Review of Education Sector Analysis in Lesotho 1978-1999

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UNESCO

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Acknowledgements

The team for the National Review of Education Sector Analysis in Lesotho wishes to express its gratitude to the following organizations, institutions, and individuals that contributed to the undertaking and successful completion of this exercise:

1. UNESCO, ADEA and the Working Group on Education Sector Analysis for awarding this project to the team and providing the necessary financial support.
2. The Ministry of Education in Lesotho for its consistent support and facilitation.
3. The reference committee for its invaluable guidance and input throughout the review.
4. The donor agencies who contributed in various ways to this task.
5. Dr L. Buchert, Professor J. Samoff, Dr P. T. M. Marope, and Ms J. P. Lefoka for their professional guidance and support.
6. The Institute of Education and the National University as a whole for providing the necessary facilities for the review and services for the exercise.
7. All institutions and individuals that provided information through interviews and by making the required documents available to the team, as well as other stakeholders who participated in the seminars organized by the team.

List of abbreviations and accronymes

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ADB	African Development Bank
ADEA	Association for the Development of Education in Africa
APTC	Advanced Primary Teachers Certificate
BANFES	Basic and Non-Formal Education Systems
BL Foundation	Bernard van Leer Foundation
CBR	Community Based Rehabilitation
CEO	Chief Education Officer
CORAT	Christian Organizations Research Advisory Trust
COSC	Cambridge Overseas School Certificate
DANCED	Danish Cooperation of Environment and Development
Danida	Danish International Development Assistance
DEO	District Education Officer
DPE	Diploma in Primary Education
DRT	District Resource Teacher
DTE	Diploma in Teacher Education
ECD	Early Childhood Development
ELSP	Early Learning Specialization Programme
ERC	Educational Resource Centre
ERNESA	Educational Research Network of Eastern and Southern Africa
EU	European Union
GOL	Government of Lesotho
GTZ	German Agency for Technical Cooperation
HTE	Higher and Tertiary Education
IDA	International Development Association
IDM	Institute of Development Management
IDRC	International Development Research Centre
IE	Institute of Education
IEMS	Institute of Extra-Mural Studies
IMRC	Instructional Materials Resource Centre
ISAS	Institute of Southern Africa Studies

IYDP	International Year of Disabled Persons
JC	Junior Certificate
JCE	Junior Certificate Examinations
LAC	Lesotho Agricultural College
LDTC	Lesotho Distance Teaching Centre
LCE	Lesotho College of Education
LPDCA	Lesotho Pre-School and Day-Care Association
MOE	Ministry of Education
NCC	National Craft Curriculum
NCDC	National Curriculum Development Centre
NFE	Non-Formal Education
NGO	Non-Governmental Organization
NHTC	National Health Training College
NTTC	National Teacher Training College
NUFFIC	The Netherlands Organisation for International Cooperation in Higher Education
NUL	National University of Lesotho
ODA	Overseas Development Authority (now Department for International Development
PE	Primary Education
PEP	Primary Education Project
PSLE	Primary School Leaving Examination
PTC	Primary Teachers Certificate
SCF	Save the Children Fund
SE	Secondary Education
Sida	Swedish International Development Co-operation Agency
SPED	Special Education
SPSS	Statistical Package for Social Sciences
TE	Teacher Education
TSC	Teaching Service Commission
TSD	Teaching Service Department
TVD	Technical and Vocational Department
TVE	Technical and Vocational Education

TVET	Technical and Vocational Education and Training
UK	United Kingdom
UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Fund for Population Activities
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
VSTC	Vocational Skills Training Centre
WFP	World Food Programme
WGESA	Working Group on Education Sector Analysis
WHO	World Health Organization

[Executive summary](#)

Executive summary

This study is one in a series commissioned for African countries by the Working Group on Education Sector Analysis. It was undertaken to provide a comprehensive and critical review of education sector analysis in and on Lesotho, covering the period 1978-1999. The exercise was carried out by a team of seven professionals from the Institute of Education at the National University of Lesotho augmented by a representative of the Ministry of Education in the person of the Chief Education Planner. The whole task was overseen by a reference committee made up of members from the Ministry of Education, the National University of Lesotho and the donor community.

The review team followed two approaches in the collection of information, namely a review of documents on sector analysis studies and interviews with officials from the Ministry of Education, higher and tertiary education institutions, and donor agencies. Additional information was acquired as a result of interaction with participants in two stakeholder seminars conducted by the team. A total of 139 documents on sector analysis were identified, and 80 of these were selected for in-depth review. The 80 studies were of various types (research studies, theses, plans, evaluations, conference/seminar/workshop reports, proposals, papers and policy guidelines), related to various sub-sectors, and had been funded by different sponsoring agencies, including the Lesotho Ministry of Education itself.

For purpose of data analysis, the documents were grouped by sub-sectors as follows: early childhood development, primary education, secondary education, teacher education, higher and tertiary education, technical and vocational education, special education, and non-formal education. There was also a general sub-sector, which grouped studies focusing on either the whole education sector, on a number of education sub-sectors, or on several sectors, one of which was education. In each case, the following aspects of the relevant studies were investigated: problems and issues addressed, objectives, methodologies and processes, findings, recommendations deriving from the studies, recurring themes, and any other observations. The 80 selected studies were summarized using a common format and the contents of the summaries were indexed.

The review has two sets of findings. The first one relates to the education sector analysis as a process, and covers such issues as the following:

Initiation of and motivation for sector analysis studies: Most sector analysis studies are initiated by the Ministry of Education. Some are initiated by the Government of Lesotho as a whole and international agencies. The main reason for commissioning the studies is that they can serve as a basis for making decisions about the future and provide data to inform programme design. Although the Ministry of Education initiates most of the studies, it lacks the capacity to plan and reflect on the resultant recommendations. The review recommends a co-ordinated planning of sector analysis studies in order to avoid that the Ministry of Education is overwhelmed by studies. The Planning Unit of the Ministry should also be strengthened and its mandate restructured so that it plays a more facilitative role in this effort.

Problems and issues addressed by the studies: The main issues addressed by the studies include access, quality and

efficiency, resource provision and utilization, management, and curricula.

Appointment of researchers/consultants: Most of the sector analysis studies are carried out by consultants. Others are undertaken by the initiating or target institutions as well as by academics/professionals. In terms of number of consultants rather than of studies, most are nationals of Lesotho. Some are expatriates, either from outside or resident in the country. The appointment of researchers/consultants and the drawing up of their Terms of Reference are normally a joint responsibility of the Ministry of Education and relevant funding agencies. The main criterion for selection of consultants seems to be the merits of the proposals, as well as the qualifications and experience of the consultants.

Methodologies: The sector analysis studies reviewed followed basically the same methodologies and processes in the collection of information. The most commonly used methods of data collection are questionnaires, interviews, content/document analysis, observations and reviews of records. The empirical studies tend to use a variety of research designs, with analytical and descriptive survey and evaluation studies being the most popular. The popularly used sampling techniques, where applicable, are purposive sampling and stratified random sampling. The use of a combination of methods is common. Some sector analysis approaches take the form of public meetings, conferences, seminars and workshops.

Data analyses and interpretations of results: Data analysis involves either quantitative or qualitative approaches, or a combination of the two. Most of the studies do not go beyond descriptive statistics in the analysis of data, even though more in-depth analysis could have led to a deeper understanding of the issues involved.

Use of consultants: External consultants are usually appointed by the international agencies, especially when studies are contracted to overseas universities or firms. The interviewees identified a number of strengths and weaknesses of both local and external consultants. The review recommends that there should be a deliberate attempt to involve local consultants in sector analysis studies. If there are no qualified locals, at least they should work jointly with international consultants, as a way of capacity building. Sharing of responsibility between the two kinds of consultants, and on equal terms when possible, would be desirable. Finally, the review recommends that capacity building opportunities should be provided for potential researchers/consultants to improve their research skills.

Quality of studies and reports: The quality of sector analysis studies varies, depending on the study and researchers involved. What is required is a strong monitoring system in sector analysis studies in order to avoid production of studies of poor quality that cannot be used to improve practice or policy.

Stakeholder involvement: According to the interviewees, problems addressed by the sector analysis studies are often not home-grown. Stakeholders are not adequately involved in either the identification of these problems or setting of Terms of Reference for the studies. Parents are also not involved, either as sources of information in the studies or as receivers of findings and recommendations. Lack of involvement of stakeholders would partly explain the observed insufficient circulation of study reports and, consequently, the limited pressure to implement findings and recommendations. The review team recommends that relevant stakeholders should be involved in all stages of the sector analysis process.

Donor financing: The education sector analysis exercise has in recent years expanded through studies being increasingly commissioned and financed by the donor community. Various agencies tend to sponsor studies in specific areas. The review team, furthermore found that some agencies sometimes adopt particular strategies and orientations in the education sector analysis studies they fund. The World Bank, for example, tends to stress the concept of cost containment and the role of education in human resource development, a situation which partly explains conditionalities sometimes imposed by the Bank before it can release funds for sector analysis studies.

Dissemination of findings and implementation of recommendations: Some studies enjoy wider dissemination than others. The review team recommends that the language of the study reports should cater to all stakeholders and that the circulation of the reports should be as wide as possible. It further recommends that: various stakeholders should be involved in the process of sector analysis, a programme of action for implementation of recommendations of the studies should be drawn up, an inventory of sector analysis studies as well as a summary of their findings should be compiled, and a regular review of sector analysis studies be undertaken and should form a basis and benchmark for subsequent studies.

The second category of findings concerns issues addressed by the studies across sub-sectors. In this respect it was found that the following salient features of the education system were addressed by the studies: access, quality and efficiency, resource provision and utilization, management, curricula, and donor assistance. Also identified were areas of concern within the education system which were inadequately addressed by the studies. These included: the reasons that the system did not produce enough primary-school teachers, the desirable age to begin primary school in Lesotho, church ownership of schools, reasons for proportional decline in primary school enrolments, lack of research at the classroom level, and the effect on quality of teaching of removing highly qualified teachers from classroom teaching to the District Resource Teachers' (DRT) programme.

Among issues that characterise education sector analysis studies in Lesotho is the strong influence that donor agencies have in setting the agenda and direction for these studies. Other characteristic features of the sector analysis process include lack of stakeholder involvement, and a low level of implementation of findings and recommendations.

A spin-off from the review has been the assembling of a reference collection of the studies in the documentation centre at the Institute of Education.

Finally, the review team has proposed a set of follow-up activities on three critical issues, namely management of sector analysis, capacity building and stakeholder involvement. These activities are meant to ensure that education sector analysis is addressed within the context of the total education development strategy and that a conducive climate for policy dialogue is created.

Chapter 1

Chapter 1 Introduction

This review was commissioned by the Working Group on Education Sector Analysis (WGESA) which is led by UNESCO within the framework of the Association for the Development of Education in Africa (ADEA). It was designed to form part of the implementation of the mission of WGESA, namely the exchange of information and experience in sector analysis. In particular, the review was intended to contribute to WGESA's objective of realising the improvement, relevance, quality and use of education sector analysis in education policy development and programmes in Africa (Marope and Samoff, 1998).

The education system of Lesotho is a joint responsibility of three partners: the government, the churches (which own most of the schools), and the community. There are three main cycles within the system, according to the level and type of education. The first level consists of primary education which covers seven years of basic education. The second level consists of three types of education. One is general secondary education, a three-year course leading to the Junior Certificate (JC) followed by a two-year course leading to the Cambridge Overseas School Certificate (COSC). The last type is technical and vocational education. Finally, the third level is tertiary education, and includes the National University of Lesotho (NUL), the National Teacher Training College (NTTC), and Lerotholi Polytechnic and two other technical schools. There are many other lower level technical training schools. Teacher training is offered at the National Teacher Training College (NTTC) and the National University of Lesotho (NUL). Other government ministries also offer training programmes at tertiary level. For example, the Ministry of Health runs the National Health Training College (NHTC) and three nursing colleges, while the Ministry of Agriculture runs the Lesotho Agricultural College (LAC). There are pending changes in this structure and organization of the Ministry of Education (MOE). The changes will involve, among other things, extending basic education from seven to ten years, and making NTTC an autonomous institution, the Lesotho College of Education (LCE).

The Ministry of Education's policy priority is the reform of the education system. The reform involves primarily transformation of the organizational structure, improvement of the management of education in general, improvement of quality and efficiency, increased provision of basic facilities, improvement and upgrading of the teaching force, and a more effective delivery system (Ministry of Education, 1997). Within these broad policy objectives, priority is further given to the improvement of the quality and efficiency of primary education, as well as expansion and improvement of non-formal education and technical and vocational education (Ministry of Education, 1992, 1997). The three priority areas, i.e. primary education, non-formal education, and technical and vocational education, are supposed to provide basic life skills to the majority of citizens. According to the Ministry of Education (1996, p. 3), 'considerable efforts have been made to shift the balance of resources away from the secondary and tertiary levels towards primary education. Expenditure on primary education now accounts for 51 per cent of the current budget, which is a slight increase since 1990'.

Since late in the colonial era, the government has been making use of the system of external commissions and task forces to assess the performance of the education system, and to provide advice on its future direction. In the past a commission would generally consist of a group of educationists from abroad who

came for a limited period of time to examine the whole or an aspect of the system. The exercise usually involved a review of documents and some interviews with a few locally based officials. Reports were then compiled and submitted to government. The recommendations were primarily on policy issues. There were cases where the reports contradicted and/or duplicated each other. The government reserved the right to reject a report *in toto* or portions of it. When both the education system and the population expanded, particularly following Independence, the government was forced to seek outside assistance to support education projects and programmes. This situation brought donor agencies increasingly into the picture.

A defining moment in the history of education sector analysis in Lesotho was reached in 1978 with the holding of what is generally referred to as a National Education Dialogue (Ministry of Education, 1978). This was a forum that facilitated, for the first time, citizens across the social spectrum to express their views about the education system in the country. The exercise was followed by the establishment of the Education Sector Survey Task Force in 1980 with the mandate to concretise the views gleaned from the Dialogue and to draw up policy recommendations (Ministry of Education, 1982). Specifically, the Task Force was mandated to 'prepare a policy document in the field of education that could guide government in planning an education system that is appropriate to the development needs of Lesotho' (Ministry of Education, 1982, p. ix). The review of the Task Force was more focused and systematic, covered all sub-sectors of the education system, and included additional input from various sections of the society. The exercise led to the compilation of a comprehensive report that has served for many years as the main government policy document. A review of the implementation of the Task Force's recommendations was undertaken in 1987/88 in a series of two national seminars (Ministry of Education, 1988). It was at these seminars that a recommendation was made that early childhood development and special education should become component divisions of the Ministry of Education.

Sector analysis studies in Lesotho take different strategies, including empirical studies, evaluation of programmes/projects, proposals, plans, and conferences/seminars/workshops. Most of these are commissioned by the Government of Lesotho (GOL) and donor agencies. They are undertaken by, among others, the Ministry of Education itself, donor agencies, commissions/task forces, special missions and committees, individual and group researchers/consultants, and consulting firms (local and external). The findings and recommendations are used in various ways by the government, donor agencies and other interested consumers. For example, they inform policy and provide empirical information for development plans, round table/donor conferences, project proposals, annual reports and occasional official position papers.

A number of education sector analysis studies have been undertaken in Lesotho, a situation which bears testimony to the fact that the Lesotho government places a premium on the inputs of such exercises. Donor agencies, individually or collectively, play an important role in the conceptualisation, design, funding and implementation of sector analyses. For example, according to the Ministry of Education (1996), at least 15 donor organisations contributed their resources to the implementation of the Education Sector Development Plan 1991/92-1995/96. They also assisted in drawing up detailed sub-sector policies and strategies which facilitate 'a coordinated approach to funding' (Ministry of Education, 1996, p. 5). In general, different donors tended to fund different portions of the plan, with most of them concentrating on one sub-sector. The main exceptions here were the International Development Association (IDA), a unit of the

World Bank, and the European Union (EU), both of which supported a number of sub-sectors and sectors, particularly in the case of IDA with regard to the implementation of structural adjustment programmes. Each of these donor agencies contributed M150 million for the five-year period. The total amount contributed by the participating donors for the period was about M260 million. The following major donors supported the plan in the respective sub-sectors indicated (Ministry of Education, 1996):

a. Pre-primary and primary: United States Agency for International Development (USAID), IDA, EU, United Nations Children's Fund (UNICEF), World Food Programme (WFP), Save the Children Fund/UK (SCF/UK), United Nations Capital Development Fund (UNCDF), and the Bernard van Leer Foundation (BL Foundation).
b. Secondary: Overseas Development Authority (ODA), African Development Bank (ADB), IDA, and EU.
c. Technical and vocational education: Irish Aid, IDA, German Agency for Technical Cooperation (GTZ), EU, and United Nations Development Programme (UNDP).
d. University: IDA, ODA, and the Netherlands Organization for International Cooperation (NUFFIC)/ Free University of Amsterdam.

One of the rules of donor agencies is that the activities they fund should be appraised in order to determine whether the funds are being well used in terms of meeting the objectives for which they are intended. Such appraisals generate a number of education sector analysis studies.

The purpose of this review was to examine and critically analyse the education sector analysis studies undertaken in Lesotho between 1978 and 1999. The exercise had two main approaches. The first one was a review of 80 selected sector analysis studies. The second involved interviews with relevant officials from various departments and units of the Ministry of Education, as well as officials of the National University of Lesotho, the National Health Training College, and the donor community. The review was undertaken between August and December 1999. Details of the review process are provided in Chapter 2.

Chapter 2

Chapter 2 The review process

Introduction

There are several persistent problems associated with existing and emerging fundamental issues relating to the various sub-sectors of education in Lesotho. Since these problems compete for attention in the face of dwindling sources of funding, there is an important need for efficiency in education-related decision-making in order to ensure effective decisions. Efficiency in decision making and effectiveness of decisions made are significantly influenced by the quality or validity of knowledge and information that inform such decisions. Validity can be looked at in different ways. For example, it can be seen in terms of coverage and comprehensiveness of such knowledge and information given the several populations or sources it summarizes or represents. Furthermore, it can be seen in terms of the methodology and processes used in accumulating and processing the data from which such knowledge and information are distilled. For the decision maker, his or her decision is valid to the extent that the available knowledge and information on which it is based is valid. This, of course, presupposes access to sources of such valid knowledge and information.

According to Hedges and Olkin (1982), for any particular issue a single study rarely provides sufficient definitive answers or findings upon which to base a policy or a valid decision. Instead, many studies often provide conflicting findings that can lead to no 'acceptable' answers to guide policy for the problems posed, and yield unending calls for further studies. But there is rarely a sector study that does not have something, no matter how little, to contribute. Since knowledge is a synthesis of an accumulated and refined body of related findings, a meta-analysis of several studies would tend to provide a more reliable guide for making valid decision.

While education sector analyses are an established practice within the system, there remains a concern that not much is known about the value, usefulness and relevance of these studies. What is known, however, is that they are designed to inform policy making, planning and practice.

In Lesotho there is generally a dearth of consolidated, comprehensive and easily accessible research-based information in various education sub-sectors to guide and inform decisions, policies and practices. Although information on these analyses exists in different sources, it does not tend to serve as useful a purpose as it would if it were integrated into a comprehensive body of knowledge. There is no precise, complete, and comprehensive presentation of both the positive contributions and shortcomings of these analyses.

A comprehensive body of knowledge on the sector analyses would shed some light on a number of issues, including the following:

a. The key issues that are addressed and the extent to which relevant stakeholders regard them as such.
b. The quality and appropriateness of the methodologies and analytical techniques used, and the extent to which these may have affected the findings.
c. The extent to which the studies reflect the local contextual realities, needs, relevance and perspectives.
d. How the studies contribute to capacity building.
e. The extent to which the recommendations are realistic and implementable/ implemented.
f. The circulation and accessibility of the analysis reports.

