

CLASSIFICATION  
PROJECT EVALUATION SUMMARY (PES) - PART I

Report Symbol U-447

1. PROJECT TITLE General Manpower Development and Training Project			2. PROJECT NUMBER 632-0069	3. MISSION/AID/W OFFICE USAID/Lesotho
4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) <u>632-84-2</u>			<input checked="" type="checkbox"/> REGULAR EVALUATION <input type="checkbox"/> SPECIAL EVALUATION	
5. KEY PROJECT IMPLEMENTATION DATES		6. ESTIMATED PROJECT FUNDING		7. PERIOD COVERED BY EVALUATION
A. Firm PRO-AG or Equivalent FY _____	B. Final Obligation Expected FY _____	C. Final Input Delivery FY _____	A. Total \$ _____	From (month/yr.) _____
			B. U.S. \$ _____	To (month/yr.) _____
Date of Evaluation Review _____				

8. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., program, SPAR, PID, which will present detailed request.)

B. NAME OF OFFICER RESPONSIBLE FOR ACTION  
C. DATE ACTION TO BE COMPLETED

1. Continue strategy of OPEX staffing combined with participant training.	HRDO Layne	On-going
2. Provide more training in financial and personnel management.	Layne/NMDS	1/85
3. Increase training for mid-career and middle management technical staff.	Layne/NMDS	1/85
4. Increase short-term consultants for in-country trg, and short courses.	Layne/NMDS	3/85
5. Streamline USAID procedures to enable quicker response to requests for short-term training	Layne/USAID Management	1/85
6. New OPEX contracts should be written to conform to USAID regulations (to remove ambiguities existing due to conflicts between GOL regulations and AID. regulations.	HRDO Layne TCC Williams	9/84
7. Stop providing OPEX in areas supported by sector projects (agriculture, education, health, roads)	Layne/USAID	9/84

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS

<input type="checkbox"/> Project Paper	<input checked="" type="checkbox"/> Implementation Plan, e.g., CPI Network	<input checked="" type="checkbox"/> Other (Specify) OPEX Contracts
<input type="checkbox"/> Financial Plan	<input type="checkbox"/> PIO/T	<input type="checkbox"/> Other (Specify)
<input type="checkbox"/> Logical Framework	<input type="checkbox"/> PIO/C	
<input type="checkbox"/> Project Agreement	<input type="checkbox"/> PIO/P	

10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT

A.  Continue Project Without Change  
 B.  Change Project Design and/or  Change Implementation Plan  
 C.  Discontinue Project

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)

Patsy P. Layne, HRDO  
 N. Bereng, Cabinet Personnel, GOL  
 M. Pitso, NMDS, GOL

12. Mission/AID/W Office Director Approval

Signature \_\_\_\_\_  
 Typed Name \_\_\_\_\_  
 Date: 12/17/86

MEMORANDUM

To : Adrian de Craffenreid  
Evaluation Coordinator

From: Patsy P. Layne, HRDO *PL*

Subject: GOL Contribution: for Project 632-0069 Evaluation

Date: November 20, 1986

The following information is for your use in finalizing the 632-0069 Project Evaluation, dated August 1984.

Over the LOP, the GOL contribution commitment is \$1,532,000, as follows: Base salaries and benefits in accordance with the position occupied by the OPEX, following regular GOL pay scales and regulations; housing and basic furnishings for OPEX TAs; and local benefits and housing for dependents of GOL trainees while in long-term training.

No records are available from the GOL which could be used to accurately compute the GOL contribution to date. The estimated contribution to August, 1984 follows:

OPEX salaries and fringe benefits:	
944 months @ an est average of M1000/mo	M944,000
Housing: 944 months @ M900	849,600
Participant benefits while in trg:	642,000
1284 months @ M500	
Total	<u>M2,435,600</u>
US\$ @M1.5	1,623,733

*Lynette's Working Copy*

MEMORANDUM

TO : The Files

FROM : Lyle Dean Bernius  
USAID Evaluation Officer

SUBJECT : Manpower Development and Training (632-0069) Evaluation  
dated August, 1984

DATE : January 22, 1986

In accordance with A.I.D. evaluation guidelines and USAID project implementation procedures, the attached draft evaluation was discussed with relevant agencies of the Government of Lesotho. Recommendations made in the draft report for implementation or operational changes in project design or implementation were likewise discussed and accepted by the relevant agencies of the Government.

The attached draft evaluation report, while never finalized, is, thus, considered "accepted and final" by both the Government and USAID. Accordingly, it is being placed in Mission files as a "completed" evaluation. As the subject evaluation is an "implementation" evaluation, formal submittal to A.I.D. is not required.

Approval(s):

1. I have discussed the attached subject evaluation in draft with responsible agencies and offices of the Government of Lesotho. Recommendations contained in this evaluation and the text of the report itself have been reviewed and accepted by relevant agencies of the Government of Lesotho and USAID.

Signed

*Robert P. Layne*

Project Manager

Date:

*February 21, 1986*

2. Based upon the above statement by the Project Manager and my personal knowledge of the project, I hereby, on behalf of USAID, accept the attached evaluation and consider it final and complete.

Signed:

*Erin A. Brown*

USAID Director

Date:

*March 6, 1986*

## PROJECT EVALUATION SUMMARY

### SOUTHERN AFRICA MANPOWER DEVELOPMENT PROJECT

SUMMARY: At the time of the Project evaluation in August 1984, the Southern Africa Manpower Development Project was near its completion. An objective measure of the Project's progress toward achieving its major goals is that 944 person months as against a projected total of 1000 of long-term staff support by Operational Experts (OPEX) and 1284 person months as against a projected total of 1000 of long-term external training, were completed or committed by August 1984. Altogether 28 OPEX staff had worked in the country during the period, and 53 individuals had been sent for training, of whom 46 received the university degree and 1 the diploma for which they had been sent. On the other hand, the planned-for 65 person months of short-term technical assistance and 24 person months of short-term participant training had not been reached. The subsidiary goal of providing suitable housing for OPEX staff had been achieved. The only major problems mentioned were the tendency for trainees to remain in school longer than originally planned, and for counterparts to OPEX staff not to be direct equivalents of those they are intended to replace.

EVALUATION METHODOLOGY: The evaluation team consisted of 2 persons recruited in the United States and a third already on the spot in Lesotho. The purpose of the evaluation was to conduct a general review of the Project in the 3 years since the previous review, particularly in order to make recommendations concerning a possible follow-up project. The team met with relevant officials in Washington and spoke by telephone with USAID/L officials before coming to Lesotho. They spent a total of 13 full workdays plus 6 weekend writing days in Lesotho. While in Lesotho, the team reviewed files on both OPEX staff and participant trainees. They were able to verify the status of most of the returned participants, interviewed 6 participants in depth, met 8 additional participants in other contexts, and talked with 10 participants trained with funding from other USAID projects. In addition, the team interviewed 10 OPEX staff, and after all but one of the interviews spoke with the individual's supervisor. The team also met with senior Lesotho Government officials, to discuss the program as a whole as well as strategies for the future.

In the discussions and interviews, the team attempted to determine the clarity of focus of the OPEX staff, the extent to which they were able to train counterparts and who would replace them, the quality of the counterpart training, and the improvement of counterpart performance as a result of the training.

EXTERNAL FACTORS: The principal external factor affecting the program was the plethora of donors to Lesotho, providing aid programs, personnel and funds. The determination of OPEX staff and participant trainees to stick to a consistent and carefully worked-out plan was undercut by this multiplicity of often contradictory and conflicting, but usually eagerly adopted, aid programs. A related external factor was the lack of a consistent Lesotho Government manpower policy.

The second major external factor, which may prove increasingly important in the future although it has not been critical up to now, is the lure of high salaries in thebantustan areas of South Africa.

INPUTS: The inputs of OPEX staff, training programs, and house construction have proceeded on schedule, without major problems. The only difficulties, which are relatively minor, are that the time required for training has exceeded original estimates, and that the OPEX staff have not been able to turn over work to counterparts as soon as originally planned.

OUTPUTS: Thus far 944 person-months of long-term OPEX staff time have been provided as against 1060 planned, and 1204 person-months of long-term participant training have been provided against 1000 planned. All 10 houses planned for occupancy by OPEX staff have been constructed. The slight shortfall in OPEX staff can be explained by the fact that some of these staff remained in Lesotho a shorter time than originally expected. The surplus in man-months of training can be explained by the fact that training has taken more time per participant than planned.

PURPOSE: The Project was designed "to reduce critical manpower constraints in areas relevant to the 1973 Congressional Mandate, and to strengthen institutional capability in Lesotho's public sector." As stated above, the specific steps by which this overall goal was to be met have been almost met in the case of OPEX staff, and more than met in the case of training of Basotho counterparts. It is another question whether these institutional achievements will bring about the broader end result of strengthening institutional capability in Lesotho's public sector. It is too early to make such an assessment, since the trained counterparts have only recently begun to assume the positions for which they have been trained. Another problem is that only about half of the trainees have returned to assume positions filled by OPEX staff. In the other half of the cases there was not a precise match between OPEX position and the training offered. A related problem is that in some cases the OPEX staff appeared to operate at such a high level of expertise that counterparts found it difficult to replace the expatriates. As of August, 1984, 51 trainees had returned to Lesotho, of whom 47 were working in the positions for which they had been trained. Those with advanced degrees were mainly working in institutional strengthening and organizational development, while those with first degrees were in lecturer/trainer or engineer/technician roles.

GOAL/SUBGOAL: The specific goals have shifted slightly within the course of the Project. The present USAID emphasis on agriculture and education has led to a special concentration on supporting these areas through OPEX staff and participant training. This does not mean that work already begun in other areas will be stopped, but rather that it will not be continued beyond present commitments. An important goal, regardless of the sector in which it is to be met is "to increase the Government's capability and efficiency in planning, designing, and implementing national economic and social development programs." As stated before, it is premature to assess the extent to which this goal has been reached. No clear consensus has emerged from the interviews with OPEX staff or counterparts on this matter.

5

BENEFICIARIES: Altogether 28 OPEX staff have worked in 25 positions within government departments, filling these positions from 19 to 66 months, with a median time of 26 months and an average time per OPEX staff of 33 months. A total of 53 individuals were sent for training and have returned, while another 20 individuals were still in training in August, 1984. Of the 53 who have returned, 47 received the degree or diploma for which they were sent, while 3 did not finish and 3 received lesser degrees or diplomas. Indirect beneficiaries are the Government departments for which the OPEX staff and the participant trainees/counterparts have worked and are working.

