to disseminate practical and applied agricultural information to its field staff and the farmers through the Agricultural Information Service (AIS)"<sup>1</sup>.

AEC activities began in June 1986. The total budgeted USAID contribution to the component was initially US\$5.02 million. This did not include a moderate amount of construction monies allocated under the project's Administration Component. The original project plan set out to partition funds as follows:

- Technical assistance (US\$3.05 million; for 18 person/years of long-term and 25 person/months of short-term technical assistance (TA).
- Training (US\$.85 million; for degree-level training abroad for ten staff from LAC(7) and AIS(3); and short-term in-country training for MOA field staff, farmers and clients of the Production Initiatives Component (PIC).
- Commodities (US\$.4 million; for, training equipment, farm supplies, printing and radio equipment).
- Other Costs (US\$.18 million; for vehicle operation and maintenance, construction activities, and loan funds for students).
- Contingencies (US\$.54 million).

GOL's budgeted contribution was US\$1.42 million in Maloti equivalents for office space, maintenance and utilities, supplies, staff salaries and benefits, operating funds, land and physical plant, housing and furnishings.

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<sup>1</sup> LAPIS Project Paper, October 1984

The projected component outputs were:

- Teaching, curriculum and administration at the LAC are improved.
- Training programs for MOA field staff, farmers and other public/private sector personnel engaged in agricultural production are improved.
  
- Agricultural Information Service capacity to develop, publish, distribute and broadcast agricultural information is increased.
  
- Facilities at LAC, two Farmer Training Centres and the Agricultural Information Service are improved.
  
- Formal communication linkages are enhanced among the MOA agricultural/information institutions and the MOA technical divisions.

AEC programs at LAC and AIS varied from these guidelines very little. Yet there were changes affecting the extent of implementation. The composition of the TA team changed and training, commodity and construction budgets increased. These changes will be discussed in following sections. The third AEC program, that involving short-term training, FTC support and communication linkages among the MOA, touched many divisions, contributing a little to each and was kept flexible so as to be responsive to the evolving needs of the MOA and project. A full analysis of this program follows.

The cumulative LAPIS financial contribution to AEC as of this writing is roughly US\$1.75 million, allocated to the following line items. Costs associated with long-term TA and contingencies are not reported here as they have little relevance to AEC's budget. The rate of expenditure of these funds was constant across the term.

- Commodities, including some construction/building modifications (US\$596881: LAC,\$431126 AIS,\$106799; FTC,\$58956)
- Long-term training (US\$687564: 11 LAC Staff; 3 AIS Staff)
- Vehicle operation and maintenance (US\$79288: all @ LAC)
- Local hire support (US\$148586:457 person mnths @ LAC/15 @ AIS)
- Short-term training (US\$144496: 322 persons @ LAC; 55 @ AIS)
- Consultants (US\$46485; 96 person days @ LAC; 90 @ AIS))
- Office supplies (US\$25059: all @ LAC)
- Miscellaneous support (US\$15,381: all @ LAC)
- Per diem/field operations (US\$2658: all @ LAC)
- Communications (US\$8929: all @ LAC)
- Construction (US\$75000)

## AGRICULTURE EDUCATION COMPONENT: LAC SUPPORT PROGRAM

### Summary

This program reinforces the Lesotho Agriculture College's ability to provide high quality, practical and production-oriented formal education. Curriculum development, administration and infrastructural support are key factors. The basic mandate of the program is institution building via a package consisting of TA, training and commodity support.

The Agriculture Education Component (AEC) began implementation of this program in June 1986. Results achieved to date clearly mirror what project planners originally envisioned. Some changes were made in the initial allocation of project resources to the program. The composition of the TA team changed and training, commodity and construction budgets increased. These changes permitted more efficient program implementation resulting in its relatively high rate of success.

### Institutional Development

Since LAC's initiation in 1955, change has been an ever present factor, especially in the last decade. In the beginning the college offered only a Certificate in Agriculture. In 1986, prior to the LAPIS project there were three certificate level programs and two, 2 year diploma programs. In 1987 one certificate program was upgraded to diploma level, two additional diploma programs were added and all diploma programs were expanded to three years. LAC teaching staff were having to keep pace with these changes. Once certificate holders were the norm. In 1986, BSc. and MSc degree holder were required.

The objectives of the college's programs changed with time. Prior to 1980, the MOA was in the habit of hiring nearly 100% of the college's graduates, ie. students were trained for civil service employment. From 1980 to 1986, the MOA began to phase out these opportunities as civil service roles became financially unwieldy. LAC, in response to these changes, initiated a review of their objectives in 1982. It was concluded that the college's charter should involve training for private sector or self-employment and for opportunities in the education sector. In early 1986, LAC had been able to do little to adapt its curriculum to meet these desired changes.

LAC was once able to retain income derived from the sale of farm produce and, given the more simplified nature of the programs at that time, was able to operate sufficiently. In 1980, the Government of Lesotho (GOL) initiated a policy in which LAC was required to submit all proceeds to the central treasury. In theory, LAC could then justify their annual budget based on this revenue. In practice this was not happening. LAC staffing, operations and maintenance expenditures were severely handicapped. Annual budget submissions were not being adequately met and many teaching staff had to be seconded from other MOA divisions.

