

REPORT OF THE EVALUATION TEAM FOR PROJECT 632-0080

INSTITUTE OF EXTRA MURAL STUDIES

NATIONAL UNIVERSITY OF LESOTHO

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#### 14.0 Evaluation Methodology

The evaluation was a mid-term "Formative" evaluation. Since no Project Evaluation Summary (PES) was written at the end of the first year of Phase II, the Project team decided (with the concurrence of the Human Resources Development Officer (HRDO) to use the PES format, with additional recommendations for directional or operational changes to be presented orally and in supplementary memos for the use of USAID/Lesotho.

Formative evaluation was to take place in mid-term, approximately 2 years after the Project started. This would have been about February 1983. Since the Project agreement was not signed until August 1981, October 1983 is approximately mid-term.

The evaluation plan called for a 2 or 3 member team for 4-6 weeks. USAID/Lesotho requested Jim Hoxeng of Science and Technology/Education (S&T/ED) and Frank Method of PPC/PDPR/HR as members of the team. Dr. Za Mats'ela, formerly Permanent Secretary of the Ministry of Education and Culture (during Phase I and including the period during which Phase II plans were developed) and currently on the faculty of NUL, was the third member of the team. Since both Hoxeng and Method had previous experience in Lesotho and background knowledge of IEMS and other nonformal education (NFE) organizations in Lesotho, a shorter evaluation visit was judged feasible. In addition, it was desirable to coordinate the IEMS evaluation with a separate evaluation of Project 931-1054, Structuring Nonformal Education Resources and for the reports of both evaluation teams to be available as soon as possible as part of USAID/Lesotho's review of a PP for Basic Education and technical training. Thus, for a variety of reasons, only 2 weeks were available.

The evaluation was conducted from October 24 to November 4, 1983. This was a minimum time for evaluation and did not allow for field visits other than to the Roma and Maseru campuses. However, it was adequate given the background knowledge of the evaluation team and the extensive documentation of the IEMS activities, including several thorough summaries of implementation actions and progress indicators prepared by the Project Coordinator, Donovan Russell, and other IEMS staff. Most of these summaries and background documentation had been provided to the team a month or more before arriving.

During the first three days of the Project evaluation the team met with the staff of each section, with the Vice-Chancellor and IEMS Director, with 2 of the 3 coordinators of regional centers (except Thaba Tseka), and with 3 of the 4 Project Advisors. The team met on 10/31 with Hushang Bahar (Part-Time Studies Advisor) and Dawn Cooper Bahar (Consultant for Community and Leadership Development). The fourth day was spent writing and reviewing IEMS documentation.

On the fifth day the team met in a plenary workshop session, with all staff of IEMS invited and most attending. In this meeting the team reported overall impressions and reviewed each EOPS indicator and Output statement, giving its preliminary findings and tentative recommendations. Each of these was discussed in the open forum and findings and recommendations modified on the basis of the discussion.

Days 6, 7 and 8 were spent developing drafts of the Purpose, Output and Input Sections which were distributed and reviewed item-by-item in another plenary session with IEMS Staff.

On Thursday, Day 11, the major findings and recommendations were presented and discussed with the Vice-Chancellor, Pro-Vice Chancellor, IEMS Director and USAID/Lesotho Director.

Though the time available was very short, it was possible to obtain what the team feels are reliable findings, reflecting consensus views of most close observers of IEMS. This is due to three main factors:

- (1) The three members of the team had substantial background knowledge of IEMS.
- (2) There was very substantial documentation of IEMS activities and plans the Project Coordinator had done an unusually thorough job of synthesizing material on progress toward log frame indicators. This was provided to the team approximately one month in advance of the evaluation. This documentation was extremely useful (accurate, complete and objective) and the team greatly appreciates the assistance of the Project Coordinator.
- (3) The plenary discussions with IEMS staff were very effective in eliciting comment on sensitive issues and in getting agreement on findings and recommendations.

Finally, the team had excellent logistic support from IEMS, including transport and the services of Ms. Likhapha Mokhele, who did an excellent job of getting papers typed, revised and distributed. The team wants to note her efforts with special thanks.

EXTERNAL FACTORS

15.0 Four external factors inadequately anticipated in Project design have affected the implementation of the IEMS Project.

15.1 First, the present socio-economic condition in Lesotho of increasing unemployment and population growth, without a similar increase in economic development is an adverse factor. Government has had to place top priority on agriculture and related industries in order to decrease undue reliance in this area on its neighbor, the Republic of South Africa. It has also had to adopt stringent budgetary measures, including a freeze on civil service hiring. This has left little discretionary budget room and has made it difficult to establish the posts for IEMS (though GOL has eventually done so).

15.2 Second, there has been greater than expected growth in the number of organizations assisting adult and non-formal education in Lesotho. IEMS is one of about five or so institutions [along with the Lesotho Distance Teaching Center (LDTC), Lesotho Family Planning Association, Lesotho Opportunities Industrialization Center (LOIC), Institute of Development Management (IDM) and Lesotho Institute of Public Administration (LIPA)] which are the best organized and possess the best qualified staff in the specialized areas. The coordination of the efforts and overall plans of these organizations would, therefore, yield great benefits for Lesotho, and should be encouraged.

15.3 Third, the expected funding of IEMS regional centers by other donors did not materialize.

15.4 Fourth, extra-mural studies programs in other Southern African countries have not matured as rapidly as assumed, due in part to the same economic problems which have affected Lesotho and to the many uncertainties that affect countries in the Southern African context. This has made it difficult to achieve the objective of using IEMS as a model or resource for sister institutions.