UNPLANNED EFFECTS: In general, the unplanned effects have been the result of work done by the OPEX staff over and above their specific duties. These have included an information system for book supplies to primary schools, an improved system for speedy processing of primary school exam results, and a textbook published for use in agricultural education. There have also been improved linkages between the Lesotho Government and other donors, for funding new projects and for managing funds in present projects.

LESSONS LEARNED: Training takes more time than originally budgeted, resulting in either discontinuities between departure of OPEX staff and assumption of duties by trainees, or extensions of OPEX staff contracts. A second lesson is that replacement of OPEX staff by returned trainees cannot be a one-for-one exchange. The experience and ability of the trainee are different from those of the OPEX staff person. Thus neither Government nor USAID should expect direct improvements in efficiency, or maintenance and reinforcement of changes introduced by OPEX staff. There will be changes and discontinuities even in the smoothest of transitions, at the very least because no two people are the same. An important lesson is based in the success of the Project. Such aid seems to please both participant trainees and Government agencies. Thus more aid of this type is recommended, with a possible shift in favor of training for high-level civil servants for shorter periods, to minimize discontinuities.

SPECIAL COMMENTS: The evaluation concluded with a number of recommendations, namely, that (1) OPEX staffing combined with participant training be continued; (2) priority be given to personnel and financial management, as well as manpower planning; (3) sectoral projects should assume the responsibility for line position technical assistance; (4) greater priority should be given to middle management and mid-career technical staff than previously; (5) more use should be made of short-term technical assistance and short-course training; (6) bureaucratic streamlining is necessary to allow quicker response to short-term needs, and (7) contracts between OPEX staff and U.S. and Lesotho institutions should be made consistent with USAID administrative requirements.

b

SOUTHERN AFRICA MANPOWER DEVELOPMENT PROJECT  
(632-0069)

AUGUST 31, 1964

EVALUATION OUTLINE

- I. RECOMMENDATIONS (SUMMARY OF SECTION X )
- II. EVALUATION METHODOLOGY
  - IIA. Workplan and Procedures
  - IIB. Scope of Work
  - IIIC. Coverage and Completeness of Evaluation
- III. BACKGROUND
  - IIIA. Summary of Project
  - IIIB. Summary of Inputs
  - IIIC. Mission Approach to Project Implementation
  - IIID. External Factors
- IV. INPUTS
  - IVA. General Note
  - IVB. Technical Assistance (OPEXers)
  - IVC. Training
  - IVD. In-Country Training
  - IVE. Special Support
  - IVF. Construction
  - IVG. Contract Support -- New TransCentury and Phelps Stokes
- V. OUTPUT MEASURES
  - VA. Staff Development/Placement
  - VB. OPEX Positions and Roles
  - VC. Project Impacts
  - VD. Organization Impacts
- VI. PURPOSE ACCOMPLISHMENT
- VII. GOAL ACCOMPLISHMENT
- VIII. UNPLANNED EFFECTS
- IX. LESSONS LEARNED
- X. RECOMMENDATIONS

I. RECOMMENDATIONS (Summary of Section X)

RECOMMENDATION 1: Whether or not additional funding is allocated to the ESMD Project, the Mission should explore ways to sustain a general purpose OPEX recruitment and participant trainee placement mechanism.

RECOMMENDATION 2: The priorities for further OPEX assistance should be personnel management, financial management and perhaps manpower planning/needs assessment.

RECOMMENDATION 3: Most technical assistance needs in the sectors to which USAID is giving priority should be provided through sectoral projects.

RECOMMENDATION 4: Greater training priority should be given to middle management and mid-career technical staff. With few exceptions, ESMD training should be limited to individuals who have already served in the targeted organizational unit for at least two years, preferably more. With few exceptions, undergraduate training should be limited.

RECOMMENDATION 5: More use should be made of short-term technical assistance and short-course training. More training should be offered in country through Institute for Development Management, Lesotho Institute of Public Administration, National University of Lesotho, Lesotho Agricultural College, or other training institutions.

RECOMMENDATION 6: Changes in support arrangements are needed if the recommendations to provide more short-term TA, to make greater use of short-course training and to offer more training in-country are accepted.

RECOMMENDATION 7: The contracts between OPEXers and TransCentury and between OPEXers and GCL institutions or organizations should be reviewed for consistency with AID administrative guidance and Project goals.

4

## II. EVALUATION METHODOLOGY

### IIA. Workplan and Procedures

This report represents the 2nd external evaluation of the SOUTHERN AFRICA PIONEER DEVELOPMENT PROJECT (G32-0069). A PES evaluation was made in August 1981 (see EC-G32-9). The findings and recommendations made at that time provided the initial point of reference for this evaluation.

This evaluation was conducted by two people from AID/Washington (Jim Hoxeng of S&T/ED and Frank Method of PPC/PEPR) with assistance from Fat Nelson on a personal services contract basis for USAID/Lesotho. Both Hoxeng and Method had previous experience in Lesotho including familiarity with other projects (Lesotho Distance Teaching Center, Instructional Materials Resource Center, Institute of Extra-Mural Studies) which made use of the TransCentury/Phelps-Stokes contract mechanism for CPEX personnel and participant training placements.

Prior to the field visit, Hoxeng and Method reviewed management files : Washington, including the 1981 PES evaluation, and met with TransCentury Corporation (TCC) and Phelps-Stokes Fund (PSF) representatives (Richard for TCC; Cowan and Wells for PSF). The Mission Director (Poorady) had carried other materials including lists of participants and OPEXers and met with the evaluators in Washington to discuss the Scope of Work. In addition, the SOW and arrangements for the field visit were discussed by phone with the BRDO (Layne) and Deputy Mission Director (Friedkin).

Hoxeng arrived in Lesotho Friday, August 17, 1984 and departed Tuesday, August 28. Method arrived Tuesday, August 21 and departed Friday, August 31. Combined, the two external evaluators had 13 full workdays, plus six weekend days spent writing. This was minimal time for the evaluation and necessitated relying on files and secondary sources for much of the information, particularly on the accomplishments and impact of CPEX personnel in the early years of the Project. Fortunately, the USAID files were reasonably complete and detailed.

Upon arrival, the evaluation procedure was as follows:

Nelson, with assistance from the USAID training officer, Celestina Malahleha, gathered files and prepared lists for all the CPEX personnel and participant trainees under the Project.

Nelson and Malahleha then attempted to contact a sample of participants, using file information on last known address or employer. They were able to verify the status of most of the 54 returned participants.

Interviews were arranged with six participants and conducted by Nelson. While this was not a random sample, it represents those who were most accessible during the period of the evaluation and is judged to be a reliable sample. In the course of other meetings, the team met with eight additional participants trained under G32-0069 and approximately ten participants

Nelson also contacted and arranged interviews with OPEXers and their supervisors. Of the 11 OPEXers currently supported under the contract, 10 were interviewed. One was on leave. Each interview was conducted privately, and lasted from one to three hours. The team then followed up with phone calls and informal contacts for further clarification as the evaluation progressed. Each of the three team members conducted one or more of the interviews. All but one of the interviews was conducted prior to the interview with the OPEXer's supervisor. The format for the interviews with both the OPEXers and the supervisors was the evaluation questionnaire used in the previous PES evaluation, attached as Annex 1. The team found it useful to use the same questionnaire to facilitate comparison with the 1981 findings.

Interviews were then arranged with supervisors of nine of the current OPEXers and of four of the 17 OPEXers previously under the Project. The interviews lasted for about one hour and were conducted in most cases by one team member (Bethel or Hoxeng). Each interview was private, without the presence of other staff or the OPEXer. In most cases the interviews were remarkably candid with the supervisors obviously having given previous thought to most questions.

(NOTE: The questionnaire is more appropriate for the OPEXers than for the supervisors, and some questions such as those relating to the developmental importance of the role are too subjective for meaningful or consistent answers. For the supervisors, more precise questions of how the OPEX or training assistance contributed to institutional development, strengthening or management objectives appear needed. For the OPEXers, more precise questions on how or whether their positions may be institutionalized or filled by Basotho professionals appear needed. The simple question of whether a counterpart is being trained is too narrow and avoids exploration of the possible alternatives to counterpart participant training as effective means of transferring skills or ensuring that the need for continuing expatriate assistance is reduced or obviated.)

The team met with the Ministry of Planning, Employment and Economic Affairs (MPEEA), jointly with the Permanent Secretary along with the heads of the planning division and the manpower secretariat and individually with the heads of those two units. The joint meeting was mainly to discuss overall satisfaction or dissatisfaction with the program and to discuss priorities and strategies for future needs. The individual meetings were mainly in their roles as supervisors of OPEXers.

The team also met with the Permanent Secretary of Cabinet Personnel and key members of his staff, including the head of the National Manpower Development Secretariat (NMDS). A separate meeting was held with the head of NMDS and with the staff analyst responsible for a study of staffing needs for public sector accountants and financial managers.

(NOTE: Cabinet Personnel is responsible for all public sector staffing and manpower policy matters and includes the unit responsible for expatriate employment as well as NALS. The PS and the four key staff were all participants under SMD, with 3 of the staff under G32-0069.)

Finally, the tentative findings and recommendations for the report were discussed informally throughout preparation with the MDO, Mission Director and Deputy Director, all of whom were familiar in detail with the program, most of the OPEXers and participants, and their supervisors. This was extremely useful in providing additional detail and contextual background. The report was discussed as a working draft prior to Koxeng's departure and as a penultimate draft prior to Method's departure.

### III: SCOPE OF WORK

The team began with a draft scope of work and refined it as work progressed. The main difficulty in establishing a more formal SOI was that it was unclear whether the evaluators would have time to go into any depth on (a) the use of the SMD mechanism for CPEX positions or participant training placements for other projects and (b) SMD activities prior to the 1921 PES evaluation.

The Mission draft SOI indicated that the evaluation should assess the overall effectiveness of the SMD, emphasizing G32-0069 but including other funding of SMD activities to the extent feasible. The team was instructed to seek both objective measures and subjective judgments or opinions. Activities should be assessed from the point of view of: (a) the COL supervisors; (b) the COL counterparts; (c) the OPEX personnel, and (d) TransCentury/Phelps-Stokes.

