

PROJECT EVALUATION SUMMARY (PES) -- PART I

Report Symbol U-447

1. PROJECT TITLE Instructional Materials Resource Center			2. PROJECT NUMBER 632-0061	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>632-82-5</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. First PRO-AG or Equivalent FY <u>79</u>	B. Final Obligation Expected FY <u>83</u>	C. Final Input Delivery FY <u>84</u>	A. Total \$ <u>3,255,000</u>	From (month/yr.) <u>September 1, 1979</u>
			B. U.S. \$ <u>2,909,000</u>	To (month/yr.) <u>March, 1982</u>
			Date of Evaluation Review <u>March 11, 1982</u>	

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., airgram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
1. Prepare Grant amendment updating project workplan, staffing, organizational relationships, PACD, and training program.	USAID/L	July, 1982
2. Clarify position, and function of Director of NCDC and coordinator of IMRC as a further specification of MOE curriculum development policy.	MOE	Sept., 1982
3. Clarify working relations of NCDC subject panels, NTTC faculty, and IMRC staff.	MOE	Sept., 1982
4. Develop an information package describing services, capacities, and procedures of IMRC.	IMRC	July, 1982
5. Provide full Basotho staffing to IMRC.	GOL	August, 1982
6. Formalize mode of decision making and clarify role of advisors within IMRC.	IMRC	August, 1982
7. Establish discretionary fund under joint control of IMRC Director, Senior Project Advisor, and USAID/L for meeting worthwhile emergency and repair expenses not met by the GOL.	USAID/L	July, 1982
8. Establish revolving or similar fund to cover payment for IMRC production services	GOL	July, 1982
9. Design development plan for field testing and research and data storage and retrieval.	IMRC	Sept., 1982

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS			10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT	
<input type="checkbox"/> Project Paper	<input type="checkbox"/> Implementation Plan e.g., CPI Network	<input type="checkbox"/> Other (Specify)	A. <input type="checkbox"/> Continue Project Without Change	
<input checked="" type="checkbox"/> Financial Plan	<input type="checkbox"/> PIO/T	_____	B. <input type="checkbox"/> Change Project Design and/or	
<input checked="" type="checkbox"/> Logical Framework	<input type="checkbox"/> PIO/C	<input type="checkbox"/> Other (Specify)	<input checked="" type="checkbox"/> Change Implementation Plan	
<input checked="" type="checkbox"/> Project Agreement	<input type="checkbox"/> PIO/P	_____	C. <input type="checkbox"/> Discontinue Project	

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)		12. Mission/AID/W Office Director Approval	
Joseph P. Carney, Project Officer, USAID/L		Signature: <u>Byron Bahl</u>	
		Typed Name: <u>Byron H. Bahl, Acting Director</u>	
		Date: <u>6 July 1982</u>	

M I D - T E R M E V A L U A T I O N

of the

I N S T R U C T I O N A L M A T E R I A L S R E S O U R C E C E N T R E

(IMRC Phase II, 632-0061)

for

U S A I D / L E S O T H O

by

Timm A. Harris, REDSO/EA
Dr. Paul E. Watson, University of Pittsburgh

March, 1982

ACRONYMS

AID/L USAID, Lesotho Mission
AID/W USAID, Washington
GOL Government of Lesotho
IBRD International Bank for Reconstruction and
Development
IEMS Institute of Extra-Mural Studies
IMRC Instructional Materials Resource Centre
Inspectorate Division of the Ministry of Education, for
School Inspection
LDTC Lesotho Distance Teaching Centre
MOE Ministry of Education
MOF Ministry of Finance
NCC National Curriculum Committee
NCDC National Curriculum Development Centre
NTTC National Teachers Training College
NUL National University of Lesotho
PIL Project Implementation Letter, minor amendment
to the PROAG
PROAG Project Agreement, basic bilateral contractual
document
P.S. Permanent Secretary (Sr. Civil Servant in a Ministry)
Phase I
and
Phase II Portions of the USAID Instructional Materials
Resource Centre Project (632-0061)
SAMDP Southern African Manpower Development Project
SER/COM Services/Commodity (procurement) office at AID/W

I. INTRODUCTION

This evaluation of the Instructional Materials Resource Centre (IMRC) is being done at the mid-point of the USAID Phase II (632-0061) project assistance which spans the period from FY 1979 to FY 1983. The purposes of the evaluation are to provide a general overview of the current status of the IMRC, an analysis of the organization's focus and the direction in which it appears to be heading and some brief recommendations on how the institution might be strengthened and/or redirected. The total IMRC program is stressed, rather than the AID project per se. Therefore the Project Evaluation Summary format is followed in a separate document.

Little space has been used to review historical occurrences. It is assumed that readers are familiar with the IMRC and have read the Project Papers on Phases I and II, as well as previous evaluations. Past events and difficulties of the IMRC are only included in this evaluation where such events are significant to the present status or are necessary to explain the current situation. The contractor's (Project Advisors') report of December, 1981 is included as Appendix E.

The methodology used in collecting data and information for this report was: to review pertinent documents at AID/L, IMRC and the MOE; to interview senior personnel at IMRC, NTTC, NCDC, MOE, LDTC and AID/L; and to hold discussions with various representatives of the above institutions. This was done over a three week period in March, 1982.

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I. INTRODUCTION

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II. SUMMARY

This section is designed to provide an overview of the evaluation, stressing the more important events, issues and recommendations as perceived by the evaluation team. The section will have three headings (current status, major issues, recommendations), each divided into six or seven categories.

A. Current Status

This section will outline the information found in Section III. The stress is on the present situation and past events will only be mentioned if they are relevant to the current circumstances. It is assumed that the reader is familiar with the Instructional Materials Resource Centre (IMRC) and has already read the Phase II Project Paper and other pertinent documents.

1. Relationships --

The IMRC will become, on April 1, a part of the Inspectorate and will be headed by the Director of Curriculum. The Director also heads the National Curriculum Development Committee (NCDC). The IMRC will no longer be a part of the National Teachers Training College (NTTC). Day to day operations will be in the hands of the IMRC management with financial and managerial decisions made internally. It is expected that the IMRC will work much more closely with the NCDC and with curriculum development efforts.

2. Organization and Staffing --

The IMRC has a staff of three professionals and eleven technical workers. These are permanent staff assisted by four expatriate advisors. The permanent staffing complement is one-half of that required. The work flow and decisions made are formulated through a group consensus process. Major decisions are made by the advisors, Coordinator, professional staff and the Production Supervisor. The advisors have played the dominant role in decision-making. Training of staff has proceeded in-house, but long-term outside training has been curtailed because of a lack of staff available for training. Many staff members have been scheduled (eight) for training, but the manpower shortage at the IMRC won't permit long absences for training purposes.

3. Production and Services --

Printing jobs have increased greatly over the last two years, especially for clients other than the NTTC.

All clients have expressed satisfaction with the quality of workmanship and the prompt response to requests for assistance. Photocopying has remained at a high level since the acquisition of a new machine. Silk-screening operations have produced some 8,000 charts for use in primary schools. These charts were (and are being) designed by the IMRC and selected NTTC faculty. The designing of instructional materials has progressed slowly, due to shortages of personnel and the emphasis in the past on technical services, rather than efforts to initiate and create new materials. More design work has been done recently and a changing emphasis is apparent. Since the departure of the audio-visual consultant, little audio-visual work has been done. Shortages of personnel and expertise have been the major causes. A long-term audio-visual technical assistant/advisor is arriving in June to provide support for a period of two years.

4. Infrastructure --

This section outlines the status of all the "fixed assets" and facilities of the IMRC. The IMRC is in the process of relocating all offices and workshops to its new building, constructed under the USAID Grant. This move is more than one year late, delays being caused by changes in designs, procedures, by building errors and by some design mistakes. The townhouses being built for the IMRC are nearing completion, which should be accomplished in one to two months.

The production equipment, including machinery for printing, silk-screening, photocopying, audio-visuals and art work, are being provided by USAID and consumables used in production have been provided by the Government of Lesotho (GOL) through the NTTC. The IMRC owns no furniture and is using loans from the NTTC. Furniture, as well as production equipment, is on order (since May, 1981), but will not arrive for some months. Most fixtures are in place in the building, although several additions and changes have to be made. The IMRC owns a Toyota pickup truck and will soon take delivery of an Isuzu 4WD vehicle. The control and usage of these vehicles should now be in the hands of the IMRC.

5. USAID Phase II Project --

The USAID Project is not a separate entity from the IMRC per se, yet the Project is viewed in a somewhat

different context. Those elements controlled by USAID are reviewed in this section. The Phase II Project has placed four technical assistance advisors at the IMRC (Senior Advisor, Production Advisor, Instructional Materials Design Advisor and Graphic Arts Advisor). Two additional Advisors (Materials Design/Editor and Audio-Visual) will arrive in July and June respectively. These personnel are viewed as competent, hard-working, accepted by their colleagues and well-adjusted to Lesotho. The new arrivals have also worked in Lesotho recently.

The USAID funding for the IMRC totals U.S. \$3,381,000, of which U.S. \$2,360,894 has been obligated and U.S. \$1,654,805 has been disbursed. There have been no difficulties with timely funding and resources are adequate for project completion and for some project extensions as well.

The commodities (equipment, supplies, furniture, vehicles) to be secured through USAID funding have only been partially delivered. Major delays have occurred, caused by AID/W inadequacies and the contracting for services with an incompetent purchasing agency.

Training has been provided through the USAID Project for some eight staff, six long-term degree courses and two short-term technical courses. In-service training has taken place. Additional outside training has not been possible because of shortages of staff. There are not sufficient staff to go for training and to also perform the work required. Training seminars done by the IMRC staff and advisors are in the design phase and are contingent upon the work time available to do such seminars, as well as the normal work of the institution. Therefore both training programs will proceed only if the full staffing complement is reached.

B. Major Issues

This section will delineate problems, perceptions and issues of major significance. This will encompass Sections IV and part of V in a summary form.

1. Goals and Relationships --

The major goals of the IMRC have not changed, although where the institution fits in the MOE effort is not totally clear. The emphasis of effort is still on the

improvement of the educational program, with a focus on the improvement of instructional materials and curricula. This lack of clarity concerning the position in the MOE hierarchy is a major concern. The IMRC is (as of April 1) no longer a department of the NTTC. Therefore they are not managed by, supplied for, nor responsible to the NTTC. The IMRC will still assist the NTTC, but will be directing its own affairs to some extent.

That extent is not yet clear. The Director of Curriculum of the NCDC/IMRC will be the chief executive officer of the IMRC, but his functions and authority with the IMRC are not known.

The IMRC has been responsive to requests for service, without emphasizing its "design" capabilities. More efforts are being made to pursue a substantive input role in instructional materials design efforts.

2. Reorganization --

The separation, both geographic and in management, from the NTTC is necessitating some basic changes in the IMRC. Major concerns are the ability of the IMRC to manage its own purchasing and accounts, whether the institution will have its own budget and whether the IMRC will determine its own priorities on assistance efforts.

3. Production and Services --

This section of the report was hindered by the absence of an evaluator/expert in printing production and technical matters. An effort has been made to overcome this weakness, but more general observations and fewer specific points are made than might have been desired.

The major problem in the provision of various services, both in production and in consulting, has been the lack of personnel (trained and untrained). The "freezing" of vacant posts by GOL, the prior lack of interest by the GOL and the intransigence of governmental bodies have meant that the IMRC has been operating with one-half of its required staffing complement.

Although output in printing, photocopying and silk-screening has remained high, full staff complements

have meant higher production and increased assistance to clients for their design needs.

4. Infrastructure --

The infrastructure or USAID "commodities" at the IMRC include buildings, houses, equipment, furniture and vehicles. All these items are in the pipeline, and when delivered and installed, will be appropriate and adequate for the needs of the IMRC. Some new production equipment may be required within one year, but only if staffing levels are sufficient for full utilization.

Most equipment and furniture ordered through USAID Phase II assistance has not yet been delivered because of inadequate AID follow-up and the incompetence of the purchasing agent. This delay has not caused major disruptions because there has been a lack of staff to use the equipment and because of the delays in construction of the new building there has not been adequate space to house all equipment and furniture.

C. Recommendations

The recommendations have been divided into the following sections: Relationships, Staffing, Training, Finance, Production and Services, Commodities and Instructional Materials Testing and Research. For full details refer to Section V.

1. Relationships --

a. AID/L should prepare a Project Implementation Letter (PIL) which updates portions of the Phase II Project Paper, namely those portions which should reflect the changed position of the IMRC within the MOE, changes in staff positions required, both permanent and advisory, a new time line projection reflecting the realities of the situation and a re-statement of certain items in the PP logical framework.

b. The GOL/MOE should be encouraged by AID/L and the IMRC to clarify the role and position of the IMRC.

c. AID/L should consider extending the assistance to the IMRC beyond the project completion date, if the staffing complement and budgetary needs are met by the GOL. This extension would include advisory and financial assistance.

d. The IMRC should begin to develop an information package describing its technical capabilities, design consultant services and procedures for securing assistance.

2. Staffing --

a. AID/L should strongly pursue the issue of compliance by the GOL in providing the required staff to the IMRC, at the highest level with Cabinet Personnel (Prime Minister's Office), Ministry of Finance (MOF) and MOE.

b. The MOE should also strongly pursue the matter of securing the required personnel for full operations, assisted by the IMRC.

c. If these efforts (a and b) are not successful within this fiscal year, it is recommended that USAID withdraw most, if not all, of its financial and advisory support of the IMRC.

d. The IMRC should formalize its consensual mode of decision-making and clarify the responsibilities of the technical assistance advisors.

3. Training --

a. Even if full staff complement is available, long-term training for Phase II by AID/L should not begin for any participant beyond January, 1983.

b. The IMRC should formalize its in-house training program for future replication and refinement.

c. Assuming a full and qualified staff, the IMRC should begin to design, organize and conduct workshops for clients in curriculum content, field trials, uses of the IMRC staff and facilities and design of instructional materials.

4. Finance --

a. Assuming that USAID is continuing assistance to the IMRC, AID/L should provide a discretionary fund for the use of meeting worthwhile emergency and repair expense not met by the GOL. This fund should be for about \$30,000 and be available upon the signature of the Senior Advisor and the AID/L Project Officer.

b. The MOE should formalize the IMRC budget and should insist that either the MOF provide a permanent accountant to the IMRC to design and operate all accounts or allow the IMRC to hire a person capable of doing this work.

5. Production and Services --

a. The IMRC should establish a formal policy on the selection process for work to be done and procedures to be followed.

b. AID/L should consider the purchase of additional production (printing) equipment before the end of Phase II, if the full staff complement is in place, if funds are available, if the work load warrants expansion of capabilities and if old machinery is worn out.

6. Commodities --

a. It is recommended that AID/L deal directly with any purchasing agent and depend on SER/COM as little as possible. AID/L should actively monitor progress of any PIO/C on a bi-weekly basis by direct communication. AID/L, as a smaller mission, should utilize the services of the AID Supply Management Office in Zimbabwe.

b. It is recommended that AID/L use commodity purchase waivers when designing projects similar to the MIRC in commodity procurement and allow the concerned institution and/or advisors to do the purchasing.

7. Instructional Materials Testing and Research --

a. The IMRC should design a development plan for field testing and research. Such a plan should include a permanent unit assisted by an advisory group made up of key curriculum-oriented MOE departments.

b. The permanent field testing/research unit should, through the advisory group, conduct a survey of data storage and retrieval capability available for research use. The advisory group should locate experts and interested persons to work with the permanent unit. A consultant(s) should be selected to work with this unit and advisory group over a long period of time, perhaps one - two months total per year for five years.

III. CURRENT STATUS

This section will concentrate on the present situation at the IMRC (without reference to particular viewpoints) on factual matters such as staffing levels, funding levels, training performed, production outputs and current infrastructure. Reference to historical happenings will be kept to a minimum and only mentioned if they influence the current operations.

A. Relationships and the IMRC's Role

1. National Teachers Training College (NTTC) and the National Curriculum Development Committee (NCDC) --
On April 1, 1982, IMRC will no longer be considered a Department of the NTTC and will be administratively part of the MOE Inspectorate which includes the Inspectorate Section and the NCDC. The senior management person in the Inspectorate will be the Director of Curriculum, overseeing the NCDC and IMRC. The Ministry of Education has stated that operationally, budgetarily and administratively the NTTC will have no oversight or decisional control over the IMRC. It is expected that the IMRC will continue to support the NTTC with instructional material design and production.

Although the IMRC will now be directed by the (Acting) Director of Curriculum, day to day operations have been nominally in the hands of the IMRC Coordinator and his staff. The IMRC and NCDC are expected to maintain a leadership role in the continuing development of curriculum formulation and design of various instructional materials.

Budgetary control and operations will be performed by IMRC itself as a part of the Inspectorate. These functions had been performed by the NTTC. Financial records and books are to be maintained. It has been stated by the MOE and the Ministry of Finance (MOF) that an accountant from the MOF will be seconded to the IMRC on or about April 1, 1982.

2. MOE Administration and the Government of Lesotho (GOL) --

The IMRC will continue to be responsible to the MOE through the Principal Education Officer (PEO), the Permanent Secretary (P.S.) and the Minister of Education. All communications to the MOE continue to be channeled through the P.S. and disseminated at his discretion. This includes any correspondence to other portions of the GOL, unless such correspondence is in response to

some communication made directly to the IMRC (in which case a copy of the response is sent to the P.S.).

