

PROJECT EVALUATION SUMMARY (PES) - PART I

1. PROJECT TITLE Institute of Extra Mural Studies, National University of Lesotho (IEMS)		2. PROJECT NUMBER 632-0080	3. MISSION/AID/W OFFICE USAID/Lesotho
5. KEY PROJECT IMPLEMENTATION DATES A. First PRO-AG or Equivalent FY <u>77</u> B. Final Obligation Expected FY <u>81</u> C. Final Input Delivery FY <u>81</u>		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>80-632-7</u>	
		<input checked="" type="checkbox"/> REGULAR EVALUATION <input type="checkbox"/> SPECIAL EVALUATION 7. PERIOD COVERED BY EVALUATION From (month/yr.) <u>April, 1978</u> To (month/yr.) <u>May, 1980</u> Date of Evaluation Review <u>April 1980 - May 1980</u>	

6. ESTIMATED PROJECT FUNDING A. Total \$ <u>816,000</u> B. U.S. \$ <u>625,000</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

<p>1. Because of original underfunding of the project, IEMS/NUL officials and USAID/Lesotho have agreed to coalesce funds in various budget lines to provide sufficient funds for the A&E design. It is necessary to execute an implementation letter to the Government of Lesotho and the National University of Lesotho on this matter.</p>	J. Carney	7/31/80
<p>2. It is necessary to execute a Project Grant Agreement Amendment detailing objectives of an A&E design with a local firm which will provide for a schematic design of the Maseru campus and a final design of one building based on the final estimate of the architect and within limited budget funds.</p>	J. Carney	7/31/80
<p>3. Submission of a memo to AFR/SA concerning IEMS developmental education services to the Southern Africa is a justification to continue a program of assistance to the Institute of Extra Mural Studies/National University of Lesotho.</p>	J. Carney	7/31/80

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS			10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT		
<input checked="" type="checkbox"/> Project Paper	<input checked="" 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 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	
1. Z. Mats'ela, PS, MOE	6. D. Graham, Analyst/Evaluator	Signature	<u>Frank D. Correl</u>
2. M. Mashologu, Vice-Chancellor, NUL	7. V. Gerdes, Academic Planner	Typed Name	<u>Frank D. Correl, Director</u>
3. A. Sets'abi, Pro-Vice Chancellor, NUL	8. J. Carney, HRDO	Date	<u>August 1st 1980</u>
4. F. Moloi, A/Director, IEMS/NUL	9. P. Layne, Evaluation Officer, DS/ED/		
5. D. Russel, Program Develop. Advisor			

Summary

The purposes of the project as enumerated in Section 18 of this PES are well on the way to accomplishment and there is every indication that achieving those purposes (improving the effectiveness of the Institute of Extra Mural Services and expanding its physical and academic capacity to bring relevant education to the targeted groups of adult people) is assisting Lesotho in responding effectively to national and regional manpower development needs.

The Implementation Plan for Phase I called for U.S. technicians to arrive in January, 1978. The Program Development Advisor arrived in April 1979 and the Project Analyst and Evaluator in July 1979. The inordinate delay was due to GOL rejection of all candidates who were initially recommended which resulted in a time-consuming search for additional candidates and a lengthy internal GOL approval procedure. After that initial delay, however, implementation has proceeded efficiently. Two staff housing units were constructed satisfactorily and on schedule. The project provided an Academic Planner to the NUL to assist with its long-range development plans, to advise on improving current operations and to coordinate the expansion of IEMS within the National University Development Plan. The Academic Planner arrived in April 1978 and has contributed significantly to improving IEMS status and relationships within the University context. Two Basotho staff members are in a Masters Degree program at the University of Pittsburgh, and are due to return in August 1980. A 187 page document entitled Educational Specifications for the Institute of Extra Mural Studies has been produced which embodies the institutional development plans, and an architectural firm has formulated a scope of work, based on those specifications, which will be used to secure a contractor to draw a

complete campus schematic and to develop detailed A & E plans for one building component of the campus.

The project was seriously underbudgeted. Allocations for participant training and the development of the Architect and Engineering specifications for the physical plant were unrealistic, even for the projected start-up date. The fifteen month delay in start-up, coupled with an inflation rate of at least 18 percent per annum, which is the official GOL budget project rate, further exacerbated the situation.

Three participants were sent at a cost of \$51,000. (the PP budgeted 00 for four candidates) for training in the U.S.A. It will not be possible to obtain a complete and final campus design and detailed architectural drawings for all of the building under the present budget. The actual cost of the two staff houses was \$62,000, rather than \$50,000 as budgeted.

However, the implementation plan has been amended to ameliorate the effects of budgetary constraints and these measures are described in Sections 16 and 17. A comprehensive institutional plan has been developed to serve as the basis for long-range planning in terms of physical plant design, staff development, educational program direction and institutional structure. The entire IEMS staff of 15 members participated in self-evaluation, needs assessment and data analysis activities which served as the basis for the plan. This participatory process was an effective segment of staff development strategy.

There is no doubt that IEMS plays a key role in Lesotho's development efforts, as well as the southern Africa region. It has an impressive track record, and is perceived as an essential and effective institution by GOL Ministry heads and by ordinary citizens. It relies

heavily on part-time lecturers drawn from all walks of life in Lesotho and works at grass roots level in rural communities throughout the nation. It is, and has been, under pressures to assume responsibility for an ever widening range of adult education activities to "formalize" its organizational structure, and to improve the "academic credibility" of its staff. Thus far, IEMS has recognized both the validity of those pressures and the dangers inherent in responding unthoughtfully to them. The technical assistance provided by this project has helped to develop staff awareness and the capacity for making sensible responses to these pressures without jeopardizing IEMS effectiveness. This USAID project has intervened at a critical time in IEMS development to help clarify long-range goals and to develop flexible and pragmatic plans for achieving those goals. Donor assistance during Phase II is essential if IEMS is to continue to expand the critical services it provides and to become self-sustaining and viable institution. The comprehensive IEMS institutional plan developed through this project, has already aided the Institution in acquiring such assistance, i.e., the Fredrick Elbert Stiftung Foundation for its expansion program in Thaba Tseka and it will prove useful in the future in acquiring other necessary donor assistance.

14. Evaluation Methodology

The Project Paper calls for a six month review based on reports from the U.S. technicians and assisted by representatives of GOL and the Office of Southern Africa Regional Activities Coordinator, for a twelve month review and for a final evaluation. Due to the delay in the project's initiation, this evaluation is nineteen months later than originally scheduled in the Project Paper; however, it was decided that an appropriate time to initiate the evaluation was

12 months after the arrival of the first U.S. technician and 8 months after the Analyst/Evaluator. This evaluation is to measure progress toward achieving the project's objectives, to make recommendations for improving implementation during the final twelve months of Phase I, and to make recommendations related to Phase II follow-on activities. The methodology was to analyze documents relating to the project, to conduct evaluation meetings with IEMS staff and with USAID and to hold individual interviews with GOL officials of several ministries, university administrators, IEMS staff and other pertinent people. The PP served as the basis for data collection, and evidence was collected to determine the extent to which progress is being made toward the achievement of the project purpose. Secondly, information was collected to assess the extent to which the purpose, namely the strengthening of IEMS's educational and physical abilities, contributes to the goal which is to assist Lesotho in responding effectively to national development needs through human resource development at the upper and middle manpower levels. Thirdly, information was collected to assess the efficiency with which the project implementation is being carried out.