Prior to 1986, seeking to alleviate these constraints, LAC actively sought to increase what had always been a low to moderate level of assistance by foreign donors. At the time of LAPIS Project initiation the only ongoing donor assistance was an FAO implemented project affecting the Diploma in Forestry program.

Since mid 1986 the situation has improved in several key areas. The level of training of the teaching staff has increased markedly. The curriculum has been successfully adapted and now reflects the college's objective of training for private sector, self employment and opportunities in the education field. This is best evidenced by the new Student Enterprise Program (SEP) and the two diploma programs in education. The physical infrastructure has been extensively developed providing LAC the ability to improve the quality of its educational services. And the institution has been moderately successful in attracting increased funding.

Institutional capability has improved in many ways. With increased training, experience and the benefit of good counterpart relationships with project staff, the level of leadership at LAC is much better. The management structure continues to function well. The quality and pace of the work flowing through the system has improved during the tenure of the project. The doctrine of the college has shifted to include the objective of training students for private sector/self employment and opportunities in the education field. Evidence of an expanded doctrine has recently been exhibited by the college's interest in providing leadership to the non-formal education needs of the agriculture sector. An extensive network of professional linkages is now in place. Working relationships have been established with many public and private sector concerns locally, regionally and internationally. The college's ability to acquire substantive technology has increased greatly as evidenced by full computerization of the institution's records and improvements to the library and audio-visual theatre.

The output of LAC is distinguished three ways: Formal and non-formal education activities and general support services. Non-formal education activities and general support services are two relatively new activities at the college and are essentially results of project influence. These activities include: various short-term training workshops for the public and private sector, the college's participation in the MOA's efforts at achieving a coordinated communication and training function, internship programs for LAC students in the community, ad hoc participation by lecturing staff in various workshops, symposiums and conferences, and supply of informational materials and farm produce to the community. Output from the college's formal education activities (graduates of the various certificate and diploma programs) has increased since 1986 and the quality of their education is perceived to have improved and become more relevant.

In spite of these advances, limits to LAC's effectiveness still exist. At present, GOL's budgetary allocations cover approximately one half of the college's annual expenditure. These monies cover little more than staff salaries and the very basics of operations and maintenance. A funding void after 1992, when LAPIS input ceases, is inevitable. The college must continue to attract outside money to avoid a decrease in the quality and extent of its activities.

Problems are occasionally precipitated by the exaggerated numbers of students admitted to the college. Quality of instruction can be limited by this factor. Student selection criteria need to be rigidly adhered to and student rolls need to be kept manageable within the context of limited teaching resources (both staff and physical facilities).

Staffing problems relating to numbers and qualifications are a perennial problem limiting program effectiveness. Resentment and low motivation of staff due to low grades and salaries in comparison to their peers in other MOA divisions and other GOL ministries is a constant source of frustration. Because of the limited size of the college's establishment list, it has historically been necessary for some lecturing staff to be seconded from other MOA divisions. This is accepted by the present administration, yet does evoke feelings of insecurity. Presently there is great concern over the insufficient numbers of supervisors to tend to the SEPs.

Leadership at the department head level has yet to demonstrate full confidence and the irregular nature of staff meetings limits effective monitoring of activities. Given the great change that has taken place in the past few years at LAC and the subsequent varied impact on the individuals comprising the management structure, there seems to be a real need to review the present Terms of Reference for these individuals to ensure that everyone fully comprehends their role in the present system.

The doctrine of the college pertaining to the objectives of the formal education programs is now well defined but aspects pertaining to non-formal education are not. If the college is to fully realise this non-formal education doctrine it must be officially mandated. Uncertainty regarding the college's versus the National University of Lesotho's (NUL) responsibilities concerning the two diploma level education programs and the evolution of the BSc. program was/is a source of frustration which threatens to strain further an already limited budget, staff and facility.

Concerning LAC outputs, the issue of a follow-up or extension mechanism for graduates of the SEP program has yet to be resolved. The program's objective is to train students for private sector or self employment. The training part of the program is running well, yet relatively few students (17% of those responding to a survey of 1987-89 graduates) are finding private employment.

### Project Impact

Those talked to agreed that LAPIS project support, directly or indirectly, had a positive impact on those developments cited above. In most cases project support was instrumental in affecting these changes. Very little criticism was expressed of the AEC's means of implementation, only a real concern for what will happen in the future without this support was expressed. The primary benefits of project influence were said to include:

- The provision of TA for counterpart relations with LAC staff affecting teaching, curriculum revision, technical and managerial guidance and assistance with commodity procurement. Eight individuals comprised the TA team, the Team Leader and seven specialists in computer operations, irrigation - ag.mech., animal science, horticulture, agronomy, operations management and extension education. Extensive curriculum revision was implemented, including the origination of the SEP program which allowed LAC to implement its objective of training for private sector or self-employment. Nineteen "Lecture Notes" were published to support lectures, classwork and program management. The library was extensively renovated with over 1000 books and a computerized cataloguing system was put in place. Much assistance was provided on technical issues concerning crop/livestock production and engineering matters. Counterpart relationships were related as being good and as having great influence on management, leadership and program implementation at all levels. These relationships also provided for good decision making concerning commodity procurement. The computerization of college records was said to have greatly improved administrative efficiency.
- The provision of long-term degree and short-term training for lecturing staff. Eleven staff members engaged in degree training, four at MSc.level (3M/1Fm) and seven at BSc.level (5M/2Fm). 175 staff members received training in areas such as teaching methodology, institutional management, computer systems operation, technical fields or attended local, regional or international study tours/conferences (number includes individuals who have been trained more than once).
- The provision of financial support for infrastructural improvements and additional manpower assistance (local hire and consultants). Infrastructural improvements included: construction of offices, classroom, tuck shop, staff room, greenhouse, marketing center, SEP livestock facility; renovations/additions to offices, library, A-V theatre, refectory, appropriate technology village, greenhouses; origination of a computer laboratory, extensive irrigation system, livestock slaughter facility, bull pens; and improvements to vegetable, fruit and pasture areas. Additional manpower assistance included: seven separate instances of consultancy service and 303 person-months of local hire assistance (excluding secretarial support and that of occasional labourers).
- The expanded realm of influence (both on the college and by the college) that the institution now exercises locally, regionally and internationally. Domestically this includes: within the MOA - ARD, AIS, DFS, FTCs, districts, Department of Livestock Services, Nutrition Division, most other department/divisions (influenced by the T/CCC), National Feedlot and Abattoir Complex; elsewhere within the GOL - Ministry of Education, NUL, Ministry of Health; privately - Lesotho Bank, Lesotho Agriculture Development Bank, Lesotho Building Finance, Lesotho Flour Mills, COOP Lesotho, Lesotho Cannery; regionally - Bophuthatswana Agriculture College, Swaziland Agriculture College, Botswana Agriculture College and various other east and southern African colleges;

internationally - South Dakota State University, University of Arizona and Michigan State University.

Those interviewed cited the following shortcomings of project activities:

- The duration of TA support was too short; additional time was required to ensure that the overlap between the project TA staff and the LAC staff returned/returning from degree studies was sufficient to preserve the integrity of programs that had been developed.
- The inherent financial situation at the college is insufficient to sustain many of the activities initiated during the years of project influence. Problems are expected concerning: transport and facilities maintenance, equipment depreciation, additional staffing needs and continuing staff training opportunities. It was felt that too little had been done by the project to help LAC head-off these impending problems, especially as concerns staffing needs.
- The SEP program has been an overall success except in one area, that concerning a follow-up mechanism for students after graduation. The project design and subsequent implementation did not provide a mechanism to assist LAC SEP program graduates with help in securing land, credit, continued technical assistance, etc. needed to initiate their own enterprises.
- The role that LAC plays in assisting the MOA with their non-formal education activities is vague. The project design and subsequent implementation of the associated tasks did not provide a clear path toward full institutionalization of these activities.

### Further Needs

#### GOL/MOA Issues

Confusion presently exists concerning the future role NUL is to play concerning the two diploma level education programs. If NUL is to withdraw total support, than excessive pressure will be placed on LAC and it will not be able to contend. Clarification is also required on the role of LAC in the impending BSc.Faculty. LAC's manner and extent of involvement has not yet been determined. It is hoped there will be little disruption of existing programs. At present LAC is stretched to the limit and additional responsibilities without a commensurate increase in resources would strain the system beyond its ability to cope.

### LAC Issues

There is a need to review the present Terms of Reference for lecturing and management staff to ensure that everyone fully comprehends their role in the present system. These individual's grades, salaries, and incentive packages need to also be reviewed to ensure that they equitably reflect their present levels of responsibility. More regularly scheduled staff meetings need to be held to ensure that the new levels of program complexity are handled efficiently and effectively.

An adequate number of LAC based SEP student supervisors need to be secured. Present levels of staffing are inadequate and threaten the sustainability of what is considered an extremely important program. A follow-up mechanism for SEP student graduates which will assist them in securing land, capital, technical advice, etc. needs to be employed immediately.

The inclusion of non-formal education activities in the doctrine of LAC needs to be officially mandated. Funding for the construction of the proposed Continuing Education Center at LAC needs to be secured. The center would do much to institutionalize this function, provide MOA staff with a needed source of in-service training and assist in keeping LAC (and ARD) staff in close touch with agricultural activities nationwide.

### Donor Issues

An increased source of funds must be found. As expressed earlier, at best one half of LAC's operating funds presently derive from foreign donor projects. LAPIS is by far the primary contributor. With the imminent closure of LAPIS and the Dutch education programs support project (RSTTP), something must be done to attract additional monies. The primary need is in the realm of infrastructural sustenance. It is thought that the SEP program may evoke enough interest among the donor community to justify the needed financial support. These thoughts must be marketed quickly and effectively.

### Conclusion

This analysis demonstrates that the institutional capability of LAC has grown significantly over the term of the project.

Major curriculum changes have facilitated the successful implementation of a new doctrine. The services of the college have expanded. Project assistance has enabled LAC to renovate and expand its physical infrastructure and to acquire much needed training (degree and short-term) for staff. Internal leadership and external linkages have improved. The college is now better managed and in a better position to respond to the needs of the community.