## 16.0 INPUTS

### 16.1 General Findings and Background

Both GOL and U.S. inputs have been provided in the anticipated quantity and with expected quality. The main deviation from PP input schedule is some delay in participant training starts (due to a delay in signing of Project agreement) and in start of construction for the Maseru Campus (due to a delay in release of GOL counterpart funds and a consequent renegotiation of the construction contract). Neither delay has seriously affected Project outputs and both elements are now being implemented smoothly against a revised schedule.

Project analysis gave inadequate attention to the fact that certain inputs, particularly the release of key staff for participant training, would lead to reduced implementation capacity during the first 2 years of Phase II. Thus, though the input schedule is being met (after the delays noted above), the output assumptions are not fully valid in the short term.

An important assumption for the achievement of Project purposes was that two regional centers would be funded by a German Foundation. This has not happened.

Project resources have been carefully and prudently managed. The budget is fully adequate for all remaining scheduled inputs and should allow room for some additional inputs to be considered. However, the Project budget is unlikely to be fully expended by the planned PACD of 3rd quarter 1985. USAID/Lesotho may wish to consider a revised PACD for one year, or to some date mutually agreed with IEMS/NUL on the basis of their revised budget and implementation schedule

There are numerous inconsistencies in the PP budget and financial plan. Considering the changes in implementation schedule, additional inputs noted by this evaluation as needed and possible modifications (i.e., reductions) of some inflation assumptions it is recommended that IEMS review its budget, re-prioritize needed inputs and present a new budget and expenditure projection for approval by USAID/Lesotho.

16.2 Technical Assistance. Please see table on following page.

16.3 Training

	<u>PP</u>		<u>Actual to 10/83</u>		<u>Allocated</u>	
	<u>Number</u>	<u>Person</u>	<u>Number</u>	<u>(See notes)</u>	<u>Person</u>	
		<u>Months</u>				<u>Months</u>
M.A./U.S.	8	192	6	(1)	107	
Non-Degree/US	14	68	-	(2)	-	
Third Country	2	12	-	(3)	-	
In-Country	6	204	1		25	
Training Seminar:	2 x 2 months each 8 x 2 weeks (4)				4	

NOTES:

- (1) The long-term training emphasis has changed from the PP, reflecting delays in Project startup, changes in staff available and difficulty in releasing staff for training. While training to date appears relevant and needed, most training needs identified in the PP remain valid. A new training plan with allocation for 84 starts should be prepared and agreed with USAID/Lesotho. A suggested training is under discussion (see 10/5/83 Russell memo to Mahanetsa). Training expenditures to

16.2 Technical Assistance

	<u>PP</u>	<u>7/81-10/83</u>	<u>Expended</u>	<u>Remaining</u>
<u>Technical Assistance</u>	<u>Person Months</u>	<u>Person Months</u>	<u>Percent</u>	<u>Person Months</u>
Project Advisor	48	28	58%	20
Academic Planner	48	20	42%	28
Research/Evaluation Advisor	48	19	40%	29
Part-Time Studies Advisor	24	18	75%	6
Community Development Advisor	12	---	0%	12
Short-Term Consultants	18	10.	56%	8

\*NOTES: Community Development Advisor being provided as short-term consultant 7/83 - 1/84, with probable extension.

Local Project Support

Admin. Secretary	48	16	33%	32
Secretary	48	26	54%	22

\*NOTE: Secretary was actually recruited 7/81, but paid from Project Advisor's personal salary 7/81 - 9/81.

date are substantially below budgeted projections. Thus, total person months may be increased without increasing the budget. Expanded training may require allocations for prospective as well as current IEMS staff.

- (2) Non-degree training is not in great demand; since M.A. training averages 18 months, it is judged cost effective to have concentrated on degree training as the first priority. However, greater priority for short-term (up to 12 months) training and practicums should now be considered.
- (3) Relevant Third Country training sites have not been identified.
- (4) Training seminars were provided for 8 IEMS secretarial staff in Lesotho and Botswana. Additional seminars in areas such as instructional materials, media and research/evaluation methodologies appear needed.

#### 16.4 Regional Conferences/Consultation

The PP provided for IEMS sponsorship of a Southern African Regional Conference and training on Community and Adult Education. These have not taken place. They remain a valid objective. Having the Maseru Campus will give IEMS a facility of its own it can use for such a conference. IEMS has sponsored IEMS participants for 7 conferences with regional participation and has participated with other institutions in Lesotho in 12 conferences on aspects of community and adult education in Lesotho.

#### 16.5 Staff Positions

Project funds are to support 7 staff positions for up to a total of 168 months. These posts are to be established as permanent IEMS positions, with regular budget allocations after 24 months. To date 5 new posts have

been established (research/evaluation, community development, part-time studies, business education and media). Posts remaining to be established are in Business Education and Adult Education. The Adult Education position is particularly critical and it is understood that this may be established soon. Progress on this element is fully satisfactory.

#### RECOMMENDATION

If IEMS requests support for additional established posts and NUL and GOL indicate willingness to establish and to budget for such posts, USAID/Lesotho should consider such requests favorably. Additionally, use of project funds to provide full or partial support for non-established posts during the interim created by long-term training appears consistent with Project purposes and should be considered by USAID/Lesotho if requested by IEMS.