Goals and objectives of the IMRC have been made with the approval of the MOE (and GOL) and any major changes can only be made with MOE and GOL concurrence.

B. Organization and Staffing

Although there have been changes since the inception of IMRC, there has never been a full complement of permanent staff. Only in the provision of technical assistance have the full needs of the centre been met.

1. Chain of Command and Workflow --

At the present time IMRC has four permanent professional staff and eleven technical personnel. One professional staff member will be lost when IMRC is relocated at the newly constructed facilities. There are four expatriate advisors (and two additional to join within four months) currently working at IMRC. (See the chart in Appendix A).

The chain of command, as currently perceived, is very flexible and highly dependent on the nature of the work to be performed in a given instance. For major policy issues, decisions have been made by the Coordinator, the Senior Project Advisor and MOE officials (possibly other advisors as well). Production issues have been decided by the Coordinator and Project Advisors in most cases. The true role of the advisors has not been clarified, but they have de facto played the major managerial role in all key decisions made. On a particular piece of work to be performed, decisions are made in concert by advisors, professional staff and technical staff. This concerted approach is evident in the production of most output.

Requests for assistance from NTTC and other institutions may take many forms. The work flow will vary depending on the nature of assistance. Such assistance can be for: 1. photocopies, 2. re-runs of printing jobs, 3. simple printing jobs, 4. specialist material, 5. design of a particular piece of instructional material, and 6. IMRC generated material. Requests for assistance will vary greatly and the responses to such requests also vary widely. For requests requiring duplication of previous work and simple printing jobs,

decisions are made by the production supervisor, unless the volume is great. Given a large size production run requirement, decisions and priorities will be determined by the Coordinator, Senior Advisor and Production Advisor. All other jobs (4,5, and 6) are planned and executed by the advisors and IMRC professional staff.

The requests for assistance may come at an institutional level, from a particular department or from an individual in IMRC or to the institution as a whole. Generally the Production Supervisor will circulate requests to the appropriate person or section, as will an individual receiving a request. A request may therefore be circulated to the art section, design, audio-visual or to production. The IMRC has recently designed a work order form and now logs all work requests in a master work order file.

2. Staffing Complement --

In initial project design efforts, as shown in the Phase I and II Project Papers, the staffing requirements were given in some detail. These requirements were also spelled out in the U.S. - Lesotho bilateral Project Agreements. In Phase II it was agreed that the IMRC permanent staff would be increased (by 1980) to twenty-one (21), six professional staff and fifteen technical staff (P.O., pages 11-12). Additionally it has been agreed that cleaners and security staff (these are called office assistants) would also be needed when IMRC is relocated in the new facilities.

The MOE has agreed to a further increase in these complements and has submitted its budgetary requests (shown in Appendix F under MOE budget submittal for IMRC personnel). This request shows a further increase of required personnel by five, for twenty-six professional and technical staff. As stated previously, at the present time IMRC has only fourteen staff members (the Audio-Visual supervisor is remaining at NTTC).

3. Training --

Under the training program for IMRC and NTTC staff, six people have received long-term training, one person is undergoing long-term training and two technical staff have received short-term training. Of six people to have received long-term training (Bachelors or Masters Degrees), three are lecturers at NTTC, one is the Acting Director of Curriculum and the two IMRC staff trained are serving as Coordinator and Instructional Materials Designer (see Appendix B).

Seven staff members are scheduled for long-term degree training starting in 1982, yet four of those positions are currently vacant. Applications have not

yet been submitted for the three staff members scheduled. Nine technical staff positions are scheduled for short-term training (1 week to 6 months) during 1982 and 1983. Four of those positions are now vacant. On-going in-service training for all staff is continuing and is being carried out by the various project advisors. Formal programs are being done in the graphic arts section and in printing.

C. Production and Services

This section has been divided into certain functional categories for convenience. These categories overlap in most cases and are very general in scope. Prior analyses, evaluations and reports have not included output figures and those given have been consolidated from records provided by the IMRC staff. The production categories used in this evaluation are: printing, photocopying, silk-screening, designing of instructional materials and audio-visual tasks.

1. Printing --

Printing jobs for NTTC, as logged by the IMRC, have totalled nearly 2,000 separate tasks since April, 1980 (see Appendix C). For FY 80 - FY 81, the monthly average was 143, with 476 sheets average per job. In FY 81 - FY 82 (through January) the monthly average was 106, with 656 sheets average per job. Overall sheet output has increased only slightly. Examination printing for NTTC totalled 172 from 11/80 - 12/81, with an average of 120 copies of nine pages each being produced for the various departments. Printing jobs for non-NTTC clients showed greater increases over time, the majority being done for NUL, NCDC and the MOE Administration. A total of 94 separate printing jobs were logged for the period of 1/80 - 3/82. Fifteen different clients were served during this period. The number of sheets done in each printing job is not known.

2. Photocopying --

The number of photocopies done by the IMRC has increased greatly since procurement of a new photocopy machine in 1980. In 10/80 - 3/81, 25,496 separate photocopies were made, for a monthly average of 4,250. From 4/81 - 1/82, 40,981 copies were made, a monthly average of 4,100 copies (see Appendix C). The great bulk of these copies were made for NTTC.

3. Silk-Screening --

The IMRC is the second GOL entity capable of doing silk-screening operations. The silk-screening apparatus has been used to produce original charts used in primary schools around the country. Charts have been designed

by IMRC and NTTC staff on science, math, mapping and general educational subjects. Fifteen different charts have been designed and produced and over 8,000 copies have been distributed so far in Lesotho. Additional charts are being designed and should enter production soon.

4. Designing Instructional Materials --

Design input by IMRC into printing and other operations has been difficult to put in quantifiable terms. It is estimated that IMRC design input has been made in roughly one-quarter of the printing work for NTTC and one-half of the printing jobs done for other clients. This input could be simple editing or complex organization and substantive changes in output. The silk-screen charts were designed by IMRC in collaboration with certain NTTC faculty members. The absence of trained IMRC instructional materials designers has limited the input the institution has been able to provide up to this time.

5. Audio-Visual Tasks --

The audio-visual (film, sound, video tapes, photography) work done by IMRC has been limited because of a lack of trained staff and a lack of equipment. Output has consisted of some slide presentations, sound films, video tapes and photographs for some of the printing done. These jobs have not been logged and no real record kept on them. The only known list was included in the Audio-Visual consultant's report of 23 June 1981.

D. Infrastructure

This section includes the status of all physical facilities and assets in the IMRC, divided into the following categories: buildings, production equipment, furniture and fixtures, and vehicles.

1. Buildings --

IMRC has just taken possession of the new office and production building (built through the USAID Grant) during the evaluation period. Handing over by the construction contractor was done on March 23 and moving in is still taking place. Two of the townhouses (also built through the USAID Grant) have been completed and one has been taken over by the IMRC. The additional three townhouses should be completed within the next three to six weeks.

2. Production Equipment --

This category includes all machinery and consumables used in production. All major equipment is provided for under the USAID Grant and consumables have been provided by the GOL through the NTTC. The equipment now in possession of the IMRC is shown in Appendix D. Most of these items were purchased under Phase I of the USAID Project. In addition to the production equipment purchased under Phase I, hand and power tools have been purchased under Phase II funding.

Miscellaneous office and audio-visual equipment have been on order since May, 1981. The purchasing agent(s) has not yet purchased the equipment and no shipments have yet been made.

Two printing machines and other production equipment are now out of order. Repairs of existing equipment have been delayed because of a lack of funds from the NTTC to pay for such work.

3. Furniture and Fixtures --

The IMRC owns no furniture at the present time. All furniture being used is the property of NTTC and on-loan to the IMRC until such time as their own furniture arrives. Furniture was ordered in May, 1981, but the purchasing agent(s) has yet to procure or ship the furniture. This furniture is to be used in the new building for offices and work shops.

Most fixtures are in place in the new building, and although some additions and alterations will be made, the building is operational and available for use. Only the slippery glazed tile floor constitutes a real safety hazard. As the IMRC is in the process of relocation in the new building, the full status won't be known until that relocation effort is complete.

4. Vehicles --

The IMRC, under Phase I of the USAID Project, purchased a Toyota pickup (1979). This vehicle has been managed by NTTC and has been used by both the IMRC and NTTC. Its usage will be determined by the IMRC once relocation and the transfer to the Inspectorate has taken place.

Under Phase II, an additional vehicle has been ordered (in 1981). This is an Isuzu Trooper 4WD "Jeep"-like vehicle and its arrival is expected momentarily.

E. USAID Phase II Project

Although all elements of the Phase II project overlap with those of the IMRC, they have been separated in this section. As the implementing agency is USAID (and not the GOL), the project is viewed in a different context and therefore reviewed as a distinct entity. Where an "overlap" with the overall program is most apparent, the status report will be highly summary in nature.

1. Personnel --

Although there have been delays in securing the services of qualified advisors, currently four advisors are assisting the IMRC. They are the Senior Advisor, Instructional Materials Design Advisor, Production Advisor and Graphic Arts Advisor. The services of two additional advisors (Audio-Visual Advisor and an Instructional Designer/Editor) have been secured and the contracted individuals will be arriving in June and July respectively. Current advisory staff contracts will be renewed as required to complete the Phase II timeframe.

2. Funding --

Under Phases I and II a total of U.S. \$3,381,000 is granted for the life of project. According to the Controller's figures (AID/L), as of 3/82 obligations totalled U.S. \$2,360,894. Expenditures totalled U.S. \$1,654,805, with U.S. \$706,089 in the pipeline (see Appendix F). This means there are U.S. \$1,020,106 in funds not yet obligated and available for new activity or project extension.

3. Commodities --

Under Phases I and II a large number of items were to be procured (see Appendix D). Procurement has not been completed, as the bulk of furniture, office equipment and audio-visual equipment have yet to be procured and shipped. Orders were placed in May, 1981, but have not been processed by the procurement agent(s).

Major production equipment has been secured (during 1979 and 1980). An additional order for production equipment will probably be made during 1982.

4. Training --

As shown under Section III B3, long-term training has been provided for six people through the project and short-term training has been secured for two staff

members. There have been significant delays in long-term training for numerous staff members, caused by a lack of staff at the IMRC and a reluctance to send essential staff abroad without some back-up manpower.

NTTC staff who have received training under Phases I and II have not been available to assist at the IMRC in the preparation of instructional materials because of a lack of direction and also the heavy workload encountered at the NTTC has made it difficult for teachers to assist, even if incentives were present.

IV. PERCEPTIONS AND PROBLEMS

This section will review the perceptions (on various issues) made by concerned individuals and institutions and the impact of such perceptions on operations. Major problems that are currently being encountered will also be identified and explained in this section. The evaluation team's own perceptions (conclusions) will be found in Section V.

A. Goals and Objectives

The overall goal of the IMRC remains consistent from the institution's inception to the present. This goal, expressed by the USAID Project and by the GOL through the IMRC, is "to assist the Government of Lesotho, Ministry of Education in developing an improved educational program for both primary and secondary levels..." That assistance was to be focused on the improvement of instructional materials and curricula. This focus is generally agreed upon and understood by the Project advisors, GOL officials, USAID personnel and IMRC professional staff.

The USAID Project is not perceived as having the development of curricula (the organization of course content) as its goal, but rather the assistance with the preparation of instructional materials used in the curriculum and instructional process. This perception is shared by most informant groups (NCDC, NTTC, MOE Administration) although the IMRC's exact position or location in the curriculum development hierarchy has not yet been formulated.

The purposes of the IMRC are undergoing a number of changes. Until now the IMRC has been seen as a department of NTTC, used to "develop instructional materials and curricula" for teacher training and, with others, develop materials for the schools for trial through NTTC intern and inservice networks". This productive scope has been broadening for some time and, as of April 1, 1982, IMRC will not be operating as a department of NTTC, but will serve NTTC and a number of other clients as well.

The IMRC staff had adapted a strategy of responsive service to NTTC and other agencies of the MOE. This strategy was somewhat restrictive and has been technical rather than creative (printing and simple copying). IMRC has not aggressively pursued "salesmanship" of its capability of doing improved instructional materials design, but rather has created a place for itself as a skilled, quick and reliable printing operation. Yet, more and more, IMRC

has helped clients to design their instructional materials. This change has not been immediately apparent in clients' responses to the question "what has IMRC done for you?", but it is apparent to clients when the nature of IRMC assistance is probed into and more precise detail requested. IMRC has felt that a technically responsive strategy has been essential to MOE acceptance of the institution. From this base more substantive relationships to clients have been fostered. In very practical terms this strategy has also been required, as IMRC has not had (nor does it have) the full complement of qualified staff needed to support a full range of assistance in instructional materials design.

B. Reorganization

The IRMC is to be placed under the Inspectorate Program, with command being placed in the hands of the Director of Curriculum. This change, due April 1, may have many profound effects.

1. Chains of Command --

The direction of the IMRC will soon be led by the Director of Curriculum (who, incidentally, was the previous IMRC Coordinator). The IMRC will no longer be under the NTTC and is expected to do less NTTC work (especially of an emergency, rush nature) and be more responsive to other MOE programs. Principal among these programs are the NCDC and NCC, where it is expected that the IMRC will be assisting with the design and prototype production of new instructional materials, as well as the Textbook Supply Program.

The present chain of command within IMRC is not clear, as the IMRC Coordinator appears often to take a role of a lesser participant to that of the Project advisors. This is perceived by officials in the MOE and the NTTC and is understandable, as the Coordinator has only recently assumed his position. Many decisions are made in a consensual mode, by the professional staff and advisors, rather than in a hierarchical fashion. This mode has served well, but consideration should be made of its future applicability and whether procedures can be formalized to strengthen readiness of Bosotho staff to assume full management.

The duties and position of the IMRC under the new Director of Curriculum have not been spelled out in any detail. The authority of the advisors in the new admin-

istrative arrangement has also not been officially clarified, and since they constitute one-quarter of the staff, the issue could become significant.

2. Responsibilities --

The lack of clarity in the roles of various major personnel in the IMRC has led to confusion as to the responsibilities and authority of some people. The perceptions of the MOE Administration and many others differ greatly on the roles of various IMRC staff, i.e., that the responsibility of the advisors in some functional areas is not well understood. Some brief recommendations will be made in the following section regarding this lack of clarity.

3. Budget --

As stated in Section II A1, budget control and operations are to be performed by the IMRC. Yet there is no authorized budget to date, the IMRC has not established a system, the IMRC has no accounting/bookkeeping staff, no buying (or selling) system or operation has been established and the MOE and MOF have failed to assist with creating the necessary capability with the IMRC.

The budget request as submitted by the IMRC for FY 1982 - FY 1983 (shown in Appendix F) was reduced drastically by the MOE. Personnel emoluments were reduced from M 106,734 to M 100,442. No capital budget was submitted. Operating expenses were reduced from M 88,524 to M 46,000. This reduction of M 48,816 is 25% of the total submittal.

The Ministry of Finance did not react to the budget submittal of the MOE for the IMRC, but for the entire Inspectorate only. The Inspectorate, (including the Inspectorate Department) the NCDC and the IMRC, was allocated M 920,130 for FY 1982 - FY 1983. This constitutes a cut of M 246,384 from the MOE budget submittal. Personnel emoluments were cut M 220,584 and operating expenses were cut M 25,800. No explanation for the cuts has yet been made nor has the separation of funds for the three institutions been made.

C. Production and Services

The perceptions and problems in production have been grouped in the subheadings as given in Section III C. The

absence of a technical (production) expert on the evaluation team has limited the scope of this section of the report and some problems may have been overlooked and no subsequent conclusions reached.

1. Printing --

Output in printing has been limited by the lack of technical personnel, lack of funds for repair of machinery and periodic shortages of input supplies. It has been indicated that additional machinery will be ordered when staff levels rise. It has been projected that production will not be able to meet demand, even with additional staff and equipment and that a certain selectivity will be required. Those factors which have historically limited printing production are seen as major problem areas, i.e., funding, inputs, staff shortages and printing job selectivity. The lack of personnel also should preclude any consideration at this time of a consolidation of printing functions of the Exams Council, LDTC, NUL or other MOE Departments.

2. Photocopying --

There has been a great demand for photocopying services. The problems have been staff to operate the machinery and supplies needed to make copies. An additional photocopy machine will be ordered when staff is available to operate it.

3. Silk-Screening --

There has been a tremendous demand for additional charts, both for those already designed and also for new material. Again the major constraint has been the lack of staff. The procurement of additional silk screening equipment has been planned, contingent on staff increases.

4. Designing Instructional Materials --

The perception of many individuals within the large groups of IMRC institutional clients as to the capabilities of the IMRC has varied greatly. This perception has depended upon the type of assistance offered by IMRC to that client. This diversity of perceptions has limited the requests for assistance in the design of instructional materials, as individuals have frequently not been aware that the IMRC was and is capable of providing that type of assistance.

This lack of perception, limited requests and shortages of staff have lessened the IMRC's input in design efforts. This perception has been slowly changing. A continuing increase in design work is fundamental to the achievement of one of the IMRC's purposes, but is contingent upon the availability of qualified staff to carry out such design work load increases.