Findings were presented and discussed with principal project participants as listed in Section 11. Recommendations are based on the findings and on those discussions. A list of documents reviewed and of interviews conducted is appended as Attachment A. Attachments B and C are memos analyzing IEMS manpower training contribution to the Southern African Region and the cost/benefit relation of NUL education service to refugees in the Southern African region.

15. External Factors

The assumptions that underlie this project are that education and manpower training continue to have a high priority in Lesotho, (see

attached memo on EDUCATION AND HUMAN RESOURCES IN LESOTHO), that IEMS offers services relevant to the development needs of Lesotho, that GOL and the University continue to give priority to IEMS as a key element in Lesotho's development program, that sufficient Basotho can be assigned to IEMS to carry out the development activities, and that USAID and GOL funding and assistance can be secured in timely fashion. The GOL has, in fact, increased its emphasis on grass roots community level efforts and on the importance of manpower development activities as evidenced by the creation of a Rural Development Ministry, as a direct result of IEMS efforts. IEMS's recently initiated part-time degree program, while a source of anxiety to segments of the university community, receives the endorsement of a wide range of Government and parastatal employees and organizations. The pressures of mature-age students for entry into the University's full-time program, via the part-time degree program, is encouraging evidence that IEMS continues to be a major catalyst for change and progress in Lesotho. Support for the various IEMS training programs by the ministries of Education, Commerce and Industry and Rural Development, by NUL, by the Labor Office and by the Chamber of Commerce attest to the validity of the underlying assumptions of the project. While there have been no major changes in project setting, there are broadscale socioeconomic conditions that are impacting on Lesotho, the University and IEMS and thus on the project.

Lesotho, despite the recent independence of Zimbabwe, continues to receive a steady flow of refugees from other Southern African countries, and, recognizing a need, the University has established a quota of 20% for refugee students. In addition to this 20%, additional "hidden" refugees/students, who live with distant relatives are admitted to the

University via the route of attending Lesotho Secondary schools. There are no accurate statistics on the "hidden" refugees, since they often are registered as belonging to a Basotho family.

The UN and other donor agencies pay a tuition grant of R481 annually for each refugee student to the University. However, the per student cost in 1980/81 will be approximately R5,172.00. There will be 220 refugee students in 1980/81, and they will cost the University R947,481 in addition to the grant money received. It is projected that over the next five years, the cost to Lesotho of providing higher education to refugee/students will be close to ten million Rand (see Attachment C).

Providing this service to the rest of Southern Africa, laudable as it may be, is impacting negatively on Lesotho's ability to serve its own manpower development needs and has direct implications for this project. The implications are that there will be increasing pressures on the University facilities to provide full-time degree programs, which they will be unable to do. The University will not be able to accommodate all of the capable and motivated Basotho. This, in turn, increases the pressures on IEMS to provide access to education through the part-time degree and non-degree courses. In the past year NUL was only able to accept 76 of 400 mature student applicants due to limited funds and physical space available.

Concern has been voiced by the Ministry of Rural Development and by the Director of Adult Education Studies at NUL that IEMS may neglect its important role in grass-roots, non-degree related activities which are absolutely essential to the development needs of Lesotho by redirecting its energies toward the part-time degree program.

IEMS sponsored activities, such as the cooperative credit union movement, have been the training ground for leaders in government and business and have improved the ability of villagers to cope with a money economy. On the other hand the part-time degree program provides a vehicle for improving the performance of government and business people. Both aspects served by IEMS are vital to Lesotho. Dealing with the tension between the complementary services which compete for IEMS support expends the limited time and energies of the IEMS staff. Serious consideration should be given to providing a specific full-time TA advisor to the part-time study project in Phase II.

A third external factor that is impacting on the project is the threat of reduced funding by donors that has been precipitated by the world economic situation, notably the efforts of the U.S. and the U.K. to combat inflation. The uncertainty of future assistance makes it difficult to develop long-range plans that have validity. The PP specifically states that there is no commitment on the part of the U.S. Government for further assistance after this project is completed. In view of USAID funding procedures, this caution is, of course, necessary. However, it should be recognized that this uncertainty increases the complexities of accomplishing the project purposes and can possibly vitiate the objective goals already accomplished in Phase I.

16. Inputs

The acquisition of technical services was delayed due to GOL rejection of all the candidates who were initially submitted for approval. Technical advisors were scheduled to arrive in January, 1978, but in fact did not arrive until April and July of 1979,

respectively. The major burden for project implementation thus fell on the USAID HRDO during the first months of the project. Many of the implementation activities could not be carried out until the Senior Project Advisor was on board. Participant trainees, J.S. Eofelo and M. Mahanetsa were sent for a two-year Masters degree program to the University of Pittsburgh and are scheduled to return to IEMS in August, 1980. A third participant, Potsane Matlali returned to Lesotho after a short time due to illness. The project budgeted \$40,000 for four participants; however, AID/Washington recently informed the Mission that due to inflation and the rising cost of academic programs the annual cost of an academic study program in the U.S.A. is approximately \$19,000.

Thus, while the PP targeted four participants for M.A. level training in Adult Education, only two Basotho will acquire the desired training. This has a serious effect of limiting the number of professional training people on the small IEMS staff and narrowing the pool of Basotho candidates for positions of leadership within the institute. A Phase II program will have to implement extensive training plan for Basotho staff on both the Masters level in the U.S.A., as well as seminar programs in Lesotho for the IEMS staff on such themes as Pedagogical Methods for Rural Adult Education, Administrative Procedures for Adult Education Programs and other relevant topics.

The project was generally underbudgeted initially and delays in implementation accompanied by an 18% annual inflation rate exacerbated the situation. The two staff houses cost \$62,000 and were budgeted for \$50,000. As was indicated above, \$40,000 was budgeted for four participant trainees and the cost for two to receive masters degrees in the

U.S.A. was \$38,000 per annum. \$100,000 was allotted for architectural planning of the Maseru campus and this will not be sufficient for a detailed A and E of the complete projected campus.

To ameliorate the effects of the budgetary constraints as far as the plans for the Maseru campus are concerned, the budget allocation for a complete A and E design of the campus was supplemented by additional inputs recategorized from the budgetary lines of Commodities and Equipment and Short-Term Consultants. There are now new sufficient funds for a schematic design of all the siteworks of the IEMS campus inclusive of four IEMS educational buildings as well as a "ghosting out" of the School of Medicine, NUL dormitories and other educational facilities that are included in the total National University of Lesotho Maseru campus master plan. The present IEMS project will also provide sufficient funds for the preparation of schematics and final design services for Building A.1., the Short Courses and Conference Hall. As stipulated in the project agreement, the services of a local Architect and Engineering firm which is qualified and available will be utilized to provide these services.

The acquisition of commodities has progressed relatively smoothly. Reference books and office equipment were purchased and are in use. Originally the decision was made to retain some of the commodities monies for later purchases, and \$11,600 is unexpended. However, the A and E planning and drawings are deemed to be more essential and the balance in commodities has been reallocated for that purpose. Approximately \$14,000 of unexpended monies that were allocated for short-term curriculum advisors will also be applied to the A and E study, as will the remaining \$2,000 from participant training.