#### 16.6 Commodities/Supplies

*How much has been spent*

Commodity expenditures have been minimal to date (\$1,600 of \$71,000 budgeted) due in part to lack of safe storage. With the completion of the Maseru Campus, purchases of badly needed equipment are expected to increase and to require the full budgeted amount. This input appears to be under-budgeted. Reallocation for additional equipment should be considered, but only after firm plans for use of the current allocation are in place.

#### 16.7 Vehicles

*How many*

Three vehicles have been purchased and 2 were damaged and repaired. Subsequently, one of the above was stolen. Claims and litigation are in process. A third vehicle was purchased in September 1983. An additional

vehicle could be justified, mainly if it were determined to be needed and if it would be used for additional outreach. It should be considered as part of any plans for the establishment of additional regional centers.

## 16.8 Construction

### 16.8.1 Maseru Campus

The architectural and engineering design and planning were completed in July 1981 and a bid accepted in December 1983. Start of construction of the Maseru Campus was delayed until March 1983 due to delay of the first GOL contribution of M25,000. Though this was a minor part of the total construction budget (M948,000) and of GOL counterpart contribution, USAID/Lesotho considered it essential to establish the precedent for holding to the funding schedule. (Note: The problem resulted not from GOL unwillingness to honor its commitment but was due mainly to an NUL administrative error in neglecting to include a specific line item in its budget as approved by the Ministry of Education and appropriated by the Ministry of Finance). The Maseru Campus is approximately 50% complete, with completion expected mid-1984. Twenty-five percent completion payment was made in May 1983 as provided by agreed procedure. The construction budget is well within the authorized total of \$1,448,000.

In general the Maseru Campus appears to the evaluation team to be appropriately scaled, sited and designed. Construction appears to be proceeding rapidly and the expectation is that it will be completed well within budget. Completion of the Maseru Campus will be of great benefit in consolidating programs and program management. It is viewed as a critical End of Project Objective (EOP). Modifications which may yet be necessary include specialized media facilities and addition of a PABX telephone system.

### 16.8.2 Regional Centers

A major construction need is for facilities at one or more of the regional centers such as Mahobong or Ramabanta. The PP included an important purpose-level assumption that construction of 2 centers would be provided by German Foundations (Misereor or Friedrich Ebert Stiftung). However, IEMS proposals were not accepted and hoped for funding has not been obtained.

### 16.8.3 RECOMMENDATION

Allocation of Project funds for construction of one or more regional centers should be considered. Conditions for such allocation should be (1) assurance that IEMS has established or will establish a full-time staff position for each center and (2) that IEMS will budget for basic furnishings, equipment and maintenance as necessary. (Also see recommendation under staffing.)

17.0 OUTPUTS

17.1 Output 1: An institutional plan for extension of IEMS programs and integration/coordination with other NFE activities according to Ministry of Education (MOE) policy.

17.1.1 Finding: Slow but steady progress.

17.1.2 Discussion:

Reality appears to be ahead of policy with regard to this point. IEMS staff tell us that NFE practitioners in Lesotho are working together, but not under any stated policy guidelines. The naming of LDTC in the GOL's five year plan as the lead institution for nonformal education comes closer than anything else to stating an NFE policy. IEMS recognizes LDTC's charge and expresses its willingness to work together with LDTC and any other organizations to maximize availability of educational opportunities.

We suggest that IEMS staff become more familiar with LDTC's role and capabilities in order to take fuller advantage of what is available in the way of material development expertise, etc., both for IEMS's program and for other programs whose field staff people are receiving training from IEMS. When and if LDTC's networking function becomes more fully developed, IEMS should play a major role in bringing together all organizations working on NFE in Lesotho.

Among the other organizations with which IEMS needs to coordinate are the Instructional Materials Resource Center (IMRC), the Lesotho Education Research Association (LERA), the Lesotho Association for Nonformal Education (LANFE), the Institute for Development Management (IDM) and the Institute of Agriculture and Rural Training Centers.

17.1.3 RECOMMENDATIONS

The immediate output and the long-range objective should be considered as two distinct items.

- a. IEMS will have an effective planning process for expansion of its activities which takes into account the activities of other NFE organizations in Lesotho, avoiding unnecessary program duplication.
- b. IEMS will be making effective use of specialized expertise and technical facilities available through other NFE organizations in Lesotho and will be offering its own specialized assistance to these and other NFE organizations.

17.2 Output 2: Updated annual development plans.17.2.1 Finding: Fully satisfactory progress.17.2.2 Discussion:

IEMS is already quite near having a mechanism for producing an annual development plan which reflects the objectives of each section for the coming year as well as budgetary needs linked to planned activities. This output should be well in place by end of Project. (See discussion under EOPS items 3, 5, 6 and 10.)

The evaluation team has noted that IEMS procedures currently involve their requesting a USAID advance approval for even very small expenditures which are clearly in support of Project activities. We have discussed with the HRDO a possible modification of this practice: once the mechanism for a budget-linked annual development plan is in place, IEMS should be able to forecast with fair accuracy at least three months ahead of the activities and expenditures it anticipates. Clearing such a plan with the HRDO and then

going ahead with disbursements in support of the accepted plan should free both IEMS administration and the HRDO from what seems to the evaluation team an excess of paperwork with very little direct benefit in terms of more efficient or effective use of Project funds.