Objectives

The main purpose of the study was to conduct a comprehensive and critical review of education sector analysis in and

on Lesotho. The results of the review are to be made accessible and usable in the process of enhancing the role of Lesotho-driven and managed research studies in the improvement of the education system and policy making. Specifically, the objectives of the review included the following:

a. To synthesize the aims, methodologies, processes, results and recommendations of various education sector analyses undertaken in Lesotho.
b. To identify from the analyses points of convergence and divergence on critical issues facing human resources development in Lesotho.
c. To provide stakeholders and policy makers with a comprehensive and valid body of knowledge with which to guide and inform their actions, decisions and policies.
d. To provide a baseline and a guide in methodology and approaches for future efforts in reviewing sector analysis studies.
e. To provide a means of local capacity building in sector analyses and their reviews.
f. To provide a means of self-reflection or a guide for, as well as assessment of the effort and the results of co-operation among, all constituencies involved in education sector analysis, including the international funding and technical assistance agencies.
g. To lay a basis for the formation of structures and mechanisms for the monitoring and evaluation of reviews of sector analysis studies.
h. To lay a basis for a wide dissemination of information emanating from sector analyses and their reviews.

The review team

The review was undertaken by a team of 8 people. Seven of these were based at the Institute of Education (IE) of the National University of Lesotho, while one other person, Ms A. Mothibeli, represented the Ministry of Education. The team members are: Prof. E. M. Sebatane (Team Leader), Prof. D. P. Ambrose, Mrs M. K. Molise, Ms A. Mothibeli, Dr S. T. Motlomelo, Prof. H. J. Nenty, Mrs E. M. Nthunya, and Mrs V. M. Ntoi.

Institutional base

The mission of the Institute of Education is to promote educational development through research, in-service and consultancies. It carries out its mandate through its five divisions, namely Primary and Secondary Education, Research and Evaluation, Teacher Education, Guidance and Counselling, and Information and Documentation.

The Institute has expertise in educational research and evaluation, educational assessment, teacher education, guidance and counselling, environmental education, and documentation and information technology. It provides a diverse range of high-quality services to the Ministry of Education and its constituent departments, schools, other educational establishments, several agencies and non-governmental organizations. As such, the IE enjoys a warm working relationship with a cross-section of stakeholders in education, and can ensure that effective follow-up activities take place. The services offered range from commissioned research to participation in various committees and subject panels of the National Curriculum Development Centre (NCDC). Finally, the Institute serves as either a national focal point or secretariat to a number of national, regional and international programmes/organizations.

Composition and functions of the reference committee

The work of the review team was overseen by a reference committee with the following members:

Mr O. M. Makara, Ministry of Education (Chairperson)

Dr L. T. Jonathan, Pro-Vice Chancellor, NUL

Dr M. Ntimo-Makara, Dean, Faculty of Education, NUL

Mr J. Oliphant, Director, NTTC

Mrs P. Mohapeloa, Director, NCDC

Ms P. Lefoka , IE/WGESA

Dr P. T. M. Marope, WGESA/ERNESA

Prof. J. Samoff, WGESA/University of Stanford

Mr P. Feeney, Director, British Council

Mrs A. M. Lekoetje, UNDP

Dr Haile Selassie, UNICEF

Mrs K. Tsekoa, Lesotho National Commission for UNESCO

Prof. E. M. Sebatane, IE (ex-officio).

The functions of the reference committee included the following:

a. To provide ideal support to the work of the team.
b. To liaise and maximise co-operation, between the team, on the one hand, and Committee members' respective constituencies, on the other.
c. To raise the awareness and promote the interest of the review exercise among Committee members' respective constituencies.
d. To receive and discuss progress reports by the review team, and make necessary recommendations on how to improve the review exercise.
e. To ensure quality of the final review report by providing critical assessment of the review process.
f. To ensure that the review team adheres to the timeline stipulated in the review proposal.
g. To provide input in drawing up the most effective ways of enhancing dissemination of the results of the review exercise, and the utilization of same by all stakeholders.
h. To advise the MOE and WGESA on operational issues relating to the study, and provide them with feedback on all products submitted by the research team.
i. To provide any relevant information and advice that the Committee deems valuable for the successful completion of the work.
j. To be involved in the stakeholder seminars.

Support and co-operation of the Ministry of Education and agencies

The Ministry of Education provided its full support and co-operation to the review team, fulfilling the pledge made by the Honourable Minister during the official opening of the launching seminar. A representative of the Ministry served as Chairperson of the reference committee, while the Principal Secretary found time to attend two out of three meetings of the Committee. The Ministry appointed the Chief Education Planner as its representative in the team. Among other things, she facilitated acquisition of documents from the ministry. The senior officials of the ministry and heads of various sub-sectors willingly granted interviews to the team members. The Director of the National Curriculum Development Centre, a unit of the ministry, made available her Centre's vehicles for the review activities, when needed. As far as the donor community is concerned, four agencies with offices in Lesotho were represented in the reference committee. However, they did not actively participate in the work of the Committee, and only one attended a meeting. Some donor agencies, including those not represented in the Committee, participated in the stakeholder seminars. The agencies were very co-operative during interviews with the team and gladly provided copies of documents required for the review exercise.

Methodology

The review used descriptive survey design. Though it dealt mainly with documents on sector analyses undertaken, some persons, organizations, officials and donor agencies were also interviewed. The team critically examined sampled documents and identified, extracted, analyzed, integrated and presented in a more useful, accessible and comprehensive form several problems, objectives, methods, findings, conclusions, and recommendations that cut across these sector studies in Lesotho. This design enabled an integration of the findings from existing studies on education in the country. It also revealed relatively invariant underlying patterns, themes, issues, and methods, and provided general and guiding principles underlying the sector analyses. In this context, the team benefited from the ideas of Hunter, Schmidt and Jackson (1982).

The population for this review was all accessible documents on sector analysis studies in different sub-sectors of education in Lesotho. One hundred and thirty-nine documents were identified. They are listed in Appendix 1. Cross-tabulations of the population of documents in terms of their type by sub-sector, by sponsoring agency, and sub-sector by sponsoring agencies are presented in Tables 1, 2 and 3, respectively. The report-type documents included conference/seminar/workshop reports and papers.

Table 1 shows the type of document by sub-sector. Of the 139 documents, the majority (77) were empirical studies, followed by theses (24), reports (21), proposals (11), and plans (6). In terms of sub-sectors, most studies (43) dealt with secondary-school education, followed by primary-school education (25), general sub-sector (24), teacher education (15), non-formal education (9), and technical and vocational education (8). There were relatively few studies on special education (4) and higher education (3).

Table 2 presents the type of document by sponsoring agency. Documents on studies, mainly theses, sponsored by the researchers themselves accounted for most (29) of the 139 studies. Following these, in order of frequency, were studies supported by the World Bank (21), USAID (20), UNICEF (15), multiple agencies (12), and the Ministry of Education (11). The remaining agencies sponsored relatively few studies.

Entries in Table 3 reflect information on documents by sub-sector and sponsoring agency. The largest category of documents was studies on the secondary education sub-sector sponsored by researchers themselves (25). Most of these were Master degree theses in education. The second largest group of studies (11) was on primary education

sponsored by USAID, followed by studies on the general sub-sector supported by the World Bank.

1. *Type of document by sub-sector*

Sub-sector	Type of Document					Total
	Study	Report	Plan	Proposal	Thesis	
General	10	8	2	4		24
Early childhood education	6		1	1		8
Primary-school education	19	4			2	25
Secondary-school education	10	7	1	5	20	43
Teacher education	10	2	1		2	15
Higher and tertiary education	3					3
Technical and vocational educ.	6		1	1		8
Special education	4					4
Non-formal education	9					9
Total	77	21	6	11	24	139

2. *Type of document by sponsoring agency*

Sponsoring agency	Type of Document					Total
	Study	Report	Plan	Proposal	Thesis	
World Bank	15	2	3	1		21
UNICEF	13	1	1			15
USAID	15	5				20
UNESCO	6	5				6
Danish Ministry of Foreign Affairs	6			2		3
Danida	1					1
UNDP	2					2
UNFPA	1					1

British Council	1					1
Ministry of Education	4	5	1	1		11
GTZ	5					5
IDRC	2					2
Irish Government	3			1		4
SCF/UK	1					1
African Development Bank	3					3
BL Foundation				1		1
Multiple agencies	4	8				12
Researcher				5	24	29
United States Peace Corps			1			1
Total	77	21	6	11	24	139

Sampling and sample

A stratified purposeful sampling method was used to select 80 documents for review. The stratification variables were type of document and sponsoring agency. The sampled documents are marked with an asterisks in the list of documents in Appendix 1. Documents with a single asterisk (*) are related documents that were selected as a pair and reviewed as a single document, whereas those with two asterisks (**) were selected and reviewed singly. Documents were selected and reviewed as a pair when they dealt with basically the same issue but from different perspectives, the intention being to comprehensively cover the problem addressed. For example, one document might be the proposal and the other the actual study on the same issue. The 80 selected documents are listed, by author, in Appendix 2. Cross-tabulations of the sampled documents in terms of type of document by sub-sector, type of document by sponsoring agency, and sub-sector by sponsoring agencies are presented in Tables 4, 5 and 6, respectively. The aim was to have as representative a sample of documents as possible. The type of documents were studies, reports (mainly conference/seminar/workshop reports), plans, proposals, and theses.

Table 4 presents types of reviewed documents by sub-sector. Of the 80 selected documents, the majority (58) were empirical studies, while the rest were distributed as follows: reports (10), theses (5), plans (4) and proposals (3). The sub-sectors from which most studies were selected were primary-school education (18), secondary-school education (16), general sub-sector (16), teacher education (9), and non-formal education (7). The number of studies selected was largely proportional to the number of overall studies identified in the respective sub-sectors.

Table 5 provides information on the sampled documents by sponsoring agency. The World Bank had the largest number of studies (17), followed by USAID (14), UNICEF (11), multiple agencies (7) and MOE (6). Of the 58 empirical studies reviewed, the World Bank sponsored 13, while USAID funded 12 and UNICEF 10. Five theses were selected for review.

3. *Document by sub-sector and sponsoring agency*

Sponsoring agency	Sub-Sector									
	Gen.	ECD	PE	SE	TE	HTE	TVE	SPED	NFE	Total
World Bank	8		4	4	2	2			1	21
UNICEF	2	4	3		1			2	3	15
USAID	2		11		3			1	3	20
UNESCO	1	1	2	1			1			6
Danish Min. of Foreign Affairs	2	1								3
DANIDA		1								1
UNDP	1								1	2
UNFPA	1									1
British Council					1					1
Ministry of Education	3		1	4	2		1			11
GTZ							5			5
IDRC			1	1						2
Irish Government					3		1			4
SCF/UK								1		1
African Development Bank				3						3
BL Foundation		1								1
Multiple agency	4		1	4	1	1			1	12
Researcher			2	25	2					29
United States Peace Corps				1						1
Total	24	8	25	43	15	3	8	4	9	139

Table 6 shows a relatively even spread of the sampled documents by sub-sector and sponsoring agencies. The highest number of documents by sub-sector and sponsoring agency was primary-school education studies funded by USAID (8), followed by studies on the general sub-sector supported by the World Bank.

Data collection processes

Two methods of data collection were used: a document review instrument and an interview guide.

Document review

The study involved a meta-analysis (Wolf, 1986) of qualitative and quantitative data generated through an intensive, critical and analytic review of each of the 80 documents sampled. This was done through the use of a detailed instrument constructed based on a review of related literature (Chikombah et al.; Miles and Huberman, 1994; Nenty, 1985; Samoff et al., 1996; Workineh *et al.*, 1999).

In constructing the instrument, the contents of the 80 selected documents was analysed upon which items were developed to guide the review process. The main items in the instrument elicited the following pieces of information in each document:

   a. Details about the document (for example title, author, publisher, date of publication).
   b. Problems/issues addressed by the document and their origin.
   c. The objectives/study questions/research hypotheses of the study/activity reported in the document.

   1. *Type of sampled document by sub-sector*

Sub-sector	Type of Document					Total
	Study	Report	Plan	Proposal	Thesis	
General	7	4	2	3		16
Early childhood education	4					4
Primary-school education	15	3				18
Secondary-school education	7	3	1		5	16
Teacher education	9					9
Higher and tertiary education	3					3
Technical and vocational educ.	3		1			4
Special education	3					3
Non-formal education	7					7
Total	58	10	4	3	5	80

a. The type of design used in the study; the population, sampling procedure and sample used; and the variables/ issues involved.
b. The method of data collection used; the properties and quality of any data collection instrument/procedure that might have been used; and the quality of the data collection process.
c. The type and quality of information or data analysis procedures used and the validity of their results.
d. The validity and exhaustiveness of the interpretation of the results.
e. The quality and comprehensiveness of the discussion of the findings; the issues, highlights, themes and concepts extracted and discussed; the concerns raised, and the gaps identified.
f. The validity and exhaustiveness of the implications derived.
g. The quality, validity and comprehensiveness of the recommendations made.
h. The extent to which the study paid attention to related theories, literature and policies.
i. The general quality of the study report.
j. The dissemination and impact of the contents/findings of the study/report.
k. Information on stakeholder involvement, the researchers/consultants and their terms of reference, duration of the study/analysis, and possible constraints and limitations involved.

The items consisted of a combination of pre-coded and open-ended questions, yielding quantitative and qualitative data, respectively. The instrument was validated during a workshop. It was further face-validated by the Co-ordinator of WGESA and three facilitators/consultants appointed by the Working Group. They all supplied many useful comments which were incorporated into the final version of the instrument. The document review instrument is presented in Appendix 3.

Interviews

Data for the review was also collected through interviews. An instrument was constructed and face-validated. Its items were mainly open-ended and sought information on education sector analysis and its link with policy-making. The following specific issues were investigated:

a. The main purpose of the sector studies undertaken.
b. Initiator/funding/commissioning of the studies.
c. Development of the terms of reference for the studies.
d. The process and criteria for selecting consultants and general assessment of their work.
e. Extent of stakeholder involvement.
f. Usefulness and dissemination of the findings of the studies.

1. *Type of sampled document by sponsoring agency*

	Type of Document					
Sponsoring agency	Study	Report	Plan	Proposal	Thesis	Total
World Bank	13	1	2	1		17
UNICEF	10	1				11

USAID	12	2				14
UNESCO	3					3
Danish Ministry of Foreign Affairs	1			1		2
UNDP	1					1
UNFPA	1					1
British Council	1					1
Ministry of Education	3	2		1		6
GTZ	3					3
IDRC	2					2
Irish Government	3			1		4
SCF/UK	1					1
African Development Bank	1					1
Multiple agencies	3	4				7
Researcher					5	5
United States Peace Corps			1			1
Total	58	10	3	4	5	80

a. Usefulness and implementation of the recommendations.
b. General strengths and weaknesses of sector analysis.
c. Prospects of, and suggestions for, strengthening sector analysis in Lesotho.
d. General comments.

A total of 22 interviews were conducted. However, the total number of respondents was 28 because group interviews were undertaken with six and two members from NCDC and ECD, respectively. The six NCDC officers were: the Deputy Director and five subject specialists (commercial subjects, English, mathematics, science, and testing and evaluation), while the two ECD staff members were both programme officers. In addition, two top officials (Principal Secretary and Deputy Principal Secretary) within the central administration were interviewed. Other interviewees within the Ministry of Education were three Chief Education Officers (CEOs) in charge of primary education, secondary education and curriculum services, respectively; Directors of NTTC, Technical and Vocational Department (TVD), Lesotho Distance Teaching Centre (LDTC), and Teaching Service Department (TSD); a former inspector of

special education; and the Registrar of the Examinations Council of Lesotho. The Pro-Vice Chancellor was interviewed on behalf of NUL, while the National Health Training College was represented by its Director. In the case of donor agencies, the interviews were held with the following: UNDP (Assistant Resident Representative, Programmes); UNICEF (Programme Specialist); British Council (Director); Danish Association for International Co-operation (Programme Officer, who also represented the Danish Government and Danida); Irish Aid (Programme Officer); USAID (Project Development Officer); and United States Peace Corps (Programme Officer, Education). In all, seven donor agencies were interviewed, involving one officer per agency. USAID, one of the major traditional donor agencies in Lesotho, no longer has offices in the country. Interviews were therefore held with officials at the agency's Pretoria (South Africa) office. An interview guide and a detailed list of interviewees appear in Appendices 4 and 5, respectively.

1. *Sampled document by sub-sector and sponsoring agency*

Sponsoring Agency	Sub-sector									Total
	Gen.	ECD	PE	SE	TE	HTE	TVE	SPED	NFE	
World Bank	5		4	4	1	2			1	17
UNICEF	2	3	2					1	3	11
USAID	1		8		2			1	2	14
UNESCO	1		1	1						3
Danish Ministry of Foreign Affairs	1	1								2
UNDP									1	1
UNFPA	1									1
British Council					1					1
Ministry of Education	2		1	1	2					6
GTZ							3			3
IDRC			1	1						2
Irish Government					3		1			4
SCF/UK								1		1
African Development Bank				1						1

Multiple agencies	3		1	2		1					7
Researcher				5							5
United States Peace Corps				1							1
Total	16	4	18	16	9	3	4	3	7		80

Data analysis

Both quantitative and qualitative methods were used to analyse information captured through the two instruments. This involved meta-analyses of both qualitative and quantitative data through which underlying factors and commonalities or trends were extracted, synthesized, integrated and reported. The quantitative data was analysed by computer using the Statistical Package for Social Sciences (SPSS) software.

Programme of activities

The review activities covered a period of approximately six months, from July to December 1999. It included the following, sometimes overlapping, activities:

a. Identification and collection of documents.
b. Construction and validation of interview instrument.
c. Three capacity building workshops for review team members in the following areas:

(i) Sampling of sector studies.

(ii) Techniques for reviewing sector studies.

(iii) Meta-analysis of qualitative and quantitative data.

iv. (iv) Abstracting.
v. (v) Techniques for analysing data of sector studies.
vi. (vi) Interpretation of the results of sector studies.
vii. (vii) Reporting (summarizing, discussing, drawing conclusions and implications, and
viii. recommending) the results of the review of sector studies.

(d) Organizing and running two (initial and report-back) stakeholder seminars.

e. Collecting review data – document review and interview.
f. Writing abstracts for the 80 documents.
g. Organizing and holding three reference committee meetings.
h. Qualitative and quantitative data analysis.
i. Interpretation of results.
j. Discussion of findings, drawing up implications, and making conclusions and recommendations.

(k) Writing of draft report.

    k. Writing of synthesis report.

(m) Writing of final report.

Capacity building

Both the three capacity building workshops and the review process itself provided very rich opportunity for the review team members to acquire knowledge and skill development in many research-related areas. The aim of the capacity building workshops, which were facilitated by the senior members of the team and/or experienced researchers (D. P. Ambrose, S. T. Motlomelo, H. J. Nenty and E. M. Sebatane), was to develop and/or reinforce the capacity of the members to understand and carry out the analytic and critical review of sector studies. The workshop themes were strategically arranged to be followed by the actual, related activities in the work schedule of the review team. This enabled the knowledge gained during the workshops to be put into immediate use in performing the activities.