17. Outputs

Actual progress toward the achievement of projected output targets in the current implementation plan can be measured by the following indicators:

- a. A site for the Maseru campus has been secured and allocated by the GOL.
- b. The Government of Denmark contributed funds for the construction of a unit on the Maseru campus for the Institute of Labor Studies, which will be a component unit of IEMS. It is already in use.
- c. Staff development activities have been conducted by technical advisors to improve IEMS efficiency.
- d. Two Basotho will return from the University of Pittsburgh in August, 1980 with Masters degrees to assume key roles in IEMS.
- e. The Kingdom of Lesotho Third Plan Preview and the National University of Lesotho Review of the Development Plan make provision for continued financial support of and reliance on IEMS to play a key role in Lesotho's development. The GOL contribution to the specific project was \$190,000 over the past two years.
- f. A long-range, comprehensive, pragmatic institutional development plan has been developed. It is embodied in a 187 page document entitled: Education Specifications for the Institute of Extra Mural Studies.
- g. A local architect firm has developed a scope of work, based on the specifications for the campus as laid down in the Education Specifications documents. This will be used to

develop a PIO/T to contract for an architectural and engineering schematic design for the entire Maseru campus as well as a final design and bills of quantity for Building A.1, the Short Courses and Conference Hall.

Delays in the GOL approval of technical advisors, a change in the directorship of IEMS (the former director, Anthony Sets'abi is now Vice-Chancellor of NUL) and the unrealistic budget created management problems. However, these were managed efficiently by USAID/Lesotho and the IEMS staff with the result that the project is achieving its purpose although it is behind schedule.

18. Purpose

The purpose of this project is to expand the capacity of the Division of Extra Mural Services (now entitled the Institute of Extra Mural Studies IEMS) of the National University of Lesotho to bring development-related education to the people through post secondary adult education programs. Progress toward each EOPS condition is as follows:

- a. An Architect firm has prepared a scope of work for the complete architectural and engineering design for the campus. Individual A and E contracts are soon to be awarded for a schematic design of a master plan for the entire campus, as well as the final design and bills of quantity of one proposed building on the campus.
- b. A 187 page document has been developed and distributed which embodies a long-range development program of courses to be taught, staffing needs and a program for staff training, and a description of instructional materials, equipment and library needs over the next five years.

It also describes procedures for contingency decision making, necessary for maintaining institutional flexibility to meet changing conditions.

- c. As an indication of improved efficiency and expanded capability to provide service, a greater number of courses are offered and more Basotho are enrolled in the program as indicated by the following table:

I. Type of Program	(number Enrolled)			
	<u>1976/77</u>	<u>1977/78</u>	<u>1978/79</u>	<u>1979/80</u>
Labor Studies and Business Studies (Cert. & Dip.)	230	300	306	300
Part-Time Degree	-	-	76	150

II. Short Courses/ Conferences	<u>Number of Courses</u>			
	29	54	63	70

The number of participants in the short courses and conferences was 5,571 in 1978/79, an average of 50 participants for each course.

In 1978/79 sixty-six educational radio programs were broadcast to promote IEMS activities and to give direct information related to courses.

To improve relations among IEMS, the Government and the community served by IEMS, advisory bodies have been formed for each of the eight divisions of IEMS. These advisory groups are made up of representatives from IEMS, Government, and the community. Pilot participatory research activities have been undertaken to involve communities in decision-making

based on a locally conducted needs assessment. After a community needs assessment in Thaba Tseka, a Regional district Education Center of IEMS has been established there with the assistance of the Friedrich Ebert Foundation of West Germany. It will provide for the construction of two staff houses, two offices and two classrooms and the salaries of one extension educator, one assistant extension educator and one secretary from 1980-1983. The data from the Maseru District have been collected and analyzed. Data has been collected from Mafeteng District and is in the process of being analyzed. Preliminary findings indicate that this activity results in more community involvement in decision-making, with a concomitant increased commitment and involvement in adult education activities. A second benefit has been for the IEMS staff, who developed research skills and increased their own knowledge about communities perceived needs. The presence and contributions of the Senior Project Advisor and Analyst/Evaluator financed by the AID project has added significantly to the effectiveness of this community needs assessment plan in regional districts and the expansion plan to the same areas, as well as the planned expansion of the divisions of the Labor Studies Institute, the Business Studies Institute, the Part-Time Degree program and the Short Courses and Conference program. The EOPS indicators are valid and are directly related to project purpose.

19. Goal

The long range objective of the project is to assist Lesotho in responding effectively to national development needs through human resources development at the upper and middle manpower levels. The short range goal of the two year project is to strengthen IEMS, which

demonstrably and directly performs the human resource development function for Lesotho at upper and middle manpower levels. Since IEMS has been a functioning institution since 1960, it is difficult to ascertain the specific impact of the project on its performance. The impact may be inferred by analyzing the USAID project versus other inputs, and by noting the increased service capability. In 1978/79, as a direct result of this project two technical advisors were added to IEMS staff and an Academic Planner to the University. Books and equipment were purchased, in the amount of \$13,400 and two Basotho were sent for Master degree level training in the U.S.A. The U.S. contribution to IEMS amounted to \$625,000 and the University contribution to the entire IEMS operational budget was \$301,920 per year or \$603,840 for the 2 year life of the project. During that period of time, the number of course participants increased from 1380 (in 1976/77) to 3,535 in 1978/79, an indication that the project has positively assisted Lesotho in moving toward the project goal.

20. Beneficiaries

The direct beneficiaries of this project are the participants enrolled in IEMS courses, the rural people who are served by organizations sponsored by IEMS and the government agencies, business and parastatal organizations whose employees receive in-service training from IEMS, as itemized in 18. It should be noted that women, in particular, are beneficiaries. Of the short courses offered in 1978/79, nearly two-thirds of the participants were women. The Lesotho Cooperative Credit Union League estimates that 75% of its rural clients are women. It has been noted elsewhere that IEMS emphasis on economic-based education activity at the village level has helped to develop rural leadership skills which serve individuals and which

provide skilled manpower to government and business. Lesotho's per capita income is among the world's lowest, but is fairly evenly distributed. Twenty percent of rural Basotho get 16% of the income. IEMS programs have consistently emphasized the development of income generating skills as well as income management, and has stressed the necessity for leadership skill at all levels. Since IEMS courses in management are directed at all levels, the beneficiaries of IEMS could truly be said to be the Basotho people generally. With the addition of the part-time degree program, those who were formerly denied access to formal academic post-secondary education are also beneficiaries. IEMS association with the University has potential for influencing the University in the direction of more service orientation and of a more development oriented stance toward higher education, which would benefit the entire country. While not described in the original goals and purpose of the project, the beneficiaries in the Southern Africa region of the developmental education services of IEMS are described in Attachments B and C.

21. Unplanned Effects

There is not indication at present of any significant unplanned effects of either a positive or negative nature.

22. Lessons Learned

The strategy underlying this project design is basically sound. In this case, a key development function was identified (manpower development at the middle and upper levels and development of grass roots level economic and participatory skills) and an institution was identified that is already performing in that area. Further, institution identified, IEMS, was a viable institution with a

record of successes. The project strategy was to strengthen IEMS capacity to perform its function, which would enable IEMS to expand access to its services and to improve the quality of its services. The project proposed to do this by providing technical advisors to serve in key roles within the University and IEMS., to carry on various staff development activities and to further plans for securing adequate physical facilities. Phase I was to concentrate on developing long-range institutional development plans. While the project document contains the explicit disclaimer of any U.S. Government responsibility for funding those plans, there are sound development strategy reasons for furthering those plans. In the actual implementation of the project, these aspects have emerged: 1) there is a general tendency to underestimate both the time and money required to implement a project; 2) the human element is the most critical factor in successful project implementation, and also the most difficult to control for; and 3) the erratic nature of the donor funding process has a negative effect on long-range planning and impacts directly on a project such as this one.