### 17.2.3 RECOMMENDATION

IEMS and USAID/Lesotho should work out a procedure for anticipating Project expenditures by category which reduces or eliminates the need for USAID approval of routine Project expenditures. Specific USAID approval should be required for external participant training, vehicles and major capital expenditures such as buildings or equipment.

## 17.3 Output 3: A Management Information System

### 17.3.1 Finding: Satisfactory progress.

### 17.3.2 Discussion:

The Research and Evaluation Section is coordinating the testing and revision of a management information system. The pilot activity is being carried out with the Business Studies and the Community and Leadership Development Sections. The system should be debugged and operational in 1984.

The same caution is appropriate for this administrative tool as was voiced earlier in this report with regard to the Administrative Procedures Handbook: Unless the utility to each section is clearly explained and understood by the parties involved, the system will never amount to anything beyond a paper scheme. The Research and Evaluation Section as well as IEMS management must budget time and opportunity for full discussion and acceptance by each section.

### 17.3.3 RECOMMENDATION

No specific recommendation is made at this point.

17.4 Output 4: A research methodology for program planning, evaluation and institutional development.

17.4.1 Finding: Satisfactory progress.

17.4.2 Discussion

The Research and Evaluation Section has worked hard to produce a large number of questionnaires, feedback and evaluation forms, planning tools and other documentation formats which when fully used will standardize the information available to management on the intent and outcomes of the numerous training activities underway at any given time. What must be assured is that all sections make use of these tools, in order to eliminate information gaps. IEMS management has this heavy responsibility.

17.4.3 RECOMMENDATION

No specific recommendation is made at this point; however, see the discussion and recommendation under EOPS 4.

17.5 Output 5: A revised part-time studies plan.

17.5.1 Finding: Satisfactory progress with plan, but actual program not yet implemented.

17.5.2 Discussion:

The Part-time Studies Program remains an integral part of IEMS's development plans and may be essential to defining IEMS as an integral part of NUL. USAID should continue to stress its importance but should also be patient. Part-time studies growth is likely to be slow but steady for several years. When the PP was written it was not known how complete the revision of the part-time studies plan would have to be. As it turned out, NUL decided that the entire program should be suspended until a thorough analysis of the program's many problems had been completed and a new program

designed. That process has taken about two years, and approval of the new plan is now in process. The team accepts the opinion of IEMS staff and the NUL Vice-Chancellor that the new plan is likely to be accepted by the Faculty Senate in late November 1983. We have urged earlier in this report that close attention be paid to the survey results already furnished to IEMS by the Research and Evaluation Section with regard to the need and effective demand for course offerings under the Part-time Studies Program.

### 17.5.3 RECOMMENDATION

No specific recommendations made at this point.

17.6 Output 6: Consolidated plan for business education.

17.7 Output 7: Revised business curriculum.

17.7.1 Finding: Satisfactory progress on both objectives.

17.7.2 Discussion:

Earlier this year a consultant examined the prospects for consolidation of the two business programs. Consensus for the time being is that they should remain separate. They serve different client groups, and the involvement of the Ministry of Commerce and Industry in the BTC would make any merger awkward.

### 17.7.3 RECOMMENDATION

The output statement should be revised to read: "Improved management procedures will be in place for both the Business Studies and Businessmen's Training Center (BTC) sections."

17.8 Output 8: An Adult Education teaching curriculum and methodology.

17.8.1 Finding: Satisfactory progress in planning; program not yet implemented.

17.8.2 Discussion:

Even though this output is behind the original schedule stated in the workplan, it is now well along. The evaluation team agrees with the high priority placed on this section's program by NUL leadership, and urges that the useful steps taken to date (draft of summary course offerings and statements of emphasis on teaching of adults as approach with its own special characteristics) be followed up with the additional work which will be necessary to have at hand a well-developed curriculum and methodology.

17.8.3 RECOMMENDATION

Adult Education should be given priority as one of the early offerings for the part-time studies program; additional short-term training and Technical Assistance should be provided as needed.

17.9 Output 9: An Administrative Procedures Handbook.

17.9.1 Finding: Fully satisfactory progress.

17.9.2 Discussion:

IEMS has contracted with the Institute of Development Management for a consultancy to develop the above handbook. A meeting with the consultant last week indicated that it will be ready for use in January, 1984. By the end of the Project it should form an integral part of IEMS's operations.

17.9.3 RECOMMENDATION

No specific recommendation made at this point.

17.10 Output 10: Consolidation of broadcast efforts.

17.10.1 Finding: Very little has yet been accomplished toward achievement of this output.

17.10.2 Discussion:

Key staff have been absent for training, and part of the current broadcasting effort is carried out in collaboration with an external agency, making consolidation difficult. The consultant foreseen by the Project Paper has not yet been contracted because staff have been absent for training. The team agrees with IEMS's position that this output statement should be revised to include the entire media program, not just radio programming, and that a consultant should be brought in for three months, not for one month as was proposed in the PP. We see great untapped potential in the use of media in Lesotho, as well as considerable locally-available talent which could be put to use if IEMS uses care in designing a program for the Media Section.

Each of the sections needs help in identifying ways to use media more effectively in implementing their respective training programs; the Media Section could assist the other sections with training and feasibility studies on the use of basic media. Another task for IEMS and the consultant is to look at the need for equipment as well as the possibilities for sharing the facilities of other GOL institutions. The most salient suggestion in this regard is possible use by IEMS of the Instructional Materials Resources Center (IMRC) broadcast studio.