LAPIS project assistance in the realm of TA, training and commodity support through the AEC has been instrumental in the progress made to date. However, the motions which led to this progress are not yet at the stage where they can be halted without threatening to some degree the sustainability of a few activities. These few activities, most notably the SEP program and non-formal education responsibilities, are still in various stages of infancy. Availability of operating funds and the limited numbers of teaching staff are perennial problems. The uncertainty surrounding the role LAC is to play in the impending BSc program, the impact this will have on existing programs, and the questionable future of the existing diploma level education programs all put stress on the institution.

LAPIS project support to LAC is forecasted at a reduced level for one more year. Many of these issues will mature and be confronted during this time. Progress to date has been significant and the college's ability to withstand pressures and sustain progress is much more real now than it was in 1986.

**AGRICULTURE EDUCATION COMPONENT:**  
**AGRICULTURE INFORMATION SERVICE PROGRAM**  
**Summary**

This program, one of the three programs the Agriculture Education Component (AEC) was charged with implementing, reinforces the Agriculture Information Service's (AIS) ability to disseminate practical and applied agricultural information to the Ministry of Agriculture (MOA) field staff and farmers. Publication outputs and distribution, equipment inventory and usage, and coordination with other MOA divisions are key factors. The basic mandate of the program is institution building via a package of TA, training and commodity support. The program lends support to the overall component's objective of positively impacting nonformal education and information dissemination for the MOA staff and farmers.

LAPIS AEC project support to AIS was initiated in August 1986. One AEC team member, the Extension Education Specialist, was assigned to spend approximately 33% of his time coordinating project inputs. Short-term consultants and local-hire assistants were occasionally employed to help with project implementation.

**Institutional Development Through The Term**

Prior to LAPIS project intervention in 1986, AIS had never received directed donor support. Some ad hoc assistance was provided prior to this time by the USAID/LCRD project. This support comprised occasional technical assistance to the press and radio sections and included some radio broadcast equipment. AIS staff recognized that there was room for improvement in their operations, sought support for these improvements and for the first time welcomed donor support to help achieve their perceived needs.

A short-term consultant was employed by LAPIS in October 1986 to refine the project's strategy concerning support to AIS. His observations indicated that "AIS seems to be operating on only a few cylinders .... the constraints of space, equipment and trained personnel in some areas, together with the lack of financial resources, all make production of materials difficult .... the existence of much obsolete, inoperable equipment and out-of-date supplies takes up valuable space and obscures the true state of production capabilities."

There were 41 staff positions at that time of which ten were vacant. Two staff members had B.S. degrees. There was a need to fill many of the vacant posts, for staff training at degree level and for short-term training in printing, typing, press maintenance, radio broadcasting and photography for selected staff.

Leadership pertaining to personnel issues was fair; leadership pertaining to technical issues and to external linkages needed improvement. A lack of coordinated effort with potential clients within the MOA meant that the demand for services was not planned and much of the materials seemed to be produced on an ad hoc basis.

AIS's viewed its doctrine as direct support to the MOA administrative forces. AIS staff spent the majority of their time covering the activities of various officials. Media support to MOA extension field activities, though of perceived importance, seemed to take a back seat to the more public-relations type of information reporting.

As concerns programming and output, the printing done in 1986 was mimeographing of bulletins sent to extension personnel and farmers via bulk mailing to the district offices. The distribution mechanism was ineffective, quality was not good and the bulletins were not attractive; though considered cheap, they were in fact expensive if not read. Both instructional and public-relations types of radio broadcasts were aired regularly. In 1986 AIS seemed to meet their schedules and the programs were considered good. Audio-visual and graphic output was rudimentary. Lack of related equipment and supplies were identified as causes.

Change at AIS from 1986 to 1990 has been dramatic. MOA commodity, travel and maintenance budgets have increased significantly. The number of degree holders has increased by 150%, from 2 to 5. Short-term training opportunities have provided for increased skill levels. Important leadership to the MOA's Training/Communications Coordination Committee (T/CCC) is provided by AIS. Better coordination with other MOA divisions and district offices has improved the ability to provide for real needs. Commodity purchases have enabled AIS to mount a relatively sophisticated publication function.

AIS now views it's doctrine differently than it did in 1986. The feeling at AIS now is that it's services should primarily supply the needs of the farmers and the MOA extension services and secondarily the public-relations needs of the various GOL/MOA officials. Radio broadcasts, publications and campaigns are regularly scheduled activities targeting farmers and extension staff.

A mechanism for ensuring a steady flow of information to AIS has been institutionalized. This mechanism, facilitated by the T/CCC, serves to link district and headquarters staff via an extension staff training program with publication and radio broadcast production.

The situation at AIS pertaining to their ability at acquiring new technology has much improved. Donor presence (LAPIS, 1986-1990; FAO, 1987-88; and UNDP/UNFPA, 1990 - ongoing) has allowed AIS to expand its physical infrastructure and take on new printing, computer, photography, recording and video equipment. LAPIS intervention cemented the adoption by AIS staff of a publication function and FAO affected greatly AIS staff's ability to conduct multi-media campaigns. UNDP/UNFPA will make use of these new technologies.