Stakeholder involvement

The review team held two seminars for stakeholders in the education system, one at the beginning of the exercise and the other after the document reviews. The initial seminar was designed to familiarize the participants with the review process and the role they were expected to play, and to seek their input in the planning of the work. The second seminar was designed to report to the participants, to seek comments on the reports, and to suggest strategies for ways forward. The two seminars were attended by 28 and 25 participants, respectively. They represented various stakeholders, including the following: members of the reference committee; Ministry of Education and constituent departments such as the National Teacher Training College and the National Curriculum Development Centre; National University of Lesotho; the donor and business communities; one school secretariat; and one representative of the Lesotho Teachers Trade Union. Both seminars greatly benefited from the presence and contribution of Professor Joel Samoff.

Lessons learned

The team experienced some problems in the course of its work. One was related to the acquisition of documents as this exercise took more effort and time than had been anticipated. Without previous experience in planning for a review of sector studies of this nature, every planned activity took more time than scheduled. In particular, the instrument used to review and analyse individual documents was excessively lengthy and demanding, given the number of documents selected for analysis. Furthermore, the team could have selected less than 80 studies and still achieved the objectives of the review.

The review exercise was exciting and challenging and served as a learning experience for all members of the team. It had a number of definite benefits some of which are:

    a. Professional growth and capacity building among the professional staff of IE. Through the capacity building workshops, members of the team were exposed to different research methods commonly used in education as well as to various techniques of data analysis and other research processes.

b. Through reading of a very large number of documents, members of the research team were able to acquire additional knowledge about the education sector; to study research methods, donor procedures and consultancy work; and to acquire practical skills in assessing the quality and scope of sector analysis studies in Lesotho. However, reviewing sector studies was found to be a painstaking and lengthy exercise.

c. Members of the team learned to work closely with each other, to share responsibilities and experiences, and to tolerate and learn from mistakes made in developing work plans.

d. Certain aspects of the education system and themes of particular interest to donors were highlighted by the review process, providing further insights into the system and its sub-sectors.

With the benefit of hindsight (and this might be worthwhile advice for groups in other countries undertaking a similar review), a useful strategy might be to concentrate initially on the abstracts of the identified documents and afterwards select some of them for detailed analysis.

Chapter 3.

Chapter 3 Findings at sub-sector level

Introduction

This chapter presents summaries of findings of the document reviews at the sub-sector level. The documents represent various types of sector analysis studies, including research studies, proposals, plans, conference/seminar/workshop reports, and theses. The information is based primarily on results of the document reviews, with reference made to information from interviews where necessary. The following seven sub-sectors are examined, in the order indicated: (1) early childhood development, (2) primary education, (3) secondary education, (4) teacher education, (5) technical and vocational education, (6) special education, (7) higher and tertiary education, (8) non-formal education, and (9) general. There is a uniform structure of presentation across the sub-sectors. For each sub-sector the following specific issues are discussed: problems and issues addressed by the studies, objectives of the studies, methodologies and processes, findings, recommendations deriving from the studies, recurring themes, and other issues/comments/observations.

Early childhood development

Four documents (27, 28, 48, 53) were reviewed for this sub-sector. In 1989 the Ministry of Education established an Early Childhood Development Unit whose mandate is to instigate and implement community-based programmes for the provision of early childhood education and care. Because of limited resources, the Ministry does not intend to take over direct responsibility for the provision of early childhood education in the foreseeable future. That responsibility continues to rest with individuals, communities and non-governmental organizations. The overall role of the ECD Unit is planning, regulation and monitoring rather than direct delivery of services.

Problems and issues addressed

Traditionally, the Lesotho Government had no direct involvement in the provision, control or management of early childhood education and care. Therefore, the major problems addressed by studies in this sub-sector have more to do with the role of the ECD Unit itself, including its performance and relationship with providers of early childhood education and care. Other problems concern sustainability and impact of projects implemented through the Unit. In three out of the four reviewed studies, the problems addressed seem to originate from day-to-day operations of ECD-related institutions, units or associations.

Objectives

All four studies basically focus on the aims and functions of ECD institutions, including the relevant units within the government or particular projects, as well as progress made in attempts to achieving those aims. They also examine the effectiveness of programmes (27, 28, 53) while sustainability is another major area addressed by three of the studies (28, 48, 53). They are all also concerned with the role played by the ECD Unit in the growth and development of early childhood education and care. One study (27) was necessitated

by the need to evaluate a specific project at the end-of-cycle period.

Methodologies and processes

The methodologies used in the studies in this sub-sector are group and individual interviews, observations and questionnaires. To a lesser extent, document reviews and minutes of meetings are used. Data collected is mainly qualitative in nature and is presented in descriptive or narrative form. In some cases, simple tables of frequencies and percentage are also presented.

Findings

The findings relate to programme/project impact and effectiveness, sustainability, and adherence to initial objectives. The major findings from the studies can be summarized as follows:

a. Projects were found to have had some impact on the development of early childhood education and care, although in some cases that impact has hampered conflicts between the LPDCA and ECD Unit.
b. The Early Learning Specialization Project (ELSP) had the potential to improve early childhood development programmes and activities in the country.

Recommendations

Some of the studies have too many recommendations. For instance, one has eight pages of recommendations in the executive summary. The manner in which the recommendations are listed is rather useful. Findings are paraphrased in summary form, followed by impressions/conclusions and detailed recommendations (27) followed by another list of the same recommendations (13 in all) written in concise summary form. Another study (28) has twenty-one recommendations presented such that they are flexible in terms of adoption and/or implementation. It, furthermore, advises the ECD unit to draw up other recommendations based on the data collected and vision and priorities of the unit. One document (27) discusses the recommendations and provides options for their implementation

A face-to-face interview with two officials of the ECD Unit suggests that more progress might have been achieved in the provision of early childhood education and care if higher authorities or senior management of the Ministry of Education gave their full support in the implementation of recommendations. They felt that senior management should be involved from the onset and that the findings of studies should be presented in the presence of Ministry officials, parents and other stakeholders. Finally, the ECD officials also felt that there should be some follow-up on the recommendations to ensure that they are implemented.

The key recommendations extracted from all of the reviewed studies are as follows:

a. The ECD Unit should clearly specify its role so that it does not clash with other providers of early childhood education and care. It should function as a policy-making and monitoring body for all ECD education.

b. The Early Learning Specialisation Programme (ELSP) at NTTC is worthy of support in the second cycle and NTTC needs to ensure that its stakeholders embrace the project.
c. Proper certification should be provided to those taking the ELSP.
d. The government should increase the budget for ECD.
e. The ECD Unit should develop a more comprehensive strategic plan.

Recurring themes

In three of the studies there is common concern about the role played by the ECD Unit. This unclear role seems to be the cause of conflicts between the Unit and the one major provider (an NGO) of early childhood services. The studies further propose the solutions for overcoming this particular problem.

Other recurring themes identified across the studies are: policy formulation and implementation of pre-school education, accountability for use of funds, training of teachers and communities, impact/ effectiveness of programmes/projects, and monitoring and co-ordination of ECD activities.

Other issues, comments and observations

One of the studies was supposed to be an evaluation of the Lesotho Pre-school and Day-Care Association (LPDCA) as an organization and how it uses donor funds (88). However, the study seems to have dwelled too much on the ECD Unit and how it operates. In particular, the feud and competition between the LPDCA and the ECD Unit seem to be its major focus. Of the seven recommendations, only two concern LPDCA, the subject of the study. The recommendations that directly concern funding and sustainability of the association appear only in the middle of the report and not in the executive summary. The report is disappointingly short (ten pages). Only three documents are listed in the bibliography, although many relevant readings on pre-school education could have been reviewed.

It seems that studies in this sub-sector were carried out mostly by local consultants. Even when an external consultant was engaged, he/she worked jointly with a local consultant. There was much local involvement in undertaking studies, with different roles played by the researchers and field assistants clearly spelt out. One study was undertaken by a single researcher (48).

Primary-school education

Eighteen documents (2, 3, 11, 12, 21, 22, 32, 33, 40, 45, 50, 58, 59, 61, 62, 65, 69, 73) were sampled for review under this sub-sector. The sub-sector recently became a major area of attention because of moves to provide Basic Education for All (32). Major donor projects have focused on primary education, and during the period of the reviewed sector studies, the USAID-financed Primary Education Project (PEP) was a major generator of the documents considered here (8 out of the total of 18: 2, 3, 11, 12, 21, 61, 62, 69). PEP followed the $25 million Basic and Non-Formal Education Systems (BANFES) Project whose documents were produced earlier than the period reviewed here.

The World Bank has been the other major donor to the Lesotho education sector (40, 73) although documents relating to earlier World Bank-supported projects, such as Training for Self-Reliance, also fall outside our time-frame. Several United Nations agencies have also had an interest in the primary sector, notably UNICEF (22, 33, 59) and UNESCO (33, 45). The Ministry of Education has itself sponsored or co-sponsored a number of studies required to develop policy or implement reforms (32, 33, 50, 58). Another national donor that has sponsored a primary education study is the Canada-based International Development Research Centre (65).

Problems and issues addressed

The studies are all devoted to problems that arise in the primary education sub-sector. One document (50) also deals with the problems of secondary-school-teachers. Although the number of studies relating to a particular problem area is not necessarily indicative of its national importance, it is at least indicative of the areas where attention has been focused. Most studies deal with more than one problem area. These problem areas are briefly summarised below, with documents listed by number:

- Access to education (number of children of school-age in school) (32, 33, 58).

- Internal efficiency (repetition and drop-out rates) (3, 32, 33, 69).

- Quality (numbers of qualified teachers, pupil/teacher ratio, desks,

classrooms equipment) (2, 3, 32, 33, 58, 62).

- In-service Support and District Resource Teachers (DRTs) (11).

- Conditions of service of teachers (32, 50).

- Physical accessibility (2, 22, 50).

- One-teacher schools (22, 45).

- Supply of teachers (22, 50).

- Curriculum (12, 62).

- Classroom methodology and strategies (65, 73).

- Finance (including proportion of the national budget) (33, 50, 58, 62).

- School management and local community involvement (3, 21, 32, 40, 59, 61, 62, 69, 73).

The studies have mostly been initiated because of clearly defined problems in the primary education sector, as identified by the Ministry of Education. They have often been prompted by donor interest in the area. Most are donor-funded and undertaken as part of a donor agenda (study no. 32, 50 and 58 are exceptions). Some of the 'studies' are in fact reports from workshops (12, 73) held as part of the strategy to address problems already identified.

Objectives

The objectives of the studies on primary education are closely linked to the issues listed above. One major objective was to analyse the extent to which children had access to education, by establishing the numbers of school-age children who were actually in school and whether they were in classes appropriate to their age. This was linked to ascertaining the repetition and drop-out rates. Ascertaining the quality of teaching itself is also an objective of crucial importance. While it cannot be measured directly, indicators can be compiled such as pupil/teacher ratios, proportion of qualified teachers, and the availability of basic essentials such as sufficient classrooms, desks and books. A related objective was to ascertain the amount of in-service support, particularly as delivered through the District Resource Teachers.

In relation to the salaries and conditions of service of teachers, it was the objective of one study to ascertain what exists and what is needed, particularly in view of what is on offer to similar teachers in South Africa. Moreover, it was important to establish a fair way of providing incentives for working in remote areas, and to establish minimum necessary standards of accommodation (including housing) and of staffing for remote schools which sometimes had only one teacher. Establishing whether the National Teacher Training College was producing enough teachers was also very important.

In relation to the curriculum, the documents surveyed more often had as objective the dissemination of new curricula, rather than their content or method of construction. In relation to finance, studies examined not only the share of the national budget, but also whether a possible strategy for improved financing of primary schools at local level might be the democratisation of school management structures and the involvement of local communities in support of their schools.

Methodologies and processes

Some studies were desk compilations of information, mainly already available from other sources (2, 32, 33, 58). Others involved field surveys in which teachers, local communities, and other relevant persons, (including in some cases Ministry of Education personnel) were made the subject of questionnaires and/or open-ended interviews (3, 11, 21, 40, 45, 50, 61, 62, 69). Formal reviews of earlier studies and/or relevant documents are included only in a minority of studies (21, 61, 62). The two workshop reports (12, 73) did not include a post-project independent evaluation, but one study was commissioned to discover whether an earlier workshop was successful (59). One document (65) reported an in-depth study of teaching and learning strategies involving long-term classroom observation. A case study (22) was also made of the one existing system where satellite schools feed children from the lower standards to a large central primary school.

In relation to data analysis, most of the 18 studies simply list findings numerically or in the form of percentages. In some cases (11, 59, 61, 62), the information gathered is mainly or wholly presented verbally and there is no quantitative data. One document only (69) uses chi-squared test to assess whether there are significant differences in tabulated responses (testing differences between male and female and between geographical zones). The study on conditions of service of teachers (50) includes a comparison of South African and Lesotho teachers' salaries and a recommended new salary structure, the costing of which is given in comparison with the salaries at the time of the study.

Findings

The studies contain a vast quantity of information about the primary education sub-sector. Some of the main findings are:

- Access to education: Net enrolments (percentage of school-age children in school) actually declined over the period 1985-94, with a puzzling sudden drop in 1993. Boys have less access to education than girls (45, 33, 58).
- Efficiency of the system: during 1984-93 repetition rates dropped from 22 per cent to 20 per cent for boys and from around 20 per cent to around 16 per cent for girls (33). The efficiency ratio was 1.52 in 1993 (10.64 years school attendance per primary-school completer). The average drop-out had 4.31 years of schooling (33, 58).

- Provision of classrooms and equipment is not keeping pace with school growth (100).

- Uneasy relationship between Ministry of Education, community and school management. Community primary schools as such hardly exist (21). Attempts to bring in appropriate legislation so that schools have democratically elected advisory committees have been opposed by at least one mission management (40, 61, 62).

- District Resource Teachers Programme is generally supported (11, 62), but 46 per cent of primary schools were not visited by a DRT during the calendar year 1994 (2). In an interview with the Chief Education Planner, however, quite a different picture was painted of the success of the DRT programme, and the feeling was expressed that the DRTs should return to classroom teaching.

- Food Aid: The phasing out of World Food Programme aid is causing problems (61).

- Overcrowding: The problem of overcrowded classrooms is worse in the mountain districts (2).

- Inspection rates are low. More than 35 per cent of primary schools had not been inspected over a 5-year period (2, 40).

- Vehicular access is not available to 230 out of 1 262 primary schools (2).

- Reduced repetition and reduction of Standard one maximum age to 8 years is generally acceptable to parents/guardians (69).

- Headteachers do not adequately supervise other teachers, but the situation is better in schools where headteachers have themselves fewer teaching responsibilities (73).

- Primary-school management effectiveness is low but benefits from workshops, including those sponsored by CORAT (Christian Organisations Research Advisory Trust) and the World Bank (40, 58, 59, 73).

- New education legislation, although controversial in relation to school management, has major positive aspects, including making provision for teachers' pensions (32).

- National Teacher Training College is not producing enough primary-school teachers (58, 62).

- Staffing of schools in remote areas is poor, because of inadequate incentives and poor housing (45, 50).

- Instructional strategies in schools include questioning (90 per cent of teachers), expository methods (52 per cent), repetitive methods (30 per cent), physical action methods (28 per cent) and directive methods (10 per cent) but with considerable variations between schools (65).

- Smaller schools have poorer repetition and drop-out rates. These include one teacher schools which still occur in some remote areas (45). A system of smaller schools feeding a central primary school works successfully in one case and might be capable of replication elsewhere (22).

- Statistical data collected on pupils and teachers is generally reliable, but less so with respect to transfer of repeaters between schools and on classroom availability (3).

Recommendations

Although some studies (2, 32, 33) have no recommendations, those in the other studies are often extremely numerous and varied, and individual studies may have up to 26 recommendations (e.g. 50), with separate sub-recommendations. Amongst the more important recommendations are:

- NTTC must produce more primary-school teachers (58, 62).

- The Planning Unit of MOE (1994 recommendation) needs additional staff (62). Most of its statistics can be considered to be reliable (3).

- Local communities should be more involved in school management and fund-raising and legislation should give them this role (21, 40, 32, 61).[2]

- Those involved in primary-school management need major and continuing support to improve efficiency (40, 58, 59, 61). Primary-school principals also need particular management skills (73). Financial administration requires special attention (59).

- The District Resource Teachers programme should be strengthened with a central resource library and administrative procedures (e.g. reimbursement of expenses) in relation to the programme should be improved (11, 50).

- The National Curriculum Development Centre needs support in the implementation of the new primary-school curriculum and in the revision of the classroom assessment resource book (1995 recommendation) (62).

- Parents/guardians should continue to be included in social mobilisation for primary-school reform and school proprietors should also be included (69).

- Repetition rates should be reduced (58).

- More teachers are needed to reduce the pupil/teacher ratio (58).

- Minority languages should be given recognition at primary-school-level (58).

- District Education Officers (DEOs) should be more concerned with assisting teachers than formally inspecting schools (40).

- Teachers in remote areas need financial incentives and improved facilities (50).

- The school-mapping exercise must be completed so that remoteness/hardship allowances can be fairly distributed (50).

- A professional code should be developed by the Teaching Service Commission (TSC) (50).

- Performance-based criteria for promotion should be worked out with the University's Institute of Education (50).

- Grading and promotion of teachers must take into account qualifications, experience, attitude and contribution to the teaching profession, relations with pupils, colleagues, management and the community (50).

- Action research can help to improve teacher performance. It needs to be used more inclusively in teacher training institutions (65).

- One-teacher schools should be upgraded to two-teacher schools (45).

- Satellite schools may be appropriate in some areas feeding a central school (22, 45).

Recurring themes

Underlying the majority of studies are the assumptions that primary education has to be made available to all school-age children, and that major efforts must be made to improve the quality of instruction, management and physical facilities. Education for All was the theme of the Jomtien Conference in 1990. In February 1996, Lesotho contributed to a mid-decade review (32) documenting problems of meeting targets. Necessary preconditions to establish quality education are adequate pre-service and in-service training of teachers, development of relevant curricula, involvement of local communities, reduction of class sizes, and providing teachers with adequate incentives, particularly in remote areas. Better classroom techniques are also important.

More controversial is the theme that schools should be locally and democratically managed. This has to be accepted by the church education authorities and cannot be resolved without their agreement.

Another area of dissent is the role of District Resource Teachers (DRT). They originated as part of the Basic and Non-Formal Education Systems (BANFES) Project, but the DRT programme has taken some of the best primary-school teachers out of the schools. In a study (11) undertaken as part of the Primary Education Project (PEP), which was the successor project to BANFES, it was found that DRTs performed a useful role. However, the background research had limited terms of reference. Information from interviews with senior officials of the Ministry of Education shows that there is less enthusiasm for DRTs. A study on the cost and benefits of taking so many good primary-school teachers out of classroom teaching has apparently yet to be made.

An area of some divergence was the future role of District Education Officers. About 35.1 per cent of schools had not been inspected at all in a five-year period (2). Yet the view was also expressed that DEOs should spend less time inspecting and more time assisting teachers (40). The low output of primary-school teachers from the National Teacher Training College is a major concern (22, 50). Interestingly, it seems not to have featured as a major concern in the documents dealing with teacher training itself.

Other issues, comments and observations

Constraints were not often mentioned in the studies reviewed. In particular, the budgetary implications (costs) of particular recommendations were seldom spelled out. Obviously, most reforms have major financial implications. Furthermore, almost ignored in the documents reviewed was the fact of poverty which, more than any other factor, may result in children being over-age before being sent to school, or not

sent to school at all. The implementation of free primary-school education in Standard 1 in the year 2000 will obviously assist with this problem, although one may note that primary-school education has in fact been officially made free twice in the past (in 1927 and in the mid-1970s), but school fees re-emerged as a result of various stratagems by school management.