17.10.3 RECOMMENDATIONS

- a. That an advisor for the Media Section be contracted for a minimum of 3 months in 1984.

- b. That IEMS meet with staff of IMRC and LDTC to review options for collaboration and sharing of production facilities.
- c. That IEMS review, perhaps with the help of a consultant/advisor, the need for production equipment at IEMS (considering what is available through IMRC and other resources in Lesotho) and include such equipment in its plans for 1984/85. Any major investments in media facilities or equipment should be with the prior approval of USAID/Lesotho.

17.11 Output 11: Needs assessment and plan for rural and urban extension programs.

17.11.1 Finding: Satisfactory Progress.

17.11.2 Discussion:

The Research and Evaluation Section is assisting two of the other sections with needs assessment exercises. The concept is becoming well accepted. Plans call for increased involvement of the remaining sections.

17.11.3 RECOMMENDATION

No recommendation is made at this point.

17.12 Output 12: Trained Basotho staff at IEMS.

17.12.1 Finding: Very satisfactory progress.

17.12.2 Discussion and Recommendation: See Inputs Section on staff positions.

17.13 Output 13: Improved regional cooperation, coordination and sharing of adult and extension resources.

17.13.1 Finding: Satisfactory progress, with level of activity expected to increase substantially before PACD.

- b. That IEMS meet with staff of IMRC and LDTC to review options for collaboration and sharing of production facilities.
- c. That IEMS review, perhaps with the help of a consultant/advisor, the need for production equipment at IEMS (considering what is available through IMRC and other resources in Lesotho) and include such equipment in its plans for 1984/85. Any major investments in media facilities or equipment should be with the prior approval of USAID/Lesotho.

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17.13.2 Discussion: See the Purpose Section, EOPS No. 7.

17.13.3 RECOMMENDATION

No recommendation is made at this point.

17.14 Output 14: New IEMS staff positions established by NUL.

17.14.1 Finding: Five of the seven target posts established; the other two to be established by the PACD.

17.14.2 RECOMMENDATION

If funding adjustments are made to further IEMS outreach programs, there may be need to consider establishment of additional posts. If this is the case, IEMS should define and submit its requests as soon as possible.

17.15 Output 15: An operational classroom/office complex for IEMS in Maseru.

17.15.1 Finding: Progress slower than expected, with the building to be completed in mid-1984, some 19 months later than stated in the PP.

17.15.2 Discussion:

Early counterpart funding questions which delayed construction have now been solved.

17.13.3 RECOMMENDATION

IEMS should carefully examine the need for additional inputs to make the building functional. Chief among these will be a telephone system. (See discussion under Construction Inputs.)

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18.0 PURPOSE

18.1 EOPS 1: IEMS enrollment to be increased from 5,000 to 8,000 by 1984-85.

18.1.1 Finding: Progress satisfactory toward expanded training capacity and adding programs for additional clients, except for the Part-time Studies Program.

18.1.2 Discussion:

The EOPS needs modification for at least two major reasons. First, the 5,000 1980-81 enrollment figure is only an estimate and is difficult to verify. Second, aggregate enrollment figures include both certificate/-diploma training and participants in short courses, seminars and conferences. The categories differ so widely that total figures can be misleading. Any comparison must consider which elements are changing as well as the changes in aggregate enrollment.

The IEMS 1979-80 Annual Report lists the following enrollments:

	<u>Number of</u> <u>Participants</u>
Short courses/seminars/conferences	3,235
Business Studies	292
Part-time Degree	94
Businessmen's Training Centre	157
Regional Centres	<u>192</u>
Annual Report Total	3,970
Miscellaneous short courses not part of regular IEMS program	<u>445</u>
	<u>4,415</u>

An enrollment of 8,000 by 1984-85 would thus represent more than a 100% increase (the PP mistakenly stated that the target 3,000 increase would be a growth of 40% instead of the 60% it would actually amount to).

Besides the fact that the predicted increase was very optimistic, the Project has required long-term training of 6 IEMS staff. Their absence from the program has meant that the number of active program staff has been reduced, and that some enrollment categories may in fact have decreased since the Project began. The estimated enrollment for 1981/82 was 3,724, with 374 in the Certificate and Diploma Programs.

The evaluation team feels that the original projection was imprecise and too optimistic. Whatever short-term enrollment sacrifices have been made are expected to be more than offset by the long-term program benefits from participant training.

### 18.1.3 RECOMMENDATION

The EOPS should be restated as follows: "Overall training capacity has increased, with participation in short-course programs at least at the 1980/81 level and enrollment in certificate and diploma programs increased substantially over the 1980/81 level." See the discussion under EOPS 9.

18.2 EOPS 2: IEMS programs and services extended to several new areas.

18.2.1 Finding: Progress in extending programs and services to new areas has been slower than expected.

18.2.2 Discussion:

Effective planning for extension to new areas and progress is expected in the next 2 years, manpower and building funds permitting. At

the beginning of IEMS II, operations were concentrated in Maseru and Roma, with one regional center operating in Mafeteng. Thaba-Tseka's program was beginning operation, although no regional center had yet been constructed. Since then, work has started in Mahobong with outreach to Leribe and Butha-Buthe (inclusive of Malibamat's'l) Districts, and a program has been started to serve the Roma Valley. However, only Thaba-Tseka has adequate instructional facilities. Strenuous staff efforts to extend IEMS programs to new areas have often been frustrated by lack of access to centers in which to hold their courses and workshops. This problem has affected the Institute of Labor Studies Program, the Businessmen's Training Center, and the Community and Leadership Development Section.