1. Specific questions for CPEX technical assistance were:
  - Were the tasks of the OPEXers clearly defined and understood?
  - Did each advisor have at least one counterpart?
  - To what extent was the advisor able to train the counterpart?
  - To what extent will the counterpart be able to assure the duties and responsibilities of the advisor upon his departure?
  - What systems, manuals, procedures, etc. did the advisor institute?
  - Was the relationship between the advisor and his Basotho counterparts and other Basotho productive/appropriate?
  - Were the delegations of authority clear?
  
2. Specific questions for participant training were:
  - Did the participant obtain the desired degree?
  - Did the participant have the necessary support (financial and otherwise) during training?
  - Did the participant return to the position to which (s)he was loaned and for how long?
  - Did performance improve as a result of the training?
  - Was pre-training preparation and orientation adequate?
  - Does the participant feel properly utilized following training?

3. Other elements for evaluation:

- Effectiveness of contractor support;
- Appropriateness or relevance of training to COL needs;
- General operation and management of the Project;
- Institutional strengthening impacts of TA/Training;
- Current plans for TA/Training for remaining 2 years.

IIC. COVERAGE, COMPLETENESS OF EVALUATION

The team was able to address most of the scope of work for the OPEXers and the participant training under G32-0009. While the findings and recommendations in this report are thought to be generally applicable to other OPEX assistance and training provided through SAND for other projects, time did not permit detailed analysis of these other projects. Instead, the team relied on background knowledge from previous familiarity with most of these other projects.

The objective data on participants and OPEXers is complete, current and reliable. Expenditure data by purpose and line item is difficult to untangle, given the use of SAND for activities funded from several accounts and given the fluctuations in exchange rates. They should be treated as reasonable estimates, particularly for COL contributions.

Progress indicators were difficult to measure, due to the lack of baseline measures. Statements regarding improved effectiveness and efficiency or the moderation of staffing constraints are based mainly on subjective impressions formed by the evaluators during interviews with the OPEXers, their supervisors and other COL officials.

Subjective opinions and suggestions for changes or reallocations in future SAND activities are included only when they appear to the team to be widely held. In most cases, the suggestions were vetted within USAID and at high levels of the COL, particularly the Cabinet Personnel, MDS and MPEEA. Where suggestions are more speculative and mainly the opinions of the team, they are described as hypotheses.

### III. BACKGROUND

#### IIIA. Summary of Project

The Southern Africa Manpower Development (SAMD) Project was designed to reduce critical manpower constraints in areas relevant to the 1973 Congressional mandate, and to strengthen institutional capability in Lesotho's public sector. The Project provides a mechanism for the recruitment and support of OPEX ("Operational Experts" who work under direct contracts with the GOL) personnel and for the placement and support of participant training.

SAMD began in FY 78 and the projected EOP is September 30, 1986. The Project is a bilateral outgrowth of two predecessor regional projects, the Southern Africa Development Personnel and Training (SADPT) Project of 1973, and the Southern Africa Academic and Skills Training (SAAST) Project of 1976. The first project provided OPEX technical assistance along with participant training and the latter was limited to training. These projects were on a regional basis and provided assistance to Botswana, Swaziland and briefly to Zimbabwe as well as to Lesotho. Swaziland continues along with Lesotho to use the SAMD mechanism on a bilateral basis for OPEX recruitment and participant training placements.

Total planned AID obligations under the Project were \$9,970,000, all of which has been obligated. Only \$504,000 remains uncommitted as of this evaluation. This budget was to cover inputs for:

U.S. technical assistance in the amount of \$7,320,000, divided between long term (90 person years, \$6,930,000) and short term (65 person months, \$390,000);

Participant training estimated at \$968,000 (90 person years of long term training divided equally between U.S. and African institutions, \$900,000, and 24 months of short term training, \$68,000);

Other costs estimated at \$972,000 (mainly the construction of 10 houses for occupancy for OPEXers) and a small discretionary support fund for OPEXers \$32,000), and;

An inflation allowance of \$710,000.

The GOL's inputs were projected to be \$1,518,000 (\$871,000 for technical support, \$251,000 for participant support, \$180,000 for other costs and \$215,000 for inflation).

#### IIIB: SUMMARY OF INPUTS

As of August, 1984, the Project is fully obligated and most funds are expended or committed. The housing has been constructed as planned. Participant training has exceeded planned levels and OPEX inputs will be near planned levels by end-of-project. Other planned inputs (short term OPEX, short-term training) have been less than planned. GOL inputs are estimated \$2,500,000, exceeding Project requirements.

A total of 53 individuals have returned from long-term training and 20 are either still in training or scheduled to begin in the next few months. Twenty-one of these have completed and three are pursuing Master's level training. Thirty-one have completed and 16 are pursuing BA/BS degrees. One has completed and one is pursuing diploma-level training. Most of the training has been in the U.S., with six individuals studying in Lesotho or third countries (two in Botswana, one in Swaziland, one in Kenya, one at MUL/Lesotho). A limited amount of short-course training was provided, primarily through the Institute of Development Management (IDM) in Botswana and in Lesotho. A total of 1284 person months of long-term training has been completed and a further 640 person months are projected. This compares with 104 originally estimated.

Since 1978, 28 OPEXers have served under the Project for a total of 864 person months (72 person years) to date, with eight projected to continue over the next year. Some contracts may be extended further. This compares with 50 person years of long-term TA originally estimated. The 28 OPEX individuals represent 25 positions in 12 different institutions and Ministry branches, with three replacing earlier OPEXers. No short-term OPEX assistance has been provided under SPAD, though several other projects have arranged short-term technical assistance through the SPAD mechanism.

#### IIIC: MISSION APPROACH TO PROJECT IMPLEMENTATION

The Project Paper emphasized the training of Basotho as the primary purpose. OPEX personnel were primarily to fill, on a temporary basis, the positions of key CGL personnel while they were away for training. The OPEXers were in the interim to function in line (i.e., replacement) positions and, by example and by professional accomplishment, contribute to increasing the efficiency and effectiveness of the organizational unit to which they were assigned. Where possible, in-service and counterpart training would be provided on-the-job.

The Project set five criteria, which applied both to the OPEXers and to the training:

1. Clearly within AID's development mandate and GOL development priorities;
2. Strategically placed in a key development oriented institution;
3. Precisely defined as to purpose and duration;
4. Within an established CGL posts; and
5. Associated with available, qualified Basotho prepared to participate.

The 1981 evaluation restated the Mission's implementation approach as:

- a) Selection of sectors where prospects were favorable for significant impact in areas important to AID's CDSS strategy;

- b) Concentration on a select number of "thematic groupings" to increase the probability of sustained improvement in institutional capability;
- c) In-service and external training of a "functional unit" of Basotho to correspond to each OPEX placement, and
- d) Direct supervision by a GCL supervisor, with the OPEXer submitting up to three reports annually to ensure the work is understood by the supervisor and consistent with the organization's work plans and development strategy.

While the basic approach of linking OPEXers with counterpart training and concentrating on key organization units within priority sectors remains unchanged, the approach has shifted from that originally envisaged.

First, the Mission's program is concentrated in fewer areas than before. The major emphases (both for OPEX and for training) are agriculture and education, along with road building (including the large Southern Perimeter Road Project) and the training of financial and personnel management for key ministries.

Second, the primary use of the OPEXers has been, and continues to be, the provision of high level expertise to strengthen key organization units. In most cases, the OPEXer was selected and in place before the Basotho counterparts were identified and sent for training. Thus, the training component has shifted to counterpart training to replace the OPEXer.

Third, a significant amount of the training is not keyed directly to OPEX positions. In effect, the Project has evolved to having two distinct objectives: OPEX provision to strengthen key organization units; and training to increase the pool of Basotho managers and technicians in positions related to but not always directly counterpart to the OPEX assignments.

Finally, while the USAID recognizes needs for assistance in other key Ministries, institutions and administrative units, it has been forced to place its bets on those sectors and organizations where the need for strengthened planning and administrative systems are most critical for the success of its current program strategy. This has led to the USAID Project being used more as a means of strengthening systems in advance of or as complements to Project activities than was originally intended, with consequent lower priority for strengthening institutions in sectors for which USAID does not anticipate project assistance.

(NOTE: These shifts are not necessarily inconsistent with the Project purpose. The Project was originally designed to be flexible and to evolve as needs changed, initial training priorities were met and the Project shifted attention to different organization units. However, it is important to note these shifts and [see Section X, Recommendations] to consider whether the Project is approaching the point at which redesign, rejustification and reorganization of the administrative and support systems is needed.)

No more funds remain to be allocated for training under this project, and funding for OPEX technicians is running short. The Mission is giving priority to continued support for those functional units most closely connected to projects and is providing bridge funding for OPEXers who will be picked up under the two new multi-faceted projects in education and agriculture. In other areas, discontinuities are being experienced as OPEXers complete their tours and leave, in some cases before participants have completed their training and/or have had time to settle into counterpart roles and gain necessary experience. No assessment is possible at this time of the effects of gaps and discontinuities on the assisted entities. However, it is apparent that unless additional funding is obtained the original objective of using SAMP to address institutional weaknesses in areas beyond the Project portfolio concentrations will be limited.

### IIID. EXTERNAL FACTORS

The external factors which were cited as problems at the time of the 1981 PES evaluation have largely disappeared. Late startup caused by slow approval in AID/V did not cause permanent delays and the Project is now on track with both participants and OPEX personnel. Key assumptions -- GOL support for a moderate and realistic localization policy, and willingness to provide counterparts within the limits of feasibility -- have largely been borne out. AID's technicians, for the most part, have been competent and well-received.

The assumptions of OPEXers generating spin-off projects was questioned in 1981; the evaluation called it a valid concept in principal, but doubted whether spin-off projects would constitute a valid measure of Project success. Given the level of effort and expertise required to produce a defensible project paper under current AID policies and practices, we do not believe that the idea of spin-offs is workable, or necessarily desirable. Some small activities have been funded by other donors as a result of OPEXer efforts, but the numbers and resources involved are small and these efforts, while commendable, are in most cases a part of the OPEXer's regular position responsibilities rather than spin-offs.

The more significant external factor may be the proliferation of donor-assisted projects providing resources to the organization units to which the OPEXers are assigned. In several cases, this appears to have had the effect of badly confusing staff planning, workload allocations and the development of staff training strategies.