In many areas there is probably general agreement with findings and recommendations, but the test comes at a later stage than the study documents. Were the recommendations in fact accepted as policy and were they then implemented? Interviews indicated a high level of implementation, but this has not been tested by examining recommendations one at a time. In certain areas, such as increasing the enrolment ratios in primary-school age groups and significantly reducing repetition rates[3] have proved quite intractable. Policies may exist, but implementation on the ground proves to be elusive.

The primary education sub-sector was once the pride of Lesotho, which 70 years ago could boast a higher proportion of children in school than any other African country. The school-teachers of that time were the intellectual elite and standards were high. The sub-sector has lost some of its best teachers to the development of secondary and tertiary education, and to the opening up of a wide variety of different career prospects for the educated elite, both within Lesotho and in neighbouring South Africa.

Reform at primary-school level proves elusive in part because of the dual responsibility of churches and government for this sector. Reforms, such as automatic promotion and abolition of school fees, have proved particularly difficult to implement. The average child still takes over 10 years to complete primary school, whereas in other countries (some of which begin at the age of 5 years), all children are required to complete primary-school education in 6 years.

In attempting reform, projects funded by donors have been well-intentioned, but the results achieved are often not as expected. Attempted democratisation of school management has led to serious disruption of national life. The impact of taking a large number of the best qualified primary-school teachers out of schools and making them District Resource Teachers has not yet been objectively measured in terms of an overall benefit in improving standards. It certainly cannot have improved the pupil: teacher ratio.

Secondary-school education

In this sub-sector sixteen sampled documents (4, 7, 16, 29, 31, 39, 44, 46, 51, 52, 57, 63, 68, 74, 78, 79) were reviewed. The sub-sector is controlled by the Educational Act of 1995 with policies and plans presented in 5-Year Education Sector Development Plans (78). Lesotho's ability to meet the developmental challenges of improving social and economic well-being for its citizens is highly dependent upon the creation of an appropriately educated population (78). The overall educational objective established for the development of secondary education is to: 'provide every child completing primary schooling the opportunity for a secondary education by improving the efficiency and effectiveness of Lesotho secondary schools' (78).

Problems and issues addressed

The most common problem addressed by the sixteen documents reviewed is poor and declining quality of secondary-school education. Related to this is lack of facilities and other resources, shortage of qualified and dedicated teachers and the accompanying ineffective teaching and assessment practices. Another problem dealt with by many of the documents is the poor access to, and low retention power of, secondary education. This is associated with the inability of most secondary schools to diversify their curriculum in order to accommodate the interests and potentials of more learners, and to meet the changing social and economic conditions.

Weaknesses in the management practices, coupled with low level of community involvement in the running of secondary schools, is also identified by some of the studies as a serious problem. Associated with this is the inability to create and maintain a school environment that is physically and psychologically conducive to learning. This is particularly so in the case of small-sized, especially new, schools that are not efficiently and effectively run, resulting in very poor academic performance by students. Of special concern was the uncontrolled proliferation of secondary schools associated with a total neglect of standards laid down by government through several policies and guidelines. At the national level, the problems addressed by the studies include lack of strategic plans, as well as issues related to curriculum content and methods and targets of localisation of the O-level curricula and examinations.

Objectives

The following are the main objectives of the studies in the secondary-school education sub-sector:

a. To examine critically the general aims and objectives of secondary-school education as well as specific objectives at subject level in pursuance of the proposed comprehensive five-year secondary-school education programme (16).
b. To translate the decisions and the recommendations related to the comprehensive five-year secondary-school education into a workable and implementable programme of action (4).
c. To review the role of curriculum diversification within the general education system and examine the integration of practical subjects into the standard academic curriculum offered by secondary schools (79, 46).
d. To deliberate on plans, contents, methodologies, strategies and targets pertaining to the localisation of O-level curriculum and examinations (31).
e. To determine weaknesses in management practices in post-primary schools, and the effects of these weaknesses on the use of human, physical and material resources (7).
f. To investigate the appointment and functions of school committees (63).
g. To investigate the interrelationship between school environment, teacher motivation, teacher job satisfaction, teacher commitment, and teaching effectiveness (29).
h. To examine school organisational climate, teacher participation in decision-making, teacher strikes, and teacher turn-over rate (52).
i. To review the fees' structure and the rationale for the different fees charged across schools in relation to demand and quality of education provided (39).
j. To recommend criteria for determining and setting a national standard and accounting procedures for fees chargeable in secondary schools (39).

k. To carry out an analysis of staff and facilities provisioning and utilisation, and to determine any significant obstacles to the implementation of the guidelines and policies outlined in the *Education Sector Survey Task Force Report* (68).

l. To draw up a plan to supplement schools with qualified teachers; improve and strengthen teaching techniques, classroom management skills, and schools infrastructure; and develop instructional materials using locally available resources (57).

m. To determine the impact of school facilities and teacher qualifications on students' academic performance (51).

(n) To introduce Basotho teachers to action research (74).

o. To determine the extent to which home-environmental variables and school-related factors influence students' performance in the English language, Sesotho, mathematics and science (44).

p. To prepare a comprehensive plan to serve as a guide for future improvement and development of schools (78).

Methodologies and processes

The most popular research design is descriptive survey. Almost all of the studies involved non-probability sampling from the different populations. In some cases, the populations are stratified mainly on the basis of ecological zones, districts, urban/rural location and proprietorship of schools. Some studies gather qualitative information through observations, extensive discussions, open-ended interviews, inventory-taking and review of related documents. Quantitative data is gathered mostly through questionnaire, interviews and analysis of official documents. Most of the data collection was done by the researchers themselves. The types of data analysis done are descriptive in nature, including finding frequencies and percentages, and sometimes correlation values.

Findings

School curriculum: The findings show that no serious attention has been paid either to the urgent need to redefine curriculum diversification or to provide a strong lead on curriculum. Practical subjects are not generally favoured when it comes to allocating scarce resources and time (79). Instructional materials, equipment and facilities are generally unsatisfactory, although their availability varies considerably across subjects and schools. Because of lack of funds, schools opt for cheap practical subjects which do not make for effective contribution to curriculum diversification. High cost of facilities and equipment has limited practical subjects to only 35 of the 200 secondary schools. There is a weak link between practical subjects offered in school and the requirements of post-secondary training institutions. The structure of NCDC lends itself to staffing difficulties, especially in attempting to deal with curriculum diversification (79). Although there is a high demand for computer studies, in 1996 only 14 out of 200 secondary and high schools in Lesotho offered training in this area. They had a total of about 93 computers (46).

Curriculum and teaching load: There are no guidelines on course offerings in secondary and high schools. Only

26 per cent of schools reported meeting MOE-set standards and 19 per cent achieved less than 50 per cent of these (78). School programmes are a patchwork of courses added onto the core subjects. Effort to diversify the curriculum tends to overload school programmes (68). High schools, on the average are overloaded, as they offer between 9 and 16 subjects; and their average enrolment is 378. Secondary schools offer between 7 and 9 subjects, and their average enrolment is 143. Performance in the Cambridge Overseas School Certificate (COSC) has declined steadily because of the following: (i) the generally poor quality of students admitted to high school as 60 per cent of the variation in COSC-scores is due to earlier achievement in the Primary School Leaving Examination (PSLE) and the Junior Certificate Examination (JCE); (ii) ineffective school management and administration; (iii) ineffective teaching methods used by teachers; and (iv) school size and pupil/classroom ratios (68).

School management and administration: School fees form the bulk of school financial income, but these are barely enough for the running of schools. It is becoming more and more difficult for parents to afford increases in fees which impinges on access to, and the retention power of, secondary education. Schools in mountain locations and those with a high proportion of private teachers tend to charge the highest fees. Fees in new, small and poorly staffed and poorly equipped schools are as high, and in many cases higher, than those in schools with better facilities, staff, administration, and examination results. There is an insignificant and negative relationship between the amount of fees charged and a school's academic performance. Neither is there a significant relationship between the amount of fees charged and the quality of school facilities. MOE's policy of government levy of M25 per student is seen to be unfair, indifferently observed and unenforceable. Most schools do not have qualified personnel to attend to the accounts and the state of their account books is appalling. MOE's financial regulations and policies are deemed to be too cumbersome and difficult to understand (68, 39).

School management: Generally, an open organisational climate exists in Lesotho high schools. However, while teachers are actively involved in decision-making, students enjoy limited participation (52). Although schools are generally positively perceived by the communities and by school personnel, 'more examples of negative, hostile or indifferent community attitudes than of their positive, constructive actions' and 'a total absence of parents' meaningful involvement in general school affairs' were observed (7). Most of the duties of members of school boards and committees are determined by guidelines from proprietors. These members lack relevant training. 'The calibre of representatives of the parents or community representatives is so low that they cannot cope with the complex issues arising from time to time' (63). 'The parents/communities are very inadequately represented' (7).

Staff, resources and facilities: Only 20.5 per cent of a total of 2 803 teachers and 5.5 per cent of schools meet the government-recommended minimum of 30 instructional periods per teacher per week. If the standards were met, the system would theoretically require 500 fewer teachers (78). Over one-fourth of the total number of teachers are in the classroom less than half of the weekly periods. Hence they spend less than 15 of the required 40 hours on classroom instruction (68).

School facilities: Although the MOE's requirements exist for the provision of facilities, the actual situation on the ground varies considerably from school to school. A ranking of schools by facilities and enrolment produced a range of scores from 5 to 50, highlighting the discrepancies between schools. It also showed that

less than 5 per cent of the secondary schools meet the full range of the Ministry's current standards (78). Poor facilities and teacher turnover have a negative impact on school performance (39). The overall lack of science and workshop equipment and materials is alarming. Where such equipment and materials are available, the evidence is that many of them are not properly used. Many of the laboratories are inoperative because of lack of water and/or electricity or gas. Libraries, where they exist, are often used as bookstores. The following contribute to a poor educational environment and explain the continued decline in examination results: lack of adequate maintenance and repair of school facilities; lack of basics such as water, electricity and cooking and feeding facilities; dirty and barren classrooms; and lack of properly used libraries. Compared to schools with an enrolment of less than 200 pupils, bigger schools tend to have better facilities, lower pupil/teacher ratio, admit better students, have principals with higher qualifications, and do better on JCE and COSC examinations (68).

Classroom practices and students' performance: Generally, students do not take an active part in learning, and do not use higher order cognitive skills such as inferring, analysing, synthesis, or evaluating. This situation seems to be attributable to students' over-dependency on teachers as the sole source of information. It was further inferred from this that students have a 'closed' conception of knowledge. The problem seems to relate to their behaviour, attitude, and belief relating to the nature of knowledge. While students have the capability for the required higher-order cognitive abilities and problem-solving skills, the learning environment and instructional techniques used do not tap these skills (74).

School improvement and development: Lesotho is expected to experience a continuing increase in demand for secondary education, at least up to the year 2011. In order to meet its stated objective of providing all qualified students with access to secondary education, there is an urgent need for the government to recognize the issues involved, allocate necessary resources, and implement action now (78).

Recommendations

School curriculum: The underlying recommendations from the 16 studies reviewed is that the MOE should make the secondary and high-school curriculum relevant to every learner's interests and potentials as well as to national and local occupational and social realities. To achieve this it is necessary to develop appropriate policies, and to provide proper guidelines and adequate human and material resources to schools. With respect to curriculum diversification, the MOE should come up with a definitive policy statement on practical subjects for secondary schools as a guide or reference point for curriculum revision and implementation. The syllabuses of practical subjects should be revised to emphasize a wider and theme-based range of competencies. They should also incorporate integrated approaches within the broad fields of technology, home economics, commerce and agriculture. The current fragmentation of practical subjects, especially in the JC curriculum, should be addressed, and greater attention paid to exploiting the unique contributions which these subjects can make to the development of general competence in students' communication skills, problem-solving abilities and general creativity (79). A policy on computer education in secondary and high schools in Lesotho should be formulated, and relevant guidelines provided to schools (46). Through in-service training, the MOE should enhance the capacity of the relevant role players and units in educational assessment and evaluation. It should establish a system of periodic accreditation based on a published set of criteria, and should ensure regular evaluations of the capacity of teachers to teach and

assess students (4, 31, 78).

Management and administration of secondary schools: Several of the studies reviewed recommend that the MOE should strengthen its control over school education planning, implementation and management. The ministry should enhance the capacities of all units and personnel, as well as its management information system (78). The MOE and the school proprietors 'should sit down to seriously discuss the problems of education in Lesotho under the theme: Control and management of education in Lesotho' (7). The number of secondary and high schools should be rationalised to ensure that school and class sizes meet the recommended standards. The policy of engaging bursars should be strictly enforced since schools handle substantial amounts of money. Members of committees/boards should be trained.

Staffing, resources and facilities in secondary schools: Many of the studies recommend that the MOE should continue to strengthen the teaching and educational leadership skills of teachers and administrators (78). Effective teaching and administration should be recognized and rewarded. For teachers to be effective their conditions of service must be improved. Staff loads should be regulated so that full-time teachers teach an average of 30 periods per week. Secondary schools should have an enrolment of a minimum of 200 students each and high schools a minimum of 400 students. The MOE should ensure that an adequate standard of school facilities is achieved throughout the country. The Government of Lesotho should empower the MOE to acquire an overall facilities planning authority in place of the current ad hoc development approach (78).

Classroom practices: The MOE should ensure that the academic quality of education is maintained and enhanced throughout the country. The use of the lecture method by teachers in secondary and high schools should be decidedly scaled down in favour of activity-based methods where students participate more actively in the learning process. Teaching techniques related to this approach should be inculcated during pre- and in-service training (78).

School improvement and development: Given that the total secondary-school enrolment is projected to almost triple by the year 2011, there is a very strong need for the Government of Lesotho to adopt a long-term, instead of an ad hoc, planning strategy, and work for the improvement and development of schools (78).

Recurring themes

Access to secondary education and the retention of students through curriculum diversification, as well as the quality of education at this level, are issues that were found to cut across the studies reviewed. Another important and common issue is government policies and guidelines on different aspects of school curriculum and administration. Other key themes addressed by the studies in this sub-sector are as follows: general education, practical subjects and employment; school-community relations; conflict of interest between government and proprietors; teacher supply, workload, effectiveness and conditions of service; consolidation of secondary and high schools; school fees, funding and financial accountability in secondary education; capacity building in administering, teaching, and research on education; control of examination syllabus, content and administration; and access to, and dissemination of, research findings.

Teacher education

Nine documents (6, 10, 18, 23, 64, 67, 75, 76, 77) were sampled and reviewed under this sub-sector. The only providers of teacher education in Lesotho are the National University of Lesotho and the National Teacher Training College. NTTC occupies a very key role in the education system of Lesotho as it is the only institution in the country which prepares teachers for primary schools and the majority of junior secondary schools. NUL offers a variety of senior secondary teacher education programmes. Most of the studies in the teacher education sub-sector focus on primary-school teacher education and have thus concentrated on NTTC programmes. Of the nine studies reviewed in this sub-sector, only two were undertaken by local consultants.

Problems and issues addressed

The issue that runs through most of the studies is the dissatisfaction with teacher education programmes offered at NTTC. The common problems highlighted in the studies are low entry standard to Primary Teachers Certificate (PTC) (6); lack of good grounding in academic content and professional preparedness (6, 10, 64); and lack of relevant experience by teacher educators (6, 75). The most criticized programmes are the PTC (pre-service) (6, 10, 23), internship (64) and teaching practice (18).

The cost of teacher education is another major concern identified in the studies. It takes 6 years for a primary-school teacher to acquire a Diploma at NTTC (6, 23). Internship was also found to cost the Government of Lesotho dearly in terms of the standard of education. The use of Secondary Teachers Certificate (STC) as a pre-entry qualification to University is another very costly practice (64). Governance and organization of the NTTC presents problems for the college's academic programmes. Specifically, having to follow government procedures to procure teaching materials, to appoint staff and to support field programmes (in-service and teaching practice) undermines achievement of the objectives of the college (67, 75, 76). The issue of non-implementation of recommendations from previous evaluation missions and the Education Sector Survey was also a problem addressed by some studies (e.g. 10).

Objectives

Studies in the teacher education sub-sector address the following issues:

a. The quality of teachers produced, including teaching skills and professional preparedness (6, 18, 64).
b. Programme organization, including time-tabling and teacher/student load (6,10).

(c) Resource provisioning (6, 23, 24, 67).

(d) Appropriateness of programmes for the Lesotho situation (64, 67, 76).

(e) Teaching/learning processes (6, 10).

(f) The extent to which the college governance and organization hampers its programme delivery (75).

Methodologies and processes

Most studies in the teacher education sub-sector are evaluations and employ survey designs. Interviews and questionnaires were used to collect data. Additional data were sometimes obtained from written submissions. Teacher trainees, college lecturers and administrators provided most of the information, while supplementary information was obtained from college syllabuses and handbooks. Data were analysed through qualitative techniques of content analysis. Quantitative techniques were confined to calculation of frequencies. Cost analysis was used for calculating the costs.

Findings

The findings of the studies in the teacher education sub-sector fall into the following categories: governance, quality of programmes, cost-effectiveness, and working conditions of staff.

a. *Governance*: The college is academically independent and is affiliated to NUL which awards its certificates. It is however financially dependent on government and subject to government-financial regulations. The terms and conditions of service were found to be inappropriate for college staff (75).
b. *Quality of programmes*: The curriculum is overcrowded and the timetable overloaded. Examination questions are poor and academic staff members exhibit a narrow pedagogical repertoire. Teaching practice students are ill-prepared content-wise. PTC was found to be professionally inadequate while STC and Diploma in Teacher Education (DTE) were deemed adequate and relevant (6, 10, 18, 23, 64).
c. *Cost-effectiveness*: In-service programmes were found to be more cost-effective in comparison to pre-service. The Diploma in Primary Education (DPE) was the most costly of NTTC programmes while the Diploma in Education (Primary) had the lowest cost option. Lack of cost-effectiveness in primary-school teacher education was attributed to duplication of courses and the upgrading of PTC entrants. The Secondary Teachers Certificate programme is also found to be costly if used as a pre-entry qualification to NUL, but less costly to train teachers through a system which incorporates the internship year (6, 23, 64, 77).
d. *Working conditions of staff*: It was found that low morale among staff was due to conditions of service resulting from civil service status; lack of challenge because of the calibre of students being taught; and dissipation of energy due to servicing many programmes. In-service staff are not provided with transport, accommodation and staff development opportunities (6, 67, 75, 76).

Recommendations

The following categories of recommendations appear from the teacher education studies:

a. *Governance*: The Bill establishing NTTC as an independent college has to be written and adopted; the Governing Council and Academic Board have to be established; NTTC has to be granted its own budget and allowed to run its transport fleet (75). One study recommends a merger of all further and higher education institutions in Maseru to form a polytechnic (10).

b. *Quality of programmes*: The current PTC, Advanced Primary Teachers Certificate (APTC) and DPE should be phased out and replaced with a three year pre-service Diploma in Education (Primary) (6, 23). The DPE has to be strengthened and transferred to the In-service Division (6). Entry requirements to PTC have to be raised (6, 10, 23) and the STC has to be replaced by a 3½ years Diploma in Education (Secondary) (77). An alternative is that NUL should be responsible for the training of all secondary and high-school teachers, so that NTTC can concentrate on production of primary-school teachers (77). All in-service activities have to be co-ordinated by the Central In-service Committee (67) and the in-service students should be involved in developing their curriculum (76). Educational Resource Centres (ERCs) have to be revitalized (10, 76) and NUL should provide certification for in-service courses offered at the NTTC, Institute of Education and Ministry of Education (10).

c. *Cost-effectiveness*: The Diploma in Education (Primary), which would have the lowest unit cost, has to be implemented as soon as possible (23). NTTC should conform to the budgetary and accounting procedures of the Government's Financial Information System (23).

d. *Working conditions of staff*: Staff training at Masters and Doctoral levels should be embarked on. NTTC should be involved in appointing its staff and salaries have to be revised (75).