The entire scene surrounding the ability to produce publications has changed. Because of the decreased focus on public-relations type of reporting, this section now produces much more technical information. "The Temo Times", an MOA newsletter initiated by the LAPIS project, is now institutionalized. Leaflets, circulars, bulletins, reports, handbooks, lecture notes and research guidelines are produced for farmers, MOA staff and students in English and Sesotho. Materials are distributed individually

to farmers and extension staff. Mailing lists were compiled by receipt of questionnaires requesting personal inclusion and are maintained on a computer which generates mailing labels. Other forms of distribution include support to campaigns, large public gatherings and direct distribution via COOP Lesotho depots.

The number of radio broadcasts aired over Radio Lesotho by AIS is the same now as it was in 1986. Ten programs are produced each week, eight of fifteen minutes and two of thirty minutes. Instructional information is now much more prominent.

An evaluation of the perceived effectiveness of AIS publications and radio broadcasts is presently being implemented by the AEC. The results should be available in March and will be published as a separate report.

Resources supplied by the AIS library are now of a much more professional nature, but output from the audio-visual and graphic sections has improved only slightly. A new Campaign Section, instigated by the FAO programs, was put in place in 1988. Multi-media campaigns were routinely run by AIS prior to program/project intervention but have improved greatly in past years. The ongoing UNDP/UNFPA project will make constant use of this capacity.

In spite of these advances, limits to LAC's effectiveness still exist. MOA's annual budget allocations need to be increased systematically, not sporadically as has been the case in the past. This will allow the institution a means for better forecasting their growth. A mechanism for better handling charges to clientele of the publication function is needed. Resistance on the part of MOA to set up a revolving fund for this purpose results in AIS's attempts to charge clients in paper and ink, an inefficient process.

The increase in staff numbers during the life of the project may be viewed as supportive, but these additional staff are assistant-level, inexperienced, and their professional contributions will be basic for sometime to come. In 1989/90 and 1990/91 four new positions were requested to support the new publication function. In both cases these requests were denied. Additional staff, without commensurate experience, require extra time and put stress on the management system. Additional staff are needed, but of the correct calibre.

Though AIS's doctrine has changed for the better and its services are now better targeted to assisting actual development of the agriculture sector this has come about amorphyously from within. Officially, there is no formal policy statement mandating this.

The severest of constraints to production no longer lie in the lack of technical expertise but in the ability of management to hold their staff professionally accountability. Skills levels are better, yet there is still need for improvement especially in the realm of management for the professional staff. Linkages to the districts need to be expanded. At present there are only three districts which have AIS officers. Maintenance of equipment is a perennial concern and the size of the physical facility is still constrained despite project supported construction.

Output from the Audio-visual and Graphics Sections has not met its full potential. For AIS to remain a dynamic institution and for all of its various outputs to be sustained, computer software and library materials must be constantly updated, graphics technology must be advanced and photo/video capabilities must be more fully integrated.

### Project Impact

Those interviewed agreed that LAPIS project support, directly or indirectly, had a positive impact on the developments cited above. In most cases project support was instrumental in effecting these changes. The primary benefits of project support which were cited, were said to have included:

- The provision of part-time (only) TA assistance which left AIS to make many decisions without being overly influenced and the provision of consultancy assistance on five various occasions and local-hire support (one person) for two years affecting the origination of a publication and distribution function, training and commodity procurement coordination, assistance with management, issues of coordination within the MOA and with farmers, and improvements to the library.
- The smooth manner in which this TA, consultancy and local-hire support was integrated into the operations of the institution and the close working relationships that were established with the FAO and UNFPA projects. This latter fact was said to have increased the overall impact of all efforts.
- The provision of degree-level training for three individuals at BSc.level and in-service training for 55 (32M/13Fm) staff members in various aspects of management, equipment maintenance and in technical fields.
- The provision of financial support for infrastructural improvements and equipment procurement such as: the construction of an addition to the building for the new library; two offset presses, computer typeset equipment, and all necessary hardware and software to accommodate a professional printing function; various graphic and photo/darkroom supplies; office furnishings and initial assistance in stocking the library with an adequate inventory of extension publications.
- The impetus toward the expanded realm of influence that the institution now exercises. The early initiation of the T/CCC (composed of DFS, ARD, LAC and project staff) which initially served to coordinate aspects of the new printing function and later grew into an institutionalized committee of the DFS charged with coordinating training and communications issues for the MOA, was said to have greatly influenced AIS's links with the districts and MOA headquarters department/divisions.

Those interviewed cited few shortcomings of project activities, those that were mentioned include:

- The expanded operations and services at AIS resulting from project support has led to a corresponding need for increased staff, training and funds. There is a fear that MOA will not be able to offer the levels of support required to sustain recent improvements. Expectations have been raised. The project may have done more lobbying with the MOA administration to see that necessary levels of support are assured.
- The issue concerning a revolving account which would allow AIS to directly charge clients of the printing function and recoup costs in real terms was never realised due to MOA resistance. The above comment concerning project/MOA lobbying is again relevant.
- The training that was provided was good but additional efforts in computer operation, equipment maintenance and photo/video usage is needed. The project may have made further efforts along these lines.