The role of inflation in budget projection is generally acknowledged so it is not necessary to make further comment on the necessity for careful budgeting. However, elaboration is needed on the time factor and the lengthy procedures required by USAID and by most host-governments, distance from information, supply sources and the AID/Washington approval mechanism, plus poor communication and transportation facilities. These impeding factors almost guarantee that support elements necessary for beginning the major activities of a project will not be in place much before the end of twelve months after a project has been approved. In this case, it took longer than that to get staff

housing built, and technical advisors approved and in the country. In many instances this is due to unforeseen changes within the host country. In some instances changes in USAID personnel procedures or regulations slow the implementation schedule. For this project, the start-up time took much longer than was planned for. Experience tells us that this is usual, rather than atypical.

Secondly, this project was fortunate in securing the services of a Senior Project Advisor who not only has technical competence but the human attributes required to implement the project successfully. He has been able to guide and manage efficiently in ways that are acceptable to host-country personnel. His contributions are recognized and appreciated by USAID and GOL alike. He is genuinely liked and appreciated. Similarly, the HRD Officer's contribution to the success of the project cannot be underestimated. The late arrival of the technical advisors placed a heavy burden on Mission staff to get the project underway. Carney has unusually good rapport with GOL officials, maintains open communication with in-country project personnel, and is involved operationally with projects in a supportive way. The personal styles of both the Senior Advisor and the HRDO have contributed significantly to the success of this project. It is difficult to ascertain a prospective technical advisor's chances of success in a given setting; it is even more difficult to know exactly who the Mission and host-country staff will be during the life of a given project, yet, these are the key elements for the success of the project. Designers and implementers must attempt to control for these factors, as best as they can. Project papers usually ignore human factors, except in narrow and abstract references to "management

skills" or "professional qualifications". Perhaps more overt acknowledgement of the importance of professionalism, personality, style, and commitment would improve our placement practices.

Thirdly, this project is worthy of further funding by any USAID criteria. The institution involved embodies official AID policy priorities and development strategy. If it does not get donor assistance to build the physical facilities recommended after the intensive planning activities of Phase I of the Project, IEMS capability for meeting Lesotho's development needs in Manpower Training will be severely hampered. Events outside the Mission's and the GOL's control, however, could prevent IEMS from receiving such assistance. When the GOL approached USAID for assistance several years ago, USAID insisted that GOL embark on this careful planning process, prior to providing substantive assistance to strengthen the institution's capabilities. This has been standard USAID's procedure. However, due to the fluctuating nature of USAID's funding apparatus, this expensive and carefully planned institutional development activity may not receive funding. It is recommended that USAID should take a critical look at the mystique that surrounds our research and planning requirements. To disregard the recommendations of the IEMS Educational Specifications for a planned expansion through a Phase II project will do much to vitiate the limited but real accomplishments of IEMS Phase I.

RECOMMENDATIONS

1. USAID should assist IEMS to secure funding necessary for carrying out the institutional development plans formulated through this project. The obvious minimal future steps are to provide one of the four build-

ings detailed in the A & E design, preferably the multi-purpose education building, as well as continued TA assistance and a substantial participant training program. AID/Washington or REDSO design team should assist with this procedure.

In view of impending diminution of USAID funding for Lesotho, funding should be sought from the Southern African Regional Program

necessary. This is justified on the grounds of the definite contributions in human resources development and manpower training on the adult education level that IEMS makes to Lesotho itself, as well as to the Southern Africa region at significant sacrifice to its own development needs, as documented in Attachments B and C.

2. IEMS should consider the following issues:

a. Organizational structure - how can the organization of IEMS be structured to retain necessary flexibility and at the same time provide for efficient management, in terms of budget, supervision, staff development, record-keeping and logistics?

There would be some advantage to combining departments, however, under present circumstances the "one-person show", in which each staff member is an autonomous generalist, is probably the most efficient system. IEMS is understaffed; staff is transitory; communication and transportation are difficult and unreliable; and the program operates in a diffuse, fluctuating and varied environment. Individuals must be free to solve problems and make decisions on their own. The present horizontal or flat organizational pattern in which consensus decision-making is the rule for matters of broad concern and autonomous decision-making the practice for specific problems seems most functional during this time of expansion and staff development. There is the need, however, to follow the procedures laid down in the

Education Specifications document for future planning.

b. Program - how can IEMS continue with the much-needed part-time degree program, without de-emphasizing its even more important function as the catalyst for grass-roots, non-degree related education and development activities? How can the part-time degree program be implemented so that it encourages regionalization, rather than accelerating the movement of human resources toward Maseru?

An immediate need is for a full-time technical advisor to provide expertise to the Part-Time Study Program to plan and evaluate its quality expansion. IEMS should begin planning to use some of the "open university" distance teaching strategies involving the use of adjunct professor/tutors, programmed or semi-programmed self-teaching materials and broadcasts to enable adults throughout the country to participate in the part-time degree program. This will probably require that the NUL rethink and restructure its course credit and exam system, and that linkages be established with the 35 Learning Resource Centers that are being placed and equipped around the nation, under the auspices of the Ministry of Education and National Teachers Training College. Serious thought should be given to funding allocations to insure that the non-degree courses and activities are not neglected. The part-time degree program could probably be based more on student payment of tuition that is presently the case. There is a great demand for this program from people who are salaried. Those who need the non-degree courses are, in many ways, more in need of service and less able to pay for it.

c. Coordination - how can IEMS improve coordination with other NFE agencies within Lesotho? Coordination takes time, and IEMS is

presently understaffed. It has been suggested that an umbrella NFE coordinating body be created in the Ministry of Education. Unless there are considerable increases in staffing of the agencies to be coordinated, this solution might create new and even more severe problems by limiting the effectiveness of the NFE agencies concerned. At the present time, IEMS, Lesotho Distance Teaching Center (LDTC), and other NFE related organizations should continue to coordinate and communicate to the extent possible, but it is not advisable to structure such coordination formally because of the probability of creating another "paper" bureaucracy in the Ministry of Education, which does not have the trained manpower necessary for any effective coordination.

The present efforts at collaboration between IEMS, LDTC and other NFE institutions can do much to avoid duplicated efforts for the present time.

d. Staff Development - According to the Vice-Chancellor of the University, the Government of Lesotho is willing over the next five years to increase the established positions on the IEMS staff from 15 to approximately 25 because of its acute awareness of the critical role that it plays in bringing relevant education to the adult population. However, it is ^{necessary} that IEMS develop a staff development and training plan which assesses real needs, provides logical position descriptions and plans for long range training in the United States and Africa, as well as short term in-country training. This training must be so designed to address the dual needs of the Part-Time Studies Program, as well as the Non-Formal Education Extension program in the rural areas of Lesotho. To make best use of scarce training resources, IEMS should investigate the possibility of a long-term relation-

up with a U.S.A. institution of higher learning, which is a land-grant/community college oriented institution, such as North Carolina State University. If such an institution were contracted to develop a long-range degree program, in which courses were offered in Lesotho for staff, the training would be more relevant, and would serve more people at a lower cost. The U.S. institution, in the course of providing this service, would also develop its own expertise and be able to provide even better service.