Recurring themes

There is general agreement in the studies on teacher education that NTTC occupies a critical role in Lesotho's education system since it is the only institution in the country that prepares teachers for primary schools and it also provides most junior secondary-school teachers.

Common issues that have emerged from the various studies are as follows:

a. Co-operation between partners in teacher education provision, that is, NTTC, NCDC, and the Instructional Materials Development Centre (IMRC) is very minimal (10), although NTTC products are the ones to implement NCDC curricula and IMRC initiatives which will succeed or fail in accordance with the skills with which they are applied in schools (75).

b. Lack of support for NTTC field programmes (that is, internship, teaching practice, and in-service) is a problem which was identified as early as 1987 (64, 67) and is continuing in the current teaching practice (18) and in-service programmes (76).

c. The perception of a disparity in the treatment meted out to different college programmes and those who participate in them runs through a majority of studies in teacher education (18, 64, 67, 76). Contrasts are drawn between the following: pre-service and in-service programmes; secondary and primary education programmes; pre-service and in-service students; and on-campus and field/in-service staff. In all cases, those mentioned first are advantaged while those they are compared with are disadvantaged.

d. Whereas in-service programmes seem to be successful, the pre-service programmes (67, 76), in

particular those related to primary education, have received wide criticism. The issues addressed are the entry levels of students, overloaded timetables and the lecturers' narrow repertoire of teaching methods (6, 10).

In many studies, secondary teacher education programmes are found to be responsive to the needs of Lesotho. However, a recent study (77) diverged, pointing to the fact that STC is an inefficient model for delivering teachers to secondary schools of Lesotho since one third of its graduates use the qualification as a pre-entry qualification to NUL. Of the remaining two thirds, only 50 per cent remain in the system beyond 6 years, with 17 per cent of those who qualify never entering a classroom in Lesotho.

Other issues, comments and observations

Several gaps were identified in the reviewed studies. Teaching effectiveness was not assessed in the appropriate place, namely the classroom (64, 76). The appropriateness of secretarial and technical support to the needs of the academic staff was not addressed although it was provided for in the terms of reference of one study (6). The process of institutional self-study was not included for quality assurance as part of the guidelines for autonomy (75). The STC and DTE were not given an in-depth scrutiny in one study. Therefore, in that study the reasons for claiming that these programmes are satisfactory, relevant and appropriate seem baseless (23). Some recommendations do not address themselves to the hypotheses made or to the focus of the study. An assumption in one study that those secondary teachers who are not in the system have gone to teach in South Africa is unjustified in the absence of empirical evidence (77).

The quality of many of the reports is good in terms of presentation, clarity of language and quality of content. Some reports, however, have used very technical language (23) and are difficult to understand. Although one study (76) is not a commissioned study, the researcher could have indicated how the problem of attrition could be curbed in Lesotho. Another study (129) did not address all the terms of reference. In this study, facts on the critical issues of the in-service programme structure, learning materials, and classroom observation are not given and the impact of the programme is judged on shallow and incomplete information. Some recommendations do not follow from the findings. The report sections are not numbered and the whole study comprises of only six pages.

Technical and vocational education

Four documents (20, 25, 8, 37) were sampled and reviewed in this sub-sector. Technical and vocational education in Lesotho can be traced as far back as 1877 with the inception of a mission-sponsored 'Manual School' at Thabana Morena in the Mafeteng District. This was transferred to become the Leloaleng Trades School in 1879 in the District of Quthing. The government-sponsored Lerotholi Technical School was established in 1905 in the capital Maseru. In addition, there are three other technical schools of more recent origin, namely Bishop Allard Trades School, the Technical School of Leribe and Lesotho Opportunities Industrialization Centre, established in 1971, 1973 and 1978, respectively. Finally, there are Vocational Skills Training Centres (VSTCs), such as those established by and for retrenched/returning workers from the South African mines that run short-term skills training programmes. The VSTCs are usually established by

community groups on a voluntary basis (25).

The curriculum for the pioneer technical and vocational schools in Lesotho eventually included motor mechanics, leather work, masonry, electrical installation, plumbing, basic electronics, commercial studies, home economics and so on. A number of problems related to curriculum, staffing, facilities and quality of programmes have been identified in this sub-sector.

Problems and issues addressed

The four studies reviewed in this sub-sector address problems of a general nature. These include quality of education, instructors' training, policy formulation and the employment opportunities for TVE graduates. Regarding the quality of education, issues such as curriculum, certification, entry qualifications and accreditation of TVE institutions are investigated. With respect to instructors, the focus is on the development of training programmes and the level of training courses. Policy formulation issues relate to enforcement of the recently revised TVE legislation. Lastly, the issue of employment opportunities for TVE graduates concerns mainly the extent to which the graduates meet industrial employment requirements. The National Five-Year Development Plan review served as another motivation for the launching of studies in this sub-sector.

Objectives

The objectives of the studies reviewed in this sub-sector can be classified into two main categories. The first was to strengthen the Technical and Vocational Department (TVD) in the Ministry of Education and, subsequently, to enhance the competence and efficient operation of the technical and vocational education and training system in the country. The second was to influence policy so that it is acceptable to all relevant stakeholders, thus contributing to the improvement of economic growth and employment in the country.

Methodology and processes

The studies in the sub-sector include document analyses, such as those of existing studies, reports and seminars. Consultants usually held discussions with the TVD staff, visited TVE training institutions, and held interviews with individuals from within and outside the sub-sector.

The qualitative data analysis including some frequency counts and percentages were used in the studies. Sometimes Chi-square and bar and pie charts were also used to analyse some quantitative data.

Findings

The findings of the studies can be categorised as follows:

a. *Quality of education and training*. Taking the demographic profile of TVE students and graduates, the studies reveal that males and females are approximately equal in number, but that males tend to

dominate in technology and construction courses, while females prefer commercial, textile and domestic fields. The low levels of intake into some courses provided by the various institutions are found to be responsible for poor quality of education and lack of capacity to meet employment needs (8).

b. *Instructors' training programme*: Studies show that TVD lacks competent qualified manpower. The TVE institutions are equipped with too many unqualified teachers and, consequently, the technical institutions are of low standards. There is need for a full-time training course for instructors without appropriate pedagogical grounding (25, 8).

c. *Employment status of TVE graduates*: According to one of the studies (8), 64 per cent of the male graduates and 47 per cent of the female graduates are currently employed. Most of the Diploma holders (80 per cent) and 18 per cent of Certificate holders are employed, while 7.5 per cent of both are self-employed. Employers are generally satisfied with employees' literacy and numeracy skills, basic technical training, and the balance between practical and theoretical training, although more practical experience is still necessary (25, 8). Employers are of the opinion that graduate employees lack supervisory skills, but possess adaptability capacity. On the basis of the relevance of their training, graduates are above average in problem-solving and about average in construction and technology. Employers emphasize the importance of the National Craft Curriculum (NCC) in unifying and raising standards of Craft Certificate training and they stress the need for improvement on the trade testing scheme (25).

d. *Policy formulation*: One study (25) shows that there is a need to review the existing TVE legislation and training policy documents and to amend where necessary. The TVE Board and TVD were found to be weak in their function-oriented organizational structure. Clear policy guidelines for apprenticeship contracts with employers are essential in order to harmonise the relationship between the TVE institutions and employers. There was need to co-ordinate admission procedures in TVE institutions. TVD staff members need to undertake training needs assessment to review and reform the TVE curriculum. There is a strong need to co-ordinate admission procedures to address the low levels of intake in some institutions.

Recommendations

Technical and vocational department: One study (25) recommends that TVD should promote dialogue between institutions and employers on appropriate length and content of industrial attachments. It should establish an inspectorate board that will help improve standards, monitor the services delivered at TVE institutions, and see to it that budgetary targets are met. TVD should promote employer awareness and involvement in the National Craft Certificate Programme and consider training for supervisory roles. It should co-ordinate short duration courses and follow-up the implementation of the recommendations in order to strengthen the NCC and the relationship between employers and TVE institutions. Another recommendation is that TVD should fall under the supervision of the Principal Secretary of the Ministry of Education.

Policy-related issues: On this issue one study (25) recommends that the Lesotho Technical and Vocational Act 1984 should be revisited and modified in order to make it comprehensible to different stakeholders. The enforcement of the present apprenticeship legislation is encouraged. Trade tests should be enforced and used in all relevant institutions. There should be clear policy guidelines on the ongoing relationship between

the TVE and local employers.

Training: Studies in this sub-sector draw up a number of recommendations related to training (37, 8). One recommendation is that the instructors' training programme should be established outside the technical and vocational education training (TVET) institutions. Teacher training institutions in Lesotho should offer this programme. Part-time in-service training for qualified TVE teachers and a full-time training for those without formal teaching qualification should be launched. The curriculum for the Vocational Skills Training Centres (VSTCs) should be modularised and linked to the national modularised system in order to enhance the mobility of students. The VSTCs should design and offer business management training modules as additional courses within their programmes in order to equip students with skills to start their own small-scale businesses. Technical and vocational skills for retrenched Basotho mineworkers should be provided by TVD through TVE institutions (25).

Financial support: Funds should be sought for upgrading the National Craft Certificate courses as well as for the instructors' training programme. More funding for technical assistance in TVE institutions is necessary (25).

Recurring themes

The studies cover the following themes: Planning, policy formulation, management, programme development and implementation, curriculum, industrial training and apprenticeship, certification, employment opportunities, institutional location and gender. Others deal with organisational problems within the TVD Board, as well as problems of co-operation between TVD and industry. Gender balance in relation to enrolment and performance in TVE institutions, qualifications, and employment after the completion of the training courses are an important theme addressed by the studies reviewed.

Other issues, comments and observations

Generally, all the studies reviewed recommend improvement and expansion of TVE institutions, and improvement in quality of education and efficiency of TVD management. However, various studies concentrate on certain areas such as TVE instructor training, employment of TVE graduates (whether employed locally or in South Africa), and the kind of employment involved, that is, whether formally employed or self-employed. Others focus on how TVE could incorporate Basotho mineworkers retrenched from South Africa (8).

All the TVE studies seem to have involved both outside and local consultants, although the latter attracted researchers who had more interest in practical issues. Some studies failed to give proper attention to TVE graduates working in South Africa because of difficulties involved in obtaining information. However, the studies show that there is only a small proportion of TVE graduates who work in that country. This is supported by the observation that the majority of TVE graduates obtain employment within Lesotho.

Employers recommend provision of a wider variety of training in technology, more exposure to a working

environment, and longer industrial attachments. This shows that more needs to be done to change the attitudes of TVE students so that they adjust to the work environment.

Special education

Three documents (9, 43, 49) were reviewed under this sub-sector. It was not until 1988 that special education became a responsibility of the Government of Lesotho. Prior to that the provision of special education was a responsibility of churches, non-governmental organizations and individuals. In 1987/88, a series of seminars were held on Clarification of Lesotho Educational Policies and Priorities (54). It was during these seminars that special education was first included in the discussions of the Ministry of Education policies and priorities, and the decision made to include special education in its programmes.

Problems and issues addressed

A Special Education Unit was established as a fully-fledged unit of the Ministry of Education only in 1991, and studies undertaken so far in this sub-sector address the problem of exclusion of children with disabilities from regular schooling. The government, parents and all concerned seem to have neglected the education of the disabled for a long time. Of the three studies reviewed in this sub-sector, two are feasibility studies, while the third is a project evaluation, looking at the effectiveness and impact of a specific project and its sustainability.

Objectives

Two documents (9, 43) are feasibility studies which examine the establishment of a Unit of Special Education within the MOE and formulation of policy guidelines for the formation and running of the Unit. They aim at raising awareness towards the educational needs of the disabled. Another document (49) is an assessment of the training recommended in the first two studies. It would seem that the studies themselves have originated from the realisation of the Government of Lesotho of the educational needs of the disabled and its commitment to certain international declarations and resolutions to which Lesotho is a signatory.

1975 was declared the Year of the Rights of the Disabled. Following that, 1981 was designated the International Year of Disabled Persons (IYDP) by the United Nations. Then followed the Decade of Disabled Persons (1983–92). During this decade, parents, disabled persons and several organizations began to advocate provision of education for disabled persons. During this period, the Government of Lesotho began to commission studies to look into the education of disabled persons.

Methodologies and process

The main methods of data collection for studies in this sub-sector were questionnaires, interviews, observations and visits to special centres/schools and regular primary schools. Documents, including student files, were also reviewed. The data collected were mostly qualitative and described verbally. Quantitative data, when provided, were analysed using simple frequencies and percentages.

Findings

The studies indicated that there were both successes and failures in endeavours undertaken in this sub-sector. The findings show that quite a number of children are already integrated into regular schools, but that school environments do not cater for the needs of the disabled. Facilities and teaching materials are not conducive to their smooth learning.

Another important finding is that there are many special schools or centres that are supposed to be offering special education for the disabled. They are all donor-supported. It was also found that parents, pupils and teachers like the idea of integrating children with disabilities into regular schools. Only a small number of teachers do not favour the idea of integration.

Recommendations

The recommendations from the studies in this sub-sector can be summed up under the following themes:

a. Integration of children with special education needs into regular schools.
b. Training of teachers through pre- and in-service programmes.
c. Training of parents and communities to help them cope with the needs of the disabled.
d. Training of other supportive staff such as DRTs and DEOs.
e. Provision of technical assessment procedures to identify children with disabilities.
f. Policy formulation and implementation for education of the disabled.
g. Policy for co-ordination of services provided for the disabled (including funding).
h. Strengthening of the Special Education Unit.

Recurring themes

The major theme underlying all the three studies is the integration of children with special education needs into regular primary schools, so that they would be part of the society in which they live.

The studies discuss the findings and make recommendations based on the concept of Community-Based Rehabilitation (CBR), an approach advocated by the World Health Organization (WHO). The system of extended family among the people of Lesotho seems to be closely related to the CBR concept. This philosophy of normalisation, or mainstreaming is the guiding principle in the discussions of the three studies reviewed.

Other issues, comments and observations

The review has identified a number of gaps in the studies in this sub-sector. In one study, children were requested to observe other children in order to identify their disabilities. Although the researchers provided indicators/guidelines to be used in the observations, the applicability of these guidelines is suspect. More

scientifically-proven techniques, with established validity and reliability, should have been used to identify disabilities.

An assumption is made in the three studies that children with disabilities usually drop out of school, but there is no hard data or empirical evidence to substantiate this.

Where external consultants were involved, the time taken to undertake the studies was too short, ranging from 3 weeks (49) to 6 weeks (9). The time-frame seems to have been unrealistic since it included not only substantive research activities but also travel and visits to schools and special centres.

Higher and tertiary education

Three studies (13, 42, 71) in this sub-sector were selected for review. The studies focused on specific institutions, namely NUL (13, 71) and the National Health Training College (42). In this context, higher education refers to programmes offered by NUL while tertiary education relates to those offered by NHTC. Higher and tertiary education plays a fundamental role in any national development. However, in order to make meaningful investment in, and therefore maximise the benefits of, education at these levels, adequate resources must be made available. One of the studies reviewed notes that it is difficult for a poor economy like the one in Lesotho to implement such a policy, particularly where the demand for higher education is in strong competition with the need for rapid development of education at the lower levels.

Studies on higher and tertiary education are mainly concerned with a review of the state of the art with the aim to influence policy. They take the form of evaluations and present recommendations and observations.

Problems and issues addressed

Studies in this sub-sector deal with a variety of issues. The main ones are curriculum reform, lack of resources and facilities, poor communication, administrative inadequacies, co-ordination of programmes and cost containment. The origins of the research problems are almost similar in all the studies and include the following:

a. Review of the documents on tertiary education.
b. Experience and observation of the rather unsatisfactory state of affairs existing in the country.
c. General review of the state of the art in other countries that might have experienced problems similar to those of Lesotho tertiary education.
d. Desire to improve the state-of-the-art.
e. Complaints raised by the public sector and business communities.

Objectives

The objectives of the higher and tertiary education sub-sector studies are mainly on organization, management and the general problems concerned with the financing of the sub-sector. Furthermore, the

objectives focused on how the curriculum could be strengthened in order to meet the needs of Lesotho society as well as the global challenges of higher education.

Methodologies and processes

On the whole, all reviewed studies in the sub-sector use the following methodological approaches: interviews with the relevant individuals and institutions; observations of the relevant tertiary institution operations; review of documents; comparative analysis of data; discussions with focus groups; stakeholders' opinions and suggestions; and the opinions of the public sector on the products of higher education (13, 71). Qualitative analysis is commonly used throughout all the reviewed studies, including:

1. Critical analysis of stories, views, content, observations, practices, cases and other particular scenarios which formed the basis of analysis.
2. Subjects offered at the institutions of higher learning, which were critically analysed with a view to improving the curricula and make them relevant to Lesotho.
3. Critical look at the general course outline, including time allocated to teaching and the teaching approaches used in these institutions.

4. Critical analysis of causes of wastage among NUL students (13, 71).

Findings

The studies indicate that there is a serious need to improve teaching and learning in higher and tertiary education in Lesotho. There is a general observation that the first year of university education in Lesotho needs to be devoted to preparing students to handle academic work. It is stressed that in improving the content at this level more emphasis should be placed on communication skills and mathematics (13, 71). The organizational structures of the institutions are generally weak and need to be strengthened in order to improve administrative efficiency (13, 42, 71).

Another finding was that, on the whole, the curricula of higher education institutions do not respond to the immediate needs of the society at large.

Recommendations

The recommendations from studies in this sub-sector focus mainly on issues related to improvement of teaching and learning, as well as on curriculum design, planning and implementation, organization, management, financing, and strategies for cost containment and revenue generation.

Two of the studies (13, 71) present very sound recommendations based directly on findings and designed to solve problems identified. Another study (42) proposes solutions based on a questionable and very weak research methodology. In other words, the solutions are based on common sense rather than empirical evidence deriving from the findings.

Recurring themes

The recurring themes in studies in this sub-sector were as follows:

a. Improvement and reform of the curricula so that they respond to the needs of society and global challenges (13, 42, 71).
b. Poor staffing and limited teaching resources (13, 42, 71).
c. Lack of communication within institutions of higher learning (42).
d. Administrative, management, organization, planning, budgeting and disciplinary issues (13, 42, 71).
e. General student welfare (13, 42, 71).
f. Co-ordination of higher and tertiary education (71).
g. Strategies for revenue generation (13, 71).
h. Cost containment (13).
i. Research in higher and tertiary education (13, 71).
j. Policy on higher and tertiary education (13, 42, 71).

Other issues, comments and observations

All the studies were undertaken by teams led by external consultants, most of whom came from well-established institutions such as the World Bank and the Commonwealth. It is, therefore, apparent that the general management and financial procedures of such high-powered institutions had a bearing on the choice of focus areas of the studies. Even though the Ministries of Education and Health initiated the studies, they were all financed by the donor agencies. There are too many recommendations and implementation within a system, already rigidly entrenched, is fraught with difficulties.

Non-formal education

For this sub-sector, seven documents (1, 5, 24, 26, 56, 70, 80) were sampled and reviewed. Non-formal education is defined as any organised systematic educational activity carried on outside the framework of the formal system to provide selected types of learning to particular sub-groups in the population, adults as well as children (1). Of particular interest is the idea that, instead of seeking to provide a broad, multi-purpose and common form of education to the population as a whole, non-formal education is concerned with identifying specific target groups, diagnosing the specific learning needs of each group and then devising the most appropriate educational approaches to cater for their needs. While formal education uses the school as the only institution to provide for the different educational needs of a particular age-group of the citizens, non-formal education seeks to meet the needs of the population based on the assumption that no single institution, educational tool or technique will serve the needs of all groups of the population.