### Further Needs

#### Issues for GOL/MOA

- Each year MOA/GOL should provide systematic adjustments to the budget based on calculated annual salary increases and inflation pressures on operating costs. Systematic increases have not been the case. Occasional annual increases and decreases during the past six years confuses planning and operation procedures.
- AIS operations remain severely constrained by a lack of physical space. The adjacent buildings, now controlled by the Conservation Division, should be allocated to AIS.
- Better management of the printing function needs to be provided. The appropriate section head post should be upgraded to compensate for the level of responsibility required. This particular position carries management responsibilities for a large number of staff and activities (typesetting, printing, collating, distribution, record keeping). The position might be renamed "production supervisor", as per past request to MOA for upgrading/establishing the status of this position. The positions of printing/computer assistant and two typesetters, previously requested of the MOA, should be established and filled.

- The mechanism for maintaining operating costs for this function needs to be improved. Either a revolving fund should be set up to accept revenue from other divisions and/or the AIS budget should be increased to accommodate all printing requirements of the divisions. It estimated that over M3000 per month is at stake.

#### Issues for AIS

- Incentives for increased job performance should be made available to all Section Heads. Section Heads must take a more active role in supervising their staff. Personnel management training should be provided.
- District based AIS officers should be posted to the seven districts which do not have officers. At this point in time Butha-Buthe, Thaba-Tseka and Mohale's Hoek do have officers. This will do much to improve the decentralized activities of AIS.
- Size of the run and distribution of all publications should be carefully checked to make sure that the capacity of AIS is not exceeded. Time factors, quality of print, personnel constraints and level of cost should be monitored with the focus on optimum production capacity. Graphics should be incorporated to a greater degree in all publications. Equipment for making half-tones so as to enable the inclusion of black and white photos should be purchased.
- Video can play an important role in documenting "infusion" information from the field and delivering it to appropriate sources. Video and photo media can play an important role in providing instructional information to extension staff and farmers. These functions should be more adequately developed.
- A full-time skilled artist should be employed. Graphics technology should be improved. Half tone equipment should be supplied. The computer scanner should be used more professionally. Publications should incorporate more graphics to improve readability and appearance (especially for less literate audiences).
- Books and periodicals for the library should be constantly updated and the facility should be maintained in a way that encourages AIS staff and clientele to use it. Computer software should be periodically upgraded.

#### Issues for Donors

- Long-term (degree) and short-term training opportunities should be maintained for the staff. This can provide incentives for improved job performance as well as increased skill levels. Particularly, training should be provided in equipment maintenance and personnel management.

- Maintenance is of growing importance given the increased numbers of fairly sophisticated equipment (computer, print, video). Adequate training should be provided to staff in the appropriate section. Fault tracing of electronic equipment should be emphasized.

### Conclusion

This analysis demonstrates that the institutional capability of AIS has grown significantly over the term of the project. Services have expanded and product quality has improved. Project assistance has enabled AIS to expand its physical infrastructure, and to acquire needed equipment and training (degree and short-term) for staff. Leadership has improved. The institution is now better able to respond to the needs of the community.

LAPIS project assistance in the realm of TA, training and commodity support through the AEC has been instrumental in the progress made to date. Good working relationships with FAO and UNDP/UNFPA provided added momentum. LAPIS support was curtailed in December 1990. UNDP/UNFPA support continues. The motions which led to recent progress should be maintained. Availability of operating funds and shortages of qualified staff are perennial problems. The uncertainty surrounding the extent of future MOA support puts added stress on the system. AIS is now at the point where it needs to take a careful look at what they have and calculate at what level they can achieve the most efficiency. This is important as there is always the danger of trying to do too much while quality inevitably suffers.

**AGRICULTURE EDUCATION COMPONENT  
DFS AND SHORT-TERM TRAINING SUPPORT PROGRAM  
(including support to FTCs)  
Summary**

This program is a mix of activities that were designed to give support to the Department of Field Services (DFS) and to provide short-term training to other MOA departments and divisions. In 1986, at the beginning of the project and according to the project paper, much of this assistance was routed through the Extension Division of the DFS. In late 1987, this division was essentially abolished and its activities were absorbed directly by the DFS head office or decentralized to District Agriculture Offices (DAOs), also under the administration of the DFS. This did not affect LAPIS program implementation.

The Agriculture Education Component's (AEC) DFS support activities encompass: assistance to three Farmer Training Centers (FTCs), training of district staff and farmers, and TA guidance pertaining to the institutionalization of a training and communications coordinating mechanism affecting the DFS, districts and MOA headquarters divisions. These activities can be interpreted as institution building for the DFS, yet the original concept of project planners did not clearly target this objective. Project planners envisioned support to the DFS as necessary for effective implementation of LAPIS Production Component (PIC) activities. That is, PIC extension support required better trained extension personnel and farmer training, an obvious need, required suitable venues (FTCs). The institution did benefit from these activities, yet support to the institution as a whole was not an objective.