Staffing of regional outreach programs is also a problem. Mafeteng has had no full-time coordinator since he was transferred to Roma as IEMS Director. The Mahobong program's ambitious plans will likely exceed what its current director can handle on his own.

The Project Log Frame included the assumption that other donors would provide resources to construct two new regional centers. Those funds have not, however, been obtained. Mahobong activities are being carried out without a building and the Mafeteng Center is in need of reconstruction or replacement. The IEMS staff requested that the evaluation team consider recommending that funds be made available for construction of a training facility at Mahobong as well as improvement of other centers.

*Moholins  
lowlands.*

### 18.2.3 RECOMMENDATION

USAID/Lesotho should consider favorably a request from IEMS/NUL for use of Project funds to construct one or more regional centers. This requires that IEMS review its funding needs and determine either that there is budgetary room for such centers within authorized Project funding levels or that such centers should have priority over other uses of Project funds. See discussion of construction under Inputs. 18.3 EOPS 3: Improved coordination among IEMS sections.

18.3.1 Finding: Satisfactory progress.

#### 18.3.2 Discussion:

The evaluation team finds a number of efforts underway to assure that coordination will be achieved. Among these efforts are: a management information system is being developed, and should be operative by early 1984; improved budgeting procedures have been initiated in the Community and Leadership Section, and are being adopted by other sections; an administrative consultant is developing an Administrative Procedures Handbook which should be in place before mid-1984. Each section now has stated objectives and a program management plan. Staff meet regularly and there is increased sharing of personnel and data among sections.

All the above innovations should help IEMS leadership work with the sections on a more coordinated and coherent basis. They will only be effective, however, to the degree that they are understood, accepted and used. That will happen only through assiduous attention and effort by management. Completion of the Maseru Campus in 1984 will enable all sections to work together and coordinate more effectively.

### 18.3.3 RECOMMENDATION

No specific recommendation is made at this point. Much remains to be done but IEMS staff and leadership are fully aware of the needs and are addressing them as time and staff resources permit.

18.4 EOPS 4: Research and Evaluation Section to contribute to rationalization and more effective use of program and staff.

18.4.1 Finding: Satisfactory progress, limited mainly by staff shortages.

#### 18.4.2 Discussion:

Utilization of the Research and Evaluation Section's assistance by the other sections is on the increase. Previous feelings that Research and Evaluation involvement in other sections' activities amounted to meddling are largely dissipated. The problem now seems to be that the demand for help has outstripped Research and Evaluation's ability to respond promptly. Research and Evaluation staff work very hard and have helped produce a large number of needs assessments, proposals for external funding, workshop evaluation formats, questionnaires, and the like. However, because other sections now recognize Research and Evaluation's critical importance to their programs, great demands are being placed on the Research and Evaluation staff, with the result that they are measured by more rigorous standards than anyone else in IEMS.

Research and Evaluation faces several pressures. For one, local staff of all sections want and need training in research and evaluation techniques, so that when the advisor leaves they will be able to carry on. Training takes time, however, and thus limits Research and Evaluation's capacity to satisfy IEMS's growing needs for research tools. Formative

assessment tools for monitoring implementation problems and identifying ways to improve course quality and instructional effectiveness appear to be particularly needed.

Also, it must be kept in mind that the Research and Evaluation program is relatively young; time is required to build the data sets, monitor programs over time and acquire the habits of posing research questions and using empirical data in training program design and implementation.

#### 18.4.3 RECOMMENDATION

- a. Training for current Research and Evaluation staff is needed, as well as staff augmentation.
- b. In-service training is required for staff of other sections in the use of formative assessment tools in the design and implementation of specific training programs. IEMS management should look for ways to ensure increased acquisition of such skills.

18.5 EOPS 5: IEMS to implement the proposed reorganization plan.

18.6 EOPS 6: IEMS to systematize and upgrade administrative and clerical operations.

18.6.1 Finding: Very satisfactory progress for EOPS 5 and EOPS 6.

#### 18.6.2 Discussion:

There is evidence in all sections both of organization planning and of the use of clerical support. Detailed planning is underway for systematizing administrative and clerical operations. More precisely, IEMS is in the process of establishing an organization, rather than reorganizing, and is establishing new administrative and clerical support functions, which

were minimal at the beginning of Phase II. Full implementation of these plans and upgrading of the operations depends on completion of the Maseru Campus, acquisition of commodities and equipment for the new offices and full staffing of the Administrative Section. Positions for an administrative assistant and a secretary have been established and a training workshop has been held for IEMS administrative staff. There is need for training or recruitment of an additional administrative assistant. Establishment of the Deputy Director position in the next year appears very important to enable the Director to concentrate on program planning and leadership functions while delegating administration and operation functions to the Deputy Director.

### 18.6.3 RECOMMENDATION

No specific recommendation is made at this point.

18.7 EOPS 7: IEMS to assist sister institutions in Southern Africa to replicate its services and programs through seminars, conferences and training.

18.7.1 Finding: Little progress on the objective of establishing IEMS as a "model" or "resource" for other Southern African countries, but satisfactory participation by IEMS staff in regional conferences and seminars.