The brain drain from Lesotho is an external factor of increasing importance. The greatest lure is not the U.S. or other western countries but the newly created "homelands" in South Africa. They offer salaries much higher than can be earned in Lesotho, reportedly up to three times in some fields. Given the financial inducements, it is notable that few of the SAMP trainees have sought positions in the homelands. One individual under OCC9 whose whereabouts could not be confirmed may have done so and several trained under other projects are reported to have gone. A hypothesis is that relatively few of those trained for the public sector are likely to go. Those who have invested several years in

public service have acquired both service years counting toward seniority or retirement and a degree of institutional loyalty, along with peer pressure to remain. While data is not available, it is speculated that willingness to work in the homelands may be greater for those (a) who are either relatively young and with few years of service or who are recently retired and seeking a second career, and (b) who are trained in high demand technical fields such as medicine, engineering or accounting and which are applicable outside public service. This hypothesis, if confirmed by further observation, suggests the desirability of biasing training toward mid-career and mid-level public service technicians and managers and of being very selective in any training provided at the first degree level or for individuals not currently employed in the public sector.

An external factor noted in 1981 is the lack of a coherent GOL manpower policy. While there are definite improvements in planning and assessment capacity (e.g., IHS) there continues to be general weaknesses for specific Ministries and organization units. A large part of the problem may be due to the dependence (noted earlier) on donor support. Another part is the difficulty of planning for additional needs while maintaining tight discipline on the establishment of additional public sector positions.

#### IV: INPUTS

##### IVA: General Note

Though the following accounting of Project inputs is limited to inputs provided through SAND COG9, it is important to note that SAND also facilitated other inputs and was complemented by other inputs which may not have been possible without the "seed capital" and "head start" which was provided by SAND.

As discussed previously, SAND was preceded by two related projects (SANDPT and SANDST) and in the initial stages continued OPEX and participant training placements started under these other projects. During SAND implementation, several of the OPEX placements were complementary to other projects supported by USAID and other donors (particularly roads and agriculture projects). At least six of the participant trainees who started training under COG9 received partial support and finished their training with funding under other project accounts. It is probable that at least two of the current OPEXers will be picked up under other projects, possibly prior to the expiration of the projected SAND contracts. Finally, the recruitment and trainee placement mechanisms for SAND through New TransCentury Corporation (TCC) and Phelps-Stokes Fund (PSF) have been used for recruitment and training for other projects. Nearly as much use has been made of the SAND mechanism for other project purposes as has been made for SAND purposes.

The results are: (a) that it is difficult to sort the inputs which are attributable solely to Project 0069, and (b) though it is clear in an accounting sense which inputs have been provided through 0069 funding, it is misleading to attribute the outputs and impact of SMD solely to those elements funded through 0069. In effect, the outputs, impact and utility of SMD are greater than those measured by the 0069 input accounting.

IVB: Technical Assistance (OPEXers)

The SMD Project was to provide 90 person years of long-term technical assistance and 65 person months of short-term assistance. Total costs were estimated at \$7,320,000, plus inflation.

Effectively, AID has filled 25 positions with 28 OPEXers. 72 person years have been provided. Eleven persons remain with a projected additional 6 2/3 person years committed between now and August, 1985. After August 1985 there may be no OPEXers continuing under this Project, though the SMD mechanism may continue to be used for OPEX placements through TransCentury for other projects.

Positions were filled from 19 to a projected 66 months. Median time per position and per OPEXer is 26 months. Average time per position is 37 months. Average time per OPEXer (including projected completion dates) is 33 months. Average time per completed OPEX assignment is 27 months. Only one OPEXer served less than 24 months and 10 contracts were extended for 1 or more years. The longest contract will be 66 months as of the projected completion date. At least two OPEXers are expected to bridge into continuing contracts of two years or more under the new Lesotho agriculture project and the Basic and Nonformal Education Systems Project

Virtually no short term technical assistance has been provided under this contract. No clear explanation is offered for the lack of short-term assistance. Since there seems to have been no negative reaction to the use of short-term personnel, the most likely factors are: (a) that most of the specific needs were addressed by other projects, and (b) that the staff effort involved in identifying the need, preparing the PIO/T and recruiting the short-term consultant made it prohibitive. The SMD Project differs from some of the other projects which have made use of the TCC mechanism for short-term TA in that it has no resident team leader or full-time coordinator to undertake the necessary staff work.

Another factor is that the OPEX positions were viewed in large part as line positions to be filled during the period of long-term training. Given the strong bias toward long term training, the natural effect is to bias toward long-term technicians. Training for the "functional unit" (FU: the group of trainees corresponding to each OPEX position) has taken somewhat longer than anticipated, especially in the hard sciences and engineering.

(NOTE: Recommendations for increased emphasis on short-term training and on short-term TA, as well as for strengthened local-hire staff support to make short-term TA and training more feasible, are made in Section X Recommendations.)

A major problem is the time required to identify and train Basotho counterparts. In about half the cases this appears to have been accomplished. In the other cases, the nature of the OPEX position and the process by which an individual must acquire the professional skills and experience to fill such positions means that there is not a precise match between the OPEX position and the training. See discussion under Section IX, Lessons Learned, and X, Recommendations.

The absence of short-term technicians has probably lowered the project's cost-effectiveness and flexibility to respond to more narrowly defined specific needs. Short-term technicians could provide in-country training for selected trainees, targeted to specific applications. The technicians could assist the trainees in putting the training into practice as the course was completed, or return after a time to monitor use of the new practices. This format could lend itself especially well to the needs of top-level government officials and women for whom long-term training is not an option. Finally, with planning, the ability of local institutions to offer this training could be established. See Section XI, Recommendations, for further discussion.

The variety of assistance provided under this Project reflects its inter-sectoral nature. Technicians have worked in at least eleven Ministries and Departments and interviews with current OPEXers revealed that they have been informally involved in assistance to a number of other institutions. Functional Unit trainees have come from 15 departments, plus a number from MUL or other institutions who have been bonded to work for these departments following training. Virtually all who have completed their training have returned to work in Lesotho. Some OPEXers have found that their counterparts have been snapped up by another Ministry, but those seem to be isolated instances and to be explained more by problems in establishing the position at the necessary grade and salary level than by unwillingness of the individual to accept work in the field for which training was provided.

In summary, the provision of long-term technical assistance appears to be directly aiding the Project to achieve its purpose. The OPEXers appear to be appropriately qualified, well motivated and well-utilized. However, there continue to be problems with the time required for counterpart replacement, resulting in OPEXers being continued longer than may be appropriate or necessary.

#### IVC: Training

The Project estimated 90 PYs of long-term external training (45 PYs in the U.S.; 45 PYs in African institutions), 24 PYs of external short-term training and 19 PYs or \$90,000 allocated for in-country training. A covenant in the ProAg required the GOL to identify two individuals for long-term counterpart training within one year of the arrival of an OPEXer.

As of August, 1984, 53 individuals had been sent for training and returned, for a total of 1284 M's (107 P's) of long-term training. An additional 20 individuals are in training or about to depart, for a projected 400 M's. The total long-term training expended or projected under the Project is 1800 M's or 150 P's.

Of the 53 trained to date, 21 have been sent for Master's programs (MA, MS, MPA, MEd, MBL), 31 for BA/BS programs and one for a diploma (in workshop management). Of these three did not finish and three got lesser degrees or diplomas. Four individuals were trained in third countries (2 BS Nursing in Botswana, 1 BS Home Economics in Swaziland, 1 BS in Economics in Kenya).

Twenty-one participants were female, including 15 of the Master's candidates. All finished their courses, 18 in the U.S., three in third countries.

Of the 20 in training or about to depart, 16 are in BA/BS programs, three in MA/MS/MPA programs and one in a diploma program in mechanical technology. Of these, five are female. Eight are in the U.S., one at KUL and one at Kenya Polytechnic.

Two shifts are noted between the trainees who have completed and those currently in training: (a) the MA/BS level training has declined from 21/53 or 40% to 3/20 or 15%, and (b) the female participation has declined from 21/53 or 40% to 5/20 or 25%. No obvious factor explains these shifts. Hypotheses include:

- Elimination of some fields such as nursing and home economics and increased emphasis on civil engineering may bias training toward men and toward BS programs;

- As the program has evolved to target fewer entities with longer-term manpower development strategies, it has in effect trained the first cadres of middle and senior management and is now training more personnel for support positions and staff expansion;

- Changes in COL personnel policies are limiting the establishment of new positions at senior levels. Other policies are to provide only partial salary continuation and to require both bonding and partial payback of the costs for long-term external trainees. While the team did not analyse the effects of these policies in depth, there are indications they may have the effect of discouraging long-term training for middle- and senior-level personnel and concentrating training on junior and entry-level personnel.

#### IVD. In-Country Training

Essentially no in-country training has been provided under OCG9, though a substantial amount has been provided under other projects using the SMD mechanism. Some individuals have been sent to the Institute of Development Management (IDM) for short-courses and one individual is studying at the National University (NU). Several OPEXers reported considerable informal counterpart training on-the-job, though the team could not verify independently the extent or quality of this training. Three OPEXers are in teaching positions and two reported teaching courses at the university or elsewhere in addition to their main assignments.

There seemed general agreement that more in-country training is needed. It would be cost-effective, enabling more specific skills and training needs to be addressed. COL officials expressed strong interest in short-course in-country training to enable training for key middle and senior officials who cannot be spared for long-term training. Two OPEXers advocated providing "parallel training" in-country for junior technical and administrative staff to complement the work of the OPEXers and the counterparts. Several of those interviewed suggested short-course in-country training as a very appropriate use of short-term OPEXers.

At least two factors need to be addressed if in-country training is to be increased under SMD. First, more detailed analysis is needed of the needs for specific types of management or technical training across Ministries and organizations. Second, some provision must be made for more substantial local staff assistance to handle the planning, organization and administrative details of a larger short-course training and short-term TA component.

#### IVE: Special Support

The budget allocated \$32,000 for special support activities for the OPEXers. This was intended to provide for small-scale funding for materials, workshop expenses, publications and similar unanticipated inputs which would increase the productivity or impact of the OPEX personnel.

Little use of this fund has been made, and most OPEXers were only vaguely aware that it existed. One individual had requested and received funds for secretarial assistance. Another request was for funds to ship additional materials to Lesotho, one was for funds to purchase sample test materials while in the U.S. on home leave and one was to purchase materials to build a demonstration piggery.