LAPIS project support to the DFS was initiated in August 1986. One AEC technical assistant, the Extension Education Specialist, was assigned to spend approximately 33% of his time coordinating these activities. Other members of the AEC shared in these responsibilities as was required. Specific training activities brought into play all LAPIS TAs and their MOA counterparts.

The institutional framework used to assess other LAPIS component programs will be employed to some degree in analyzing the DFS. This is done to assist the reader in gaining a total picture of the past and present situation at the DFS as it impacted all LAPIS activity at the district level.

Short-term training support to other MOA departments and divisions was extensive and diverse. In the beginning, these activities were designed to support the objectives of the PIC and the AEC was charged with coordinating this. Extension agent and farmer training were predominant at that time. In 1988 and the phasing out of PIC activities, the responsibility of short-term training was transferred to an overall coordinator working through the administrative wing of the project. Since then, most of this activity has been directly implemented via specific LAPIS project components for their home department/division or clientele. Ramifications of these activities will be presented in the individual reports of other component's programs. These activities can be interpreted as institution building in the respect that each applicable department or division was made stronger by staff with improved training.

## Institutional Development Through The Term

### Department of Field Services

In mid 1986, the beginning of LAPIS activity, program support was channelled through the DFS's Extension Division as per the design of the project paper. The division comprised the Chief and Senior Extension Officers and the officer in charge of FTCs. Initial program activities in regard to extension agent and farmer training and work at the three FTCs was routed through these gentlemen. In late 1987 the chief and senior officers were moved to the DFS central office and the FTC officer position was made redundant by the absorption of FTC responsibilities by DAOs. This was a step in decentralization of DFS activities.

At this time the rest of the MOA department and divisions were going through a similar exercise. Administrative and financial authority of the many district based staff, which in the past had been handled by the headquarters based department/divisions they were attached to, was transferred to the DAO. There was much resistance and confusion caused by these decentralization efforts. Clarification of responsibilities between the DFS, other department/divisions and the DAOs is still warranted.

Management and administrative capabilities at the district offices, already strained, were stressed even more. Insufficient grade levels, incentive structures and infrastructural support for district based staff exasperated the motivation that DAOs were attempting to provide. Staff attrition became an even greater concern. Operation budgets did not increase in accordance with added responsibilities (now including FTC activity). Decisions concerning programming of activities were decentralized. This added increased pressure to management. Donor projects seemed to become less institutionalized. An ill-defined doctrine left district staff unclear of how to proceed and linkages with farmers did not improve. Linkages with headquarters department/divisions, an important inherent factor before decentralization, were frustrated. The DFS, with only a skeleton staff, was the only source of coordination for all of this. This was the situation prior to late 1987, according to a survey conducted in 1986/87 by the MOA's Management Analysis Group.

Since then the institutional capability of the DFS and the DAOs has improved, though many problems still exist, the situation is getting better. Short-term management training has been provided for DFS and DAO administrators. Long-term (degree level) and short-term technical training has been provided to DFS/DAO staff and administrators. A mechanism for sustained inservice training of DAO staff is institutionalized. Skills have been enhanced. Perceptions of responsibility have improved. Team efforts are recognizable. The MOA's Office of the Financial Controller has done considerable work with DFS/DAO administrators in clarifying budgetary procedures and techniques for justifying annual increases. DFS and DAO physical infrastructures have benefitted from various donor assistance (including FTCs). Attempts have been made by the MOA Planning Division and the DFS to better target donor support in accordance with the capabilities of the DAO and the needs of DAO clientele. Farmer's demand for services has grown, especially in the Buthe-Buthe,

Leribe, Berea, Mohale's Hoek and Gushing districts, where well designed and integrated donor projects are operating. Improvements have been initiated affecting linkages between MOA departments and divisions, DFS and DAOs. And donor support for the office of the DFS has been successfully obtained from the IFAD SWaCAP and USAID Planning and LAPIS projects.

In spite of these advances, limits to DFS/DAO effectiveness still exist. Lines of authority, given decentralization initiatives, are ambiguous and a cause of much confusion. Management skills at the DFS and DAOs could stand improvement. Frequent mobility among the ranks confuses operations. The levels of training are below what is required. Incentive structures for staff and operating budgets are depressed. Physical infrastructures are not as developed as they should be. A clearly defined and universally understood doctrine does not exist and because of this, DAO output (impact on their clientele) has not reached its potential. Programming is still a bit unwieldy. And because of the ambiguous lines of authority, linkages throughout the MOA are not yet well developed.

## Project Impact

### Department of Field Services

Those interviewed agreed that LAPIS project support, directly or indirectly, had a beneficial impact on those positive developments cited above. Little criticism was expressed of the AEC's means of implementation. It was agreed, that by design, project support was only quasi-institution building, that the department was not targeted by AEC for full institutional support. The primary benefits of project influence were said to include:

- The provision of TA affecting short-term training, FTC support and training/communication coordination.
- The provision of long-term degree and short-term training for DFS/DAO staff in management and technical fields. As of March, 1991, 870 DFS/DAO staff (55%M/45%Fm) and 1159 farmers (77%M/23%Fm) had received short-term training (some may have been trained, counted, more than once). Four DFS/DAO staff received long-term degree training (3M/1Fm). Of particular mention was the 6 month course (with ongoing follow-up) the project initiated in 1989 for comprehensively training 15 DAO staff in all aspects of designing small scale irrigated vegetable crop production schemes. They now provide important leadership to the DAOs. Another type of training mentioned was the mechanism which is now in place for sustained inservice training of DAO staff on a quarterly basis.
- The provision of financial support for infrastructural improvements at the Leribe and Mohale's Hoek FTCs and to a minor degree at the Matella FTC (Maseru). These improvements affected administration, physical facilities and crop/livestock production potential.