5. Audio-Visual Tasks --

In this context "audio-visual tasks" refers to film, sound, video tape and photographic aids. There are no records of output by this division, except during a period of consultancy in 1980 - 1981. The bulk of the audio-visual equipment (ordered in May, 1981) has not yet been procured or shipped. There is only one permanent staff member (audio-visual assistant technician) but additional staff are scheduled for hiring and a long-term advisor is due to arrive in June, 1982. The major problems faced are the non-arrival of commodities ordered and the lack of trained personnel. There are orders for assistance in the production of films and video tapes from the MOE, Ministry of Agriculture, Food and Nutrition Coordinating Office, Office of Information and Ministry of Health.

D. Infrastructure

The infrastructure is categorized in this evaluation as the buildings and houses, production equipment, furniture and fixtures and vehicles. Many of the difficulties encountered have been resolved, but other still remain. As USAID has been the organization which has or will provide most of the infrastructure inputs, most issues concern that organization.

During the performance of the evaluation, the IMRC took possession of the new office and production facility. There have been numerous delays in the construction and significant modifications in the building itself, but possession has been accomplished. One townhouse built under the Project has been occupied by an advisor and the others (three) should be completed by the end of April, 1982.

Production equipment purchased under Phase I and some items purchased locally under Phase II of the USAID have been delivered and are in use. Major items ordered under Phase II as audio-visual equipment have not yet been purchased (although ordered over 10 months ago). Graphic arts equipment, a photocopy machine, office equipment and silk-screen printing equipment were also ordered 10 months ago, but have

not yet been purchased. This delay has been caused, in large part, by the non-performance of the purchasing agent and the lack of follow-up by SER/COM in AID/W. These delays have limited output and services.

No furniture has yet been delivered, although ordered 10 months ago. The NTTC has expressed a willingness to loan office and workshop furniture to the IMRC until the ordered articles arrive. Given the delays encountered, it is unlikely that all furniture will arrive within the next four months. Major fixtures in the new building are in place, although there have been complaints about placement and design (see the contractor's Progress Report, Appendix E, pp 17-18).

The IMRC has had considerable difficulty with its own vehicle usage, as the control has been in the hands of NTTC. This problem should be resolved with the relocation of all IMRC assets, although certain budgetary problems involved with vehicle operations may still exist (see Section V D). A new vehicle has been procured, and has been shipped and is in transit. These two vehicles are to be operated and controlled by the IMRC. A motorcycle (Yamaha) has also been purchased and is in transit and should also be used and controlled exclusively by the IMRC.

E. USAID Phase II Project

This section on perceptions and problems concerning the USAID inputs into IMRC will be divided into the sections Personnel, Funding, Commodities and Training. USAID was the major initiator and designer of the IMRC and has been responsible for most of the external inputs made in the insitution, both in commodities, training and advisory personnel.

1. Personnel --

Under the USAID Project, qualified personnel have been provided in a timely fashion through New Transcentury Corporation, the contractor. All contracted personnel have performed their duties well, have greatly enhanced the capabilities of the IMRC and have been essential ingredients in the progress achieved.

AID/L staff have shown a lively, concerned interest in the project and in the IMRC as a whole. They have provided support in discussions and communications with the GOL about the IMRC and have tried to help with the difficulties encountered with securing needed commodities. Yet assistance has been given on an ad hoc basis and cer-

tain pressing issues have not been pursued as vigorously as they could have been. Compliance on the part of the GOL for certain agreed-upon actions has not been followed up substantially and pressure has not been put to bear on the GOL in terms of staffing of the IMRC and certain duties of people trained through the project (such as NTTC instructors).

2. Funding --

Funding of the IMRC project by USAID has not been a problem. Payments have been made on time, a budgetary flexibility has been demonstrated where it was warranted and no complaints have been registered in terms of USAID funding.

Funding of new personnel (local staff) by the GOL has been a major problem. Positions created for new staff have not been funded and the IMRC has been greatly limited in its ability to operate and expand its services as a consequence. The responsibility for this non-action lies with the Cabinet Personnel and with the Ministry of Finance. Non-compliance with the U.S. - Lesotho bilateral agreement has been a major stumbling block in the progress of the IMRC.

3. Commodities --

As mentioned previously, USAID through SER/COM in AID/W has been very inefficient in following up and monitoring the progress of the purchase of commodities. When it was realized that an unreliable, inefficient purchasing agent had been hired to secure commodities for the IMRC project, SER/COM should have either changed contractors immediately or at least pursued compliance vigorously with that contractor.

The commodities that are now in use have been used fully and to apparent good effect. They have not been kept in good repair and no spare parts were ordered as part of the purchase of equipment. The equipment purchased and on order appears to be appropriate for the needs of the IMRC and its clients and suitable to the Lesothan situation.

4. Training --

The training program for the IMRC staff and NTTC teachers has proceeded as well as might be expected. Most senior staff have received training and some tech-

nical outside training has been provided. In-service training in printing and graphic arts is continuing on a regular basis. A training schedule has been proposed, but has not been updated.

Yet the training program as proposed cannot be fulfilled. The lack of personnel has precluded further training at this time, at least from within the ranks of the IMRC staff. There are nine different training assignments for personnel not yet on the staff of the IMRC. The scarcity of replacement backstopping staff makes it very difficult to send the few staff that there are for training. Again the crux of the problem is the incomplete staffing complement at the IMRC.

The IMRC could also supply training courses in certain materials to selected people from other institutions in the GOL or even private organizations. No such training program has been devised or implemented to date. Such a program would cover basic design and layout, use of audio-visuals in education, printing capabilities and any other services in which the IMRC staff could help train personnel.

V. ISSUES AND RECOMMENDATIONS

In order to provide a background for recommendations to the IMRC, we have attempted to identify the issues within which perceptions, expectations, and actual behaviors might be judged. The issues noted are not mutually exclusive but may be useful to help focus both policy and implementation attention.

The issues identified for particular attention are:

- A. IMRC Relationships - Political and Professional
- B. IMRC Staffing
- C. Training of Personnel - IMRC and Other
- D. Finance - Budgeting and Financial Management
- E. IMRC Production and Services
- F. Commodities - Acquisition and Use
- G. Instructional Materials Testing and Research

A. IMRC Relationships - Political and Professional

1. Dependencies --

The IMRC was originated through bilateral agreements between the governments of the United States and Lesotho. In large part the IMRC performance is dependent upon the compliance of the GOL with fiscal and personnel agreements pertinent to the IMRC and the performance of USAID in timely provision of facilities, technical assistance, training and commodities required to meet Project objectives. Important lapses in GOL compliance have occurred in the creation, funding, and staffing of posts for the IMRC. USAID attempts to foster GOL compliance have been less timely and sustained than they might have been. Recorded delays in construction of facilities and commodities acquisition have been beyond the control of the IMRC. The IMRC, as a direct consequence of these problems, has not met targets which appear in the Phase II Project Paper. The direct support of the IMRC Phase II Project is scheduled to terminate well before projected accomplishments can be expected.

There is no document which reflects the realities of delays, changes in agreements, and relocation of the IMRC in relation to MOE. As a consequence the existing measures of IMRC Project accomplishment are unfair and do not teach one anything about the implementation process or the overall success of the Project.

To date the IMRC has been located on the NTTC campus and considered to be a part of NTTC. That placement gave the IMRC a base from which it has developed technical capacities, collegial relationships, and practical experience with materials. NTTC's network of interns and inservice teacher clients provided open doors to understanding needs and opportunities in schools. At the same time that location tended to limit perception of the IMRC role in the total curriculum effort. Even more important to the IMRC was the parallel development of the NCDC under a Director of Curriculum appointed in October, 1978. The IMRC and NCDC were kept parallel for nearly three years and potentially productive cooperation was not encouraged. USAID considered the IMRC as the primary body in developing and testing of instructional materials. The GOL/MOE did not share that view of the IMRC's role in curriculum development, having assigned the central role to NCDC. That lack of understanding suggests that some of the performance expectations of the IMRC were unrealistic.

As of April 1, 1982 the IMRC will be an integral part of the Curriculum Directorate of the MOE. It will share that Directorate with NCDC. Further, the Project will occupy a new site adjacent to the NTTC and near the developing Maseru campus of the NUL. It will be expected to relate to those institutions, to LDTC, to new programs such as the Textbook Supply Project, and to ad hoc demands for service from administrative units of the MOE beyond its primary purpose of serving its sister organization, NCDC.

Looking ahead to improvement of relationships pertinent to Project success in areas of the IMRC's dependence upon others, the following recommendations are made.

Recommendations

USAID/L should, in consultation with the IMRC staff, prepare a Project Implementation Letter (PIL) which brings certain portions of the Phase II Project Paper up to date. The PIL should contain the following sections: (a) a new statement of the formal relationships of the Project within the MOE with particular emphasis upon the potential for positive impact on curricular change and an expanded influence sphere for the IMRC;

(b) new descriptions of staff positions for the IMRC which reflect recent agreements on number and role of additional staff, including advisors and permanent personnel; (c) a new time line projection for performance and output which recognizes the delays to date and establishes new guidelines for assessment of Phase II Project performance over the remaining life of the contract; and (d) a restatement of items in the Log Frame of the Project Paper for Phase II.

The GOL/MOE should clarify its expectations of service by the IMRC to other MOE departments and the impact of the new hierarchical placement of the IMRC. That clarification is particularly important in reference to the work of the NCDC and its committee structure and to expectations of service to the new Textbook Supply Project.

The delays in full implementation of the IMRC operations should be acknowledged by USAID/L and the project completion period should be beyond termination dates now recorded. The need for extension of assistance is an outgrowth of the late entry of the IMRC into its new facilities and separation from NTTC, delayed audio-visual production capability, the delay in preparing Basotho staff for the assumption of certain managerial and technical roles and the increasing need of the IMRC to assist with the design of student and classroom materials. Two advisors hold contracts which will extend their tenure beyond official termination dates and past economies in Phase II expenditures should permit continuing some other advisors' services as well.

2. Client Relationships --

It is stated by representatives of USAID/L, MOE, LDTC, NTTC and various donor groups that they view the IMRC as an effective professional organization. Its advisory personnel are perceived as competent, sensitive to cultural differences (important to personal relationships as well as to the design and content of instructional materials) and willing to be of service. Basotho professional staff are characterized as competent, as effective advocates of the IMRC within the MOE structures, and as dedicated to the continued growth of the IMRC. Technical staff are described as increasingly able people with already high levels of skill in machine use and maintenance.

It is time for the IMRC to emerge from its deliberate policy of maintaining a low "design" profile and to begin promoting its value in production and technical terms. By mid-July to early September the IMRC should be fully staffed and equipped to begin offering the complete range of activities originally planned. Time is short if the important impact of the IMRC on instructional materials development and design is to be realized effectively within the Phase II Project period.

Client groups' perceptions of the services provided by the IMRC tend to be that IMRC accepts what is given them and needed copies are produced quickly and the materials are attractive. Further questioning results in acknowledgement that the client also received design advice. Other groups which have not worked with the IMRC tend to feel that it is a technical print shop. Given the ability to improve the quality of instructional materials for a variety of client groups, the "technical" image is no longer of special value. The service-on-request strategy did bring many people to an appreciation of the IMRC on one level, and, given the isolation of IMRC from influential associations in the MOE, the strategy was well advised. Appreciation of the full range of service potential must now be developed.

Recommendations

The IMRC staff should develop (as soon as it is consistent with ability to deliver services described) an information package which describes (a) technical capabilities, (b) design consultant services, and (c) procedures for utilizing IMRC services. This package could consist of a booklet, newsletters, posters or a film and should pay particular attention to specific modes of working with different interest groups. Information should include descriptions of training workshops specific to various potential client groups and which IMRC is prepared to conduct.

The IMRC should canvass potential client groups in order to determine training needs which may be met. Data gleaned from this process would permit planning of a series of training programs for a range of clients in administratively economic formats.

B. IMRC Staffing

One of the major weaknesses of the IMRC is the lack of staff, both for performing required professional and technical

work and for entering into long-term training. This lack of staff has plagued the IMRC since its inception. The IMRC now has 14 staff (one will be leaving soon) and requires a full complement of 26 staff. Therefore the IMRC is operating at one-half the required complement.

Continual efforts have been made by the IMRC staff (this includes the advisors) to secure clearances from the GOL for the hiring of additional staff. The MOE and AID/L have given some assistance to this effort, but efforts have not been sufficient to date. The situation is critical, as further progress is not possible unless additional staff can be hired and trained. It was less important to the IMRC in the past when most services were of a more technical nature, but with the increased materials and the approaching time of lessened advisory assistance, the unavailability of sufficient numbers of qualified professional and technical staff will greatly inhibit the short and long-range effectiveness of the IMRC.

Given this critical, pressing situation the following recommendations for immediate action are made.

Recommendations

It is recommended that AID/L vigorously and strongly pursue the issue of compliance by the GOL in providing the required qualified staff to the IMRC. This effort should be made at the highest political and civil service levels of the MOF, Cabinet Personnel (Prime Minister's Office) and the MOE. The central points to be emphasized are that the provision of staff was agreed upon in a "binding" legal bilateral document between two independent nations and that the IMRC cannot succeed in meeting its mandate or the Project's objectives without a full complement of staff.

If this effort by AID/L (which should solicit assistance from the IMRC, MOE and any clients willing to help) is not successful within this fiscal year it is recommended that USAID withdraw most, if not all, of its support for the Phase II Project, both financial and in advisory personnel. It is hoped that this measure will not be required, but it is felt that USAID should be willing to take these steps if the GOL is not willing to meet its commitments and thus demonstrates little interest in the IMRC and the Phase II Project.

It is recommended that the IMRC advisory staff assist AID/L by also pursuing compliance of the GOL and by locating candidates for vacant positions and presenting them to the GOL.

In terms of the technical assistance/advisory staff provided to the IMRC through Phase II by USAID, the following recommendation is contingent on GOL compliance with staffing requirements. If the full staff complement needed by the IMRC is achieved, then it is recommended that USAID consider a continuation of expatriate technical/advisory assistance beyond the Phase II period. At present Phase II should terminate at the end of 1983. Yet assistance, especially in audio-visual materials design, overall materials design and development and IMRC management will probably still be required. If funds under Phase II are not available, additional grant funds should be requested.

The Phase II technical assistance/advisory staff have done a fine job in creating an environment for IMRC growth and development. The managerial and technical inputs, as well as materials design, have been fundamental to the progress made so far. Yet the true roles of these people are not reflected in any organization chart or document. Up to this point, the lack of role definition has not been significant, as most work decisions have been made by them or through a group consensus process. This rather open and loose mode of operation has been suitable and fairly successful to date, but has not received any major challenge. It is recommended that such a system of consensual decision-making, which includes technical assistance experts who are not Lesothan, be formalized in some fashion. The method by which this might be achieved should be decided by the IMRC staff (including advisors). The technical assistance/advisory staff have filled significant positions of responsibility and authority and this should continue and be made more formal in structure.

C. Training of Personnel - IMRC and Others

1. Participant training has not resulted in a manpower increase for IMRC. As Appendix B indicates, returning long-term trainees have tended to be committed to NTTC. Given the short period of time remaining to IMRC as an externally funded project and the importance of having in place a fully prepared cadre of Basotho personnel, attention must be given to training for the roles now played by expatriates.

Recommendations

To the extent that degree programs are necessary, participants to be trained through USAID assistance should be in training by January, 1983 at the latest. Participants chosen should be sent for preparation in instructional design and

audio - visual instruction. Third country training should be explored for short-term participant training in specific skill areas needed in IMRC. Where possible, in-country training should be used and IMRC and USAID should pursue efforts to strengthen the capability of existing institutions in Lesotho.

2. In-house training has been underway for some time and the evidence is that it has been effective. Machine operators are seen as skilled and growing in skill, technical personnel appear interested in their specific tasks and have adopted attitudes of helpfulness to clients. The arrival of the new staff graphic arts advisor and the soon-to-arrive advisors in editing and audio-visual aids creates both needs for in-house training and the capacity to do more of it.

Recommendation

Contingent upon the presence of a full complement of staff, IMRC should continue in-house training at increasing levels of sophistication. The training program should be formalized and put in writing for replicability.

3. Training of Personnel for other MOL agencies should be undertaken in those cases in which primary IMRC interests are at stake. The ultimate success of IMRC is in large part dependent upon the degree to which it influences others whose roles are in the curriculum and instructional areas. Influence should be applied to improve both its product and the effectiveness of its use in instructional settings. A simple illustration might be the following: if a map is placed too high on the wall to avoid touching by children or is not appropriate to the experience level of the children it matters very little how well done the IMRC product is.

Recommendations

To the extent possible, IMRC should design, organize and conduct a series of workshops for persons in the following organizations or groups. The order of the list suggests probable priorities for training attention: content curriculum committee members in NCDC, NTTC professors, NTTC interns engaged in field trials of materials, school managers, headmasters, supervisors and inspectors. Some examples of workshops that might be held, with different emphasis for different audiences, are: conducting field trials, curric-

ulum content, uses of the IMRC facilities and staff, designing instructional materials, use of audio-visual equipment, helping teachers improve instruction, etc.

D. Finance- Budgeting and Financial Management

The IMRC has been funded through USAID and GOL support. USAID has provided funding for training, commodities purchase and technical assistance/advice. GOL support, through the NTTC, has funded local staff salaries and operating expenses. USAID financial support has been adequate in most instances and has been provided on a timely basis. GOL financial support has not been adequate and has caused numerous operational difficulties.