The lack of use of this fund appears initially to have been largely an oversight. No procedures or criteria were established and the existence of this discretionary fund was forgotten about. Today, though the authorized funding has not been expended, there are higher priority needs for the funds and little inclination to encourage its use.

Though there is some frustration among OPEXers that such support has not been more readily available, most seem not to have expected much support other than that available through their organization under regular procedures. A suggestion of the evaluation team is that, if such support is included in future SAID activities, that it be made available to the organization rather than exclusively to the OPEXer. This appears to have some advantages in providing support through the organization unit and maintaining the OPEXers primary relationship with the supervisor.

IVF: Construction

The Project provided funding on a FAR basis for the construction of 10 houses. These were finished and approved for 90 percent reimbursement by USAID. They continue to be used for contract personnel, including SAID OPEXers. They appear to have contributed substantially to alleviating the housing complaints which were prominent in 1981.

IVG: Contract Support--New TransCentury Corporation and Phelps Stokes Fund

There is little consensus on what the level of support should be. Reactions among OPEXers ranged from expectations of having the same level and type of institutional support as is available to other contract personnel to a comment from one OPEXer that he "expects none and gets none."

Until September, 1983, TransCentury maintained a field coordinator in Botswana for the program. Currently, a part-time coordinator with no decision-making authority works from the USAID offices. This support is essentially administrative, dealing with invoices, travel and leave, etc.

The role of TransCentury is mainly that of recruitment and orientation prior to arrival in Lesotho. Following arrival, TransCentury's contractual agreement with the OPEXers makes clear that all further support is subject to the contract between the OPEXer and the GCL and that TransCentury is responsible only for the dollar portion of the salary and benefits.

In practice, there has been substantial correspondence dealing with administrative matters but little or no involvement in field support of the work of the OPEXer. While this is contractually correct, the opinion of the evaluation team is that the contracts are exceedingly narrowly drawn to the extent that they contain a number of contradictions, exclusions and seeming inconsistencies with AID administrative guidance. Matters to do with calculation of leave, local salary equivalencies and travel requirements seem to have been the most frequently disputed.

Phelps-Stokes is in a sub-contractual relationship to TransCentury, with responsibility for handling the placement and supervision of trainees in the U.S. Few complaints were heard from returned trainees about Phelps-Stokes administration. However, there were some disputes with USAID over inconsistencies between Phelps-Stokes policies on allowances and those of AID Handbook 10. These were resolved. The main continuing

problems seem to be (a) a persistent difficulty in USAID/L getting progress reports and grades on a timely and accurate basis and (b) a tendency for Phelps-Stokes to protect some of the trainees having major difficulty. On the other hand, Phelps-Stokes maintains, apparently accurately, that by going the extra mile it has been able to ensure that most trainees obtain at least a partial degree before returning.

V: OUTPUT MEASURES

VA: Staff Development/Placement

To date a total of 53 individuals have received training under 0069. Another 20 are still in training.

The return rate is excellent, with most working in Lesotho in fields appropriate to their training. Two are still in the U.S. and one may be working in the homelands. One has been assigned to foreign affairs, one is with the World Health Organization and one has become press secretary to the Prime Minister. While these three are not working in the positions for which they were trained, it is difficult to say that they are not working in fields for which their training is appropriate and which represent COL priorities.

There is a notable difference between the utilization of BA/BS and MA/MS participants. The BA/BS participants are mainly in lecturer/trainer or engineer/technician roles while the MA/MS (including MPA, MFA) are mainly in senior management/administration or planner/analyst roles. Thus, the primary function of the 1st degree training appears to be manpower development and graduate training appears to be mainly institutional strengthening and organization development. Note also that there has been no M.D. training and minimal short-course or certificate training.

VB: OPEX Positions and Roles

There is general agreement that the OPEXers have functioned professionally in all cases. The supervisor interviews, which were very candid in most cases, included comments ranging from fully satisfactory to highly laudatory. While the files and other sources indicate several experienced a variety of frictions over role definition, personality conflicts and other adjustment problems, there is nothing to indicate that this was other than would be expected in any set of 28 professional appointments. In fact, the record is better than would be expected. One of the interviews (referring to two OPEX placements at IAC) suggested that the main problem is that the OPEXers functioned at too high a level of competence and personal initiative, making it difficult to replace them and causing junior faculty to be discouraged from thinking of themselves as plausible counterparts. Similar comments were heard from other supervisors, though most felt the setting of high standards of performance and productivity was healthy and perhaps the most important aspect of counterpart training. In any case, no solution was suggested for the "rate breaker" problem.

In perhaps two or three cases, the OPEXer may in fact have been overqualified for the position. Several are likely to be replaced by people with lesser formal qualifications or experience, but who are judged likely to be able to handle the position.

About half the OPEXers appear to have functioned in "line" technical or administrative positions, e.g., the lecturers and most of the engineers. The others combined line functions with substantial advisory roles or responsibilities for designing and implementing specific reforms or new practices (e.g., the financial controllers and the personnel management advisor).

Most reported at least informal counterpart training, but only about half appear to have had a formal or structured approach on-the-job training. OJT training for counterparts appears to have been mainly by osmosis and example. In most cases, the training on-the-job was directed to support staff and junior personnel. NOTE: Several OPEXers suggested that this should be the priority for future training.

#### VC: Project Impacts

The initial OPEX assignments were mainly in line positions in which they worked as needed according to CCL organization priorities. Increasingly, they have been allocated to positions which are critical to the implementation of donor-assisted projects, particularly USAID's. Four positions relate directly to the implementation of roads projects, one to the implementation of self-help food-for-work schemes (primarily access roads) assisted through Catholic Relief Services and World Food Program, at least one to the development of the agriculture sector, LPPIS Project, and 2 to the development and implementation of the education project, BANFES.

While it is difficult to prove the point, it appears that OPEXers have been very important to the development of these projects through direct roles and indirectly through improving key systems such as financial management which have increased donor confidence in the ability of the organization units to administer and implement additional projects.

#### VD: Organization Impacts

The Project was intended to contribute to organizational efficiencies, which is difficult to measure, especially given the lack of baseline data. While the evaluation team is not able to judge efficiency changes, it did not see a number of organizational changes which appear to contribute to improved organizational effectiveness.

At the level of individual organization units, the most important impact may be the improvements in financial management systems, with financial controller positions not established in two of the OPEX-assisted organizations and increasing attention to accountancy training throughout.

In the case of the Ministry of Cooperatives and Rural Development, the OPEXer task has been to assist a fundamental reorientation of purpose from essentially job-creating relief activities to a more developmental strategy using self-help construction and food-for-work to strengthen road systems and other development infrastructure. This task, only partially achieved, illustrates that before efficiency objectives can be pursued, it may be necessary to change effectiveness criteria.

Other organization impacts are more purely technical, such as the strengthening of testing systems and competencies for the National Curriculum Development Center which enable the organization to function with much more objective data. Other examples are the shaping of new courses and departments for the Lesotho Agriculture College and the National Teacher Training College, and the improvement of engineering project designs and contracting specifications for the roads project. NOTE: OPEXers have had mainly technical impacts, which is also true of other projects such as IAC, IHS and range management.

At the level of national systems and overall Ministry effectiveness, the impacts have been modest. The most important impact is in the area of manpower planning and personnel management. These functions have a long way to go -- e.g., there is still a lack of an adequate national manpower plan or training strategy for high-level manpower development. However, the capacities of the Cabinet Personnel, the Planning Unit of the Ministry of Planning, Employment and Economic Affairs, and the National Manpower Development Secretariat (NMS) appear substantially strengthened, in large part due to the return of about 10 individuals trained under SMD to key personnel policy, a revised pays system, the procedures for establishing new posts, and the financial guidelines for training are in place or in progress. NMS is now in a position to take a much stronger role in personnel needs assessment, placement and allocation of available training resources.

A remaining problem is that the ability of COL to develop manpower plans and allocate staff and training resources according to its priorities is a function of donor decisions on projects and training funds. The team encouraged NMS and other COL officials to take a stronger role in setting out COL priorities and in bringing about some coordination and coherence among donor-funded training. The suggestion was well received.

#### VI. PURPOSE ACCOMPLISHMENT

The log frame shows the Project purpose statement as "to reduce critical manpower constraints to development, mainly in the fields selected by the U.S. Congressional Mandate, while strengthening the public sector's institutional capability to meet the development needs of the country." The length and diffuseness of this statement illustrate the difficulty project designers must have experienced in fitting this Project into AID's standard framework. The indicators which are supposed to demonstrate achievement of purpose are difficult if not impossible to examine objectively.

Indicator one, "Increased numbers of nationals in positions of responsibility with substantive inputs into the planning, design and implementation of the Government's programs," seems on the surface to be fairly straightforward. However, no baseline numbers are available, and no definitions are offered for the terms used. We have made some arbitrary judgments as to what constitutes a "position of responsibility", and have made inquiries as to how many Basotho are currently in positions at those levels replacing expatriates.

The remaining indicators, "Maintenance of high-level operational efficiency of GOL offices with OPEX staff while counterparts are being trained to ultimately assume responsibilities," and "Improved GOL project preparation and planning capability for funding by AID and other donors," are, in our view, unmeasurable. We have questioned a number of informants to obtain their subjective views on these matters, but find no clear consensus to report.

Since a high level of efficiency has never been the hallmark of GOL ministries, it is unreasonable to assume that two year tours by a couple of dozen technicians would make a fundamental change in that situation. Our investigation does show that for the most part the technicians provided under this Project have been well thought of and have contributed to the efficiency of their institutions, while they were in place.

Our investigations have turned up a few instances of project proposals being prepared and funded during the course of this Project. However, in all cases this was the work of the OPEXer and does not reflect improved GOL capability in the area. Our concern is that this indicator is only rather remotely related to the Project. With few exceptions, the OPEX technicians are involved in work which has little to do with proposal preparation. The 1981 evaluation was quite optimistic about the likely achievement of purpose. We have no basic quarrel with their conclusions; we believe critical manpower constraints are being addressed, in areas highlighted by the Congressional Mandate, and that the public sector is stronger as a result of the Project's inputs.