### 18.7.2 Discussion:

"Replicate" should not be the operative word in this statement. Rather, IEMS is interested in assisting other countries to make use of Lesotho's experience and insights to develop institutional capabilities appropriate to their own needs. The institutions may or may not be very

similar to IEMS. Also, the contacts should be reciprocal. with IEMS learning from the experiences of other institutions, particularly those in Southern Africa.

Considerable activity is underway in this area. A meeting of University Vice-Chancellors from Botswana, Lesotho and Swaziland this week is hearing Mr. Sets'abi, NUL's Vice-Chancellor, offer IEMS assistance to Swaziland and Botswana as part of Lesotho's contribution to inter-university cooperation. A team of adult educators from Tanzania will visit IEMS in November to become acquainted with the program. Invitations are in hand from Kenya and Zimbabwe for IEMS staff to present papers at international adult education workshops.

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IEMS staff expressed satisfaction at the experience to date with outreach, but also stressed the need for working together and sharing experiences with sister institutions within Lesotho, to improve adult education and training opportunities for as many Basotho as possible and to encourage cooperation and reduce unnecessary program duplication.

### 18.7.3 RECOMMENDATION

The EOPS to be restated to read: "IEMS will have collaborated through seminars, conferences and training with sister institutions in Lesotho and Southern Africa to make its services, programs and program experience more widely available as well as to learn from the experiences of sister institutions."

18.8 EOPS 8: Part-time students to enjoy the same academic privileges and services as full-time students.

18.8.1 Finding: Little progress.

18.8.2 Discussion:

The EOPS is inappropriate as stated. The team agrees with the IEMS staff that this point should be restated. While part-time students deserve the same status and academic respect, some of their needs are different from those of full-time students. For example, most cannot use the University library facilities regularly, unless they live in or near Roma. Part-time students do not receive scholarships to offset the high cost of full-time attendance at the University. Many part-time students need services which provide direct labor market linkages. Others need help to improve their access to development programs and resources. Most importantly, part-time students need flexibility in the scheduling and location of course work and support functions such as library and bursary hours.

18.8.3 RECOMMENDATION

The EOPS should be restated to read:

"(a) Part-time degree students will have their course work credited the same as that of full-time students, to the extent consistent with recognized academic standards. Courses will be designed and instructors assigned to ensure the equality of courses and standards. Other course work completed by part-time students which is equivalent in content and emphasis to that expected of degree students will be accepted by NUL as creditable to a full-time degree.

(b) Further, all part-time students will have access to academic and administrative services on as flexible a basis as resources will allow."

18.9 EOPS 9: Part-time enrollment to be doubled by 1984-85.

18.9.1 Finding: Unsatisfactory progress to date but reasonable expectation of progress before PACD.

18.9.2 Discussion:

Not long after the PP was written, the Part-time Degree Program was suspended by NUL authorities. Poor planning and management and confusion as to which University units were responsible for various elements of the program were cited as the main reasons. IEMS was charged with taking a fresh look at part-time study needs and developing a new tightly-managed program to meet them. (Meanwhile, other part-time studies such as the diploma program in business studies were maintained.)

As a result of intensive planning and internal IEMS staff debate as to program emphasis and management, the new plan for the Part-time Degree Program is now being presented for University approval. One more committee's concurrence is needed before the plan is presented to the Faculty Senate on November 24, 1983. IEMS and the Vice-Chancellor expressed confidence that the plan, which incorporates numerous suggestions made by University bodies during the review process will be approved and the Part-time Degree Program will resume in mid-1984.

The evaluation team accepts IEMS assurances that the new program design will effectively address and overcome the logistical problems on which the previous Part-time Degree Program foundered.

We are concerned, however, that further serious consideration be given to what other part-time studies need to be offered. Three surveys analyzed by the Research and Evaluation Section indicate that there is more initial demand for diploma-level studies in selected fields with more immediate employment application than for a general studies program leading eventually to a 4-year degree. In addition to student demand for training, I.M.S should consider manpower demand factors and relate training priorities to employment opportunities.

In sum, the evaluation team feels the Part-time Degree Program is a desirable but only partial response to the demand for part-time studies. One bright note in this regard is the proposed Adult Education part-time diploma program. IEMS appears to have examined the potential need and demand for such an offering and is well on the way to designing a curriculum. The Business Studies Section has also identified specific needs appropriate to part-time studies. The same attention needs to be paid to possible offerings in other departments and subjects.

### 18.9.3 RECOMMENDATIONS

The EOPS be restated as: "The Part-Time Degree Program will be operational by 1985, with administrative and other services available to part-time students as needed, and the total number of students studying through IEMS for certificates, diplomas and degrees will have increased substantially from 1980/81." Feasible targets appear to be 150-200 enrolled in part-time academic studies and diploma programs, for a total of 500-600. Thereafter, total enrollment growth of 10 percent annually appears feasible.

18.10 EOPS 10: The NUL Development Plan (inclusive of adult extension programs) to be updated annually.

18.10.1 Finding: Fully satisfactory.

18.10.2 Discussion:

IEMS pointed out that although the University's regulations do not call for an annual update, its development plan is being reviewed and revised each year.

The team feels the major emphasis of this point was meant to underscore the need for extra-mural studies to be recognized and legitimized through inclusion in the NUL overall plan, and that this point should be restated accordingly.

18.10.3 RECOMMENDATION

The EOPS should be restated as: "NUL development plans (including any updates, reviews and revisions) will consider IEMS programs as integral parts of NUL."

18.11 EOPS 11: Ministry of Education policy guidelines on coordination and expansion of Non-Formal Education programs to be prepared.