The GOL has never provided a budget to the IMRC for its operation. A full staff complement has not been funded, nor have funds for needed equipment and vehicle maintenance, repairs, and operations (POL, spares, supplies). There are indications that the relocation of the IMRC within the Inspectorate will mean that some changes take place. A budget will be used by the IMRC, the financial records will be maintained by them and an income and expense account for GOL work done by the IMRC will be a part of that record. Expenses for material used and other inputs can be charged against income. This income is from budgetary transfers of various GOL bodies' printing and stationary expenses.

As discussed under Section V B (IMRC Staffing) the GOL has not funded all the staff positions required for operations at the IMRC. They have not provided a budget, although a lump sum for the entire Inspectorate is provided. This lump sum is a 20% reduction of the submittal made by the MOE. No explanation or breakdown has been provided.

To assist with the clarification of the IMRC's financial position, its budget and operation, the following recommendations are made.

Recommendations

It is recommended that USAID, from Phase II Project funds, provide roughly \$30,000 per annum to a discretionary fund for miscellaneous IMRC operations. These funds, which would be available upon the signature of the Sr. Project Advisor and AID/L Project Officer, could be used for the purchase of vehicle and equipment spares, payment for repairs, private vehicle usage allowances and other worthwhile operational expenses. This would eliminate delays and shut-downs due to inadequate budgeting by the MOE and/or the non-availability of funds from the GOL.

It is recommended that the MOE formalize the budget as a document of the IMRC and that the submittals reflect actual income and costs as closely as possible. Essential to this effect will be the creation of a revenue and expense account, allowing production to increase with demand as required. The MOE should insist that the MOF provide the IMRC with a qualified accountant (or allow the IMRC to hire its own accountant) who can maintain the books as well as design the accounting system for the institution. The financial management of the IMRC is very important and without proper staffing and a financial control system, the IMRC may well face major problems in the near term.

It is recommended that USAID consider utilizing Phase II funds for the support of training seminars (using IMRC staff), for technical assistance beyond Phase II if it appears warranted and to purchase additional equipment (as mentioned in Section V F and Section VI D) if full permanent staff strength is reached. These are suggested uses. The basic point is that the funding provided in the future by USAID should not be bound by the budgetary items shown in the rather dated Project Paper.

E. IMRC Production and Services

The major issues were raised in Section IV C and will not be repeated in any detail.

Recommendations

The printing operation has suffered because of a lack of material at times, shortages of staff, financial shortages and outside prioritizing of the printing jobs. Some of these problems may be eliminated with the relocation of the IMRC and the independence that should be fostered by that move. The IMRC (it is recommended) should establish a formal policy on the selection process for work to be done and should determine a system of priorities for performance. If AID/L allows a discretionary fund account to be established, funds can be used to purchase materials if needed in an emergency and to pay for repairs in such cases where COL funds are not available.

It is recommended that AID/L consider (during the current fiscal year) the purchase of additional printing and silk-screening equipment, if the demand for services continues to grow, if the IMRC staffing level is increased sufficiently to allow full operation of any additional equipment and if current production equipment wears out and is beyond its economic life.

Some questions have been raised about the relevance of the audio-visual material production capability now being developed in the IMRC. Nationwide distribution of such items as films, video tapes, slides and sound recordings is beyond the capability of the GOL at this time. Yet the very real value of audio-visual productive capacity can be found in the area of teacher and staff training (staff of IMRC and other institutions). There have already been a great number of requests for audio-visual services from many different Ministries.

In light of the great demand and a potentially valuable training capability, the following recommendations are made. The IMRC should establish a clear system of priority access to services in the audio-visual categories. Preference should be given to MOE curriculum efforts and priority should be given to training programs which best utilize IMRC creative services and technical expertise. The IMRC should assist the field research and testing effort (Section V G), through training films and tapes used for training teachers, interns and others in field testing and research data collection.

F. Commodities: Acquisitons and Uses

The procurement of commodities and their delivery has proceeded very poorly. Slow and uncaring responses to problems have increased the difficulties that the shortage of needed inputs has caused. The lack of consistent follow-up by AID/W and the selection of a poor purchasing agent have weakened the IMRC. Orders placed in May 1981 will probably not be delivered in Maseru before August, 1982.

Recommendations

It is recommended that AID/L and the supply management officer located in Zimbabwe deal directly with the purchasing agent selected (some other than the one used) and that AID/W not be relied upon, at least at the present time. Active monitoring of progress by both AID/L and the IMRC is considered essential.

Whenever possible it is recommended that purchases be made locally to save both time and funds. Such purchases should be made by the concerned institution (in this case the IMRC through the advisors) when it is possible.

It is recommended that AID/L consider the purchase of the additional production equipment shown in Section VI D,

when it appears warranted by demand and the needed staff are available. Additionally it is recommended that the purchases include normally required spare parts for this same equipment.

G. Instructional Materials Testing and Research

The expectation that the IMRC would "develop and field test" materials is apparent in all documents representative of Project and USAID viewpoints. GOL documents are not so clear or explicit. They usually state the IMRC role as being one of developing materials for testing in schools. Informants in offices and agencies of the GOL and other expatriate groups do not recognize a research role for IMRC (unless one considers the use of IMRC materials by instructors at NTTC and by interns in the schools as constituting field research).

The desire to learn from the Project and from experience with its products in the field is understandable and important. Yet such a desire is faced with a dilemma which has several characteristics. Among them are:

...At the NTTC the improvement of instruction and the development of instructional materials is not institutionalized or formalized, but is dependent upon the initiative of individuals. Both heavy teaching loads and the lack of incentive for improvement keep individual initiative to a minimum. There is an apparent lack of a research-oriented atmosphere.

...Instructional materials of any kind are so scarce in schools that their mere presence creates excitement among teachers and students. The real quality of an item and the impact of its content on learning are very difficult to measure.

...The NTTC interns are not truly interns in the usually recognized sense. Except in rare instances they are full-time replacement teachers. Furthermore, they have minimal formal preparation and no organized way of observing the impact of the materials they take with them for use in the schools.

...Field testing of materials is usually related to specific materials and items within a reasonably well understood instructional environment. It is unlikely that the circumstances in schools in Lesotho lend themselves to study of the impact of specific materials. One would expect materials to complement syllabi. Yet the current

syllabi have not been completed, the curriculum committee has not designed a uniform structure or format for the syllabi presentation and all potential assistance has not been called upon. A minimally prepared teacher may have to deal with all syllabi for a standard and may teach multiple standards. The teacher must cope with a wide range of philosophies as well as content specifics and with the use of disparate materials. Field testing, if one were to learn much about the impact of a particular item, would need to deal with a very complex set of factors.

...A set of syllabi tends to account for all the time available for a school day - school year. Certain conditions (transient nature of attendance of boys, physical conditions of schools, rote learning techniques, administrative inefficiencies) limit effective learning time (in a 6-hour school day) to 2 or 3 hours per day. If materials are specifically developed to support syllabi the chances are they will be related to content which is never offered because of time constraints.

At the present time there are no plans to employ a researcher at the IMRC, but it is acknowledged that there is a need for greater design and editorial capability. The change in the relationship with the MOE and the gradual emergence of the IMRC from its low profile, technical-service posture will increase the design and development work load. While none of this suggests that field-testing and research should be abandoned it does indicate that the IMRC should not be the primary locus of a testing effort and that a "researcher" post should not be required at the IMRC itself. The IMRC materials should be tested and researched, but under a separate structure.

Recommendations

The IMRC should design a development effort for the establishment of a research/field testing unit under the administrative direction of the Director of Curriculum, MOE. A research group should be created which is representative of key curriculum development units: IMRC, NCDC, and the Textbook Supply Project. Additional representation of NTTC, IEMS, and LDTC could provide access to the networks essential to national coverage. The MOE Planning Office should also be represented to assure that the Research Group continues to be informed about planned future events and programs. The Research Group should

then consider the performance of the following activities:

...The Group should recommend that a research administrator be employed to serve the research/field testing plans and activities of the Group. Additional staff will be required for data recording and secretarial services.

...The Research Group should conduct a survey of data storage and retrieval capability available for research use.

...The Group should conduct a survey of persons whose training and interest are associated with research design, field test techniques, and data analysis. If available, these people should be utilized to carry out the design and implementation efforts as members of the permanent unit in a professional capacity.

...The Group should select materials for field testing. It is recommended that selected syllabi be tested as the first exercise, that the subjects of field tests be teachers, and that emphasis be upon the teachers' understanding of the syllabi, their acceptance of the syllabi as a guide to teaching, and then upon their ability to manage the content.

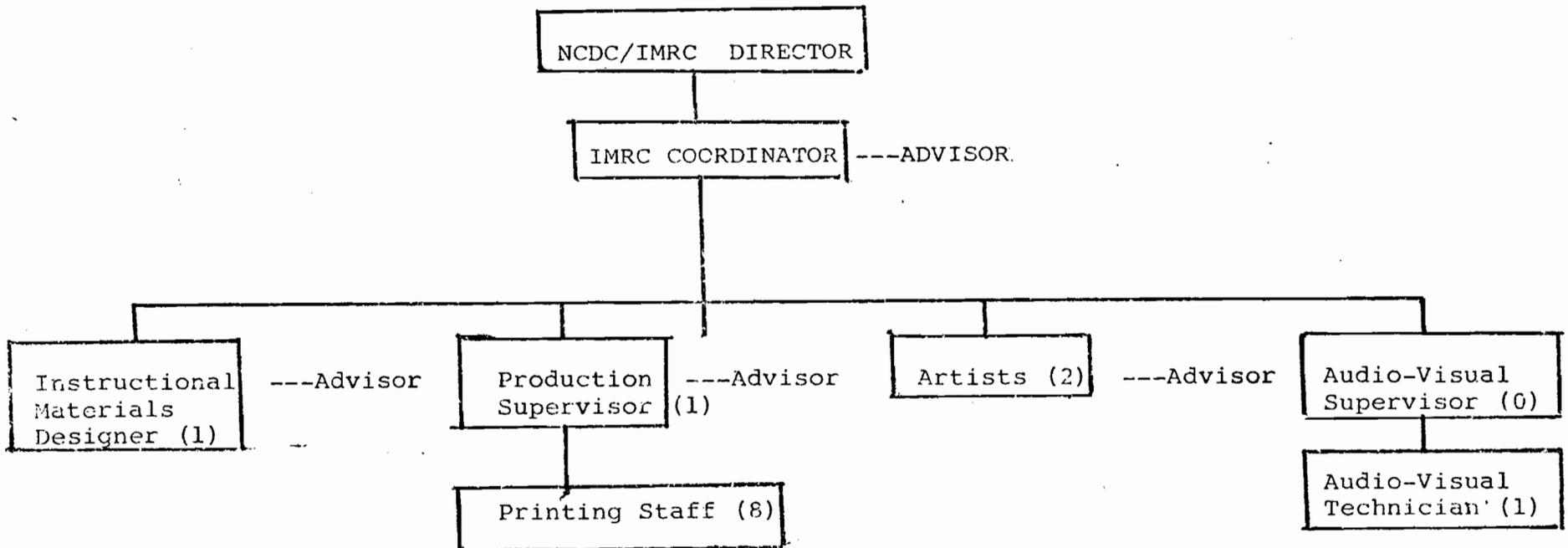
...A consultant(s) should be identified and contracted to serve the Research Group over a long period of time--a minimum of one month per year for 3 -5 years. In the beginning IMRC consultant monies might be used and, later, USAID/L could include research support in its plans for education sector support. The Group and its consultant(s) should design a series of field projects. The field projects should be characterized by their (a) simplicity, (b) focus upon specific questions, (c) use of large numbers of teachers, interns, supervisors, and volunteers who have received very specific programmed instruction in carrying out simple but coordinated field study tasks.

...IMRC materials, particularly those developed in support of the Textbook Supply Project, should provide the primary items for nationwide analysis.

A P P E N D I C E S

- A. Organization Chart
- B. Training Program
- C. Production (1980 - 1982)
- D. Commodities and Assets
- E. Advisor's Progress Report
- F. Financial Reports

I M R C ORGANIZATION CHART
(CURRENT OPERATIONS)



APPENDIX BTRAINING SCHEDULE

<u>NAME</u>	<u>POSITION</u>	<u>PROPOSED TRAINING</u>	<u>TIME SCHEDULE</u>
M. Rakubutu	NCDC/IMRC Acting Director (was IMRC Coordinator)	M. Education (U. Mass.)	Done
A. Letsie	Lecturer - NTTC (was IMRC Instructional Designer)	M. Education (U. Mass)	Done
N. Potloane	Instructional Materials Designer	M.S. Education (S. ILL. U)	Done
M. Mpolo	A.V. Specialist (NTTC)	M.Education Media 12-18mths	1982-1983?
C. Sehlabi	Production Supervisor	B.A. Production Mgmt. 2 yrs	1982-1983?
J. Mahoana	Coordinator IMRC (was IMRC Researcher)	M.Education (Lesley College)	Done
M. Mokhethi	Lecturer - NTTC	M. Ed. (Language Instruction) E. Michigan University	Done
N. Chapi	Lecturer - NTTC	B.S. Agric. Educ. (N. Carolina A & T) - 2 yrs.	Now attending
J. Lesaoana	Lecturer . NTTC	M.S. Elem. Educ. (S. Illinois U) - 18 mths.	Done
Vacant	AV Specialist	M.Ed. or B.A. (Educ. Media)- 1-2 yrs.	1982?
Vacant	Educ. Broadcasting Specialist	M.A or B.A (Educ. Broadcasting) - 1-2 yrs	1982?
Vacant	Instructional Designer	M. Ed or B.A. Design) - 12-18 mths.	1982?
Vacant	Editor	Publications Editing course - 6-12 mths.	1982?

TRAINING SCHEDULE (Cont)

<u>NAME</u>	<u>POSITION</u>	<u>PROPOSED TRAINING</u>	<u>TIME SCHEDULE</u>
M. Phakisi	Artist	Graphic Arts - 1 yr.	1982?
M. Bulane	Artist	Graphic Arts - 6 mths	1982?
Vacant	Artist	Graphic Arts - 6 mths	1983
R. Molise	A.V. Assistant	A.V. Production Techniques - 1 mth.	1983
Vacant	A.V. Technician	Equip. Repair and Maintenance- 6 mths.	1982
Vacant	Workshop Technician	Construction of teaching aids - 1-2 mths.	1982
Vacant	Jr. Executive Officer (A.V.)	A.V. Production Techniques - 1 mth.	1982
M. Maichu	Composer Operator (Printing)	Operator's Certificate (Photo- type setting) - 1 week	Done
E. Ramakatane	Composer Operator (Printing)	Operator's Certificate (Photo- type setting) - 1 week	Done
T. Mabote	Sr. Printing Assistant	Machine Maintenance - 3 mths	1982?
M. Tlaitlai	Printing Assistant	Machine Maintenance - 3 mths	1982
Vacant	Printing Assistant	Machine Maintenance - 3 mths	1982

PRODUCTION STATISTICSPrinting and Photocopies for NTTC- 4/80-3/81

Department	Photocopies	Printing Jobs	(Printing) No. Sheets
Administration (NTTC)	5,346 (6 months)	200	59,400
Agriculture Studies	1,023 "	101	49,300
Arts and Crafts	58 "	33	15,000
Commercial Studies	379 "	7	900
Elementary Technology	234 "	17	3,600
English	1,814 "	181	91,500
Health Education	42 "	41	23,600
Home Economics	311 "	55	21,000
Inservice Program	2,416 "	84	70,000
Internship Program	2,530 "	169	71,400
Library	979 "	40	10,400
Mathematics	3,249 "	205	132,900
Music	235 "	47	21,500
Physical Education	-	-	-
Professional Studies	2,223 "	183	108,000
Religious Education	276 "	38	8,200
Science	2,425 "	135	41,700
Sesotho	460 "	105	46,700
Social and Devl. Studies	583 "	54	22,100
IMRC	848 "	19	9,200
Others	65 "	10	10,300
Total	25,496 "	1,724	816,700
Average per month	4,250	143	68,100
Average printing job was 476 sheets.			