Lesotho has a variety of traditional activities which could be referred to collectively as non-formal education. However, in recent years non-formal education has concentrated mainly on basic education, which includes among other things, literacy skills and basic health care. Secondly, it has focused on self-empowerment and

activities designed to reduce poverty among the poor people of Lesotho. Broadly speaking, studies reviewed in this sub-sector have this global conception of non-formal education.

Problems and issues addressed

The studies here deal with literacy and non-formal education. Specifically, they focus on literacy rates and non-formal education policy, development, programmes and activities. The problems were identified as follows:

a. Review of documents on non-formal education.
b. Experience with and observation of the general status in the country.
c. General review of the state-of-the-art in other countries that might have experienced problems similar to that of non-formal education in Lesotho.
d. Desire to improve the state-of-the-art.
e. Desire to inform the policy-makers.
f. General desire to help in improving the general welfare of the poor communities.

Objectives

The aims of non-formal education studies could be grouped into the following major categories:

a. To assess the impact of particular non-formal education organizations and institutions with a view to assess their general structures, and also their impact on specific participants or learners (26, 56).
b. To focus on specific non-formal education issues at national level, such as the determination of the literacy rate among specific groups (24, 80).
c. To discover major gaps, problems and needs of non-formal education in order to inform policy and planning and to assist with the creation of major national programmes to meet the prevailing needs (1, 5, 70).

Methodologies and processes

The methods of data collection included the following: interviews with relevant individuals and institutions, observations, review of documents, comparative analysis, discussions with focus groups, and opinions and suggestions of stakeholders.

The more commonly used data analysis was simple descriptive statistics using, for example, charts and simple tables that show frequencies and percentages. Only one study used inferential statistics such as Chi-square (1). Qualitative analyses narrate stories from the respondents with very little analysis of those stories in relation to any established theories. In the final analysis, it is rather difficult for the researchers to come up with general conclusions based on data since the stories were so divergent. There is a general lack of in-depth analysis of the records and information collected through observations. This limitation could be easily attributed to the fact that, on the whole, observations were not undertaken by consultants themselves but

rather by field assistants.

A general weakness of most studies is that they do not relate to previous work carried out on the same issues. As a result, there are some cases of duplication. This is reflected clearly in studies addressing policy issues (5, 70). These studies fail to make reference to a very important and well-executed study on non-formal education policy (1).

Findings

There is general agreement among all studies that non-formal education has a potential to improve the socio-economic status of the people of Lesotho and could address the needs of school drop-outs. The findings of the studies also show that non-formal education institutions in Lesotho are operating under very difficult conditions due to the limited educational resources and competent manpower to teach the necessary skills among the participants. Non-formal education organizations at grassroots level are dominated by females, and emphasize provision of basic education and efforts to eradicate poverty. However, there is general agreement that there is no formal policy on non-formal education in Lesotho (1, 5, 26, 56, 70, 80). Studies that focus on literacy (24, 80) put functional literacy at an average of 43 per cent and basic literacy rate at between 50 per cent and 62 per cent.

Recommendations

The recommendations in this sub-sector are generally divided into two categories, namely those that focus exclusively on basic education and those that relate to non-formal education in general. The latter specifically address matters of policy, structure and organization, as well as ways forward in non-formal education.

The study that was carried out in 1982 (13) is one of the best studies on issues of non-formal education at the national level. Even though the study is fairly old, its recommendations could serve as a sound basis for the formulation of a NFE policy in Lesotho. These recommendations follow very well from the findings. On the whole, the other studies present good recommendations as well. The problem rather is the methodologies used, particularly the selection of participants. The sample sizes are also rather small in some cases (5, 24, 26, 56). Some of the suggested solutions to problems of the sub-sector are very costly and it is unclear how they could be easily implemented, considering the economic situation in Lesotho.

Some recommendations are meant to provide solutions at the national level as well as solutions specific to non-formal education institutions.

Recurring themes

The following are recurring themes in the sub-sector studies: functional literacy among adults in Lesotho; literacy rate in Lesotho; lack of central policy on non-formal education; role of non-formal education in development; role of donor agencies in developing non-formal education; the general impact of NFE

organizations in Lesotho; potential ways of strengthening non-formal education; income generation; and employment of rural people.

Other issues, comments and observations

Two observations can be made. One is that recommendations are fairly similar throughout the studies reviewed. The other is that research in this sub-sector is heavily donor-driven.

General sub-sector

There are education sector analyses addressing issues that cover either the whole education sector, a group of education sub-sectors, or a number of sectors that include education. For the purposes of this review, this is referred to as a general sub-sector. A total of 16 documents (14, 15, 17, 19, 30, 34, 35, 36, 38, 41, 47, 54, 55, 60, 66, 72) were reviewed under this sub-sector, including reports of empirical studies, evaluations, conferences/seminars/workshops, plans, policy formulation, and proposals. Multi-sector studies tend to be co-ordinated by the central government ministry, that is, the Ministry of Planning (14, 15, 60) and sponsored by donor agencies. Most studies tend to be extensive, particularly with regard to scope, methodologies, findings and recommendations. One study (41), for example, contains 116 recommendations.

Problems and issues addressed

Problems and issues addressed by studies include the following: relevance of education to human resource development; provision of physical facilities; assessment of sector plan performance; quality and efficiency; reforms; framework for improvement of economic performance; situation of children and women; environmental education; sector plans; policy development; poverty and its reduction; and population growth and education.

Most of the analyses in this sub-sector are motivated by findings of needs assessment and feasibility or baseline studies, review of documents, and knowledge of the situation based on experience and observation. Other sector analysis undertakings arise from monitoring and evaluation of the impact of previous activities, programmes, plans and policies, as well as specific recommendations related to these. Views, observations, and concerns of stakeholders, as well as the need for continuation of the next phase of the sector analysis activity also serve as a justification for launching studies in this general sub-sector.

Objectives

The objectives of the studies in this sub-sector cover a wide variety of issues and perspectives. They can be categorized as follows:

a. Identification of problems of the education system as well as proposals for their long-term solutions. The objectives are generally derived from forums and surveys with significant public involvement and input (41, 47).

b. Feasibility studies or the provision of baseline information for the development of policy guidelines and plans as well as their implementation strategies (34, 72).

c. Actual formulation of policy guidelines, sector plans, and concomitant programmes of action (30, 35).

d. Proposals for new or next phases of activities, programmes, and projects (55).

e. Determination of the needs of specific groups of sub-sectors and a framework for improvement and reform (71).

f. The role of education in economic development, as well as its relation to other sectors (14, 60, 66).

g. The determination of the needs of specific social groups (15).

h. Assessment of the progress and impact of implementation (36).

i. Education development and its interface with specific disciplines such as population and environment (38, 66).

Methodologies and processes

A variety of methodological approaches is employed in the collection of information in sector analysis activities under this sub-sector. Common data collection instruments are interviews, questionnaires, commissioning and analysis of research-based papers, and site visits for direct inspections and observations. Some approaches are designed to elicit input of the public or participants. They include *pitsos* (public meetings), conferences, seminars and workshops. Information is generally collected from such sources as Ministry of Education officials, document analysis and review, and various stakeholders. Purposive sampling is a common sampling technique used. Studies are carried out by task forces, special committees, commissions, and researchers and consultants.

Data analysis involves qualitative and quantitative approaches, with the former comprising mainly content analysis and direct recording of responses, opinions and observations of respondents. The quantitative approach involves descriptive statistics (frequency counts, percentages, proportions, ratios, means, standard deviations, correlation as well as presentations of tables, figures, diagrams and graphs). In only a few cases are inferential statistics used.

Findings

There are several findings of sector analysis undertaken under this sub-sector. These findings are of varying types and forms, depending on whether the sector analysis involves an empirical study, a plan, policy formation, proposal or conference/seminar/ workshop. They can be classified into the following categories:

a. Critical issues (19).

b. Proposed strategies (38, 55).

c. Policy guidelines and options (41, 60).

d. Expected performance (54).

e. Support requirements (72).

f. Identified needs/problems (36).

g. Detailed proposals, identified problems, course of action to be taken, including objectives and

strategies (34, 66).

  h. Reform strategies (17).
  i. A plan and its detailed framework (30, 35).
  j. State-of-the-art in the whole sector or a group of sub-sectors (14, 15).
  k. A list of collected opinions, views, observations, resolutions and recommendations (47).

Recommendations

Most of the general sub-sector analysis studies draw up recommendations. These are of various types and are generally targeted at policy-makers and planners. The following is a summary of categories of the main recommendations that appear in most of documents reviewed:

  a. Rationalization of the Ministry of Education capital budget and its orientation towards primary and secondary education (17, 72, 55).
  b. Increase in the recurrent budget, particularly the share of primary and secondary education, and reduction of the ratio of per capita of tertiary-to-primary expenditure (17, 72).
  c. Strengthening of financial planning and management throughout the system (17, 55, 72).
  d. Reorganization and strengthening of sector management (34, 41, 47).
  e. Improvement of quality, efficiency and relevance of primary and secondary education (17, 34, 36, 38, 41, 47, 72).
  f. Improvement in instructional techniques (41, 47).
  g. Provision of physical facilities (41, 54).
  h. Training of unqualified teachers (17, 41, 55).
  i. Raising of standards and improvement of output in teacher training institutions (41, 54, 55, 72).
  j. Quality improvement, cost-cutting and cost-effectiveness at the National University of Lesotho (17, 55, 72).
  k. Strengthening of technical and vocational education, early childhood education, and special education (34, 36, 41, 54).
  l. The need for the development of an action plan for the system (17, 41).
  m. Improvement of assessment processes and techniques (36, 41).
  n. Review and reformulation of policy (34, 41, 47).
  o. Reduction of population growth rate (66).

Recurring themes

There are a number of themes that are addressed by various studies in this sub-sector. They are as follows, in order of frequency: improvement of quality, efficiency, relevance, curriculum coverage, and organization and management; cost and financing of education; poverty reduction; role of education in human resource development; capacity building, in particular development of skills to meet future employment requirements; teacher supply, training, and terms and conditions of service; planning; socio-economic development; reform and rationalization; role of the donor community; physical facilities; effects of population growth; educational expansion; gender and equity; environmental education; curriculum; assessment; monitoring and

evaluation; parents/community participation; discipline; education ownership; research; policy guidelines; achievement/performance; provision of education in various geographical areas of the country; language policy.

Other issues, comments and observations

Some of the sector analysis studies reviewed under this sub-sector have revealed certain general implications or consequences for the future of the education system in Lesotho. One implication is that the country would have to continue relying on donor assistance in the implementation of its programmes, plans and policies. However, this donor dependency in turn has implications for the extent to which Lesotho is able to set her own education agenda and the extent to which the programmes and activities of the Ministry of Education are sustainable beyond the donor funding phases. The second implication is that implementation of these programmes and activities should be based on strategic planning. Finally, with limited resources at its disposal, Lesotho should prioritise its educational needs. Policy-makers should be serious about implementation of recommendations and be faithful to stated policies.

The conceptualisation and selection of issues addressed by most of the studies are generally based on the interest of the education system of Lesotho. However, there are cases where such conceptualisation reflects the policies and interests of the relevant donors sponsoring the studies.

There are cases where proposed studies cannot be fully carried out simply because the required information is not available. A case in point is the impact assessment made after the end of the first Education Sector Development Plan of the Ministry of Education (36). The report of this exercise does not contain information on early childhood development, special education, and non-formal education because, at the time, these programmes were not included in the regular MOE system of collection and dissemination of data. This means that impact assessment does not contain information on how these sub-sectors performed during the plan period. The implication is that it is important to set up appropriate information and data gathering infrastructures, particularly for an organization wishing to evaluate its own programmes.

The sector analysis studies reviewed identified some constraints in either the education system itself or the conduct of the studies themselves. The main constraint is lack of financial resources in Lesotho which has a bearing on how the system is run and managed. Others are as follows: lack of professional expertise in a number of areas within the system; some sector development plan activities are held up because certain policies have not been implemented; and lack of agreed-upon definitions of indicators causing problems in the measurement of the indicators. The fact that conditions conducive to economic growth are not all under the control of technocrats, policy makers and planners, implies that regular consultations with stakeholders are very important. Finally, there has sometimes been lack of political will and commitment on the part of decision-makers to implement recommendations of sector analysis studies.

Chapter 4.

Chapter 4 Synthesis of major findings across sub-sectors

Introduction

The reviewed sector analysis studies address a number of issues that cut across sub-sectors. Two types of issues are examined: The first one deals with salient features of the education system addressed by the sector analysis studies; the second one looks at areas of concern not adequately addressed by these studies.

Features of the education system

Below are important features of the education system which have been addressed by the sector analysis studies reviewed.

Access

The proportion of school-age children enrolled in primary schools has declined, with a consistently higher percentage of girls than boys attending schools (which is unusual in Africa) (45, 58, 60). Access to education is limited for children with special needs, and it is recommended that they be integrated into regular schools and classes (9, 43, 49). At the secondary-school level, access relates to the issue of curriculum diversification, in particular the integration of practical subjects into the curriculum which is too restrictive and not catering for learners of varying abilities and interests (46, 79). Finally, technical and vocational institutions are not evenly distributed throughout the country, thus restricting access to some potential students who have to travel long distances to attend these institutions (8).

Quality and efficiency

There is a general observation that the quality of teaching and learning is declining in institutions of formal learning. There are high student repetition and drop-out rates, shortage of qualified teachers and high pupil/ teacher ratios in primary schools (3, 32, 58, 62). High teacher turnover in secondary schools affects the quality of education offered (39), while low entry levels at NTTC and in technical and vocational institutions have a negative bearing on the quality of graduates. Many studies therefore recommend improvement in the quality of primary and secondary education (17, 34, 36, 38, 41, 47, 72), the training of unqualified teachers (17, 41, 55) and the improvement of instructional techniques (41, 47).

Resource provision and utilization

Limited physical resources and shortage of competent human resources characterize the education system of Lesotho. The problem of unqualified manpower is highlighted in different sub-sectors (8, 13, 22, 25, 42, 45, 71) as is the lack of basic facilities at the primary and secondary school levels (32, 50, 58, 62, 68), factors which have resulted in the decision to allocate a higher proportion of the education budget to these sub-sectors. Training of teachers through pre-service programmes at NTTC has been inadequate (6, 23, 67). The college is, therefore, unable to supply enough teachers for primary schools (2, 22, 45, 50). One study reports

on the poor staffing and limited resources in a tertiary institution (42).

Management

Several studies address the problems created by the fact that the education system is a joint responsibility of three partners, namely the Ministry of Education, churches and the community. There is an uneasy relationship between the partners, including opposition by some school proprietors (churches) to democratically elected advisory committees (7, 40, 58, 59, 61, 62, 63, 73). At the tertiary level, there is minimum co-operation among faculties (42, 77) and partners in teacher education (10). Therefore, several of the studies reviewed recommend the following: (a) strengthening of financial planning and management throughout the system (17, 55, 72); (b) reorganization and strengthening of sector management (34, 41, 47); (c) the need for the development of action plans for the system (17, 41); (d) granting of autonomy to some tertiary education institutions (67, 75, 76); and (e) closer co-operation among faculties and related institutions (10, 71, 75).

Curricula

Different issues related to curricula were addressed by many of the sector analysis studies reviewed. Some studies examined curriculum diversification (46, 79). Others expressed concern over the overcrowded curricula and the overloaded timetable (64, 67, 76). Curriculum dissemination was identified as a problem at the primary-school level (12, 62), while absence of guidelines on course offerings at secondary and high school levels was a major concern. Studies across all sub-sectors pointed to the need for teachers to improve their pedagogical repertoire by incorporating more learner-centred methods (6, 10, 18, 23, 64, 65, 74).

Donor assistance

Almost all the studies reviewed across the different sub-sectors were donor-funded. Some of them were feasibility studies providing baseline information for the development of policy guidelines, and plans and suggestions for their implementation. Others were evaluations of donor-funded programmes/projects. Workshops and seminars whose reports were part of the reviewed documents also received donor support. Of the 58 empirical studies (as opposed to other types of sector analysis) in the sampled documents, only 3 were funded by the Ministry of Education. Similarly, 8 of the 10 sampled report-type studies were associated with donor agencies. Because donors operate within certain specific parameters in relation to their interests, their influence in directing education policy cannot be ignored.

Areas of concern

The review team identified a number of areas and issues of importance in the education system of Lesotho. However, some of them were either not addressed by the studies reviewed or treated only superficially or peripherally. These are discussed in the following paragraphs. The implication is that attempts should be made to fill these gaps by other sector analysis studies.

Not enough primary-school teachers are trained

This fact appears from documents in the primary-school sub-sector. Indeed, the numbers of teachers produced is insufficient to replace those lost through natural attrition. As a result, the proportion of qualified primary-school teachers is diminishing (80 per cent in 1990, but only 74 per cent in 1996, as stated in study 36). Addressing this issue might have been a major concern in the teacher education sub-sector. *However, not one of the studies in the teacher education sub-sector is directly concerned with this problem.*

No study addresses options for entrance age to formal education

Although primary-school sub-sector studies are concerned with the problem of over-age children (those that begin school later than the age of 6), there has been widespread movement to introduce some form of pre-school education to children in the age group between 3 and 5 years old. This has resulted in considerable resources in the private sector and, more recently, in the Ministry of Education being devoted to early childhood development and pre-school activities. *However, no study looks at the desirable age to begin primary school in the context of Lesotho.*

Studies do not address Church ownership of schools

Lesotho is unusual because the vast majority of schools which are still owned by the churches, the descendents of the original missionary societies. Studies have not addressed this issue of continuing church ownership of schools. In fact, there is at present no clear movement to change the situation. In the teacher education sub-sector, church-owned colleges were replaced by a large government-owned college in 1975, and university education also became secularised when Pius XII College became a regional university in 1964. *No study has apparently been commissioned to look at the future of the primary and secondary schools, although there has been a recent trend for the government to build additional new secondary schools of its own* (19).

Primary-school enrolment is planned to go up but has gone down

Indicators compiled in 1997 (33) show that enrolments in primary-schools dropped from 86 per cent for girls in 1985 to 76 per cent in 1994. The figures for boys dropped from 67 per cent to 64 per cent during the same period. There was a particular and not adequately explained enrolment drop in 1993. Basic Education for All implies that enrolments should reach 100 per cent, but the trend has been in the opposite direction. It may be that the introduction of free primary-school education in Standard 1 in 2000 will reverse this trend. *It is, however, noteworthy that no study identified has addressed the crucial problem as to why primary-school enrolment is so low and has declined.*

Research at the classroom level

Of the 80 documents analysed, only 2 (65, 74) examined what goes on in the classroom. All interventions in the education system are meant to improve student learning. *Hence, sector analysis studies that address teaching and learning in the classroom are of paramount importance and should be undertaken.* Schools should also be encouraged to

review their own internal activities.