18.11.1 Finding: Achievement of this point beyond the capability of the existing Project.

18.11.2 Discussion:

The team agrees with IEMS staff that the objective should be restated to stress that IEMS play a role in development of this policy, while at the same time recognizing that other institutions, notably LDTC, are also heavily involved. Further, the EOPS emphasis should be on whether coordination exists, rather than on the existence of policy guidelines.

18.11.3 RECOMMENDATION

See also EOPS 7 and output objectives 1, 8, 10, 11, 13. The EOPS should either be deleted or restated as: "IEMS will have established understandings and working procedures for coordinating program development, minimizing overlap in program implementation and sharing support services and/or facilities with other institutions, particularly LDTC, contributing to the expansion of Non-Formal Education in Lesotho."

19.0 GOAL/SUBGOAL

19.1 PP Goal: To enable Lesotho to respond effectively to national development needs through human resource development.

19.2 Measures of Goal Achievement:

1. Increased rate of Basotho business starts.
2. Expansion of credit unions and cooperatives.
3. Increase in rural development projects.
4. Assumption of upper and middle level manpower positions by qualified Basotho.
5. Increased productivity of Basotho-labor force.
6. Increased regional cooperation in research and analysis for manpower development in Southern Africa.

19.3 Evaluation Conclusion:

Time did not permit any close analysis of Goal/Subgoal accomplishment. In any case, Goal/Subgoal assessment is not appropriate for a mid-term formative evaluation.

## 20.0 BENEFICIARIES

Beneficiaries of the Project will, during the duration of the Project and for many years thereafter, be small businessmen, business assistants, management personnel, community leaders of various kinds, community development personnel and, increasingly, part-time diploma and degree students. While diploma and degree programs will be on the increase, short courses or conference, seminars and workshops, can be expected to be the major modus operandi of the Institute.

The main beneficiaries of the Project fall within the underprivileged majority of the population on whom Government focuses its priority attention. The current progressive joint-farming operations (Mants'a-tlala system) need back-up education services to managers and other community leaders involved in the program. Community educational programs will focus on identified need areas like family planning and health improvement programs, especially the development of village sanitation and water supplies.

While basically intended to reduce over-dependence on external labor markets, human resource development programs will focus on the establishment of income-generating possibilities in both rural and urban Lesotho. It will encourage creativity and support leadership training programs designed to encourage creativity and entrepreneurship.

Substantially more women than men are involved in the IEMS program; in some sections nearly all participants are women. With more and more men and women seeking employment in South Africa annually, there is need to give women more skills and at the same time to mount educational and training programs for the somewhat neglected males, especially those re-entering the

Lesotho workforce after periods of work in South Africa. Any program carried out by IEMS, therefore, requires a human resource development orientation, with emphasis on basic skills of management, supervision and industrial skills.

Time did not permit the evaluation team to visit Project field sites or to sit in on training workshops, but we are satisfied that it is benefitting appropriate client populations, especially small businessmen and women. If IEMS is to serve the grassroots population in the Kingdom its outreach beyond Maseru and Roma to remote areas must continue to grow. The University, if it is to show concern for the development of the largest proportion of the population, cannot help but continue assisting IEMS. This position will ensure that the Nation will not regard the University as an ivory-tower institution serving only the elite.

#### 21.0 UNPLANNED EFFECTS

There were no discernible unplanned effects.

#### 22.0 LESSONS LEARNED

1. During the Project design, serious consideration was given to contracting this Project with a U.S. educational institution. This would have increased Project costs because of overhead, increased travel, and on-campus expenses. Due to time constraints, particularly for the Project Coordinator to commit himself to a follow-on contract, it was decided to use the existing SAMDP contracting mechanism to administer technical assistance and overseas training.

Not having a U.S. contractor involved some initial sacrifices: logistical support was not well-organized in the Project's early stages; some start-up delays were experienced while funding arrangements were worked out between USAID and NUL.

However, as a result:

- USAID and NUL have had more direct communication than they would have had with an intervening contract.
- NUL has been more directly involved in selection of technical assistance staff.
- Technical Assistance personnel have essentially been employees of NUL rather than of another institution.
- Any personnel problems have of necessity been worked out directly between NUL and the team.

2. If the Project were to start over today, much greater emphasis would be placed on the immediate development of administrative/management procedures and on a research/evaluation capability. A management information system (just now being developed) would have been invaluable from day one. A data base for measurement of Project achievements has been sorely missed, and would ease current evaluation tasks.

3. While the benefits of long-term degree training, especially in a university setting, are obvious and substantial, the costs in terms of program disruption are undeniable. If the participants could be absent for shorter periods and their study design could be more tightly tied to Project needs, much of this cost could be avoided.

4. A unified physical facility is worth a great deal in making it possible for disparate Project sub-sections to establish and maintain a coherent program. Absence of such a facility has made program coherence difficult to attain so far in this Project.

5. A newly created development institution will find unexpectedly large numbers of individuals and groups already working on the problems the new entity is commissioned to address. Problems of coordination and collaboration should be addressed directly rather than lamented. A modest amount of discretionary funds to cover costs of collaboration and purchase of services from organizations with a particular relative advantage can greatly facilitate cooperation and effectiveness of all programs concerned.

# Evaluations

1. See Jesse's note  
to keep all  
relevant documents  
in our files

2. Send cc of  
rpt, PERS I & II  
to appropriate  
files in Redso  
& AD/W