Printing and Photocopies for NTTC 4/81-1/82

Department	Photocopies	Printing Jobs	Printing Sheets
Administration	10,243	151	37,800
Agriculture Studies	983	64	37,700
Arts and Crafts	144	11	12,300
Commercial Studies	511	3	200
Elementary Technology	37	-	-
English	5,745	96	40,400
Health Education	36	9	5,400
Home Economics	1,157	31	1,600
Inservice	3,099	43	45,600
Internship	1,748	65	206,800
Library	970	17	6,700
Mathematics	2,892	101	76,800
Music	899	26	9,400
Physical Education	90	-	-
Professional Studies	3,725	120	52,300
Religious Education	1,002	35	26,800
Science	4,132	157	57,200
Sesotho	1,294	65	27,200
Social & Development Studies	791	56	16,100
IMRC	955	7	23,900
Others	528	8	14,500
Total (10 months)	40,981	1,065	698,700
Annualized Totals (12/10)	49,176	1,272	838,400
Monthly Average	4,098	106	69,900
Average printing job was 656 sheets			

OTHER PRODUCTION

Examinations (for NTTC) 11/80 - 12/81

Average Pages	Average Copies	Total Exams
9	120	172

Printing (non-NTTC) 1/80 - 3/82

<u>Institution</u>	<u>Printing Jobs</u>
--------------------	----------------------

UNICEF	4
National University of Lesotho	17
National Curriculum Development Committee	17
Ministry of Education (Administration)	10
Ministry of Agriculture	3
Lesotho Distance Teaching Centre	1
USAID	1
IBRD (Training for Self Reliance Project)	3
UNESCO	2
WHO	1
Ministry of Education (Inspectorate)	1
National Association of Lesotho Teachers	1
Lesotholi Technical Institute	1
Danish Volunteer Service	1
Inservice (NTTC)	<u>31</u>
	94

Charts (MOE) 1980 - 1981	2,000 (approx.)
Science	2,000
Math	2,000
Maps	2,000
General	2,000

Appendix D

INVENTORY BY TYPE

Type	Description	Cost	Funding	W	Vendor	Date Received
Audio	High Speed Cassette Duplicator	2,183.04	USAID	D	3M - JNB	79/
Audio	Cassette Recorder	627.84	USAID	D	3M - JNB	79/
		<u>2,810.88</u>				
Bind	Stitching Machine Hohner Economy	3,362.91	USAID	D	Press Supply	79/
Bind	Collator Ordinella	4,083.84	USAID	D	AM International - Bloem.	78/12/
Bind	Perfect Binder Bindo-O-Mat 200	1,094.40	USAID	D	Press Supply	79/
Bind	Paper Cutter Ideal 521/2 18 INCH	2,160.00	USAID	D	AM International - Bloem	78/11/
Bind	Paper Jogging Table	437.84	USAID	D	AM International - Bloem	78/11/
		<u>11,138.99</u>				
Comp	Qume, Sprint 5/55 Printer	9,825.00	USAID	X	AM International - USA	80/09/26
Comp	Stabilization Processor	1,152.80	USAID	X	AM International - USA	80/09/26
Comp	Comp/Set 5404 Terminal	13,597.80	USAID	X	AM International - USA	80/09/26
Comp	Selectric Composer	8,833.27	USAID	D	IBM - Bloem.	79/
Comp	Comp/set 560 Phototypesetter	21,444.70	USAID	X	AM International - USA	80/09/26
		<u>54,853.57</u>				
Office	Electronic Desk Calculator	162.49	USAID	S	Lesotho Business Service	80/
Office	Water Cooler	369.47	USAID	S	Lesotho Business Service	80/
Office	IBM Selectric Typewriter	640.35	USAID	S	Lesotho Business Service	80/
Office	Correcting Selectric Typ. IBM	800.00	USAID	S	Lesotho Bisness Service	80/
Office	Electric Typewriter - Olivetti	822.17	USAID	D	Olivetti Bloem	78/07/06
		<u>2,794.48</u>				
Office	Correcting Selectric Typ. IBM	800.00	USAID	S	Lesotho Business Service	80/
		<u>800.00</u>				
Photo	Process Camera Vert. Eskofot 5000	3,444.48	USAID	D	AM International - Bloem	78/11
Photo	Processor PMT ESK 531	449.28	USAID	D	AM International - Bloem	79/02/13
Photo	Dry Mount Press	529.92	USAID	D	Recordia - JNB	79/
		<u>4,423.68</u>				
Print	Offset Press AB Dick 367A	11,572.50	USAID	D	Mercedes	79/
Print	Offset Press AB Dick 367A	11,572.50	USAID	D	Mercedes	79/
Print	Offset Duplicator AB Dick 310	5,068.80	USAID	D	Mercedes	79/
Print	Matermaker AB Dick 675M + 167	3,795.84	USAID	D	Mercedes	79/
		<u>32,009.64</u>				
Prod	Photocopier UBIX-100	5,239.12	USAID	D	AM International - Bloem	79/12/
		<u>5,239.12</u>				

Appendix D (Cont)

<u>Type</u>	<u>Description</u>	<u>Cost</u>	<u>Funding</u>	<u>W</u>	<u>Vendor</u>	<u>Date Received</u>
Silk	Washing Stand	493.47	USAID	D	Screenmore - JNB	80/
Silk	Vacuum Frame	2,277.54	USAID	D	Screenmore - JNB	80/
Silk	Drying Rack	759.18	USAID	D	Screenmore - JNB	80/
Silk	Silkscreen Cleaner System 500	695.92	USAID	D	Screenmore - JNB	80/
		<u>4,226.11</u>				
Tools	Wall Toolbox	147.98	USAID	D	Mendelsohn Hardware Bloem	80/
		<u>147.98</u>				
		<u>118,444.45</u>				

APPENDIX D (Cont.)

OTHER ASSETS PURCHASED

Hand tools and power tools	U.S. \$ 6,425
Toyota Pickup	6,650

EQUIPMENT, FURNITURE ORDER

EST. COST

OFFICE

FURNITURE - 28 desks
24 desk chairs
40 arm chairs
19 misc. chairs
12 stools
50 stacking chairs
1 conference table
13 misc. folding tables

SUB TOTAL

\$ 13,765

WORK ROOM

FURNITURE - 6 trucks
2 tables
5 carts
4 workbenches
6 cabinets
3 counters

SUB TOTAL

\$ 3,730

MISC OFFICE EQUIPMENT AND FURNITURE

AUDIO - VISUAL EQUIPMENT

ISUZU TROOPER 4WD

27,360

77,290

11,835

SUB TOTAL

116,485

TOTAL ORDERS U.S.

\$ 133,980

EQUIPMENT TO BE ORDERED

OFFSET PRINTING PRESS (ES)

COLLATOR/STITCHER

TYPE COMPOSITION TERMINAL

3 KNIFE PAPER TRIMMER

PERFECT (GLUE) BINDER

MASTER (PLATE) MAKER.

INSTRUCTIONAL MATERIALS RESOURCE CENTRE
APPENDIX E

Project Report

As of 31 December 1981

By

Barry. D. Vogelin

Orville D. Joyner

Robert B. MacMakin

MASERU, LESOTHO

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INTRODUCTION

The idea of establishing an Instructional Materials Resource Centre (IMRC) for Lesotho was first considered in 1975. At that time the Government of Lesotho (GOL) and the United States Agency for International Development (USAID) entered into discussions concerning the possibility of starting a joint project to establish such a centre at the National Teacher Training College (NTTC) in Maseru. After the initial discussions a project feasibility study was conducted and over the next year several project review papers were written.

The scope of the envisioned project was to be quite extensive and would have had considerable impact on the educational system of Lesotho. Therefore, with due regard to the size and the importance of the undertaking it was decided that the IMRC Project would best be accomplished in phases. It would begin with an 18-month pilot phase during which time the establishment of the IMRC would be initiated at the NTTC. Simultaneously, the Ministry of Education (MOE) would develop a comprehensive program of curriculum reform and determine the future role of the IMRC in that program.

It was intended that a second phase of the Project would be considered at a later date, based on the progress made during the pilot phase and the future role determined for the IMRC by the Ministry of Education. In this way the concerned parties would have an early opportunity to assess the worth of the project and alter its direction to conform to any changes which might have materialised in the long-range plans of the Ministry.

After agreeing on a phased approach for the establishment of the IMRC, a proposal for Phase I was submitted in April 1977. This proposal was later accepted and a project agreement for Phase I was signed in September 1977. However, because of unavoidable delays in the recruitment of the technical assistance team, the project did not officially get underway until April 1978 when the Senior Project Adviser arrived. In the interim period, progress was made towards the implementation of the project in that three Basotho educators were identified for the IMRC staff and sent to the United States for training.

PHASE I

(The Project Description and Project Components stated below are excerpts from the IMRC Project Agreement for Phase I).

PROJECT DESCRIPTION

The project is intended to assist in the establishment of an Instructional Materials Resource Centre at the National Teacher Training College for the purpose of developing, testing, and producing learning materials that reflect the socio-cultural environment of Lesotho and that will be responsive to the particular learning needs of Basotho youth. The primary task of the IMRC is to provide the NTTC with the capability of creating, preparing, and testing of learning materials for use by the NTTC in the pre-service training of primary and junior-secondary teachers. The IMRC will also develop professional personnel whose skills may also be used for developing and producing prototype materials for other instructional systems in the Ministry of Education and other GOL ministries.

The establishment, on a pilot basis, of an Instructional Materials Resource Centre forms a part of the larger curriculum reform effort in the MOE for the primary and junior-secondary schools. This effort requires the development of a network of appropriate and effective sub-systems which will include the following: (1) materials research, design, and development; (2) production of materials and teaching aids; (3) distribution of materials and aids; (4) utilization of materials and aids, (teacher training); and (5) evaluation. These sub-systems are interrelated and interdependent with the total MOE curriculum and instructional design effort. However, they will be administered within the framework of the IMRC and the MOE/NTTC total program of curriculum reform.

PROJECT COMPONENTS

(a) Technical Assistance

USAID will provide the services of two full-time curriculum and materials development specialists for a period of eighteen months each. The two specialists will have the expertise to establish and operate the five Project sub-systems described above and will assist in the establishment of necessary and appropriate linkages of the IMRC to the MOE and to the MOE curriculum unit. They will also provide in-service training for the IMRC staff and MOE curriculum personnel, and will assist the MOE to identify qualified candidates for the participant training component of the Project.

Additionally, up to four months of services of short-term consultants will be provided in such areas as graphic arts, audio-visual skills, printing, instructional design, and evaluation.

(b) Basotho Staff

The GOL will provide counterparts for the two technical advisers to serve as Coordinator and Assistant Coordinator of the IMRC. The GOL/MOE will also add the required positions for clerical staff, graphic artists, illustrators, and other positions identified in the required staffing pattern of the IMRC. The NTTC will make available the services of up to five lecturers on a half-time basis to assist the IMRC staff in the design and preparation of materials in the IMRC.

(c) Training

USAID will provide two-year training opportunities for six IMRC staff and related personnel. A total of up to four man-years of short-term technical training will be provided. This will include specific training in graphic arts, printing, crafts and audio-visual technology. Also, the U.S. advisers will provide in-service training for all IMRC personnel on a continuous and systematic basis.

(d) Equipment and Facilities

The GOL will provide the space required for the IMRC and equipment and materials, as are available, for its operation. The Learning Centre at the NTTC is the logical place, both in terms of physical facilities and institutionalization possibilities, for the IMRC to begin operations.

In order to bring the equipment inventory at the NTTC to the level required for the initiation of the IMRC activities, additional commodities will be purchased for the Project with USAID funds. This will include the following types of commodities: photography, graphic arts, television, audio-visual, printing and library, as well as a vehicle and demonstration supplies.

PROGRESS AND PROBLEMS - 1 April 1978 to 31 December 1979

The Establishment of the IMRC

Significant progress was made in Phase I towards achieving the goals and objectives of the Project. However, the process of establishing the IMRC as a new and viable institution in the evolving educational system of Lesotho has proved to be an arduous task requiring considerable flexibility.

The Project was initiated by the Senior Adviser on 1 April 1978. The other member of the advisory team for Phase I, the Technical Adviser, arrived in July. A large part of the advisors' time in Phase I was spent in laying the necessary institutional foundations for the IMRC and establishing working relations within the NTTC and the MOE. Early in the project, problems of acquiring the necessary space and staff to enable the IMRC to begin to operate caused delay and consumed a great deal of time and effort. Eventually, nine months after the project officially began, adequate space was made available in the Learning Centre building at the NTTC and a small core of Basotho staff was provided. During the period when space and staff were being sought, the U.S. advisory staff undertook a detailed survey of the existing equipment at the NTTC and began to order additional commodities necessary for the functioning of the IMRC. In addition, they attempted to assess and clarify the role of the IMRC in the light of recent changes in the MOE.

It happened that several significant events had occurred between the time the IMRC Project was planned and the time the Project actually began. One such event was a change in personnel at the upper levels of the NTTC and the MOE. Unfortunately, the newly appointed officials had not been directly involved with the Project planning and negotiations. As a result, they were not thoroughly familiar with the proposed goals and objectives, nor with the role that the IMRC was intended to perform within the MOE. And, one would suspect that they were not quite as supportive of the Project as would have been those persons who were directly involved in the original planning.

However, a second and more important event had taken place shortly before the Project began which could potentially have a serious effect on the role and scope of the IMRC. This event was the negotiation of a new project between the GOL and the World Bank to establish in the MOE a National Curriculum Development Centre (NCDC). The establishment of an NCDC brought into question several of the agreed objectives of the IMRC Project and caused considerable confusion within the MOE concerning how the development of curriculum and instructional materials would be conducted and by whom.

From the time that the IMRC advisory staff learned of the pending establishment of the NCDC they have sought a clarification by the MOE as to the respective roles of both institutions. Considering the enormous task at hand in the development of curriculum and instructional materials for the schools of Lesotho it was clear there would be no lack of work for either institution. However, to avoid duplication of effort and unnecessary competition

among the various bodies involved, a comprehensive program for the curriculum development process was required. Unfortunately, throughout Phase I no such program was developed by the MOE.

Production of Materials

As soon as space and staff were made available, the IMRC began to function. The first task was to assume the responsibility for the production of instructional materials for the NTTC. New production equipment was installed and staff trained in an effort to expand the existing production capacity and increase the quality of the materials produced. The mimeograph machines on which most of the college materials had been produced were replaced with more efficient offset printing presses. The time consuming process of collating and binding materials was improved with the addition of an automatic collating machine and a power stitcher.

The different types of materials that the IMRC was able to produce were also expanded. A vertical process camera was purchased for the Project which enabled the enlargement and reduction of printed materials and graphic art, as well as giving a new capacity for making offset printing plates and transparencies. Silkscreen printing equipment was also acquired to enable the production of large posters, charts and maps. An IBM Electronic Composer was installed so that the IMRC could do book-quality typesetting.

As Phase I progressed the production capacity of the IMRC continued to increase as a result of the on-the-job training of the staff, the acquisition of additional equipment, and refinement and organization of the production process. Therefore, the IMRC was able to cooperate with the NTTC faculty to produce a wide range of materials for the pre-service and in-service training of teachers. These materials included lesson notes, course outlines, subject guides, self-instructional units, syllabi, exams, flash cards, posters, charts, maps, photographs, video tapes, and audio tapes.

Other departments of the MOE have also come to rely on the IMRC services for the production of materials. Most of these materials were reports, charts, and statistics that were necessary to the functioning of the MOE, but were not instructional materials as such. Assisting the MOE in the production of such materials is useful but should be carefully limited. If not, the IMRC could easily become so overburdened with administrative printing for the MOE that they would not be able to meet the main objective of the Project, which is to produce instructional materials.

Staffing

One serious problem that continued to confront the Project throughout Phase I was the lack of staff, both professional and technical. The provision of Basotho staff was to be the major GOL contribution to the Project, but the commitments called for in the Phase I Project Agreement were never fully met. This proved to be a great handicap to the project implementation. Not only did a shortage of staff limit the level of production in Phase I, it also disrupted the planned out-country training program. With only a basic core of staff available to carry out IMRC activities it was virtually impossible to free anyone for overseas training. This disruption of training was not only an immediate problem, but it was one that would have a definite effect on the future of the Project.

During Phase I, in addition to the two full-time advisers, the Project had the services of three short-term consultants. In March 1979 Mr. Robert MacMakin worked with the IMRC and the MOE for two weeks as a consultant on production. Later that year, in June, Dr. Patsy Layne conducted a two-week workshop on instructional materials for NTTC faculty members. Then, in August Dr. Mitchell served for three weeks as a consultant on administration to the IMRC and NTTC. Each consultant submitted a final report of his

exceptionally well. In addition, the catalytic effect of the outside consultants proved to be a valuable asset. This enabled the IMRC to gain the attention and interest of the NTTC and the MOE so that important issues could be raised and dealt with.

Proposal For Phase II

In spite of the considerable problems confronted in establishing the IMRC, substantial progress had been made by the time of the first Project Evaluation in March 1979. During this evaluation the GOL and USAID officially recognized the success of Phase I and agreed that a proposal be prepared for Phase II of the Project. A USAID design team visited Lesotho in May 1979 and assisted the IMRC staff and MOE officials in developing a detailed proposal for Phase II. The proposal was based on the progress made in Phase I, the new developments that had taken place in the MOE, and the resulting changes in policy and planning concerning the development of curriculum and instructional materials. After extensive discussion and some revision, the project proposal for Phase II was judged satisfactory by both the GOL and USAID. The Project Agreement was signed in August 1979 for Phase II to begin in January 1980.

TRANSITION TO PHASE II

Staffing

One outcome of the initial Phase I Evaluation and the project proposal for Phase II was the acknowledgement that the present staff of the IMRC was insufficient to cope with the increasing work load being imposed on the Project. It was clear that the technical staff would have to be increased even before the beginning of Phase II. Since the GOL was not able to supply the staff necessary during the current budget year, USAID agreed to make available some other Project funds to enable the immediate hiring of four additional technical staff for the remainder of Phase I. This was done with the agreement that these four persons would be absorbed by the GOL at the beginning of Phase II along with the other Project staff from Phase I.

The first two of the new technical staff were hired in August 1979 and the remaining two the next month. Their full salaries were paid by USAID until the start of Phase II in January 1980 when they were to be employed by the GOL. The addition of these new staff members helped to relieve the pressure of work during the remainder of Phase I and provided the necessary continuity of staff for the beginning of Phase II. Also in August, the IMRC administration presented to the NTTC and MOE a detailed list of the staffing requirements designated in the Project Agreement for Phase II. The request for these posts was made this early to allow sufficient time to create the posts and include the necessary funds in the 1980-81 GOL budget.