District resource teachers programme

The DRT programme involved the redeployment of some of the best primary-school teachers to supervisory positions. An evaluation of the programme indicated that it performs a useful role (11). *However, no study had been undertaken to determine the effect on the quality of teaching of removing highly qualified teachers from classroom teaching.*

[Chapter 5.](#)

Chapter 5 Education sector analysis process

Introduction

Education sector analysis in Lesotho dates back to the colonial era when appointed individuals and commissions were used to assess the performance of the education system and to make recommendations to improve it. A defining moment in the history of sector analysis in the country was reached in 1978 with the holding of what is commonly known as a National Education Dialogue to obtain the views of the Basotho people about their education system (47). This event led to the establishment of the Education Sector Survey Task Force whose mandate was to prepare a policy document in the field of education (54). The Sector Survey Report has had a significant influence on education policy direction in Lesotho and has been followed by a number of other sector analysis studies. Indeed, the Government of Lesotho places a lot of premium on the input of sector analysis because of the cherished hope that it will provide them with a valid body of knowledge which will guide and inform actions, decisions and policies in education. In recent years, the government has adopted a practice of regular round table conferences involving the different donor agencies and government ministries to identify priority issues and for donors to fund their implementation. The conferences are informed by findings of sector and sub-sector studies commissioned for the purpose. The education policy in the Sixth National Development Plan (Kingdom of Lesotho, 1997) reflects many of the education sector analysis recommendations arrived at in this manner.

This chapter presents the findings of the review of education sector analysis in Lesotho as gleaned through both document review and interviews. Specifically, it deals with the sector analysis process as well as a critical assessment of some of its main features, including recommendations on its improvement.

Activities and steps in the sector analysis process

A number of activities and steps are involved in conducting sector analysis studies. They include initiation of studies, appointment of researchers, problems and issues addressed by the studies, methodologies, data analysis, discussion and interpretation of results, and use of consultants. All of these are briefly discussed below.

Initiation of and motivation for sector analysis studies

According to the findings of the current review, the Ministry of Education initiates most of the sector analysis studies (47 per cent), while other major initiators are the World Bank (15 per cent) and the Government of Lesotho as a whole (15 per cent). Similarly, most studies are commissioned studies, with the Ministry of Education being the main initiator, followed by the World Bank, USAID, UNICEF and UNESCO, in that order. The studies are mainly commissioned to serve as a basis for making decisions about the future (49 per cent) and to provide data to inform programme design (17 per cent). Other reasons include justification for funding and highlighting of critical issues. Some studies (19 per cent) are commissioned for a number of reasons. Responses from interviewees, most of whom were administrators, tend to stress reasons related to policy and planning, such as assessment of the impact of programmes,

options for policy-making, and evaluation and monitoring of ongoing activities. Although the Ministry of Education initiates most of the studies, it lacks the capacity to plan and reflect on the recommendations of the many sector analysis studies generated every year. Obviously, this has implications for the implementation of the recommendations. Ministry officials have many other commitments besides issues related to implementation of recommendations emanating from the sector analysis studies. In light of this the team recommends that:

A co-ordinated planning of sector analysis studies should be developed in order to prevent that the Ministry of Education is overwhelmed by studies.

The link between the Planning Unit and other sections of the ministry has to be strengthened. The Planning Unit should receive reports of all sector analysis studies and ensure that other relevant sections receive summaries of findings and recommendations. It should also be responsible for monitoring the implementation of recommendations. Its planning role should entail educating ministry officials on the link between research and policy in order to facilitate implementation of recommendations.

Problems and issues identified by the studies

The review sought to determine the extent to which the identification and conceptualization of problems and issues addressed by the sector analysis studies paid attention or made reference to the following: related theories/concepts, findings of related previous sector studies, existing related national policies in Lesotho, and existing related policies of international organizations. On the whole, the studies made adequate reference to the first three issues, but paid relatively limited attention to related existing policies of international organizations. There were, however, cases where no attention was paid to some or all of these issues. For example, most studies dealing with technical and vocational education were presented as if they were the first ones ever undertaken in that sub-sector. The review indicates, however, that this was partly due to the unavailability of reports of previous studies in this area, a situation that, if replicated, has implications for the process of dissemination of information deriving from these studies. It is important that a study be related to accepted related theories/concepts if it is to enjoy professional credibility. Similarly, it has to refer to related previous sector studies in order to guard against reinventing the wheel. The limited reference to related existing policies of international organizations could in part be attributed to limited information about the existence of, and details about, such policies, although for many studies such reference could be considered either unnecessary or irrelevant.

On the whole, the documents reviewed were mainly reports of research studies (67 per cent), while others were plans, evaluation studies, conference/seminar/workshop reports, proposals and policy guidelines. Nearly all of them (94 per cent) were final as opposed to draft reports.

Appointment of researchers/consultants

In most cases, sector analysis studies are carried out by consultants. Others are undertaken by the initiating or target institutions as well as academics/professionals. Most of the consultants are nationals of Lesotho, while others are expatriates, either from outside or resident in the country.

The appointment of researchers/consultants and the drawing up of their terms of reference are normally a joint responsibility of the Ministry of Education and relevant donor agencies. In some cases, the latter have the last word. As per interview findings, the main criterion for selection of consultants is the merit of the proposal as well as the qualifications and experience of the consultants.

Methodologies

The sector analysis studies reviewed basically followed the same methodologies and processes in the collection of information. The empirical studies tend to use a variety of research designs, with analytical and descriptive surveys and evaluation studies being the most popular. It is common, however, to combine a number of research designs in any one study. The popularly used sampling techniques, where applicable, are purposive sampling and stratified random sampling.

For sector analysis studies requiring some form of data collection, both qualitative and quantitative data are used. In the studies reviewed, the two types of data were distributed as follows: mostly quantitative (25 per cent); about equally quantitative and qualitative (22 per cent); all quantitative (20 per cent); all qualitative (20 per cent); and mostly qualitative (13 per cent). The most commonly used methods of data collection are questionnaires, interviews, content/document analysis, observations and review of records. A combination of some of these techniques is used in some studies.

The methodological approaches used in the reviewed studies had both positive and negative aspects. For example, the populations studied and sampling plans adopted were in most cases highly appropriate. The sampling plans were also deemed fair to all the sub-groups involved. However, some studies lacked clear and explicit description of the data collection processes. Many reports were silent on issues related to the dates and duration of the studies. Neither is it clear from most of the documents reviewed whether researchers/consultants are generally able to keep to their terms of reference. This could be partly due to the fact that in a number of cases the terms of reference are not clearly spelled out. In any case, information about dates and duration of studies and terms of reference for researchers is important, because it may be used as a benchmark in planning and reviewing related, future studies.

Instruments are critical for any study because they determine to a large extent the authenticity and usefulness of the information collected. In a significantly large number of cases it could not be determined from the reports whether the data collection instruments used were constructed by the researchers or adapted from elsewhere. In particular, information on the process of constructing the instruments was lacking. There was limited indication, for example, of whether the instruments were pilot-tested and whether their validity was established. However, in those few cases where the processes or methods used to develop the instruments were stated, this review shows that such methods would in most cases lead to valid instruments, given the respective research problems.

In some cases, however, the methodologies applied were not appropriate to the stated objectives. A case in point is in the teacher education sub-sector where many studies focus on impact, but the methodologies used fall short of establishing impact since they do not study classroom performance.

Despite some of the limitations discussed above, the methods of data collection were generally found to be suitable and to have been described explicitly enough in the reports to make it possible to replicate the studies.

Data analysis and discussion and interpretation of results

This review revealed mixed results regarding data analysis, and discussion and interpretation of results. Most of the studies do not go beyond descriptive statistics in the analysis of data, even though more in-depth analyses could have led to deeper understanding of the issues involved. On the whole, however, the methods of analysis used for studies are valid in the sense that they follow directly from the results, and provide some interpretations of the findings. In general, the discussions of the findings as reflected in the reports are insightful, in-depth, analytical, logical, and comprehensive, although there are some which do not meet these qualities. Discussions in some studies make much reference to theory, while others do so only to a limited extent. Most of them also refer to all the findings, as well as to findings of related previous studies and existing national policies. Generally, concrete evidence or hard data is presented to buttress the outcomes arrived at.

Use of consultants

External consultants are usually appointed by donor agencies, especially when studies are contracted out to overseas universities or firms. The review investigated the opinions of interview respondents on this practice. Specifically, respondents were asked to indicate both the strengths and weaknesses of local and international consultants. The findings are presented below, and they show the percentages of respondents from the units of the Ministry of Education and donor agencies, respectively, who gave particular responses. It should be noted, though, that these percentages were calculated on small totals.

Strengths of local consultants: The following was indicated to be the main strengths of local consultants:

   a. They are familiar with the socio-cultural conditions of the country (MOE, 15; agencies, 6).
   b. They know the local language (MOE,12; agencies, 2).
   c. They can be available at short notice (MOE, 3; agencies, 3).
   d. They are committed to the solution of national problems (MOE, 3; agencies, 2).
   e. Their consultancy fees are generally not so high (MOE, 3; agencies, 1).
   f. They know relevant local contacts for purposes of data collection (MOE, 4; agencies, 1).

Weaknesses of local consultants: These include the following:

   a. They have too many competing obligations and commitments and are, therefore, less likely to complete work on time (MOE, 5; agencies, 5).

b. Some tender proposals even for contracts where they have no appropriate knowledge, a situation which could be attributable to desire for consultancy fees (MOE, 1; agencies, 2).
c. They lack objectivity (MOE, 7; agencies, 2).
d. They are not organised (MOE, 7; agencies, 2).
e. They lack resources which could make their presentations attractive (MOE, 1; agencies, 1).
f. They produce poor-quality work which is lacking in-depth analysis (MOE, 1; agencies, 1).
g. They tend to use data collection instruments which are not tested for reliability and validity (MOE, 1; agencies, 1).
h. Sometimes they fabricate the results (MOE, 1; agencies, 1).

Strengths of international consultants: These were listed as follows:

a. They finish their work on time (MOE, 15; agencies, 7).
b. They are objective in their analyses and assessment (MOE, 5; agencies, 3).
c. They have extensive knowledge of the subject matter (MOE, 5; agencies, 3).
d. They have wide experience in research (MOE, 3; agencies, 5).
e. They are not biased (MOE, 1; agencies, 1).
f. They are committed to work (MOE, 3; agencies, 2).

Weaknesses of international consultants: The weaknesses of international consultants were stated as follows:

a. They are expensive (MOE, 1; agencies, 1).
b. They have limited socio-cultural background of the client countries (MOE, 15; agencies, 7).
c. They have limited time in the country to conduct sector studies (MOE, 15; agencies, 7).
d. They demand too much support from the clientele (MOE, 3; agencies, 3).
e. They are too business-minded (MOE, 1; agencies, 1).
f. They take too long to understand the issues to be addressed (MOE, 1; agencies, 0).
g. They come with ready-made instruments which may be irrelevant in the context of the client countries (MOE, 1; agencies, 0).

It should be noted that the above scenario represents opinions, observations and experience of interviewees. There is a danger that problems experienced with a small number of studies are unduly exaggerated and generalized, particularly concerning issues of the consultants' professionalism and quality of work.

The document review reveals that the quality of work is not determined by whether or not the consultant involved is a local or an expatriate. Other issues, such as completion or non-completion of work on time,

have to be examined within the respective contexts in which the two sets of consultants operate. As indicated earlier, local consultants may sometimes fail to complete the work on time because they have competing obligations. International consultants, on the other hand, usually undertake the work on a more or less full-time basis. In a sense, therefore, the two parties do not always operate on equal footing. There are, however, certain undeniable facts concerning observations with regard to the use of consultants. For instance, local consultants are more conversant with the local education system and its socio-cultural contexts than is the case with their external counterparts. It is, therefore, possible that foreign consultants may sometimes provide recommendations that may impact negatively on some aspects of the system because of their inability to grasp the whole educational picture. The flip side is that local consultants, due to their thorough knowledge of the Lesotho context become subjective and biased in conducting studies. There is also evidence from some of the studies reviewed that some of the outside consultants are influenced by the policies of the donor agencies that engage them. One of the observations made during interviews was that some of the consulting firms from abroad establish strong relations with certain donor agencies and are closely conversant with the requirements of these firms. This gives them a competitive edge when it comes to bidding for consultancy work.

Given the above scenario, what should be done to level the playing field? First, steps must be taken to build local capacity in research. This is crucial because local researchers have to be engaged when and if donors are no longer around to hire international consultants. Secondly, some outside consultants must be released from their normal bases and obligations to allow them to undertake consultancy work. Such an arrangement could be tried more often in Lesotho, particularly for researchers working in institutions such as the university. Such a move would, in turn, help generate revenue for the institutions concerned. Specifically, the team recommends as follows:

There should be a deliberate attempt to involve local consultants in sector analysis studies. If there are no locals qualified, at least they should work jointly with international consultants as a way of capacity building. Sharing of responsibility between local and external consultants, and on equal terms where possible, would be desirable. This arrangement would ensure that the recommendations are realistic and that a workable programme of implementation is agreed upon.

Capacity building opportunities should be provided for potential researchers/consultants to improve their research skills, especially in the areas of research methodology and data analysis and interpretation. The National University of Lesotho could take a lead in offering such training. Use of such opportunities could be made mandatory for all local, potential researchers/ consultants in the sector analysis exercise.

Quality of sector analysis studies and their reports

The results of interviews and document review indicate that the quality of sector analysis studies varies, depending on the study and researchers involved. The overall quality of the research reports is generally high, including the content, language, grammar, accuracy of the facts, suitability, length of presentation, logical structure, systematic arrangement and numbering of sections, and presentation and number of tables and figures. However, some reports are of relatively poor quality in terms of many of these characteristics. Interview respondents cited the following specific weaknesses of some of the studies: they are not user-

friendly; they do not address objectives; they are not professionally rigorous; they use poor methodologies; they lack resources to fully implement objectives; they do not build on previous studies and, hence, lead to unnecessary duplication; and they are descriptive rather than analytical and, therefore, prone to suspicion.

In the general opinion of the members of the review team, most of the studies was of an acceptable quality with respect to a number of factors, such as the articulation of research problems, self-criticism, clarity of presentation, justification of the methods used, objectivity, and relevance to the solution of problems and policy formulation. There were, however, a number of studies that did not measure up to these qualities. The team therefore observes and recommends:

What is required is a strong monitoring system in sector analysis studies in order to avoid production of studies of poor quality that cannot be used to improve practice or policy. The research fraternity in Lesotho, under the leadership of the Lesotho Educational Research Association, should take the initiative to put such a system into place.

Stakeholder involvement

The general view of the interviewees was that the problems addressed by the sector analysis studies were often not home-grown. The stakeholders were not much involved in identifying the problems or setting the terms of reference for the studies. Neither were the parents, as key stakeholders, involved as they should be, both as sources of information in the studies and as receivers of findings and recommendations. Lack of involvement of stakeholders would partly explain the observed insufficient circulation of study reports and, consequently, the limited pressure to implement findings and recommendations.

The interviewees were unanimous in recommending that ownership should be promoted by involving relevant stakeholders at all stages of the sector analysis process.

Donor financing

The education sector analysis exercise has, in recent years, expanded through studies being increasingly commissioned and financed by the donor community. This has brought new ideas and expertise to bear on the problems of the Lesotho education system, although at a cost where foreign solutions to problems may be attempted without awareness of local sensitivities and constraints. Some interviewees expressed concern that, in some cases, important areas are often neglected as a result of the influence of donor agendas. This is particularly the case in studies commissioned as part of long ongoing projects. In addition, donor focus may sometimes be different from that of the client institution. Most often the 'one who pays the piper calls the tune' and the donor agenda is driven at the expense of the client institutional needs. There seems to be a relationship between the amount and frequency of donor funding which a given sub-sector receives and the number of sector analysis studies undertaken in that sub-sector. This could be attributable to the fact that donor agencies are usually interested in determining how their funds are being used and whether they are making any difference in terms of improving relevant aspects of the education system.

As indicated in Chapter 1 and Appendices 1 and 2, various donor agencies tend to sponsor studies in

specific areas. For example, UNICEF is primarily interested in studies related to young children such as early childhood development, children with special needs, and primary education, while GTZ has traditionally supported technical and vocational education programmes in Lesotho. Furthermore, the review of documents shows that some donor agencies sometimes adopt particular strategies and orientations in the education sector analysis studies they fund. The World Bank, for example, tends to stress the concept of cost containment and the role of education in human resource development, a situation which partly explains conditionalities sometimes imposed by the Bank before it can release funds for sector analysis studies. This observation is borne out by literature (Samoff, 1993).

Dependence on donor funds raises the concern of how far Lesotho can plan and conduct its affairs autonomously. As donor funds diminish, an inevitable corollary is that externally-funded studies become less common. On the other hand, there will remain a residual need for Lesotho-generated studies to respond to clearly articulated needs.

Donor funded and commissioned sector analysis studies usually have to be done within very short time-frames and certain budget cycles. These restrictions may compromise the quality of the studies. In particular, the studies may be shallow, biased and not very useful in addressing core issues. In order to address this problem, the team wishes to recommend as follows:

Round-table conferences between the Ministry of Education, relevant stakeholders in education and donor agencies should be strengthened. A systematic view of the education system should be taken and priorities set to ensure synchrony in agenda-setting. Realistic time-frames for undertaking studies should be set so that appropriate methodologies can be selected.

Observations and recommendations of the studies

The following are some of the observations regarding the recommendations of some of the sector analysis studies. They are based on both the review of the studies and on responses from the interviews.

a. Most studies draw up recommendations designed to inform policy and practice. However, not all recommendations flow directly from the objectives or findings of the studies. In some cases recommendations do not specify who are the expected implementers.
b. Most reforms have financial implications. However, budgetary implications (costs) of particular recommendations are seldom spelled out.
c. The high turnover of staff in client institutions and the central management of the Ministry of Education sometimes make it difficult to follow up recommendations of individual studies.
d. In many areas, there is probably a general agreement with findings and recommendations, but the test comes at a later stage than the study reports. Were the recommendations in fact accepted as policy and were they implemented? Interviews conducted for this review claim a high level of implementation, but this has not been tested by examining recommendations one at a time.
e. More difficult are studies whose implementation may require major cuts in public expenditure in

certain sectors in order that other priority sectors may receive sufficient funding. Cost-containment studies in the education sector already exist in areas such as teacher education and university education. However, implementation of recommendations that are unpopular with those immediately affected is an exercise requiring strategies which, in many cases, have not been successfully developed.

Dissemination of findings and implementation of recommendations

The general feeling from the interviews is that some studies enjoy wider dissemination than others. Some factors which work against dissemination are that some studies are not easy to read; they do not address the terms of reference; they do not build on previous, related work; and they use poor methodologies. The ones which are disseminated are user-friendly, address set objectives, and present practical recommendations. These factors are said to also have a bearing on the extent to which recommendations are implemented. The team makes the following recommendations with regard to this issue:

To enhance the information-sharing capacity of sector studies, the language of the reports has to cater for all stakeholders. Their circulation should be as wide as possible and include members of the community at grassroots level.

Dissemination workshops for relevant stakeholders should be held to share findings of the studies and to receive input from the stakeholders. This has to take place at the end of each study and must be one of the terms of reference which all researchers/ consultants have to fulfil.

Problems related to dissemination could be minimized by involving the stakeholders in the process of sector analysis. It has already been noted that the involvement of stakeholders is currently minimal in the sector analysis process in Lesotho. If people participate in studies, they can readily relate to their findings and recommendations. Evidence suggests that research results are more likely to be used if the relationship between researchers and stakeholders is participatory and collaborative. It is for these reasons that the team makes the following recommendations:

Findings and recommendations of sector analysis studies should be disseminated to policy-makers and relevant stakeholders. The Ministry of Education should ensure that commissioned studies are disseminated in this way, but also that information about their existence is made more generally available through publication of regular lists of available documents.

A programme of action and accompanying strategies for implementation of recommendations emanating from the studies should be drawn up. This should include prime movers, the related analysis of the costs and other inputs required. Strategies could include frequent meetings to review progress made on implementation. Clearly, the task of co-ordinating the implementation of recommendations should not be the responsibility of the Ministry of Education alone.