The Project's goal statement is appropriate: "(To) increase the Government's capability and efficiency in planning, designing and implementing national economic and social development programs." This state of affairs would be the logical outcome of Project success, at least in those ministries and institutions benefitting from the return of qualified participants for whom the way has been paved by competent OPEX technicians. Measurement of goal achievement will not be possible during the life of Project; too many participants are either still studying or are so recently returned as to make it impossible to state with any certainty what their impact will be. However, if returned participants continue to remain in Lesotho, as indicated by our investigations, and to apply themselves to the country's problems, the effects will arguably accumulate into a creditable legacy for the Project's investment.

## VIII: UNPLANNED EFFECTS

1. Products produced by OPEXers include :
  - an improved information system for book supplies to primary schools;
  - an improved system for speedy processing of primary school exam results; and,
  - a textbook published for use in agricultural education.
2. Funding has been obtained by OPEXers from several donors for new activities unrelated to SMD.
3. Better accounting practices have led donors to choose the Ministry of Works as venue for new projects, as confidence in the system permits more advances and larger warrants. This example could well be followed by other ministries, and should be recognized as an important area for the Mission to consider for future funding of technical assistance and training.

## IX: LESSONS LEARNED

1. Training will take more time than estimated, especially in the hard sciences. If OPEXers are kept on to avoid discontinuities, the cost to the Project will be as much as \$10,000 per month per OPEX extension.
2. Placement of individual OPEXers in line positions within Ministries should not be expected to produce overall improvements in efficiency of Ministry operations, in the short or even medium run. Anticipated Project outputs should be geared to tangible contributions OPEXers can be expected to make.
3. OPEXers should not be expected to produce spin-off projects for funding by AID, unless design of such proposals is a clearly stated element of their job descriptions.
4. The linkage between OPEXers and their functional unit counterparts is not as close as was envisioned in the original Project document. Even though the Project's record is very good in terms of bringing participants back to work in Lesotho, they have often not moved directly into the OPEXer's position, and we have not seen evidence of participants stepping into reinforce and advance innovations or procedural changes initiated by the technicians. If this observation is correct, the Mission may not need to worry unduly about discontinuities. Instead, concentration could be placed on encouraging technicians to seek more direct means to assure that their system improvements are institutionalized. The result could be budgetary savings and possibly improved effectiveness.

5. This Project is viewed very favorably by the GOL, and they are strongly interested in having a similar project succeed the current activity. They will, however, press for a large proportion of the funds to be spent on training, rather than on OPEXers. The P.S. of Planning has suggested 75% of funds be allocated for training and 25% for technical assistance under a follow-on project.
6. Top -level Government officials will not take time away from their jobs for long-term training. Whether because of uncertainty regarding reinstatement, or simply because they are dedicated and overworked, they will require that other training options be created if they are to benefit from a follow-on project. If the Mission wants to reach people at the highest levels of the GOL, serious thought should be given to initiating new forms of training.
7. Satisfactory housing for OPEXers appears to be a necessary condition for ensuring good morale. Whereas housing was one of the major topics of the 1961 evaluation, it has barely been mentioned during our investigations.
8. Morale has been a minor part of our discussions with current OPEXers; their comments regarding dealings with the bureaucracy and backstopping from TransCentury and AID have been mild and generally quite positive. Perhaps this finding is more a consequence of most OPEXers having been in place for some time and having either worked out their problems or decided to live with them, than a result of dramatic improvements in conditions.
9. The GOL is interested in increasing the impact of OPEXers on Government procedures and practices. Mr. Nonyake, the P.S. of the Ministry of Planning, Employment and Economic Affairs, suggested an emphasis on training of trainers, instead of concentrating on the one or two persons who will follow the OPEXer in his position.

## X. RECOMMENDATIONS

NOTE: As the argument for most of the following is contained in the text, recommendations are made as bullet points, with elaboration only where one recommendation is contingent on another.

RECOMMENDATION 1: The SMD mechanism appears as important to the Mission as is the specific OPEX and participant training which is funded through the SMD Project, G32-CCC9. Whether or not additional funding is allocated to the Project, the Mission should explore ways to sustain a general purpose OPEX recruitment and participant trainee placement mechanism for the purpose of providing technical assistance and initiating training in advance of or as an alternative to contract Project management. NOTE: Maintenance of such a mechanism does not necessarily require maintenance of the current support contract with TransCentury and Phelps-Stokes.

RECOMMENDATION 2: The priorities for further OPEX assistance appear to be mainly in the areas of personnel management, financial management and perhaps manpower planning/needs assessment (though this might be most appropriately provided under the rubric of personnel management).

RECOMMENDATION 3: Post line position technical assistance needs in the sector to which the Mission is giving priority should be provided through the sectoral projects. There will continue to be needs, to which the Mission may want to respond, for technicians in line positions necessary either for project implementation or as substitutes for technical assistance projects. However, such OPEX placements should be justified separately from the more general SMD goals of improving public sector organizational effectiveness and efficiency. If a follow-on SMD project is developed, the Mission may wish to include the provision of technical assistance for selected technology transfer or system design purposes as a sub-goal.

RECOMMENDATION 4: Greater priority in training should be given to middle management and mid-career technical staff than has recently been the case.

### COROLLARY RECOMMENDATIONS:

With few exceptions, SMD training should be limited to individuals who have already served in the targeted organizational unit for at least two years, preferably more. This is likely to help ensure a degree of institutional loyalty, overcoming some of the weakness of the current bonding system. It is also likely to result in improved selection, with supervisors making better informed judgments of who among their staff would make best use of training, and in relatively more mature trainees with more precise insight to their training needs and career prospects.

With few exceptions, undergraduate training should be limited. Where individuals nominated for training have not completed a first degree or at least a substantial part of the course requirements for a first

degree, the preferred option is for them to obtain undergraduate training at MUL. The second option would be undergraduate enrollment in a third country university. The main exception would be for promising individuals already employed by a Ministry or other organization for several years, but who for one reason or another have not been able to complete a BA/BS.

RECOMMENDATION 5: For cost-effectiveness reasons as well as to focus SMD on more specific needs, more use should be made of short-term technical assistance and short-course training.

COLLARY RECOMMENDATIONS:

Relatively more use should be made of short-course professional training offered by U.S. universities, USG Departments, and professional organizations keyed to specific needs such as financial or personnel management, information systems or specialized technical fields (e.g., in engineering, health, communications). These are most appropriate for mid-level and senior personnel who cannot be spared for long periods and who in any case are not motivated by need for additional degrees.

Relatively more of the training should be offered in-country through IDI, LIPA, MUL, I/C or other training institutions. An appropriate and cost-effective use of OPEX personnel (including OPEXers with previous experience in Lesotho) may be short-term assignments for short courses, seminars and workshops.

RECOMMENDATION 6: Changes in the support arrangements both in the U.S. and locally are needed to enable SMD to respond to more specific needs more quickly, particularly if the recommendations to provide more TA on a short-term basis, to make greater use of short course training and to offer more training in-country are accepted.

SPECIFIC OPTIONS:

Expand the part-time local coordinator to a full-time position and increase the responsibilities to include liaison with MDS, the planning unit of MPELA and the supervisors of the organizational units to which OPEXers are assigned or from which trainees are drawn. NOTE: No recommendation is made for changes in the administrative support or liaison responsibilities vis-a-vis long-term OPEXers. It is appropriate that these individuals continue to function under contractual commitments as employees of the COL and that they not be treated by USAID as significantly different from other senior COL officials.

Formalize the criteria and administrative procedures for allocations of a local support fund. Alternatively, eliminate this fund. The impression that the fund is arbitrarily allocated may cause more problems and dissatisfaction than the allocations solve. The most

appropriate uses of such a fund would be for small grant support of local staff training activities, training materials or professional reference materials and similar inputs which are difficult to anticipate in the Project budget but which may be critical to the technology transfer objectives associated with OPEX placements. A suggestion is that requests for such support might most appropriately come through the supervisor rather than directly from the OPEXer.

There is need for facilitating the taking of the Graduate Record Exam (GRE), the Scholastic Aptitude Test (SAT), Test of English as a Foreign Language (TOEFL) and other qualification examinations locally. Facilitating these would be an appropriate role for the local coordinator and would be an appropriate use of SMD resources.

RECOMMENDATION 7: The contracts between the OPEXers and TransCentury and between the OPEXers and COL institutions or organizations should be reviewed for consistency with AID administrative requirements and the Project goals. In addition, every effort should be made to ensure that the support and benefits provisions are standard for all OPEXers. Finally, the Mission should examine carefully, with advice from NEDSO/CC or elsewhere as needed, the implications of narrowly drawn OPEX contracts which leave OPEXers exposed to master contract or AID administrative changes to which they are not a party, as well as acts-of-god and force majeure which could leave them marooned without financial, administrative or legal support. NOTE: The evaluation team members are not lawyers but raise these questions due to our confusion and uncertainty over how the contracts and support provisions might be interpreted under a variety of circumstances.

QUESTIONNAIRE FOR OPEX TECHNICIANS

I. GENERAL

1. Name \_\_\_\_\_ Title \_\_\_\_\_
2. Division/Department \_\_\_\_\_
3. Name/Title of Supervisor \_\_\_\_\_
4. Counterparts (In training /on job) \_\_\_\_\_
5. Time on Job \_\_\_\_\_
6. Previous job experience overseas, or in field of expertise:

II. JOB PERFORMANCE/SATISFACTION

The purpose of SAMDP is to strengthen public sector institutional capability to meet the development needs of Botswana. How does your job fit into this purpose?

1. What does OPEXer do? . What are his responsibilities?
  
2. How is this contributing to broader development objectives?  
(Interviewer must devise relevant lead questions based on understanding of this specific role.)
  
3. Has the scope/nature of the job altered since the OPEXer arrived?
  
4. What types of bureaucratic problems has he encountered which impede job effectiveness? Has he been able to improve on some of these problems? (Organizational efficiency is one measure of project success.)

5. Level of support he has from: a) his supervisor, b) the Ministry or Department, c) AID, d) Field Rep?
  
6. Aware of in-country training under this project? Long-term training for counterparts/colleagues?
  
7. Spin-off projects for other Donor funding?
  
8. Ability of proposed counterpart to replace OPEXer?
  
9. Is project preparation/planning part of the job? Will counterpart be able to handle this?

### III. ADMINISTRATIVE

1. Comments OPEXer may wish to make re recruitment, salary, problems with his contract, or problems relating to living in host country?
  