IEMS should respond with caution to the pressure for acquiring "academic credibility". Not much evidence exists to support the notion that higher degrees improve the performance of people who are engaged in NFE/adult education activities. There is the danger that emphasis given to academic qualifications can lead to staff selection practices that are counter-productive. While it is desirable to give further academic training to those in the field who have demonstrated success in NFE, it is not desirable to use the academic degree as a selective mechanism. Knowing about something is not substitute for being able to do something.

e. Improving Effectiveness of Program

1) Continue to work on improving course content and methods. A workshop in the instructional system design approach to curriculum development and implementation should be offered. The IMRC staff at NTTC has this capability and might be called upon as a resource.

2) Explore with LDTC the possibility of using some of their methods and of using LDTC staff as a training resource. Continue to participate in LDTC training and conference activities and request that their technical advisors make presentations and/or work with

staff to the extent practicable.

3) Explore the possibility of a work-study approach combined with a placement service for trainees.

4) Consider ways to improve science and mathematics education in Lesotho. Some possibilities would be to offer non-credit courses to secondary students, to secondary and primary teachers and to the general public. Meanwhile, continue efforts to secure the cooperation of Ministry of Education Science and Maths Center to offer courses in the part-time degree program, and to improve their teaching practices.

5) In-country seminars should be conducted for the IEMS staff on Practices and Procedures in Educational Administration, Pedagogical Methods in Teaching Rural Adult Education, etc.

23. Special Comments or Remarks

The major issue to be addressed is not if a follow-on phase for IEMS should be funded by USAID, but rather of how to secure that funding in the face of impending cut-backs to the Lesotho Mission. IEMS is a viable institution, serving key development needs for Lesotho. This project has succeeded in assisting IEMS to formulate long-range, pragmatic development plans. Efforts should now be directed to assisting that institution to secure funding necessary for following those plans to expand access to development education in Lesotho.

A: Documents reviewed and interviews held during the evaluation

B: Human Resources and Development Services to the Southern Africa Region by the Institute of Extra Mural Studies, National University of Lesotho

C: A Cost/Benefit Analysis to IEMS/NUL of the University Accommodation Policy to Southern Africa Refugee/Students

D: Education and Human Resources Development in Lesotho

Attachment A

Documents Read and Interviews Conducted

I. Documents

- Kingdom of Lesotho, Third Plan Preview October, 1979, 153 pp
- Lesotho Country Development Strategy Statement, FY 82, 42 pp
- USAID/Lesotho Assistance to Ministry of Education Program Development 1980/84 2 pp
- National University of Lesotho Review of the Development Plan, June 1979, 31 pp
- Institute of Extra-Mural Studies Annual Reports for the Year 1978/79, 31 pp
- IEMS Information Bulletin, 1980, 25 pp
- IEMS in Perspective, by Daisy Graham, March 11, 1980, 28 pp
- Adult Education for Development (A paper prepared for the Swaziland
Institute of Educational Research, U of Swaziland) by Anthony Setsabi,
Pro-Vice Chancellor National University of Lesotho 31 pp
- Education Specifications for the IFMS, Roma, 1979. 187 pp
- The Institute of Extra Mural Studies and National Development 9 pp
- Lesotho Credit Union League Development, A PP submitted to AID March 10,
1980 by Africa Cooperatives Savings and Credit Association and WOCU/
CUNA Global Projects Office. 72 pp
- IEMS Staff Development Workshop Report, by Daisy Graham, Jan. 11, 1980 11 pp
- The N.U.L. Part-Time Degree Programme, Administered by IEMS, by N. Makara
March 1980 2 pp
- The Activities of the Institute of Labor Studies, by Frank Baffoe Nov 1972 2 pp
- The National University of Lesotho Part-Time Business Studies
Programme: A Student Handbook for 1979/80 by IEMS and the Dept of Accounting
and Commerce, 14 pp
- Course Syllabi for Part-Time Degree programs 32 pp
- Report on Activities of the Lesotho Women's Institute 1978/79
by 'Mathabiso Mosala, President, W.I. 18 pp.
- IEMS Needs Assessment and Evaluation Questionnaire 4 pp

Staff Discussion Papers from D. Russell to all IEMS staff

1. Observations and Suggestions on Placement Services, 5 pp
2. Adult Education Needs in the Greater Maseru Area, 17 pp
3. Observations and Suggestions on Instruction, Organization, Student Services and Community Relations, 7 pp
4. Guidelines for Conducting a Study or Investigation and for Writing a Report of Findings or Developing a Proposal, 11 pp and Appendix.
5. The Need for an Extension Centre and Programme Needs in the Mafeteng District, 14 pp (Study is still underway).
6. A Proposal for the Establishment of an Orientation Education Programme for New Personnel in Lesotho, 14 pp
7. Observations and Suggestions on Placement Services, 5 pp
8. A Decision System for Program Planning and Program Evaluation in IEMS, 10 pp.
9. Key Position Requirements as Suggested in Educational Specifications: IEMS, 3 pp
10. Priorities for Maseru Campus and IEMS Regional Centres in the Third Development Plan, 9 pp.
11. Proposed Organizational Structure for the IEMS Maseru Campus, 10 pp.

Memoranda from:

Joseph Carney, USAID/Lesotho HRDO
Donovan Russell, Project Senior Advisor
Daisy Graham, Project Analyst and Evaluator
Victor Gerdes, Academic Planner at NUL
Francina Moloi, Acting Director of IEMS

Monthly and quarterly Project Progress reports from:

Donovan Russell and Daisy Graham

II. Individual interviews

Frank Correl, USAID Mission Director

J. Carney, USAID HRDO

Ash Hartwell, UN Planning Advisor to the Ministry of Education

IEMS Staff

Mrs. Moloi, Acting Director

Mrs. Makara, Part-Time Degree

Mr. Moshabesha, Business Studies

Mr. Baffoe, Labor Studies

Miss Chakela, Labor Studies

Mr. Ramahapo, Labor Studies

Dr. Graham, Project Evaluator

Dr. Russell, Project Advisor

Mrs. Sebatane, Project Development

Mrs. 'Mota, Short Courses and Conferences

Mrs. Kabi, Business Training Centre

Mr. Mokatse, Business Training Centre

Mr. Lebusa, Community Development

Mrs. Kabi, Broadcasting

Mr. Maboloka, Newspaper and Regional centres.

University Administration

Mr. Mashologu, Vice Chancellor

Mr. Setsabi, Pro-Vice Chancellor

Dr. Gerdes, Academic Planner

Prof. Machobane, Dean, Humanities

Prof. Milne, Dean, Social Sciences

Prof. Moletsane, Head, Adult Education

Others

Mr. French, CARE/Lesotho

Mr. Househam, Project Architect

Mr. Makhele, Minister of Rural Development

Mrs. Mosala, Lesotho Council of Women
Mr. Bohloa, Director, Lesotho Credit Union League
Mr. Lelala, Commissioner of Cooperatives
Dr. Matsela, P.S. of Education
Mr. Manyeli, P.S. of Commerce and Industry
Mr. Matholoane, Commissioner of Labor
Mr. Nthongoa, Director, Lesotho Chamber of Commerce
Mr. Househam, Project Architect
Ambassador John Clingerman

A COST BENEFIT ANALYSIS TO IEMS/NUL
OF THE UNIVERSITY ACCOMODATION POLICY
TO SOUTHERN AFRICA REFUGEE/STUDENTS

University and Government Policy

It is an established policy that twenty percent of available student places at the National University of Lesotho (NUL) be reserved for refugee students (page 6, recommendation 26 of the NUL Development Plan, June 1979). There are presently 197 foreign students at the University. All except two of these are from African countries. The overwhelming majority (103) are from South Africa, Zimbabwe (70), Namibia (2), Uganda (8). It appears that the pressure to take growing numbers of refugee students has been increasing as indicated in the 1979 Review of the Development Plan. "It should be noted that in 1976/77 and 1977/78, the actual intake was more than twice the planned numbers. These large intakes represented the University response to the Soweto uprisings." (Page 6 of the Review of the Development Plan, 1979). It is planned that there will be 220 Southern Africa refugee students at NUL in 1980/81.