In September, the Phase I technical assistance team was reduced to one member when the Senior Project Adviser's contract ended and he returned to the United States. Due to this departure the Phase I Technical Adviser was designated as Senior Project Adviser for the transition from Phase I to Phase II, and continued as such in Phase II. At the same time efforts were being made towards the early recruitment of one of the additional advisers required in Phase II. A candidate for the position of Production Adviser was selected and negotiations were started for his employment.

Pre-construction Activities

Other plans were also made which were intended to speed the transition to Phase II by initiating some early actions. One was that the preliminary arrangements for the construction component of Phase II, the IMRC building and staff houses, would be started as soon as the Project Agreement was signed in August 1979. According to the implementation plan for construction drawn-up by the USAID/Lesotho Engineer, the plans for the IMRC building would be started in Phase I and completed early in Phase II. This would allow the actual

construction to begin in March/April 1980. As it materialized, however, USAID was unable to complete the pre-construction work according to the implementation schedule. There were delays in preparing the statement of work and, later, in the selection of the architectural firm which was to design the building. These caused an eight month delay in the start of the construction on the building.

For the staff housing it was originally intended to build four houses using a standard Ministry of Works design. By using an already available plan it was thought that construction of the staff houses could begin at the very start of Phase II. It was important that the houses be completed as soon as possible because of the existing scarcity of housing in Maseru.

After the final draft of the Phase II Project Paper was written, the Ministry of Works requested that the Project not build separate houses because of the limited amount of land available. They suggested that the construction of townhouses (semi-detached) would be a better use of space. The Project agreed to this, although it required the drawing-up of new plans which were an added expense. Also it had the effect of delaying the start of construction by almost a year.

Training

Other more successful actions were also taken towards the end of Phase I in preparation for Phase II. One of these was identification and processing of four NTTC staff members as candidates for long-term training in Phase II. One of the participants would join the IMRC staff in research and evaluation upon the completion of his program and the other three would return to the NTTC to serve as resource persons for the IMRC in their respective subject areas.

Commodities

Finally, a survey was conducted to determine what additional equipment and supplies were most urgently needed to begin Phase II. The most critical of these commodities were then ordered so as to be available early in Phase II to meet the planned extension and expansion of IMRC operations.

PHASE II

(The Project Description and Project Components stated below are excerpts from the IMRC Project Agreement for Phase II).

PROJECT DESCRIPTION

The goal and purpose of this project under the 4-year Phase II remain basically the same as under the initial 18 month pilot phase. The project is to assist the Government of Lesotho, Ministry of Education, in developing an improved educational program for both primary and secondary school levels by providing instructional materials and curricula that are relevant to the social and cultural environment of Lesotho.

More specifically, the project purpose focuses on establishing as a permanent institution within the National Teacher Training College an Instructional Materials Resource Centre which will serve two basic functions:

1. to develop, within the NTTC faculty, instructional materials and curricula for use in training pre-service and in-service teachers;

2. to participate with other Ministry of Education entities, notably the National Curriculum Development Centre and its subject matter panels, in developing curricula and instructional materials for use in the nation's primary and secondary schools. The central role of the IMRC will be to process the syllabi and curricula drawn up by the NCDC and its subject panels and to develop and field test prototype instructional materials. These materials are to be field tested by the NTTC teacher interns in actual school instruction during their second year work as teachers in Lesotho's schools. The materials will also be used by teachers in the NTTC In-service Training Program and by the College Field Staff in the 35 rural Education Resource Centers being established by the College. Results will be evaluated and materials may be modified by the IMRC and/or NCDC before being introduced by the Lesotho educational system on a countrywide basis.

PROJECT COMPONENTS

(a) Technical Assistance

The Project will fund the services of four technical advisers: a Senior Project Adviser, a Production Adviser, an Instructional Design Adviser, and a Research and Evaluation Adviser. The advisory staff will be a critical element of the project with respect to both production and training.

In addition to the four full-time advisers, specialized short-term consultants will be required from time to time throughout the project. Funds are provided for short-term consultants for a period of eighteen man-months in areas such as audio-visual techniques, book illustration, elementary technology, and training.

(b) Basotho Staff

The GOL will provide five qualified professional staff to serve as counterparts to the advisory team. These will consist of the IMRC Coordinator, two Instructional Designers, a Production Supervisor, and a Research and Evaluation Specialist.

Also to be provided by the GOL are fifteen technical staff for the IMRC. These include the following positions: six printer/binders, four artist/illustrators, two composer operators, one shop technician, one audio-visual assistant, and a secretary. Six of these positions are to be carried over from Phase I and nine are new positions. The funding of the nine new technical positions will be shared by USAID and the GOL over the life of the Project.

(c) Training

The project provides for long-term academic training in the U.S. for five participants for about 24 months each and will emphasize Master's level training in education and various aspects of instructional materials development. In addition to academic training, approximately 30 months of short-term training in the U.S. and third countries will be funded in certain technical subject areas such as equipment repair and production skills. Extensive in-service and on-the-job training will take place throughout the project using the services of the technical advisory team and Basotho professional staff as instructors.

(d) Equipment and Facilities

One of the main constraints to the IMRC Phase I was a lack of adequate production space and office facilities with which to conduct the Project's business. Therefore, in Phase II the Project will finance the architectural design, construction, and construction supervision services for a facility to house the IMRC. The establishment of permanent quarters in a professional environment will enable the IMRC to expand its functions and realize the operational and training objectives foreseen in Phase II.

The GOL contribution to the construction component of the Project will take the form of land for the construction of the Centre and staff housing.

With the expanded role projected for the IMRC in Phase II, a large amount of additional equipment will be necessary. A considerable portion of the new IMRC building will be devoted to audio-visual production which requires the purchase of film, video and audio equipment. Also, the existing equipment for composition, printing, and photography must be supplemented to meet the increasing demand for the services of the IMRC in these areas.

PROGRESS AND PROBLEMS - 1 January 1980 to 31 December 1980

Policy Developments Affecting the Project

Since the beginning of Phase II several significant policy decisions have been made by the MOE which will affect the IMRC Project. One, of course, is the decision to make the IMRC an independent department of the MOE. It is expected that this will have a very positive effect on the Project. Not only will it remove some of the obstacles which have previously restricted progress, but it will place the IMRC in a much better position to cooperate with other departments of the MOE, such as the NTTC, NCDC, and the Inspectorate.

A second very important event in recent months was the establishment of the National Curriculum Committee (NCC). This now gives the MOE a body with the potential to establish a comprehensive policy for the development of curriculum and instructional materials and the coordination of their implementation. Up to this time no such policy exists and decisions are often made in isolation with little regard for the total situation and the eventual goals. Once a clear-cut policy is established by the NCC for the development of curriculum and instructional materials, the whole process will become easier to coordinate and implement.

Staffing

Phase II of the Project began with the same staff that remained at the close of Phase I. This consisted of three professional staff, ten technical staff, and the Senior Project Adviser. Four of the technical staff hired in Phase I with USAID funds were to be absorbed by the GOL at the beginning of Phase II. However, it was later discovered that funds would not be available for this until the beginning of the 1980-81 GOL budget year in April. Because of this delay and the definite need to retain the services of these four persons in the Project, USAID agreed to extend full funding for their salaries through March 1980.

On the 11th of January the second member of the Phase II technical assistance team arrived in Lesotho. This was the Production Adviser, whose early arrival was important to the implementation of Phase II. The candidate for this position had been pre-identified and

negotiations for his employment began shortly after the Project Agreement had been signed. It was hoped that he might join the Project even before the end of Phase I, but the employment process took longer than was anticipated.

Recruitment of the remaining two advisers did not actually start until Phase II was underway. Therefore, the Instructional Design Adviser did not join the Project until August 1980, and the position of Research and Evaluation Adviser was still unfilled at the end of 1980. In general, the recruitment of advisers has proved to be a very lengthy process, and especially so concerning the Research and Evaluation post. A candidate was selected for the post in August 1980, but later declined the appointment. By that time the other candidates were no longer available so the recruitment process had to be started anew.

Staffing for the Project, which had been a problem throughout Phase I, continued as the most serious problem for the entire first year of Phase II. The lack of the necessary Basotho staff greatly delayed the implementation of the Project and at times stopped forward progress completely. In August 1979, the IMRC administration had advised the NTTC, MOE, and Cabinet Personnel of the staffing commitments set forth in the Project Agreement. Thereafter, until the end of December 1980, the Project was forced to devote a major portion of its time and effort to securing the staff guaranteed by the GOL. By the 1st of April 1980, the Project was to have had 15 technical staff, but officially there were none. The staff from Phase I had not been absorbed by the GOL as agreed, nor had any new staff been hired. The Phase I technical staff were retained temporarily on a daily pay basis at a very low rate, much lower than they had been paid during Phase I. Despite constant efforts by the IMRC administration to resolve this situation, it continued through 1980. This resulted in very low morale among the staff, the loss of several staff members and a definite restriction of forward progress in the Project.

Finally, 9 months behind schedule, the staff from Phase I were employed by the GOL and some of the new posts called for in Phase II had been created and were being advertised. But the delay experienced in accomplishing this task caused the Project to lose time that will be impossible to recover. One very important casualty was the short-term training program for technical staff. A program of overseas technical training was not possible to undertake until permanent staff were available to train.

Production of Materials

Despite suffering serious staffing problems, the Project was not without significant accomplishments during the first year of Phase II. The production of materials for the NTTC continued on a large scale and the MOE increasingly requested and received IMRC production services. In addition to this, the IMRC began to develop some supplementary materials for the primary schools.

In Phase I it was found that no offset press in Lesotho had the capacity to print sheets large enough to be used effectively as classroom charts. Therefore, of necessity, the IMRC developed a limited capacity to do silkscreen printing which enabled the production of large classroom charts. Early in Phase II, additional silkscreen equipment was purchased to increase this capacity with the intention of producing a series of prototype charts for the primary schools. The Project planned to develop, produce, distribute, and evaluate a set of 20 to 25 charts which could be used as supplementary teaching aids. To accompany the charts would be a teachers' manual giving suggestions for their possible use in the classroom. The charts themselves were to be very basic in nature so as to be useful under both present and future syllabi.

By June 1980 the Project had developed a set of five prototype charts and a teachers' manual. Three hundred sets of the charts were produced and distributed through the intern supervisors for trial use by the NTTC interns. By the end of the year three more charts had

been added to the set and distributed to the interns and a number of additional charts were under development. Feed-back for purposes of evaluation and revision was gathered from the interns and the supervisors through questionnaires and personal interviews. The response to the charts was extremely positive and requests for additional sets began to pour in from schools. Since these were intended to be prototype materials for testing purposes, the IMRC resisted the temptation to distribute the charts to teachers not connected with NTTC. However, the Project did produce an additional 450 sets of eight charts for later distribution to teachers in the NTTC In-service program in January 1981. At that time the Project will have produced and distributed sets of charts to approximately 750 teachers, a total of about 6000 charts. It is estimated that these will reach more than half the primary schools in the country.

Considering the definite need for materials of this type in the primary schools and the exceptionally favourable response that has been generated, the Project plans to continue with the development of further charts. When a suitable number have been developed, tested, and revised, they will be presented to the MOE for consideration for mass production and distribution to all primary schools. So far the silkscreening process used by the IMRC to produce the charts has been essentially a manual procedure, which is effective but very time consuming. In anticipation of the eventual mass production of these charts, the Project has placed an order for an automated silkscreen press that will increase the production capacity. Of course, the future ability of the IMRC to undertake such mass production is also dependent on having the necessary staff and the proper space in which to operate.

Facilities

The problem of production and office space for the Project is carried over from Phase I and will continue until the new IMRC building is completed later in Phase II. However, until that time the Project is making every effort to use the limited space available at the NTTC to the best advantage. To that end, the Project has constructed a small office/reception area in a relatively unused portion of the foyer of the Learning Centre adjacent to the IMRC production room. This additional space houses the IMRC reception desk, storage cabinets, photocopier, production files and three of the production staff. It has also allowed for the reorganization of the production room to include more space for silkscreen production. In addition, the Project also had movable partitions constructed for use in the production and office areas. These are intended to separate some of the various production functions and offer a small degree of privacy in a very crowded office situation. While these measures are far from perfect, they have contributed to a more effective use of the available space.

According to present projections, the Project will occupy the new IMRC building around the end of October 1981. This is considerably later than was originally estimated by the USAID engineer, due to unanticipated problems. First, there were delays in USAID's completion of the construction preliminaries. Then, a problem was encountered concerning the location of the building site. The architect did not complete the plans in the time expected and the awarding of the construction contract was delayed by confusion concerning the funding of the building. All of this will add up to at least a nine month delay in the proposed completion of the building. This will not only slow the implementation of Phase II, but because of inflation the delay will increase the cost of the building by 10 to 15 percent.

Finally, it took longer than necessary to award the construction contract due to a short-fall in funding. It happened that the estimated cost of construction which USAID agreed to fund and the GOL accepted, was less than the subsequent construction bid accepted by the tender board. Later it was found that this situation occurred because the quantity surveyor's estimate, on which USAID had based the funding, had not included escalation of costs over the period of construction. Since the GOL had previously agreed to absorb the costs in excess of the construction funds provided by USAID, it was their responsibility to makeup the

shortage. This was eventually done and the contract was awarded, but again there had been a considerable delay.

Similar problems affected the second part of the Phase II construction component which involved the housing for the advisory staff. While there were no problems involving the site for the houses, a decision by the Ministry of Works (MOW) concerning the type of structure that should be built caused an even longer delay. Standard MOW house plans had been proposed for the Project houses until the MOW recommended that semi-detached townhouses be built instead. This necessitated a new design which delayed construction and increased costs considerably. Then, the same problem of a shortage of funds occurred as had for the IMRC building. Again, this was caused for the most part by a lack of recognition that the quantity surveyor's estimate did not take into consideration the escalation of costs over the building period. As with the IMRC building, the GOL agreed to makeup the shortage and the construction contract was finally awarded. However, by the time the housing construction contract had begun it was almost a full year behind schedule.

Commodities

Throughout the difficulties concerning staffing and construction the IMRC advisory team remained optimistic with regard to the future of the project and its contribution to the educational system of Lesotho. Efforts continued to improve the organization of the Project and to further increase its production capacity. In addition to the silkscreen equipment previously mentioned, the project had purchased and put into use a phototypesetting system. This system included two keyboard terminals, each with a floppy disk memory unit, a high-speed hard copy printer, a photo unit with variable type styles and type sizes, and a photo processor. The addition of this equipment provides the IMRC with a capacity for top quality typesetting superior to any which presently exists in Lesotho.

In the category of office equipment, the Project purchased a photocopier, three electric typewriters, and a calculator. A detailed survey of future equipment needs was also conducted. It was intended that most of the remaining commodities for Phase II would be ordered early in 1981 so that they would arrive by the time the new building is ready to be occupied. The majority of these commodities will be purchased in the United States, so ample lead time must be allowed for ordering and shipping.

Much of the equipment to be ordered was for the audio-visual section of the Project. To assist the IMRC in determining the facilities and equipment needed in this area, the Project secured the services of a consultant. This audio-visual specialist was requested to assess the potential use of audio-visual instructional materials in Lesotho and the role that the IMRC could perform in producing such materials. He also conducted on-the-job training for the IMRC staff and directed the production of some initial prototype audio-visual materials. Finally, on the basis of the future role envisioned for the IMRC in the production of audio-visual instructional materials, the consultant recommended the equipment necessary to accomplish that role.

Other commodity purchases for the future included furniture for the new building, tools and machinery for a small wood and metal shop, and additional printing equipment to supplement and replace existing equipment. The purchase of a four-wheel drive vehicle is also required. The increase in materials production activity will be accompanied by a greater need for IMRC staff to visit schools to distribute and/or evaluate the use of those materials. The Project already has one vehicle, bought early in Phase I. Controversy surrounding its use has been present from the beginning, mostly due to a lack of clear, written guidelines agreed to by both governments. Therefore, before a second vehicle is purchased, it is strongly recommended that a comprehensive policy be established by the GOL and USAID concerning the control, use, and maintenance of the Project vehicles.

Training

Another area in which progress occurred was the long-term participant training program. Four NTTC faculty were identified as candidates for overseas training in Phase I, but the necessary arrangements for their programs and university acceptance extended into Phase II. Thus, during 1980 each of these four candidates left for study in the United States. Upon their return to Lesotho, one will join the IMRC staff and the remaining three will return to the NTTC faculty. But these three will assist the Project in the preparation of instructional materials in their particular subject areas on part-time basis.

In the area of technical training, especially short-term overseas training, progress was limited because of the shortage of staff. However, on-the-job training did continue and two staff members underwent a training course on the newly acquired phototypesetting equipment which was offered by the company that installed the equipment. Also several staff members attended workshops given at the Lesotho Distance Teaching Centre in photography and radio.

PROGRESS AND PROBLEMS - 1 January 1981 to 31 December 1981

Policy Developments Affecting the Project

In March 1981 the Ministry of Education and USAID/L held a brief review of the IMRC Project to assess the progress and discuss the problems which had been encountered in the first year of Phase II. During this review it was agreed that the Project had made significant progress in spite of continuing problems with lack of staff and inadequate working space. The MOE expressed its confidence in the Project and reaffirmed its decision to make the IMRC a separate department at the beginning of the GOL 1982-83 financial year.

An Ad Hoc Committee on the IMRC was formed as a consequence of the Project Review. This Committee was charged with the responsibility of considering steps necessary for further implementation of the Project and recommending to the Permanent Secretary action required. It was intended that the recommendations would form the basis for a Project Amendment which would re-direct the course of the Project to reflect changes that have taken place since the beginning of Phase II.