2. Any other comments/points to make in context his evaluation?
  
3. Any administrative details which he would like to see improved?

BASOTHO PARTICIPANTS TRAINED UNDER SAND AND SAAS PROJECTS

Name of Participant	Sex	PIO/P Number	Program	Institution	Departure Date
1. Walter RALITSOELE	M	0069 - 90660	Master of Business Admin	American University	8/80
2. Joel T. SEMOKO	M	90664	Master of Public Admin.	U, of So. California	8/80
3. Thabiso NGOZWANA	M	00610	B.S. Civil Engineering	S. Dakota Sch of Mines	8/80
4. Sixtus TOHLANG	M	00611	B.S. Civil Engineering	Delaware State College	8/80
5. Mampiti SEKAKE	F	00612	B.S. Architecture	Tuskegee Univer. Ala.	8/80
6. Mamolepa K. LEBOTSA	F	00613	B.S. Arch.	Howard University	8/80
7. Agnes MOTHIBELI	F	00619	M.S. Social & Econ Statist.	George W. University	8/80
8. Lucia MOKOAE	F	00615	B.S. Nursing Education	Univ of Botswana	8/80
9. Josephine LETEKA	F	00616	B.S. Nursing Education	Univ. of Botswana	8/80
10. Phyllis MOHLALA	F	00624	Cert. of Licensed Acct.	(in-country Trg)	8/80
11. David P. MOSEBO	M	00643	Ag. Planning Seminar	USDA Washington	10/80
12. Daniel MATEBESI	M	00647	M.S. Financial Management	Univ. of Rochester	12/80
13. Jacob MOSHABESHA	M	00648	Cert. W/Shop Mgmt	TSTI, WACO	2/81
14. Pusetso M. MAKOTOANE	M	00649	M.S. Financial Management	U. of Rochester	2/80
15. Lehlohonolo PELEPELE	M	00650	B.S. Water Resource Mgmt	Penn State Univ.	3/81
16. Phillip MAKEKA	M	00625	Master of Laws	Columbia University	8/80
17. Jerry M. PEKO	M	00632	M.S. Urban Planning	Rutgers University	8/79
18. Lietsiso MOHAPELOA	M	00658	M.S. Econ Planning	Univers. of Nairobi	1/80
19. 'Musi 'MATLI	M	00635	M.S. Agronomy	Texas Tech Un.	1/80
20. Teboho KITLELI	M	80653	B.S. Ag Edu/Extension	Raleigh State U.	4/76
21. Bataung LELEKA	M	0083- 80603	B.S. Mechanized Agric.	Oklahoma State U	1/78
22. Donald TSEKOA	M	80606	B.S. Civil Engineering	Syracuse Univ.	1/78
23. Thabang TSIETSI	M	80131	M.S. Economics	Middle Tenn State U.	5/79
24. Zacharia MOHAPELOA	M	80139	B.S. Agronomy	Texas Tech. Univ.	5/79
25. 'Malaba TLALE	M	80622	B.S. drafting	Piedmont Community College	6/79

Name of Participant	Sex	PIO/F Number	Program	Institution	Departure
51. LEPHOMA/TOLOFI	M	0083-90612	FP Mgmt	CEFFA Washington, D.C.	6/79
52. MALIENE/THAMAE	F	90613	FP Mgmt	FP Center, Chicago	6/79
53. Elias POTLOANE	M	90614	USDA Course	USDA	6/79
54. Ellen MANKHABA	F	90622	Women in Development Course	Washington D.C.	8/79
55. Q. M. MOJI	F	90623	Labor Policy Seminar	Washington, D.C.	7/79
56. Samson MATLANYANE	M	90637	WTI Seminar	WT Center N.Y.	0/79
57. Bells Morakeng	F	80147	Pers. Mgmt	Univ of Connecticut	9/79
58. Mokhele LIKATE	M	80132	M.A. Administration	So. Calif. State U	1/79
59. Mary Theresa MANYELI	F	80133	M.A. Education(Mathematics)	Columbia University	1/79
60. Joang MOLAPO	M	80633	Higher Education	Ball State University	9/79
61. Temperance LELOKA	F	80636	M.S. Health Education	UMASS	8/79
62. Lehlohonolo PHEKO	M	90606	M.S. Legislative Drafting & Taxation	Columbia University	8/79
63. Malefetsane NKHAHLE	M	90630	Housing Seminar	Washington, D.C.	11/79
64. Lebohang MOLAPO	M	90636	Manpower Planning Seminar	Wash DC	10/79

35

## ANNEX E

Basotho Students Studying Abroad 1/

<u>Country/Sponsor</u>	<u>No. of Students</u>	<u>Percentage</u>
United States	69	17.4
USAID 2/	(54)	
AFGRAD	(5)	
United Kingdom	67	16.9
ODA	(48)	
EEC	(15)	
Canada	56	14.1
CIDA	(49)	
Ireland (Government)	28	7.1
India (Government)	27	6.8
West Germany (Government)	25	6.3
USSR	24	6.0
Private	(13)	
Int. Civil Aviation Org.	(8)	
Government	(2)	
Australia/New Zealand	12	3.0
Other Western Europe	9	2.2
Eastern Europe	7	1.8
Africa	70	17.6
Kenya	(22)	
West Africa	(12)	
East & Southern Africa	(36)	
Egypt (Arab League)	3	0.8
TOTAL	397	100.0

1/ Source: National Manpower Development Secretariat, October 1980.

2/ Includes - from SMDP Project and 5 from LASA project.

ANNEX F  
LONG-TERM OPEX TECHNICIANS FUNDED UNDER SANDP

<u>Name/Position</u>	<u>Dates</u>	<u>Counterpart</u>	<u>Spin-Off Projects</u>	<u>Key Functions/Performance</u>
1. Kwaku Appiah/Manpower Planner, NMDS	11/79-11/81	Yes, but peripherally involved. Needs more than one.	None, not ready yet, and possibly not appropriate for Donor funding.	Conducting manpower survey for government, private and parastatal sectors; developing staff to handle survey related work and anal.
2. Donald Bostwick/Marketing Officer, MOA	9/80-9/82	Yes	No	Collecting and analyzing marketing data; developing a supply model for food grains to assess status of self-sufficiency.
3. Bodo Brathe, Financial Controller, Produce Marketing Corp. MOA.	5/79-5/81	Identified and trained left for private sector Worked with other staff on-job.	IFAD has designed \$4.8 m project based on AID's PNC Project Paper. Mr. Brathe worked closely with IFAD.	Financial Manager for marketing operations; kept operation afloat by careful buying/selling; streamlined staff, controls and procedures; introduced bid basis for sales; closed many loopholes; involved in all aspects of managing operation.
4. Carl Clewlow, Chief Organization & Methods Officer, Cabinet Personnel.	11/80-11/82	Yes, several in trg; also considerable on-job training.	No; not yet applicable.	Chief of 18 staff division; preparing establishments list against filled positions; developing organization charts as basis for manpower planning; developing control system for government equipment and purchases; developing forms, records and reports for centralizing control responsibilities in one office.
5. Clarence Czaia, Financial Controller Livestock - MOA	4/80-4/82	Yes, in training; also considerable on-job training.	No.	Improving financial and managerial operations of Livestock Services through numerous organizational/operational adjustments. Improving inventory control for drugs, vaccines etc.

<u>Name/Position</u>	<u>Dates</u>	<u>Counterpart</u>	<u>Spin-Off Projects</u>	<u>Key Functions/Performance</u>
6. William Ellis, Senior Project Officer Lesotho National Dev. Corporation (LNDC)	8/80-8/82	Yes, in training.	World Bank, European Invest- ment Bank and ADB finance projects developed by LNDC staff.	Working on numerous enterprises, both operations and project development; instrumental in sale of some unviable enterprises; promoting localization of tenancy in new supermarket; establishing new Real Estate Division.
7. Sam Hall, Architect, MOW.	6/80-6/82	5 Architects currently in training.	Yes, worked on donor-funded activities.	Developing construction plans for housing classrooms, police, other basic infrastru- ture, and technical training school, promoting passive solar for heat and water into own and others' designs.
8. Jeffrey Hendrich, Managing Director of Water & Sewerage Min. of Water, Energy and Mines.	6/80-6/82	None - too early only on-job trg.	Coordinates with several donors re water projects; seeks donor support thru Central Planning.	Manage 580-st aff Water Branch; improving efficiency of operations thru work force analysis; better buying techniques, trg, reducing deficit. Has support of Permanent Secretary and World Bank.
9. Edward Kim, Roads Engineer MOW	3/80-3/82	Yes; 4 in training one recently assigned.	Donor coordination and project preparation is key aspect of job.	Backstops road engineering and constructio activities of GOL, generally funded by don developed check-list for evaluation of design and construction tenders, bids and prequalification; standardized reporting; organizing library.
10. William Kugler Financial Controller Roads Branch- MOW	2/81-2/83	4 counterparts in trg; also on-job trg.	Not directly	Manage financial accounts for Roads Dept. Improving job knowledge and discipline in financial operation; introducing cost accounting to compare to private sector; introducing financial planning/control; developing training for entire staff.

<u>Name/Position</u>	<u>Dates</u>	<u>Counterpart</u>	<u>Spin-off Projects</u>	<u>Key Functions/Performance</u>
11. Richard Metcalf Housing Advisor Min of Interior	8/79-8/81	Yes: one in training one in-country scarcely involved, is busy with foreign travel etc.	Yes, implements World Bank project.	Developed GOL policy on housing for all civil servants, encouragingly abolition of most civil service housing; instrumental in transfer of Lesotho Finance Corp (for housing) to Ministry, encouraging reorienta- tion to middle class housing; implementing World Bank low class housing project.
12. David Ramer, Education Systems Analyst, NCE	12/80-12/82	4 counterparts in training.	No need - function will be institutionalized. Working with World Bank project.	Identified equipment and personnel require- ments for primary and secondary school surveys directories, and analysis; developed flow model to be applied; involved in procurement of computer.
13. Firouz Rooyani, Conservation Lecturer, Lesotho Ag College	3/81- 3/83	None; works with 3 Basotho lecturers in department.	Too soon	Teaches courses in conservation; supervising pilot project; expects to initiate pilot projects, research plots, etc in collaboration with MOA cooperative Division, assisting MOA with development of soil map.
14. Mir Sediq Chief Rural Roads Engineer Min of Rural Dev.	6/80-6/82	One in trg, another will go in Sept. Needs about 4 engineers to handle fully developed Rural Roads unit.	Developing a rural roads project (AID project didn't materialize.	Operates Rural Roads Dept with 166 rural roads under construction, develops and standardized designs including culverts; drafted socio- economic feasibility criteria- solicits conor assistance.
15. Henry Stepack Roads Engineer MOW.		Two engineers in trg.	No.	Responsible for design and planning and material testing laboratory.