Human Resources Development Cost to Lesotho

The NUL is able to accommodate a total student body of 1100. In addition to the traditional route from secondary school to university, Lesotho makes places available at its university for mature adults who qualify through rigorous examination (Mature Age Entry). During the past year some 400 Basotho students qualified, on the basis of mature age entry examinations. However, only 76 places could be made avail-

able to them due to limited financial resources and available physical space. Thus, 324 well qualified and mature Basotho adults were turned away. Because there are presently almost 200 refugee students at the university, it is obvious that Lesotho is making a major economic and human cost sacrifice in order to educationally serve students, who for political and educational reasons leave their home countries. This is a significant contribution to the future well being and human resources development of the Southern Africa region.

University Expenditures

The total cost of operating the NUL in 1979/80 is R4,045,100 (NUL Estimates, 1979/80, page 4). This figure represents recurrent costs and is exclusive of capital expenditures. Modest tuition fees are charged. However, in actual fact, the Government of Lesotho bears the full cost of operating the University because every student is supported by a government tuition scholarship. Of the total University expenditure in 1979/80, R2,344,000 is for teaching and other professional salaries. These include salaries in the various faculties and in the Office of the Vice Chancellor, the Pro-Vice Chancellor, the Bursar, the Registrar, and the Dean of Students. All other costs amount to R1,701,000. Included in these other costs is support for maintenance activities, grounds keeping, library operation, cafeteria operations, printing unit activities, staff housing, cleaning and student residence halls.

Prospected Cost Per Student 1980/81

Having received no cost of living increase for several years, the professional staff at the University will receive increases in

1980/81 which will bring professional salary costs to approximately R3,750,400. Assuming that all other costs at the University inflate by 18 percent, (the present GOL inflation rate used in annual budget), the remaining University expenditures will be R2,007,180 in 1980/81. The total University budget in 1980/81 will be approximately R5,689,540. The total per student recurrent cost will be approximately R5,172,000. (The most recent National Development Plan notes that if capital costs are included, the actual per student cost at the University in 1977 was R5,806,000 - page 393.)

The Cost of Helping Refugees

Because it is an established policy that twenty percent of the student places at the NUL are to be reserved for refugees, it is projected that approximately 220 refugee students will be in attendance in 1980/81. The per student cost in 1980/81 will be approximately R5,172,000. However, refugee students are for the most part on a tuition grant from the United Nations and other agencies. These agencies pay R481.00 to the NUL for each refugee student annually. So, the cost of accommodating refugee students in 1980/81 will be:

1980/81 - R947,481, i.e. 220 students x R4,691

Escalating costs at the rate of 18 percent over the next five years, Lesotho will have a contribution of \$9,411,745 by the end of 1985/86.

1981/82	R1,042,229.19	\$1,118,028
1982/83	R1,146,452.00	\$1,319,273
1983/84	R1,261,097.20	\$1,556,742
1984/85	R1,387,206.92	\$1,712,416
1985/86	R1,525,927.61	\$1,883,658

The estimated cost of the proposed IEMS project at Maseru is less than Four Million Dollars (\$4,000,000).

The Hidden Cost of Helping Refugees

In addition to effectively making a contribution of R7,590,117 (\$9,411,745) by 1985/86, the Government of Lesotho, through its National University of Lesotho, will have made a perhaps greater contribution through sacrifices in its own human resources development plan. It will have educated twenty-five percent fewer well qualified Basotho than it has the capability of doing. Through the sponsorship of USAID, an institutional and physical plan for a Maseru-based Institute of Extra Mural Studies campus has been developed. If this plan is funded, none of the mature age entry Basotho applicants (400 in 1979/80) will have to be turned away. The projected cost of the project is far less than the contribution which Lesotho will make to neighboring refugees during the next few years.

Conclusion

Lesotho, one of the poorest of the South African countries, is educating future leaders for those countries at considerable sacrifice. If the GOL were not providing education for some two hundred refugees per year, those resources would be used to help meet Lesotho's manpower development needs.

The cost of a second IEMS project is less than half of the estimated GOL expenditure over the next five years for refugee education. This project is a critical need, if IEMS is to perform its function

efficiently as a key element of Lesotho's development plan. IEMS Development Plans should be communicated to donors who are assisting other Southern Africa countries, especially those who are assisting Lesotho's development efforts, and they should be urged to take this into consideration when allocating assistance.

USAID/Lesotho should invite a REDSO Design Team to Lesotho in September/October 1980 to explore Phase II possibilities of the IEMS Project, which will include a substantial staff participant training program both in Lesotho and the United States of America, continued technical assistance advisors and construction of one building of the four presently being designed in the A & E study of Phase I. If funding for such a critical educational development project in the USAID/Lesotho budget for FY1982 is constrained, it should be sought through the Southern Africa Regional Funding program.

EDUCATION AND HUMAN RESOURCES DEVELOPMENT IN LESOTHO

The chief constraint to development in Lesotho is the shortage of trained personnel at most levels of responsibilities and skills. It is apparent that Lesotho's declining land resource base related to a 2.3% population growth per annum is a major constraint to agricultural and economic development. But Lesotho and USAID planning for integrated population and agricultural economic development over the next decade requires GOL administrative and management personnel with skill and technical abilities which are lacking at most levels of all ministries, except perhaps at the highest positions of leadership. It is also true that the geopolitical nature of Lesotho being landlocked within the Republic of South Africa greatly influences or controls the fiscal and monetary development policies of Lesotho, as well as basic employment patterns of the Basotho labor force, yet if any positive impact is to be made in Lesotho within the area of employment generation on both the small scale self-employment and light industry levels in Lesotho, it will depend upon the manpower skills level in both the conceptualization and implementation of development programming on both the administration and field level in both public and private sectors. It is accurate to say that the constraint of a lack of trained manpower is endemic and all pervasive in hindering Lesotho's overall development effort in that it has long historical roots in colonialism and in that it exists in all the ministries and cuts across the prioritized areas of development, which need urgent attention such as agriculture, health, employment generating opportunities and education and human resources development. The manpower

constraint hinders development at all levels of the public and private sectors. It consists in basically a severe lack of trained and skilled people to plan, administer, implement and supervise development programs and projects.