The main point of the Committee's report are as follows:

(a) Staffing

1. It was reported that all the posts called for in the Phase II Project Agreement had now been created and funded, but not all had been filled. Later this was found to be inaccurate. In fact, of the twenty posts called for in the Project Agreement, only nineteen had been created and only thirteen of those were funded. At the time of the Committee's report the Project had a total of eight vacant positions.

2. The existing vacancies were adversely affecting the implementation of the project so the MOE should make every effort to fill these positions as soon as possible.

3. It is expected that the IMRC will move to its new building in October/November of 1981. At that time, in order to operate the new facility, additional posts will have to be created.

(b) Budget and Financing

1. To enable IMRC to function effectively as an independent department of the MOE, a separate budget and financial framework must be established.

2. The new financial structure should be effective from the time the IMRC moves to its new building in October/November 1981.

(c) Future Role of the IMRC

1. The basic role of the IMRC will be to continue to assist the MOE in the development, production, testing, and evaluation of instructional materials.

2. Presently, the IMRC printing and binding equipment restricts its printing capacity to limited quantities of both prototype instructional materials and other essential non-instructional materials. A desirable step towards the development of the IMRC would be to increase its printing and binding capacity through the purchase of additional equipment. The new IMRC facility offers ample space for the additional equipment necessary to increase the printing capacity to a level where limited mass production would be possible.

3. There has been an increased demand for IMRC services in the development and production of audio-visual instructional materials and it is expected that this demand will continue to grow.

4. Realities of the current situation indicate that the overall role of the IMRC in the testing and evaluation of materials will be minimal.

(d) Technical Assistance

1. In Phase II four advisers were designated. They were: Senior Adviser, Production Adviser, Instructional Design Adviser, and Research and Evaluation Adviser. The first three are presently with the Project, but a Research and Evaluation Adviser has not yet been recruited.

2. Due to changing circumstances and requirements in the Project and the MOE, the committee recommended that the Research and Evaluation Adviser not be recruited and that the position be changed to that of an Audio-Visual Adviser.

In May the Ad Hoc Committee met with the Permanent Secretary to submit and discuss their report. As a result, action was initiated to fill the remaining IMRC posts and provide a financial structure under which the IMRC could operate when it separated from the NTTC. However, despite continued efforts by the IMRC Staff and many meetings with the personnel and financial departments of the MOE, little progress was made. By the end of 1981 neither of these very serious problems had been resolved.

The MOE announced in October that the IMRC and the NCDC would be headed by a single Director and Mr. M.C. Rakubutu, the IMRC Coordinator, was appointed to the position. The new Director took immediate action to coordinate the work of the IMRC and the NCDC. Joint staff meetings of the two institutions were held and a unified approach to problems was discussed. Cooperation was further encouraged by joint committees and free movement of staff between the IMRC and the NCDC. In only a few months, these and other efforts had effectively broken down the barriers that separated the IMRC and the NCDC and previously hindered the work of both. This is a very significant advance in the development of curriculum and instructional materials for Lesotho, and one that has been long overdue.

Planning for the Textbook Project of the 3rd World Bank Loan was carried out by the MOE and the World Bank during 1981. The IMRC assisted in the planning and will play an important role in the Project, which will provide instructional materials for the Primary Schools in Sesotho, English and Mathematics for a five-year period beginning in 1983. It is

intended that the IMRC will produce some of the class materials (teacher's guides, work cards, charts, etc.) for the Textbook Project and possibly some prototype textbooks for trial and testing. This of course, will mean a large increase in the present IMRC production load, which will necessitate the purchase of some additional production equipment.

As part of the World Bank Project the MOE will establish a Book Supply Unit to contract with publishers and printers for materials, to store and distribute the materials, and to collect book fees from the schools. The IMRC will serve as a consulting body to the Book Supply Unit and assist it when possible.

Lastly, towards the end of 1981, the Ministry of Education at the urging of the Cabinet Personnel Department, was considering the consolidation of all printing services in the various departments of the Ministry. It was suggested that these services could be consolidated at the IMRC. The IMRC staff is concerned by this suggestion at this time. The IMRC is still in its formative stage and has many problems yet to be resolved — staffing and finances to mention two important ones. But, even after these are solved and the new building is occupied, it will take considerable time to establish and organize the IMRC production processes. To suddenly be burdened with what could be as much as a tripling of the present production load would almost certainly spell disaster.

Then, too, the intended purpose of the IMRC Project must be considered. This purpose was to develop and produce instructional materials. If all the printing services in the MOE were to be consolidated at the IMRC, a very large part of the resources required would be for non-instructional materials. This could not help but subvert and delay the growth of the IMRC's intended capacity to develop and produce badly needed instructional materials. For these reasons the MOE should consider a decision of this magnitude very carefully.

It is understandable that for financial reasons the Ministry would like to eliminate unnecessary duplication of equipment and staff, but it is questionable that a consolidation of facilities and staff would result in any real savings. It might produce better management, but it could also result in longer production queues and slower service to clients. In any case, before any change is undertaken in production facilities and procedures of the MOE an extensive study of the existing facilities and the present and future production requirements should be conducted.

Staffing

A critical shortage of staff continued to plague the Project throughout 1981. The IMRC diligently pursued the staffing situation with the Ministry of Education and some progress was forthcoming. Nineteen of the twenty posts called for in the Project Agreement were finally established, but then only thirteen were funded. By the end of the year only eleven of these posts were filled. Thus, two years into Phase II the Project was attempting to operate with approximately half the required staff. The failure of the MOE to meet its staffing commitment to the Project is cause for considerable concern and is responsible for many delays in the Project Implementation Schedule.

GOL employment procedures continue to delay efforts to fill posts, even after they have been created, funded, and qualified people identified. For example, for the post of Senior Printing Assistant, the IMRC put forth a very well qualified candidate. He was mature, responsible and had extensive offset printing experience. He had been employed by IMRC on a trial basis and during this period proved to be exceptional in his work. He took complete charge of the IMRC printing room, trained other staff, maintained equipment and improved the quality and quantity of the printing output. He was everything the Project had hoped for in the post of Senior Printing Assistant, so when the post was finally created and funded his name was eagerly put forth for permanent employment.

The Ministry of Education Personnel Officer insisted that three candidates be submitted for the post, so the names of two other persons from the original list of applicants were added. Neither of these candidates was qualified for the job in that they had no experience with offset printing and, in fact, very little experience with printing at all and this was noted when the names were forwarded. The person the IMRC wanted was ranked first on the list submitted.

The credentials of the three candidates were sent through the Cabinet Personnel Office to the Public Service Commission. The candidates were interviewed but qualifications, experience and the preference indicated by the IMRC were apparently disregarded and one of the two unqualified persons was employed. Upon his arrival at the IMRC the new 'Senior Printing Assistant' could not operate an offset printing press and could therefore not perform the supervisory, training and maintenance duties the post requires.

The IMRC has worked for months to rectify this mistake. The person who was employed was put to work with office duties and proved to be quite competent in that area. The Project would have liked to have employed him as an administrative assistant or a storekeeper, but there was no equivalent post available. Eventually, he was transferred to another department of the MOE in order to re-open the Senior Printing Assistant post. Fortunately for the Project, the preferred candidate for the post agreed to remain on the job on a temporary basis with the hope that he would eventually be hired. His patience and dedication to the Project are highly commendable since his temporary pay is much lower than what he should be receiving for the responsibilities and duties he is performing. It is hoped that he will be permanently employed early in 1982. This is but one example of the difficulties that the Project continues to face with regard to staffing.

The implementation schedule for the Project has been seriously affected by the shortage of staff. Daily operations have been hindered and the Project's overseas technical training program has not been able to start. Thus, staffing problems are causing both short and long term difficulties for the IMRC. These must be solved immediately if the Project is to be fully successful.

Throughout 1981 there were three advisers to the Project. They were a Senior Project Adviser, Production Adviser and Instructional Design Adviser. In the Phase II Project Paper a Research and Evaluation Adviser was also indicated but had not yet been recruited. Developments in the Project and in the Ministry of Education have caused a re-evaluation of the advisory positions. After considering the recommendations of the Ad Hoc Committee on the IMRC and extensive discussions among the MOE, USAID and the Project Staff, it was decided to change the number and types of advisers for the remainder of the Project. In addition to the three advisers presently with the Project, three more would be added. They are a second Instructional Design Adviser, an Audio-Visual Adviser and a Graphic Art Adviser. Recruitment for these posts will take place in 1982.

In June of 1981 Mr. Robert Bergquist completed a ten-month assignment as an Audio-Visual Consultant to the IMRC. During this period he made significant contributions to the Project in training staff, producing prototype materials, assessing needs and recommending equipment. His presence at the IMRC clearly indicated the need for a long-term Audio-Visual Adviser for the Project.

In October the IMRC Coordinator Mr. M.C. Rakubutu was appointed Director of the IMRC NCDC. This appointment was made to encourage cooperation between the two institutions in order to facilitate the development of curriculum and the production of instructional materials. At the same time Mr. J. Mahooana was named Acting Coordinator of the IMRC. Mr. Mahooana had joined the IMRC in June after completing a Master's Degree in the United States.

Production of Materials

Throughout 1981 the IMRC continued to increase its production of materials. A wider circle of clients was served and the range of the materials produced was broadened. The main client, however, remained the NTTC. The print production for the College included class handouts, tests, self-instructional materials, workbooks, textbooks, charts and a multitude of administrative memos and documents. With the assistance of the Audio-Visual Consultant and with very limited equipment, the IMRC also produced two films, several video tapes, audio tapes, slides and photographs.

Other departments of the Ministry of Education also increased their requests for assistance from the IMRC in the production of a variety of materials. Many of these were non-instructional materials, but when they were essential to the functioning of the MOE, the IMRC made every effort to assist. Numerous charts and reports were produced for the Administration for important meetings and conferences. The primary school exam results were printed for the Inspectorate. In cooperation with Education Planning, the IMRC produced a Primary School Inventory and Directory which lists the location of schools, number of classrooms and teachers, enrollment, etc. This is a very important document for the MOE and it will need to be continually updated as the statistics change. The IMRC was able to put this information on the permanent memory discs of its phototypesetting equipment so it can be easily updated.

During the past year, the Project gradually became more involved with production of materials for the NCDC. After a long period, a number of primary school syllabi were approved and ready for production. The IMRC was asked to do the layout, design, copy editing, typesetting, and, in some cases the printing, if the quantities were within the capabilities of its present equipment. Syllabi for Sesotho, English, Mathematics, and Social Studies were produced. The IMRC also assisted the NCDC Testing and Evaluation Department in designing and producing a set of forms to be used in the evaluation of a new series of English textbooks.

The IMRC continued its development and production of prototype wall charts for the primary schools. Seven new charts were developed and produced, bringing the total number to fifteen. Sets of the first ten charts and teachers guides have been distributed to approximately seven hundred fifty intern and in-service teachers. Thus, a total of seven thousand five hundred charts have now reached the schools on a trial basis. The IMRC will continue the development of wall charts and other class materials and this task is expected to increase when its role in the World Bank Textbook Project begins.

Another instructional material for the schools, in which the IMRC played a different production role, was the Social and Development Studies Textbook (Unit 3). The IMRC was requested to act as production consultant to the Social and Development Studies Panel in arranging for a revision and reprint of the text at Mazenod. The IMRC Production Staff conferred with the printers on specifications, layout, design, and artwork. The IMRC Art Staff provided revised artwork.

Requests for service and assistance in the production of materials not only came from the Ministry of Education, but from other Ministries and some non-GOL bodies, such as USAID/L and UNESCO. For example, USAID/L requested and received help from the IMRC in the production of several reports and a Project Paper. UNESCO had the IMRC produce a manual for the intern supervisors course at NUL.

The requests from other Ministries were often for assistance in producing audio-visual materials. While most Ministries have some sort of printing facilities or have access to the

Government Printer, none have the facilities to produce audio-visual materials such as overhead transparencies, video-tapes or even slides and photographs. Therefore, assistance was sought from the IMRC. Inquiries and requests were made by the Ministry of Agriculture, Ministry of Health, Ministry of Information and Broadcasting and the Prime Minister's Office, to mention a few. Some of these requests were able to be met, but due to a lack of facilities and proper A-V equipment most were told to come back after the Project had moved to its new building and had received the equipment that was on order.

The production capacity of the IMRC has increased steadily since the beginning of Phase II, not only in terms of quantity but also in quality. However, due to the present conditions of lack of space, shortage of staff, and limitations of the equipment, this capacity seems to be now at a maximum. The space problem will be solved with the move to the new building, but the shortage of staff and upgrading of equipment are problems that remain to be solved.

Facilities

Since the beginning of the Project in 1978 the IMRC has suffered from a lack of space. With the expansion of the Project in Phase II, this problem has become more critical and will remain so until the new IMRC building can be occupied. It is now apparent that the building cannot be completed by February 1, 1982. This represents a year's delay in this important element of the Project, with obvious implications for setbacks and delays in meeting other Project objectives. The IMRC Staff has been virtually powerless to do anything about this situation, and has had no formal indication from either USAID/L or the architect of a completion date.

A large part of the year's delay in the completion of the IMRC building could have been avoided by better planning, cooperation, and communication among those involved in the construction process. One problem has been that the IMRC, for whom the building was being built, did not always receive a response to its expressions of concern regarding construction problems, nor was physical evidence in the building itself reassuring that the concern had not been ignored or overlooked.

Some design features of the building seem unnecessarily complex, particularly considering the level of construction capabilities of local contractors. The architect acknowledged that the contractor's abilities would be severely taxed by these features, but felt this problem could be overcome through effective inspection and supervision. Part of the architect's contract was to provide the necessary inspection and supervision. It is not clear that this professional and contractual obligation was met. Examples of construction difficulties encountered by the contractor abound, as do examples of less than adequate supervision and inspection. The IMRC advisory staff made almost daily visits to the building and often detected errors in progress. These were called to the attention of USAID/L and/or the architect, but, as noted above, not always with the desired effect. Frequently the contractor did not receive new instructions until too late and the work had to be torn out and re-done, in some cases more than once.

In support of the proposition that the limitations of the contractor were not sufficiently considered at the design stage, perhaps the roof is a good example. An inordinate amount of time was needed to construct the roof, given the fact that the roof trusses were prefabricated and brought to the building site. The placement of the trusses themselves caused trouble as did the laying of the roofing tiles later. A simpler roof design would have saved time and money.

In support of the proposition that inspection and supervision was inadequate, the example of the walls of the building may be used. Some difficulties with interior room dimensions were observed by IMRC advisers. This led to the discovery by the architects that the exterior walls were missing the top course of bricks. A concrete beam had by that time already been poured

on top of the brick wall and the roof was in place. This was an error that should have been caught earlier and corrected, for it then led to other problems, particularly with exterior doors and windows.

Most of the problems concerning the construction of the IMRC building were also present with the construction of the Staff Townhouses. The one notable exception is that the builder of the Townhouses was considerably more capable. The quality of workmanship is very good though there are many faults with the basic design. This is unfortunate because if the architect had been open to assistance and suggestions, the Townhouses could easily have been improved. As it is now, they are inferior compared to American standards.

The question of standards has caused the IMRC Staff considerable concern with the design and construction of both the building and the Staff Townhouses. The problem is that what seems to be acceptable to the architect and the builders in terms of design, function, and workmanship often does not meet the standards of the IMRC. In cases such as this it is the opinion of the IMRC Staff that within the limits imposed by cost considerations, their requirements and standards should prevail since they are the end clients in the relationship. Failure to achieve rapidly responsive interaction among architect, builder, and client has resulted in a building with obvious shortcomings and in wasted funds and effort.

The IMRC will eventually move into the new facility, and regardless of the shortcomings it will be vastly superior to the facilities in which it has been operating since the beginning of the Project. But one hopes that some lessons can be learned from the IMRC construction experience, so that the same mistakes can be avoided in future USAID projects in Lesotho. In this regard the IMRC Staff would like to offer several recommendations. The first is that the Project Staff concerned be given more responsibility and authority concerning the design and construction of their facilities. Second, that the supervision and inspection of construction be done on a daily basis so that mistakes can be caught and remedied quickly. Third, in the selection of architectural, supervision and inspection services in the future that the firm's record of flexibility and their spirit of cooperation with their clients be seriously considered.

Commodities

During 1981 the Project placed orders for a large amount of furniture and equipment for the new IMRC building. To comply with USAID regulations restricting foreign purchases, most of the orders were made in the United States.

In preparation for placing these orders the Project had conducted a survey of needs and had compiled specifications of the commodities required. In addition, catalogs and detailed information, including competitive prices, were acquired from manufacturers and suppliers. USAID was then consulted concerning the procedures for ordering. The Project was informed that orders of less than 25,000 dollars did not need to be put out for bids and USAID/L could order directly from a specified supplier in the United States. Considering the variety of commodities to be ordered, the 25,000 dollar limit seemed to pose no problem. Based upon this information the Project Staff began to prepare the final commodity orders for submission to USAID/L.

The categories of the commodities to be ordered were desks and chairs, tables, production equipment, video equipment, audio equipment, photographic equipment, and miscellaneous. In some cases all the items in a given category were available from a single source, but in other categories a number of sources were required. In all, a total of fourteen vendors could supply all the commodities to be ordered and no single order would exceed 25,000 dollars. The IMRC Staff was exceedingly conscious of the cost factor and made every effort to acquire the best price available. Where possible equipment was to be ordered directly from the manufacturer at the factory price. In addition, many of the suppliers selected had GSA contracts and, therefore, special government prices were given.