W

<u>Name/Position</u>	<u>Dates</u>	<u>Counterpart</u>	<u>Spin-Off Projects</u>	<u>Key Functions/Performanc</u>
16. Gayani Tewari, Special Crops Officer, MOA	9/80-9/82	Yes: are in L/T trg are working with him and others on-job.	Involved with all donor activities related to crop production.	Involved in policy proposal on conservati (writing position paper for inter-minister committee); organized Ministerial Committ as mechanism to advise P.S.; handles crop-related problem including processing at district level; developing in-service training plan for entire Ministry.
17. Wayne West, Trg. Officer, Water & Sewerage, Min of Water, Energy & Mines	8/79-8/81	One counterpart in trg.	Not part of job; assisting donors in developing water standards.	Developed comprehensive training plan for 580 staff unit, incl. local training, trg BLS region and with S.A. suppliers; filled in for senior staff vacancies for special projects, etc, developed laborator for testing residues in water; assisted in development sewage standard laws.
18. William Frazier, Ag Curriculum Develop ment, National Teachers Training College.	4/81-4/83	One counterpart in training.		

UN

SOUTH AFRICAN MANPOWER DEVELOPMENT  
PROJECT

Annex G

OPEXER

1. BODO BRATHIE  
IIE - 1979-81 (April)  
Financial Controller  
PRODUCE MARKETING CORPORATION

2. KWEKU APPIAH  
IIE - 1979-81 (July)  
Manpower Planner  
National Manpower Development  
Secretariat

3. WAYNE WEST  
IIE - 79 -81 (August)  
Training Officer  
Ministry of Water, Energy  
and Mining.

LESOTHO FUNCTIONAL UNIT

- A. PHYLLIS MOHLALA  
Lesotho Center for  
Accounting Studies -  
Registered Acct. 12/79-12/8
- B. B.K. MOHAU  
Lesotho Center for  
Accounting Studies  
Registered Acct. Failed  
Trial Test?
- C. LIABOEA PIORORO  
Lesotho Center for  
Accounting Studies  
Registered Acct.
- A. THABANG TSIETSI  
M.S. Economics  
Middle Tennessee State Univ  
5/79 - 5/80 (OIT)
- B. MABOTSE LEROTHOLI  
M.S. Development Planning  
University of Pittsburgh  
1/80 - 5/81 - CPDO (OIT)
- C. NATHANIEL MOSHOESHOE  
B.S. Manpower Planning  
Utah State University 1/80-  
(OIT)
- D. MARGARET LEBONA  
M.A. Guidance Counseling  
North Carolina State Univ.  
8/80 - 8/81- (OIT)
- E. LEBOHANG MOLAPO  
U.S.D.L. Manpower Planning  
Seminar 10 - 11/79  
  
Mrs. QENEHELO MOJI  
U.S.D.L. Seminar on Eco..  
Distribution, Poverty and  
Development.  
  
LEHLOHONOLO PELEPELE  
B.S. Water Resources  
Management  
University of Penn. (OIT)

OPEXER

4. JEFF HENDRICH  
TC - 80-82  
Director - Water Branch  
Ministry of Water, Energy and  
Mining
  
5. RICHARD METCALF  
IIE 1979-81 (July)  
Housing Advisor  
Ministry of Interior
  
6. HENRY STEPACK  
IIE 1977-78  
TC 1979-81  
Senior Roads Engineer  
Ministry of Works, Roads Division
  
7. EDWARD KIM  
TC - 1980 - 82  
Roads Project Coord.  
Ministry of Works  
Roads Division
  
8. SAM HALL  
IIE 79-81  
Architect  
Ministry of Works

IASOTHO FUNCTIONAL UNIT

- A. JEREMIAH PEKO  
MS Urban Planning  
Virginia Polytech.  
University of Rutgers  
9/79 - May 1981 (OIT)
  
- B. TISETSO MATETE  
M.S. Housing Planning/  
Management, Cornell Univ  
8/81 - 8/83 (TC/PS)
  
- A. DONALD TSEKOA  
B.S. Civil Engineering  
Syracuse University  
1/78 - 5/82. (OIT)
  
- B. THABISO NGOZWANA  
B.S. Civil Engineer  
South Dakota School  
of Mines 8/80- 8/84  
(TC/PS)
  
- A. SIXTUS TOHLANG  
B.S. Civil Engineering  
Delaware State College  
8/80 - 8/84 (TC/PS)
  
- B. SYDNEY MATSEPE  
BS. Civil Engineering  
8/81 - 8/85 (TC/PS)
  
- C. PAUL MATETE  
B.S. Civil Engineering  
8/81 - 8/85 (TC/PS)
  
- D. MARTIN TIKISO  
Cert./Diploma Constru-  
ction Project Management  
Africa Placement TC/PS.  
8/81
  
- A. MOROMO MOHALE  
B.S. Architecture  
Southern University, LA.  
8/79 - (OIT)

OPEXER

9. (TC) - 81-83 BILL KUGLER,  
Financial Controller  
Ministry of Works  
Roads Division
10. C.J. CZAIA  
Financial Controller  
Livestock Division  
Ministry of Agriculture  
80 - 82 (TC/PS)
11. GAYARI TEWARI  
Crops Officer  
Ministry of Agriculture  
80 - 82 (TC/PS)

BASOTHO FUNCTIONAL UNIT

- B. MAMPITI SERAKE  
B.S. Architecture  
Tuskegee University 8/80-84  
(TC/PS)
- C. KATLEHO LEBOTSA  
B.S. Architecture  
Howard University 8/80-84  
(TC/PS)
- D. NAONI SIMATLANE  
B.S. Architecture  
8/81 - 85 (TC/PS)
- E. ANDREW TOMANE  
B.S. Architecture 8/81-85  
(TC/PS)
- A. MALEPETSANE MOHAFI  
MA Finance & Accounts  
8/81 - 83 (TC/PS)
- B. Ms. NTSAMAENG LENGOASA  
B.S. Financial Management  
8/81 - 84 (TC/PS)
- C. Daniel Matebesi - M.S.  
Financial Management  
University of Rochester  
12/80 - (TC/PS)
- D. PAUL S. MPOKO  
BS. Financial Management  
8/81 - 83 (TC/PS)
- A. P.M. MAKOTOANE  
MS Financial Management  
University of Rochester  
12/80 - (TC/PS)
- A. ERIC MOLISE  
M.S. AG. Crop Science  
Texas Tech. University  
8/76 - 6/79 (OIT)
- B. ERIC MOLISE  
USDA Seminar on AG  
Administration 6-8/81 (OIT)
- C. D. RAHLAD  
B.S. Agronomy  
8/81-85 - (TC/PS)

OPEXER

12. DON ROSTWICK  
Marketing Officer  
Ministry of Agriculture  
1980 - 82 (TC)

15. CARL GLENLOW  
Personnel Management  
Cabinet Personnel  
1980 - 82 (IIE)

14. MIR SEMIQ  
Roads Engineer  
Ministry of Rural Development  
& Cooperatives (TC) - 1980-81

BASOTHO FUNCTIONAL UNIT

A. ELIAS POTLOANE  
M.S. AG. Economics  
Oklahoma State University  
12/75 - 6/78 (OIT)

FSK- B. WINSTON NTSEKHE  
M.S. AG. Economics  
Washington State Univ.  
5/78 - 4/80

C. S. LEJAHIA  
B.S. AG Marketing  
8/81 -85 (TC/PS)

EASA- D. NOAHLOLI, MOTSAMAI,  
NCHAPI, PHOOFOLO,  
TUOANE, MAPETLA  
B.S. & M.S. AG Economics  
Colorado & Michagan  
State University

A. MOKHELE LIKATE  
MPA  
U. of Southern Calif.  
1/79 - 1/80 (OIT)

B. THOMAS KHALI  
B.S. Personnel Manage-  
ment University of  
Southern California 8/79 -  
8/83 (OIT)

C. NEHEMIA BERENG  
MPA  
University of Pittsburgh  
8/80 - 8/81 (OIT)

D. JOEL SEMOKO  
MPA  
University of South  
California 8/80-81 (TC/PS)

A. JACOB MOSHABESHA  
Dipl. Vehicle Workshop  
Management, Texas State  
1/81 - 1/82 (TC/PS)

B. RAYMOND MAHAMO  
B.S. Civil Engineering  
8/81 - 8/85 (TC/

OPEXER

15. WILLIAM ELLIS  
Real Estate Project  
Officer  
Lesotho National Development  
Corporation 1980 - 82 (TC)

16. DAVID RAMER  
Systems Analyst  
Planner  
Ministry of Education  
1980 - 82 (TC)

17. FIROUZ ROOYANI  
Conservation Lecturer  
Lesotho AG College  
MOA  
1981 - 83 (TC)

18. WILLIAM FRAZIER  
NTTC AG Curriculum  
Development Specialist  
Ministry of Education  
1981 - 83 (TC)

BASOTHO FUNCTIONAL UNIT

A. SALUKAZI MOLAPO  
M.A. Development Economics  
Williams College, Mass.  
6/78 - 6/79 (OIT)

B. MOSALA MAKEKA  
M.A. Law  
Columbia University  
8/80 - (OIT)

C. WALTER RALITSOELE  
MBA  
American University  
8/80 - (OIT)

D. BEATRICE DZINGWA  
MPA  
University of Hartford  
12/79 - 8/81 (OIT)

A. AGNES MOTHEBELI  
M.S. Social & Eco.  
Statistics  
George Washington & IPSC  
8/80 - 81 (TC/PS)

B. LITSEBE LEBALLO  
MS Computer data systems  
8/81 - 8/82 (TC/PS)

C. NAHA NKUEBE  
B.S. Computer Science  
8/81 - 83 (TC/PS)

D. KELEBONE NYOKONG  
M.S. Eco & Statistics  
George Washington Univ  
9/79 - 12/80 (OIT)

A. HENDRICK MOKUOANE  
B.S. AG Education  
Texas Tech. Univ.  
8/79 - 1/81 (OIT)