AGRICULTURE

Within the agriculture sector it has been documented through various GOL and donor analyses that, in addition to a declining land resource base and inadequately developed economic agricultural policies due to the dependence on South Africa, a major constraint is the severe shortage of skilled people on all levels to administer agricultural programs. There is not only a limited number of people with satisfactory training and skills available, but often the level of skill is inadequate or the type of skill inappropriate. It is a pervasive problem within the Ministry of Agriculture. The Planning Unit of the MOA suffers from a lack of trained personnel which results in weak analysis, planning, administration and coordination. Some progress has been made to alleviate this constraint at the higher levels of the MOA through the training programs of the Thaba Bosiu, Land and Water and SAAST/SAMD projects, wherein a total of 62 participants have been training in the past five year for service in the MOA. However, the divisions and institutions that have responsibilities for ag education and the implementation of programs on the micro level suffer acutely from a shortage of skilled people to carry out technical and managerial functions satisfactorily. This human manpower constraint on the technical level hampers greatly the developing of effective agricultural institutions among the rural populace. There is a severe scarcity of people trained to do ag research and to staff rural institutions

which provide support services to farmers in the areas of extension education, ag methodologies, marketing and credit. Lesotho Agricultural College is making some effort in providing ag extension educators in this area, but it just began a diploma program in 1979 with 11 graduates. Manpower Training Programs and extensive training programs within specific ag projects will be needed well into the 1990's to help alleviate this manpower constraint within the MOA on the higher, middle and lower levels of staffing.

HEALTH

The shortage of skilled manpower and the inadequacy of manpower training programs within the Ministry of Health is a constraint upon the progress of improved quality of the health delivery systems within Lesotho. Similar to the MOA the MOH suffers competency gaps on the higher and middle levels of the ministry in relation to planning, administration, management and coordination. The resulting inefficiency on the MOH administrative level has a qualitative effect on the delivery system of health services to the rural poor. There are only 70 physicians in Lesotho of whom 28 are Basotho 290 nurses, 350 nurse clinicians and about 1000 traditional medicine practitioners. A static budget allotment to the MOH and limited funds, plus an expensive cost benefit analysis prohibits long formal training for medical doctors and nurses in the U.S.A. The Rural Health Development project envisions training to upgrade the planning, administrative and management capability of the Planning Unit of the MOH, as well as in-country and regional training of 125 nurse clinicians, 150 nurse assistants and approximately 1000

village health workers. While the goals of this project are to upgrade the planning and management capacity of the MOH to the level required to develop and maintain a national health services delivery system and to establish and institutionalize a new health worker training system, the severe financial constraints on the MOH raise questions on how rapidly a national health delivery system can be truly localized. Due to low salaries within the MOH, doctors nurses and other skilled personnel often leave for private practice or to the RSA for more remunerative salaries. Yet suitable candidates for nurse clinicians and assistants are available for Southern Africa regional and in-country training programs. It is essential that this training continue on the administrative and planning level, as well as the nurse practitioner level, if the constraint of the shortage of skilled manpower is to be alleviated in the MOH.

PRIVATE SECTOR AND MANPOWER TRAINING

In 1978 the approximate total labor force of Lesotho was 575,000 and growing at 12,000-15,000 per annum. About 150,000 were employed in the Republic of South Africa 125,000 men in the South African mines and 25,000 Basotho men and women elsewhere in commerce, agriculture and domestic service. Approximately 350,000 engage in subsistent agriculture in Lesotho, while 25,000 took part in informal economic activities, such as the handicraft trade. There are 35,000 employed in the modern sector of the Lesotho economy. Of these about 12,200 are employed as civil servants in the government, while the remaining 22,800 in the modern sector of the economy are employed in wholesale and retail trade, manufacturing, construction, finance and business services, transportation, private health services etc.

29

A brief analysis of the private sector indicates that there is a major need for managerial workers. The Lesotho National Development Corporation (LNDC), Basotho Enterprise Development Corporation, (BEDCO), the expatriate and local banks and other private firms all identify their major manpower constraint as the shortage of persons with comprehensive managerial skills. While some Basotho personnel might have specialized skills, the majority have no in depth experience in general management concerns such as accounts, credit control, debit collection, marketing, personnel management and labor relations.

The major need for artisans and technicians is in the rapidly expanding construction industry. Lerotholi Technical Institute trains approximately 180 artisans annually, while another 200 are trained on the job and trade-tested and certified each year. Lesotho Opportunities Industrialization Center presently has 138 enrolled participants in its second year of operation. Eleven students were placed in permanent employment through its unique on the job training segment of its program. However a perennial problem is the exodus of people with both managerial and technical skills to SA due to better wages and living conditions offered there. The Third National Development Plan calls for the Ministry of Commerce and Industry to do a major assessment of the future magnitude and pattern of demand for both skilled and unskilled labor in Lesotho. This study should form an integral part of a program of development support for existing GOL institutions, which are serving the manpower training needs of the country, such as the Institute for Extra Mural Studies, NUL, Lesotho Institute of Public Administration, Lerotholi Technical Institute, the Institute of Development Management, Lesotho Institute of Accountants and Lesotho Opportunities Industrialization Center.

EDUCATION AND HUMAN RESOURCES

At the heart of the manpower development constraint, which cuts across all ministries and the private sector is a Ministry of Education, which suffers from the very same constraint itself - a lack of middle to high level skilled personnel who can plan, execute and implement decisions to reorientate the goals and objectives of the national education structure to a development focus. At this moment augmenting the MOE Planning Unit to address this need of structuring a developmental focus to all its training programs is more likely to have a greater benefit than attempting to devise immediate solutions to ad hoc educational problems which are urgent in themselves. The ministry's leadership as it is expressed in the Permanent Secretary's staff and the Planning Unit is the key link upon which the entire education system and manpower training programs in general depend for direction and coordination in relation to the analysis of the country's development needs. While progress has been made in this area of assisting the MOE Planning Unit itself, as well as the National Manpower Development Secretariat, thorough donor expatriate technical assistance, SAMD and field project personnel and TA short term team consultancies, the future will demand sustained and consistent TA assistance to the MOE administrative and planning staff.

Basically the structure of Lesotho's education system is still in the process of adapting to a developmental focus. Its orientation toward a traditional academic focus of literacy and mathematical skills within the parameters of rapidly expanding primary and secondary school enrollments have resulted in a wastage and drop-out phenomenon, which at the

moment is well beyond the scope of any of the technical and agricultural manpower training programs in the country to help alleviate. Traditional reports indicate that Lesotho's literacy rate is 45-60%, one of the highest in Africa. Qualified observers believe it to be a soft 40% at best. Percentages of students passing the Cambridge Overseas Certificate have fallen from 70.3% in 1969 to 33.2% in 1974 and 29.2% in 1978. Junior Certificate passes declined from 69.7% in 1974 to 55.1% in 1978. While primary school enrollment has increased 1.6% per annum from 1966-76 due to a primary building school program and there has been an expansion from 39 secondary schools in 1970 to 96 in 1979, this rapid growth has been accomplished without adequate planning of necessary inputs such as sufficiently trained teachers, planned developmental curriculum, adequate instructional materials and simply sufficient classroom space, desks, chairs, blackboards etc. An ominous result is that the absolute number of COSC passes declined from 418 in 1975 to 354 in 1977 resulting in a shortage of students eligible for higher training at the university and post graduate level. The pool of candidates for possible recruitment to government ministries' management positions is likewise shrinking. Only 14% of the total students who currently entered primary school will gain entrance to secondary school. Of the same group only 0.5% will enter the National University of Lesotho. While of great concern is this constantly decreasing size of trained personnel available for placement in middle and upper management and administration positions of the public government and private sector, even more alarming is the wastage of human manpower, who have dropped out of a basically academically orientated school system and who have no training or skills enabling them to seek gainful employment or make a contribution to the overall development process.