- The expanded means of training/communications coordination among DAO, DFS and headquarters department/division staff - especially ARD, research; LAC, college and AIS, information (the Training/Communications Coordination Committee, T/CCC, and network of Training/Information Officers in all headquarters department/divisions and districts).

Those interviewed cited the following short comings of project activities:

- The premature completion of much extension agent and farmer training and FTC support due to LAPIS project realignment in 1988 and the subsequent phasing out of PIC initiatives which lent strong justification for this support.
- The fact that little of LAPIS activity was meant to be institutionalized at DAOs. That, by design, project activity was based at headquarters.

#### MOA Short-Term Training Support

Short-term training support to other MOA departments and divisions was extensive and diverse. Much of this activity was implemented via specific LAPIS project components for their home department or division. Ramifications of these activities will be presented in the individual reports of other component's programs. These activities can be interpreted as *institution building* in the respect that each applicable department or division was made stronger by staff with improved training. As of March 1990, the following number of individuals in the stated MOA institutions received short-term training (some may have been trained, counted, more than once):

- Department of Livestock Services  
Range Management Division..... 1974 (1912M/62Fm)  
(note: a large number of herdboys are included)
- Lesotho Agriculture College..... 339 (190M/149Fm)
- Agriculture Research Division..... 233 (123M/110Fm)
- Department of Economics/Marketing.... 195 (112M/83Fm)
- MOA Administration..... 144 (84M/60Fm)
- Agriculture Information Service..... 55 (34M/21Fm)
- Department of Crops Services..... 22 (11M/11Fm)

## Further Needs

### Department of Field Services

- Full institutionalization of the T/CCC as a training - communications coordinating body of the MOA needs to take place. It is recognized within the DFS, but needs to be more fully mandated at higher levels to officially affect members at ARD, LAC, AIS, and Training/Information Officers in all MOA departments/divisions and DAOs. Part of this institutionalization process should include the construction at LAC of a Continuing Education Center to support these activities.
- Full institutionalization of the mechanism for sustained quarterly inservice training of DAO staff.
- Increased operations, maintenance and staffing budgets for all DAOs are needed.
- An indepth review should be conducted of the staff incentive structure at DAOs and improvements initiated.
- Increased operations, maintenance and staffing budgets for FTCs are needed.
- Further training in management is needed for all administrators.
- Additional technical degree level and short-term training is needed for DAO staff.
- Responsibilities of staff and lines of authority need to be better defined within the DFS/DAOs and between DFS/DAOs and other MOA departments/divisions. There is presently too much responsibility without commensurate authority.
- Mobility of DFS/DAO administrators and staff needs to be minimized if expertise is to be maintained locally.
- A well defined extension doctrine needs to be developed and broadcasted so that the methods of extension assistance that are employed should effectively help clientele to progress.
- Donor support should continue to be employed but should be better targeted to supply the managerial and substantive technology required by DFS/DAOs to improve their interface and subsequent work with their clientele.
- There are numerous donors operating within the DFS/DAOs. All expect their activities to be sustainable. MOA cannot handle all of this activity. There is need for a group to study these issues on an ongoing basis and advise MOA on how best to sustain which activities at what levels.

### MOA Short-Term Training Support

Training needs are a never-ending issue. Progress is a dynamic state and skills levels of those persons involved are key issues in the pace of progress achieved. Education is also a motivating factor. Those MOA institutions affected by LAPIS project short-term training support have benefitted from the resulting increased skills of their staff. Ramifications and further details of this are to be found in the individual reports of other component's programs and in the log of all project sponsored short-term training. These institutions are not static. Continued training of their personnel will always be a need.

### Conclusion

This analysis demonstrates that the institutional capability of the DFS, DAOs and other relevant MOA department/divisions affected by the project has grown over the term. Improved skills levels of trained staff have increased the management, leadership and technical capabilities of their institutions. Three FTCs are now better equipped to accommodate training activities. Training and communications coordination between the DFS, DAOs and other MOA department/divisions has improved due to the work of the T/CCC. Strides have been successfully taken to institutionalize a quarterly inservice training mechanism for DAO staff.

LAPIS project assistance in the realm of TA, training and commodity support through the AEC has been instrumental in these factors. However, there is much left to do as discussed earlier in this report. Adequate budgets is a perennial issue, as are staff motivation, management and training. Better targeted donor support and a well defined extension doctrine will do much to improve the situation. Direct LAPIS support to the DFS and DAOs is phasing out, but indirect support via continued activities involving marketing and livestock/range will maintain some momentum. It is important to keep up the momentum.