Because of the number of items to be ordered, the complexity of the specifications, and the extensive research concerning suppliers and prices, it took the Project several months to finally complete the orders. The IMRC Staff had also taken the time and effort to put the orders in the memory unit of its typesetting equipment so that they could later be easily reproduced on the forms to be used by USAID. These orders were then submitted to the Mission on May 18.

After the orders were handed over, the Project was told that the Mission had changed its mind and that the commodities would not be ordered directly, as was previously indicated. Instead, it was decided to give the entire order to a procurement agent in the United States. Considering that the Project had already completed the largest part of the work involved in ordering these commodities, the reasons for needing a procurement agent were unclear. It was explained that such agents were specialists in the field of purchasing and shipping commodities and that some were even ex-USAID employees who were conversant with government regulations. Therefore, a procurement agent could expedite the order and save the Project money by getting better prices. The Project Staff was willing to accept that a procurement agent might possibly expedite the shipping of the order, but they could not see that much money would be saved. Since the prices quoted the IMRC for most of the items on order were already either factory or GSA prices, it was questionable that an agent could do any better. Also, the IMRC Staff felt that any savings through better prices would probably be more than offset by the 6 to 8 percent commission that the procurement agent would charge on the total order. Since the reasons offered for requiring a procurement agent were less than convincing, the situation was very perplexing. The Project Staff stated their objections to and skepticism of this decision, but to no avail. USAID/L began the process of selecting a procurement agent.

From this point on, there were so many delays and errors and such a lack of communication that it is difficult to relate them all. First, it took almost two months to select and contract with a procurement agent and get PIO/Cs to him. Then the PIO/C that was sent to the agent contained errors and the agent would not act until they were corrected. He also insisted that a letter of commitment be issued before going ahead with the orders. To correct the PIO/C and issue a letter of commitment took about another month.

In the meantime, a problem had arisen over some of the audio-visual and photographic equipment. Where U.S. manufacturers for certain equipment did not exist, the Project had specified Japanese equipment. Now the agent said that waivers must be supplied for this equipment before it could be ordered, even though the firms involved, such as Sony(USA), Elmo(USA) etc., had current GSA contracts. The Mission said that it would take appropriate action. Then, since time was growing short, the agent was instructed that his first priority should be the purchase of the furniture and the production equipment and that it should be shipped by container as soon as possible. While all of the commodities were important, these were the most urgent to the Project.

In July and August some new commodity orders were submitted to USAID/L by the IMRC. The orders were for more office equipment, graphic arts equipment, tools, and some additional furniture. The same agent was given a contract to procure all of these commodities except the tools. USAID/L consented to send the tool order directly to the supplier which was Sears Roebuck.

Although progress reports concerning the orders were supposed to be regularly submitted by the agent to the Mission, this was not done. To get information USAID/L usually had to phone the agent and often even this was not fruitful. Finally, word was received from the agent that the furniture and the production equipment had been ordered on September 21st and that they expected it delivered to them within five weeks. Thus, five full months had elapsed from the time the IMRC had first submitted the orders to USAID/L until

any order had reached a supplier. This situation certainly did not give credibility to the contention that a procurement agent would expedite the commodity orders.

In addition to this long delay, another problem developed concerning the agent. When checking the order that the agent had placed for the furniture and production equipment, it was found that he had changed the specifications of certain items. This was quite alarming to the Project Staff and the agent was immediately instructed to correct the mistakes that he had made in the order. He was also instructed that in the future the Project Staff should be consulted before deviating from any of the requested specifications. Since no written response was ever received by the IMRC, it can only hope that the agent complied with the instructions.

At the end of September the Mission was informed by the agent that he had received the letter of commitment for the office equipment, graphic arts equipment, and the additional furniture. The agent asked if these commodities could be sent by container, and if so, he planned to consolidate it with the furniture and production equipment order. USAID/L advised the agent that this was agreeable and reminded him that it was in the original specifications for the order.

The next information that the IMRC received concerning the commodities was from the Project's Audio-Visual Consultant who had returned to the U.S. and had on his own time contacted the procurement agent concerning the audio-visual equipment order. He informed the Project Staff that as of the end of September nothing had been done on the A-V order because the agent had not yet received the waivers that were supposedly needed. USAID/L was notified of this and the IMRC Staff was assured that it would be taken care of immediately.

In October, the IMRC submitted another commodity order to USAID/L for U.S. purchase. The order was for consumable supplies such as photographic materials, video tapes, audio tapes, typesetting materials, etc. This order was sent to the same agent for procurement in spite of the obvious problems which had been developing. In addition to the commodities for U.S. purchase, the IMRC also ordered under waivers a new photocopy machine and a second Project vehicle from South African dealers. The photocopy machine was delivered in November and the vehicle, a 4-wheel drive Isuzu wagon, was to arrive early in 1982. Because the Project Staff was still having difficulty with NTTC over control and use of the present Project vehicle, they were not particularly interested in receiving the new vehicle until the IMRC moved to its new building.

By the end of October the Project had still not received definite dates concerning the shipping or arrival of the furniture and production equipment. Since the Senior Project Adviser was returning to the U.S. for leave, he volunteered to stop in New York to contact the procurement agent. By seeing the agent in person he felt that he might be able to get some accurate information and clarify some of the problems. The Mission decided that this would not be necessary. However, the Adviser did take it on his own to try to contact the procurement agent by phone when he reached Washington. In several attempts he could get no answer. Upon contacting the Lesotho Desk Officer at AID/W it was learned that the procurement agent's reliability and financial situation were now in question. Without notice, the agent had closed his office and no one was quite certain what had happened to him. Later it was reported that he had moved his office, but over a six-week period the adviser was not able to contact him by phone. AID/W learned that the agent was out of the country for a month, but could not get any additional information. However, at that time they were not optimistic that the agent would be able to fulfill his commitment to procure and ship the Project's commodities. It was stated that the Project might have to place the orders again through another agent.

On November 20th the Mission phoned Washington to urge that action be taken from their end to expedite the Project's commodity orders. At the same time Washington was asked to evaluate the agent's ability to fulfill his commitments and advise the Mission by cable. Nothing more was learned until December 15th, when the Mission received a copy of a letter that the agent had sent AID/W on November 24th. The letter included a status report on all the commodity orders for the Project. This was the first such report that had been sent. The report stated that the furniture and production equipment order was being consolidated for containerization and shipment on January 5th. The order for office equipment, graphic arts equipment and additional furniture was also to be containerized and shipped on January 5th. However, on this order the agent was requesting amendments to the delivery and expiration dates of the PIO/C. The estimated shipping date for the A-V equipment was February 25th by air, but the agent said that he still had not received the waivers that had been requested. The order for consumable materials was also to be shipped February 25th, but the agent again was requesting that amendments be made to the delivery and expiration dates of the PIO/C. USAID/L cabled Washington on December 16th and instructed that they amend the PIO/C dates and issue the waivers as requested by the agent. It was also stated that the Mission had not yet received the cable that they had requested on the evaluation of the agent's ability to fulfill the PIO/C's. At the end of 1981, the entire commodity situation was unresolved and the only commodities that the Project had received were hand and power tools ordered directly from Sears Roebuck in August, which arrived in Maseru in mid-December.

It is difficult to understand how all the problems were allowed to develop, but once they did, they should have been dealt with promptly. Instead, all control appears to have been lost. With all the experience that USAID has had with U.S. commodity orders, it would seem by now that they would be more effective in processing them. In any case, the situation had been, and still is, quite troubling to the Project Staff. It is one more example of a problem that has delayed the implementation of Phase II.

Even when all the commodities that are on order finally arrive, the IMRC will still be faced with equipment problems. The work load in the production section has greatly increased since the beginning of Phase II and it will increase even more rapidly when the IMRC moves to its new building. If the Project is to meet these growing production demands, then additional production equipment must be purchased. The equipment that was purchased in Phase I has been well used and it is approaching the end of its useful life. But also, it was not the type of equipment intended to do the kind of production which will soon be required of the IMRC. Thus, it is not only essential that some new production equipment be purchased, but also that the level of the equipment be up-graded.

Training

In anticipation that the Project staffing shortage would soon be solved, a plan for overseas training of staff was drawn-up and submitted to USAID/L early in 1981. However, the staff shortage was not solved, so the training plan never became operative. The Project continued to conduct on-the-job training of staff, but this was not satisfactory in all cases. For example, staff involved in the repair and maintenance of equipment really need factory courses in repair and maintenance on specific equipment to supplement their job experience.

The training program is unavoidably linked to the staffing problem. The Project cannot train personnel it doesn't have, nor can it send staff for training when there is no one to replace them. So, before a fully effective training program can be implemented the staffing situation must be resolved, and the sooner the better. Already, the delays in the staff training program have caused severe damage to the future success of the IMRC.

CONCLUSIONS AND RECOMMENDATIONS

Although the Project made considerable progress in 1981, it continued to be hindered by problems. Most of these problems were beyond the influence and control of the IMRC. They included a shortage of staff, the failure of the GOL to provide necessary budgetary arrangements, the excessive delays both in construction of facilities and in procurement of commodities. The Project persisted in seeking solutions to these problems, but was unable to bring about the actions required to resolve them.

At the Project Review in March 1981, it was suggested that a Project Amendment should be written to incorporate all of the changes which have taken place in the Project during Phase II. This has not yet been done. The IMRC Staff recommends that the GOL and USAID proceed with the writing of the document. The Staff further recommends that the Project Agreement include guarantees for full staffing for the Project, as well as the necessary GOL budgetary arrangements for the operation of IMRC as a separate organization.

Earlier in this Report it was stated that purchases of additional production equipment for the Project would be necessary. The purchase of such equipment can no longer be delayed if the Project is to continue to meet its growing production requirements. Therefore, the IMRC Staff recommends that the following items be procured as soon as possible: (a) one, or possibly two, medium sized offset printing press, (b) a collating/stitching/folding system, (c) an offset plate maker, (d) an additional type composition terminal, (e) a perfect binding machine, and (f) a three-knife trimmer. Sufficient funds are available in the Project budget to purchase this equipment and there will be ample space for it in the new IMRC building.

Because of the problems encountered in the first two years of Phase II, the implementation of certain aspects of the Project has been seriously delayed. Even if the remaining problems are immediately solved, it would not be reasonable to expect the Project could make up for all these delays in the remaining two years. Therefore, it should be understood that by the end of Phase II, the Project may not have met all of its goals, aims, and objectives. With this in mind, the Project Staff would like to recommend that the GOL and USAID begin to consider the possibility of extending the duration of assistance to the IMRC.

Appendix F

Project 632-0061, Instructional Materials Resource CenterAs of March 31, 1982 Phase I & II

PIO No.	Description	LOP	Obligation	Expenditure	Pipeline	
PSI-01	U.S. Personnel	(in 000's)				
T10045	TCC D.O. 74		120000-	-o-	120000-	FX
T10067	" D.O. 81		130000-	14000	116000-	FX
T10068	" D.O. 82		130000-	13000-	117000-	FX
T00604	" D.O. 20		160000-	59281-	100719-	FX
T00605	" D.O. 21		119289-	123028-	(3739-)	FX
T90646	" D.O. 10		123159-	114182-	8977-	FX
T90651	" D.O. 16		116230-	114311-	1919-	FX
T90669	" D.O. 26		17353-	16721-	632-	FX
T70110	IIE D.O. 6		156407-	131584-	24823-	FX
T70612	AFRC 1544 Mitchell		5241-	5241-	-o-	FX
T70625	AID 8008, Househam		48433-	48433-	-o-	LC
T90658	AID 8002, Househam (Architect)		13048-	13048-	-o-	LC
T70618	AID 8001, Househam		509	498	11	LC
T70613	AID 7906, MacMakin Vogeli		4053- 6265-	4053- 6265-	-o- -o-	
Total PSI-01		1755	1149987-	663645-	486342-	
PSI-03 Training						
P90701	TCC D.O. 91		24600-	-o-	24600-	FX
P70617	Potloane		12766-	12766-	-o-	
P70620	Mahooana		20790-	21987-	(1197)	
P70621	Chapi NTTC Faculty		41439-	20696-	20743-	
P70623	Mokhethi " "		18342-	18342-	-o-	
P70624	Lesaoana " "		32075-	28003	4072-	
PSURCH	AID/W		3127-	3127-	-o-	
Total PSI-03		404	153139-	104921-	48218-	

PSI-04, Commodities	<u>LOP</u> (in 000's)	<u>Obligations</u>	<u>Expenditures</u>	<u>Pipeline</u>
CO0713, AWI trading		115500-	-o-	115500-
CO0725		25000-	-o-	25000-
C70627 USAID		6634	6634	-o-
C90225 AID/W		46500	46019	481
C90673 AID/W		6114	6147	(33)
C90674 J.K. Foundation		500	351	149
C90689 PO 10065		480	430	50
C90695		7200	-o-	7200
C70600 USAID		22313	22313	-o-
C70605 USAID		340	337	3
C70616 USAID		11351	11351	-o-
C70626 USAID		11092	11092	-o-
C Closed USAID PO 199		4621	4076	545
C80605 USAID		35739	35739	-o-
C70632 Sears		3933	-o-	3933
C70633 Am Int. & Screen Sup)		8700	-o-	8700
Total PSI-04	360	306017	144489	161528
PSI-05 - Other Costs				
PIL-04 Consl. Houses		234080	234080	-o- LC
PIL-05 Consl. Buld.		504792	504792	-o- LC
PIL-06 MOE		10000	-o-	10000 LC
TA-027 Rakubutu		1150	1139	11 LC
TA-028 Vogeli		1339	1349	10 LC
77-L-17 MacMakin		390	390	-o- LC
Total PSI-05	862	751751	741750	10001
Unearmarked		323106	-o-	323106
Project Total	3381	2684000	1654805	1029195

IMRC Budget Estimates 1982/3

		Revised (MOE)
Personal Emoluments	M <u>106,734</u>	<u>100,442</u>
Vehicle Hire	9,000	5,000
Motor Mileage	2,000	-
Fares	1,000	-
Subsistence	5,250	5,000
Freight Charges	500	-
Equine Hire	100	-
Power	18,000	10,000
Communication	3,600	2,500
Other Office Overheads	3,500	5,000
Printing	1,000	-
Stationery	1,224	1,500
Maint. of Public Assets	4,000	-
Upkeep of Institutions	-	-
Running Costs	2,500	-
Purchase/Production of Materials	34,000	12,000
Minor Works	1,000	-
Office Equipment	500	-
Non-office Equipment	-	-
Books & Publications	400	-
Special Expenditures	750	-
Grants and Subscriptions	200	-
	<hr/>	<hr/>
	88,524	46,000

MINISTRY OF EDUCATION BUDGET SUBMITTAL

(PHOTOCOPY OF PERTINENT PORTION SUBMITTED TO THE MINISTRY OF FINANCE)

POSITION	PERSON	DATE OF INCREMENT	SALARY 8/83	SALARY 8/82
	INSTRUCTIONAL MATERIALS RESOURCE CENTRE			
CO-ORDINATOR	M.C. RAKUBUTU	FIXED	9696	9696
INSTRUCTIONAL DESIGNER (10-11)	VACANT (2 POSTS)	-	7584	7584
RESEARCH SPECIALIST (10-11)	J.T. MAHDANA	APRIL	7992	7788
AUDIO-VISUAL SUPERVISOR (10-11)	VACANT	-	7584	7584
COURSE DESIGNER (8-10)	N. POTLOANE	OCT.	7890	7686
PRODUCTION SUPERVISOR (8-10)	C.T. SEHAPU	APRIL	5796	5628
PERSONAL SEC. II	C.H. MATHOLEANE (MRS)	MAY	4428	4428
TOTAL			68,298	67,298

ESTIMATES MEMORANDUM FORM A:1

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SUBHEAD 1 : PERSONAL EMOLUMENTS

PROGRAMME: 2 : INSPECTORATE

19 82/19 83

APPROVED and FUNDED POST	NAME OF HOLDER	DATE OF INCREMENT	SALARY	
			1982/1983	1981/1982
			R	R
SENIOR PRINTING ASSISTANT (6-7)	E.H. TLHOMOLA	AUG.	3928	3948
COMPOSER OPERATOR (6-7) (2 posts)	M.A. MAJOMI	APRIL	4068	3948
ARTIST ILLUSTRATOR (5-6) (3 posts)	H. PHAKISI	MARCH	3228	3108
	H.H. BULANE	MARCH	3228	3108
	VACANT 1 POST	-	3108	3108
AUDIO-VISUAL TECHNICIAN (5-6)	VACANT	-	3108	3108
WORKSHOP TECHNICIAN (5-6)	J. TSUPANE	APRIL	3468	3348
PRINTING ASS. (5) (2 posts)	E.H. RAHAKATANE	APRIL	3228	3108
ASSISTANT STOREKEEPER (5)	VACANT	-	2448	2448
SENIOR PRINTING ASS. (4-5)	M. MAFI	APRIL	2664	2556
	S. TLALAPHE	"	2664	2556
	A.T. RUMATELI	"	2664	2556
	M. RABOPIHE	MAY	2556	2448
STENOGRAPHER	H.P. MOKOPE	DEC.	2664	2556