USAID/Lesotho Assistance to Education and Human Resources

USAID/Lesotho in the next four years will continue to support areas of educational strategy and development which assist in alleviating this constraint of a lack of trained and skilled manpower in all the government ministries. Emphasis will be placed on Planning Assistance in the Ministry of Education and in the National Manpower Development Secretariat, Curriculum Development and Instructional Materials in-service Teacher Training and Non-Formal and Vocational Education for the Rural and Urban Adult. USAID/Lesotho will continue to support current USAID/GOL projects over the next four years until their EOPS objectives and outputs have been satisfactorily achieved. They are the Instructional Materials Resource Center, the NUL Institute of Extra Mural Studies, Southern Africa Manpower Development Training, the Lesotho Distance Teaching Center and the Lesotho Opportunities Industrialization Center. As these projects progress toward their end of completion status, it is the intention of USAID/Lesotho and the Ministry of Education to simultaneously develop a program support system which continues vital financial and TA personnel assistance to those areas, which are essential to improved education and manpower training systems.

- I. Policy and Strategy Planning within both the Ministry of Education and the National Manpower Development Secretariat.
 - A. SAMD positions within the planning units of both the MOE and NMDS. (There is currently a USAID/SAMD Manpower Development Training Specialist working with NMDS, The UNDP has placed one Education Planner in the MOE, while USAID/SAMD Research Analyst Evaluator is currently being recruited for MOE.)

- B. TDY consultants of both individuals and teams to assist the MOE and NMDS to analyze educational manpower data in order to formulate policy and strategy planning on a periodic and regular basis. i.e the Regional Education Assessment Team of Smock, Saalfeld and Dirken, (5/8-16, 1980)
- C. Short and long term training for MOE and NMDS personnel, especially vis a vis research and policy planning training needs.

II. Curriculum Development and Instructional Materials

- A. TA long and short term assistance to the National Curriculum Development Center (NCDC) and the Instructional Materials Resource Center (IMRC) staffs and subject panels who under the authority of the Ministry of Education National Curriculum Committee are currently planning, designing and field testing instructional materials and national curricula, which address priority development needs in the areas of agriculture, health, mathematics and science.
- B. Short and long term training for NCDC and IMRC Basotho personnel.
- C. TA consultants on the mass production and publication of printed materials in coordination with the Third World Bank Loan.
- D. A Rural Village Radio Education Program which will focus on the dual purpose of primary and secondary curriculum development for a nucleus of schools, as well as adult education at the 35 Educational Resources

43

Centers, (See III.C) The Adult radio education programs of IEMS and the LDTC will cooperate in such a program under the auspices of the recently established Educational Broadcasting Commission.

III. In-Service Teacher Training - NTTC

- A. TDY short term consultants to organize and assist in teaching faculty workshops for in-service teachers at the NTTC. Workshops would emphasize instructional materials, print and audio-visual, curriculum development and educational pedagogy with a special emphasis on math and science education, agricultural education and health education.
- B. Short and long term training for the NTTC faculty and administration.
- C. Technical advisors and equipment support for the 35 Educational Resources Centers throughout the country, which are to be the loci for adult education programs sponsored by IEMS and the LDTC as well as sites for testing new instructional materials and locating library centers for a nucleus of primary and secondary schools.

V. Non-Formal and Vocational Education Programs for Rural and Urban Adults.

- A. LDTC is currently mapping and evaluating all NFE institutions in Lesotho. Program support after EOPS will include:
 - 1. Short and long term TA consultants to specific NFE institutions through the auspices of the LDTC for workshops to assist them in providing their targeted NFE speciality.
 - 2. long and short term training for LDTC staff members and MOE personnel specializing in NFE.
- B. IEMS/NUL offers both academic terminal degrees and NFE learning opportunities to adults at various urban centers throughout the country. As phase I of this projects ends in late 1980, the Mission will program the continuation of the project through 1984 with emphasis on:

44

1. short and long term training for the IEMS staff
2. TA expatriate advisors on the short and long term
3. equipemnt support for the various urban branches of IEMS preferably located at the 35 Educational Resource Centers,
4. the construction of one building of the four presently being designed by the A & E of the Maseru campus under Phase I.

C. Vocational and Technical Education

The Lerotholi Technical Institute (LTI) accepts 200 candidates out of 400 applicants annually in their first year enrollment. There are currently 359 students enrolled at LTI. Regional participation in the LTI program has been curtailed due to the limited facilities and faculty size. Three levels of training are the following:

1. craft level certificate - two year program with a minimum entrance requirement of a Junior certificate.
2. Certificate Level - three year program - entrance requirement - COSC
3. Diploma level - four year program - entrance requirement - COSC

Fields of concentration are offered in Plumbing and Sheet Metal, Electrical Installation and Appliances, Carpentry and Joinery, Auto Mechanics, Trowel Trades in Construction, Basic Electronics, Radio and Television Institutional Cookery, Commercial Training (Business Studies, Secretarial Work, Typewriting and Book-keeping) and Technical Training (Civil, Electrical, Mechanical and Architectural Engineering, on the Diploma level). There are another 12 technical trade schools on the JC level under various mission sponsorships which offer a variety of basic technical vocational skills emphasizing home economics and building trades.

45

Most GOL officials and donor organizations are aware of the paradox of Lesotho's export of low skilled labor to South African mines and the import of medium and highly skilled labor. This situation is exacerbated by the flight of low paid skilled laborers to RSA who had received training in LTI. Lesotho Opportunities Industrialization Center (LOIC) is beginning its third year of operation in Lesotho and has a unique opportunity to make a vital contribution to vocational/technical training field. It currently has 138 pre-JC school leavers in its programs which emphasize carpentry, plumbing, brick work, sheet metal and management development. In its first year it successfully placed 11 graduates with local construction companies through its on-the-job training program. Due to its well qualified faculty of 6 American technicians and 15 Basotho, its on-the-job training program and its willingness to work with pre JC school leavers, LOIC in the future can serve a unique role in the following areas:

1. strengthening the LTI faculty and curriculum through cooperation in such areas as counseling, technical education and administration,
2. extending the LOIC on-the-job training and placement program to the LTI program,
3. solidifying in its remaining three years of operation its sister role to the LTI and providing with it a coordinated approach to voc/technical education under the auspices of the MOE
4. In another five year phase (1984-89) of LOIC operation, in addition to a coordinated approach with LTI on technical training and on-the-job training placement in Lesotho, the LOIC could program a coordinated effort on voc/technical extension education with the 12 mission sponsored rural vocational education centers, which would assist in the development of a national curriculum orientated toward development needs and the career training of a majority of Basotho primary and secondary school students.

46

It is apparent that it would be counterproductive to plan a major sector development program in such areas as agriculture or health without taking in the consideration the absence of a broad base of trained and skilled personnel which exists in Lesotho today. As was stated previously, the constraint of a shortage of trained manpower is endemic in all the GOL ministries. However, it is a problem that can and must be solved with sustained and consistent manpower training programs. Every field project should have its own substantial training component. It behooves the Ministry of Education and the donor organizations to develop an Education and Human Resources sector and specific education and training programs which address this shortage of trained personnel for development. Priority areas of attention will be national curriculum reform to address development needs, teacher training, adult education for rural and urban life, management and long term training in specific development fields and vocational/technical education. It has often been said that the greatest natural wealth of Lesotho is its people. That natural asset can only be exploited by an education and human resources development plan worthy of the challenge and the future of those people.

Joe Carney, HRDO

47