There should be an inventory of sector studies undertaken as well as a summary of their findings and recommendations. This inventory should be regularly updated. The Information and Documentation Centre of the Institute of Education could take a lead since it has already started keeping copies of documents used in this review.

There should be a regular review of sector analysis studies. This will form a useful basis and benchmark for subsequent studies and could prevent duplication of effort. It will also keep stakeholders posted on developments in their respective areas, including the extent of the implementation of recommendations.

Chapter 6.

Chapter 6 Follow-up activities

Introduction

The previous chapters have highlighted some critical issues that need urgent attention if Lesotho is to exploit the benefits derived from the education sector analysis exercise. The deficiencies identified by the exercise pose a challenge to all providers and consumers in Lesotho's education system to rethink the approaches and practices of assessing it. Of central and utmost importance is for all participants to work together to ensure better education for the nation's children. Researchers who fail to meet professional standards produce studies which are not very useful in influencing education policy. Funding agencies which are self-serving have very little impact, if at all, in addressing national needs. Moreover, a passive community and uncommitted government officials contribute very little to educational development. It is, therefore, incumbent upon all Basotho and their partners in development to override these shortcomings and to work together for the common good.

The Institute of Education from which the review team is primarily drawn is a primary stakeholder in the Lesotho education system by virtue of its research mandate and its long experience with the education system. Its recently gained insight into the processes and products of education sector analysis in Lesotho is an added advantage. With this background the Institute is well placed to suggest the way forward and to spearhead follow-up activities to exploit possible gains from education sector analysis in Lesotho.

The follow-up activities suggested below concentrate on three critical issues, namely the management of sector analysis, capacity building and stakeholder involvement. These activities are meant to ensure that education sector analysis is addressed within the context of the total education development strategy and that a conducive climate for policy dialogue is created.

Management of education sector analysis

The Institute of Education has to play a central role in maintaining and sustaining educational research in Lesotho. Activities in the management of education sector analysis include co-ordination of the studies, monitoring and supervision of the process and data management. Observations have been made elsewhere in this report that Ministry of Education officials are overwhelmed by studies and that there is duplication of studies in some instances. To guard against this, the Institute of Education should initiate a meeting with the Planning Unit of the Ministry of Education to discuss their respective roles in co-ordinating sector studies in Lesotho.

The quality of some studies was found wanting in a number of respects. The Lesotho Educational Research Association in collaboration with the Ministry of Education and the Institute of Education should prepare guidelines on the conduct of sector analysis and develop a monitoring system to ensure that researchers/consultants produce quality work.

The major challenge of this review exercise is to ensure that the findings are made accessible and usable to a

large proportion of the stakeholders. It is assumed that implementation of these findings will enhance the role of Lesotho driven and managed research studies, thereby improving the education system and policy-making. This certainly calls for information repackaging to facilitate awareness and dissemination of information on education sector studies in Lesotho. To achieve this, the following activities should be undertaken:

a. A synthetic paper on lessons learned from the review with implication for future practices should be produced. This should be based on information contained in this final review report.
b. A guide to education sector studies in Lesotho, which is followed by a brief description of each document and where it is located, should be developed.
c. In collaboration with the Ministry of Education, the Institute of Education should keep an inventory of education sector analyses indicating what study is being undertaken, the objectives of the study, the consultants undertaking it and its major findings. This information should be disseminated regularly to relevant stakeholders through a newsletter.
d. Sub-sectoral and special group seminars should be organized to disseminate the findings of this review. Target-specific and language-appropriate publications should also be used to disseminate the results. Other media, including radio, television, newspapers and newsletters, should be exploited for the same purpose.
e. The Division of Information and Documentation of the Institute of Education should facilitate acquisition of a web-site on Lesotho's education sector analysis studies to include all repackaged information for access on the Internet.
f. The Institute of Education Documentation Centre should be a depository of all education sector studies in the country. In playing this role, the Centre would make use of the existing networks with other documentation centres in the country, so as to enhance information-sharing and accessibility of the documents.

Capacity building

Review of studies is a new concept in Lesotho and offers a challenge for new learning. To enhance the quality of sector analysis in the country, the following activities should be undertaken:

1. The Institute of Education and the Faculty of Education at the National University of Lesotho should provide training to potential researchers in research methodology, and data analysis and interpretation. Training in research methodologies which focus on teaching and learning in the classroom should be embarked upon as this was found to be one of the short-comings of sector studies.

2. The Division of Research and Evaluation of the Institute of Education should become a reference point for conducting sector analysis in Lesotho. This reference point shall have the following mandate:

a. To share the issues related to the rationale and procedures used in undertaking sector analysis review.
b. To encourage dissemination of sector analysis studies.
c. To emphasize as much as possible the need for using sector studies to inform policy and decision making in Lesotho.
d. To serve as a national focal point on issues related to sector analysis and improvement of quality education.

3. MOE officials have to be introduced to practically-oriented research where they can analyse the sector of which they are a part. This includes officials at sub-sector level. They should co-operate with local researchers in this endeavour so that there can be better understanding among the two groups as each learns about the domain of the other. The Institute of Education's experience with action research puts it in a good position to spearhead this programme.

4. Serious efforts should be made to increase capacity building in reviewing education sector analysis studies and applying the results for policy development and management. This will help encourage other institutions, such as the Ministry of Education and the Faculty of Education to appreciate and carry out education sector analysis for the improvement of quality education in Lesotho.

Stakeholder involvement

It is generally observed that sector studies have not been stakeholder-friendly in terms of methodologies employed and language used. The technical language used in most of these studies means that their circulation becomes limited to a very small segment of the population, usually the international agencies and the research community. The critical mass, composed of decision-makers, the implementers of the recommendations and the consumers of the education system are thereby most often sidelined. To address this problem, the following activities should be embarked upon:

a. Synthetic reports should be produced for identified stakeholders highlighting issues which are critical to them. This will help the stakeholders to focus their reading on issues that are pertinent to their problems and concerns and to better understand issues. They will also help in disseminating information as well as enhancing and facilitating implementation of the recommendations of the sector analysis studies.
b. MOE officials have to be involved and to participate in all stages of sector analysis. They have to internalise the findings of the analyses in order for them to conceptualise its place in policy development and, consequently, in the development of the whole education system. With this mind-frame, they will be able to fit relevant sector studies into appropriate sections of the sector development plans.
c. Ongoing dialogue and debate should take place between the research community, the Ministry of

Education, funding and technical agencies, community representatives and education practitioners to create a common understanding of what the educational problems and priorities are. This will ensure that sector studies address issues of critical importance and identified national needs. It will also forge genuine partnerships for co-ordinated educational development.

Conclusion

Given the Institute of Education's experience during and throughout the review process, it is appropriately placed to steer the process of education sector analysis in Lesotho in collaboration with the Ministry of Education, Lesotho partners in development, and other stakeholders. The Institute has acquired major information about the processes and products of sector analyses in Lesotho, including their strengths and inadequacies. Based on these, it has more insight than any other person or institution concerning what could be done to ensure improvement in the future. With this momentum, the Institute should incorporate the suggested follow-up activities into its strategic plan and develop strategies for their implementation and monitoring. The research budget of the Institute of Education needs to be augmented by the Ministry of Education and future collaboration with WGESA should be maintained and sustained.

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[Appendix 1.](#)

Appendix 1 Population and sample of documents for the Review of Education Sector Analysis in Lesotho[1]

No.	Author	Year	Title	Type	Sponsor
	Adams, E.V., Bastian, M.	*1983*	*National study of non-formal education in Lesotho. Maseru, Lesotho*	*Study*	*USAID*
	Barcikowski, E. R.	*1995, March*	*Lesotho resource mapping survey (primary schools). (Primary Education Project). Maseru, Lesotho: Ministry of Education*	*Study*	*USAID*
	Boardman, G. R. et al.	*1996, March*	*Audit of data accuracy and data flow. (Primary Education Project/USAID). Maseru, Lesotho: Ministry of Education*	*Study*	*USAID*
	Bohloko, C. M.	*1984, Nov.*	*An educational manifesto related to the five-year comprehensive programme for secondary and high schools in Lesotho: a report of the Official Working Party set up at the end of a Conference of secondary/high school headmasters and headmistresses, the inspectorate, NCDC, IMRC, and national subject panels, held in February 1984 at the Victoria Hotel, Maseru, Lesotho. Maseru, Lesotho: Ministry of Education, Sports and Culture*	*Report*	*MOE, USAID*
	Braimoh, D.	*1998, Nov.*	*Final Draft of the National Policy Document on Non-Formal Education prepared for the Planning Unit of the Ministry of Education. Roma, Lesotho: NUL/IEMS for Ministry of Education*	*Study*	*UNICEF*
	Burke, A., Sugrue, C., Williams, T.	*1994, August*	*Teaching and learning at the NTTC. (Consultancy report). Dublin, Ireland: Higher Education for Development Cooperation*	*Study*	*Irish Govt.*
	Chabane, C. M., Makhakhe, T.	*1990, July*	*Study of post primary resource use. (Consultancy report). Maseru, Lesotho: Ministry of Education*	*Study*	*World Bank*
	Cownie, D., Cole, P., Gill, D., Bloem, J.	*1996, Feb.*	*Tracer study of post secondary technical and vocational education graduates in Lesotho. (Consultancy report). Maseru, Lesotho: Sechaba Consultants for Ministry of Education*	*Study*	*GTZ*
	Csapo, M.	*1989, July*	*Basic, practical, cost-effective education for children with disabilities in Lesotho. (Consultancy report). Washington, DC: Academy of Educational Development Inc.*	*Study*	*USAID*
	Daniels, D. J.	*1985, Dec.*	*An appraisal and critique of teacher education in Lesotho: a discussion paper. Maseru, Lesotho: Ministry of Education.*	*Report*	*USAID*
	Evans, L. R.	*1995, April*	*Assessment of progress in in-service: the District Resource Teachers (DRT) program. (Consultancy report for Primary Education Project). Washington, DC, USA: Creative Associates International, Inc.*	*Study*	*USAID*
	Evans, R. L.	*1995, June*	*Assessment in the instructional program. (Primary Education Project/ USAID). Washington, DC, USA: Creative Associates International, Inc.*	*Report*	*USAID*
	Fielden, J. et al.	*1995, July*	*Cost containment study at the National University of Lesotho, volume 1: main report and recommendations. (Consultancy report). London: Commonwealth Higher Education Management Service*	*Study*	*World Bank*
	Gay, J., Hall, D., Green, T.	*1994*	*Poverty in Lesotho, 1994: a mapping exercise. Maseru, Lesotho. Sechaba Consultants*	*Study*	*EU, World Bank*
	Gill, D. et al.	*1994*	*The situation of children and women in Lesotho. (Report of a study sponsored by UNICEF). Maseru, Lesotho: Sechaba Consultants for the Ministry of Planning, Economic and Manpower Development*	*Study*	*UNICEF*

	Goodwin, A. R., Lebusa, E. M. (eds)	1985, July	The comprehensive five-year secondary education programme; the way ahead - into action: the report of the Second Conference of Headmasters and Headmistresses, the Inspectorate, NCDC, IMRC, and National Subject Panels, held at the Victoria Hotel, Maseru, Lesotho, March 4-7, 1985. Maseru, Lesotho. Ministry of Education, Sports and Culture	Report	MOE, USAID
	Hecht, R. et al.	1989, Dec.	Kingdom of Lesotho - Improving quality and efficiency in education: toward a plan of reform and revitalization. World Bank report No. 8066-LSO to Lesotho Government. Washington, DC, USA: World Bank	Study	World Bank
	Hopkin, A. G.	1996, June	National Teacher Training College, Lesotho; evaluation of the teaching practice programme: report of a consultancy, June 6, 1996. Gaborone, Botswana: University of Botswana for NTTC	Study	MOE
	Jha, S. N.	1997, Feb.	End of assignment report. (Consultancy report on physical facilities in the education system). Maseru, Lesotho: Ministry of Education	Report	IDA, USAID, EC
	*Karow, W.	1997, April	Promotion of vocational training: Ministry of Education Technical, Vocational and Higher Education Division. (GTZ-commissioned consultancy on project appraisal - Project Proposal). Maseru, Lesotho: Ministry of Education. (With study code 113)	Study	GTZ
	Khabele, J. M.	1990, July	Social soundness analysis for the Lesotho Primary Education Project. (Consultancy report). Maseru, Lesotho: USAID	Study	USAID
	Khaketla, M.	1997, Jan.	A survey of satellite schools in Lesotho. (Consultancy report). Maseru, Lesotho: Institute of Development Management (IDM)/UNICEF	Study	UNICEF
	Khaketla, M., Bickel, D., Moshi, F., Williams, T.	1997, June	NTTC costing consultancy: final report. (Consultancy report by Institute of Development Management). Maseru, Lesotho: Institute of Development Management	Study	Irish Govt.
	Khati, T. G., Makatjane, T.	1993, Dec.	A study on the assessment of the extent of literacy and/or illiteracy of the potentially disadvantaged social groups in selected areas in the foothills of Berea, Maseru and Mafeteng districts. (Consultancy report). Maseru, Lesotho: MOE/ Lesotho Distance Centre	UNICEF	Study
	Lebakae, T. J.	1997, June	The evaluation of technical and vocational education and training sector. (Round Table Conference's sectoral paper). Maseru, Lesotho: Ministry of Education	Study	GTZ
	Lefoka, J. P.	1996, Oct.	End-of-cycle evaluation of non-formal education. (Consultancy report to Ministry of Education and UNICEF. Maseru, Lesotho: Institute of Education/NUL	Study	UNICEF
	Lefoka, J. P., Matsoso, L. M.	1999, April	Evaluation of the early childhood development (ECD) training activity. (Consultancy report). Maseru, Lesotho: Institute of Education/NUL	Study	UNICEF
	Lefoka, J. P., Swart, T.	1995	An evaluation of the Early Childhood Development Unit of the Ministry of Education. (Consutancy report). Maseru, Lesotho: Ministry of Education	Study	UNICEF
	Leotlela, M.	1994	Relationship between school environment selected personality variables and teacher effectiveness in Lesotho high schools. Roma: National University of Lesotho	M.Ed. thesis	Researcher

No.	Author	Year	Title	Type	Sponsor
	Lesotho Government Ministry of Education	*1992, June*	*Education sector development plan, 1991/2-1995/6. Maseru, Lesotho: Ministry of Education*	*Plan*	*World Bank*
	Lesotho Government Ministry of Education staff	*1995, March*	*Report on the National Seminar in Lesotho secondary education policy: localisation of the O-level curriculum (Maseru Sun Cabanas 22-25 March 1995). Maseru, Lesotho: Ministry of Education*	*Report*	*MOE*
	Lesotho Government Ministry of Education staff	*1996, Feb.*	*Progress report Lesotho (Paper for 'Towards Education for All (EFA): the Mid-Decade Progress Review Meeting held in Johannesburg 20-23 February 1996 for countries of Eastern and Southern Africa. Maseru, Lesotho: Ministry of Education*	*Report*	*MOE*
	Lesotho Government Ministry of Education Planning Unit	*1997*	*Indicators for educational planning and policy formulation (in primary education). Maseru, Lesotho: Ministry of Education*	*Study*	*MOE, UNESCO, UNICEF*
No.	Author	Year	Title	Type	Sponsor
	Lesotho Government Ministry of Education staff	*1997, May*	*Education: a strategy for reform and democratisation. (Round Table Conference Sectoral Report). Maseru, Lesotho: Ministry of Education and Manpower Development*	*Policy*	*World Bank, UNDP*
	Lesotho Government Ministry of Education staff	*1997, May*	*Education sector development plan, 1998/99 - 2000/2001. Maseru, Lesotho: Ministry of Education.*	*Plan*	*World Bank*
	Lesotho Government Ministry of Education Planning Unit	*1998, March*	*Impact assessment: the Education Sector Development Plan, 1991/92 - 1995/96. Maseru, Lesotho: Ministry of Education*	*Study*	*MOE*
	Lesotho/ Ireland Technical Education Support Project staff	*1993, Jan.*	*Vocational instructor training. Maseru, Lesotho: National Teacher Training College*	*Proposal*	*Irish Govt.*
	Macfarlane, I. G., Mokuku, T., Thamae, K.	*1997, August*	*Environmental education and training: The Lesotho environmental education support project. (Draft for consideration). Maseru, Lesotho: Ministry of Education*	*Draft Report*	*Danish Min. of Foreign Affairs/ DANCED*
	Makhetha, L., Miser Consulting staff	*1995, May*	*Final report on the consultancy for the rationalisation of fees in the secondary and high schools in Lesotho. (Submitted to the Ministry of Education). Maseru, Lesotho: Ministry of Education*	*Study*	*World Bank*
	Makhetha, L., Pitso, E. M.	*Un-dated*	*Study of local school management. (Consultancy report). Maseru, Lesotho: Ministry of Education*	*Study*	*World Bank*
	Malie, E. M., et al.	*1982, Nov.*	*The education sector survey: Report of the Task Force. Maseru, Lesotho: Ministry of Education*	*Study*	*UNESCO*

	Mandara, M. P., Purrell, M., Mohapi, T., Daly, A.	1994	Lesotho National Health Training College review, 14 February - 2 March 1994. (Consultancy report). Maseru, Lesotho: Ministry of Health and Social Welfare	Study	Irish Govt., WHO, Min. of Health and Social Welfare
	Mariga, L., Phachaka, L.	1993	Integrating children with special education needs into regular primary schools in Lesotho: report of a feasibility study. Maseru, Lesotho: UNICEF for Ministry of Education	Study	UNICEF
	Mathibeli, N.	1997	Influence of home-environmental variables and selected school-related factors on high school students' academic performance in Mafeteng district. Roma: National University of Lesotho	M.Ed. thesis	Researcher
	Mathot, G.	1994, Sept.	Survey of one-teacher schools and multi-grade classes in Lesotho: 15 case studies on logistical and administrative aspects and staff development (Consultancy report to Lesotho National Commission for UNESCO). Maseru, Lesotho: Lesotho	Study	UNESCO
	Mathot, G. B.	1996, Dec.	Survey of existing computer education in secondary and high schools in Lesotho. Maseru, Lesotho: Lesotho National Commission for UNESCO	Study	UNESCO
	Matsela, F. Z. A. et al.	1978	Report on the views and recommendation of the Basotho nation regarding the future of education in Lesotho: Tlaleho ea maikutlo le likhothaletso tsa Sechaba ka bokamoso ba thuto Lesotho. Maseru, Lesotho: Ministry of Education	Report	UNICEF
	Matsoso, F. L.	1997, Jan.	The Early Learning Specialization Project at the National Teacher Training College: an evaluation. (Consultancy report). Maseru, Lesotho: Ministry of Education	Study	UNICEF
	Mittler, P., Platt, P.	1996, Feb.	Inclusive education in Lesotho: evaluation of a pilot project in ten primary schools. Maseru, Lesotho: Ministry of Education/ Manchester, England: Safe the Children Fund (UK)	Study	Save the Children Fund/UK
	Mohapeloa, J. M.	1990, August	Conditions of service of teachers. (Consultancy report). Maseru, Lesotho: Ministry of Education	Study	World Bank
	Mohlerepe, M.	1998, July	The impact of school facilities on students' academic performance in Lesotho. Roma: National University of Lesotho	M.Ed. thesis	Researcher
	Mokhokhoba, M.	1998, June	Organizational climate: Its relation to teacher participation in decision-making, teacher turnover and teacher strikes in Lesotho high schools. Roma: National University of Lesotho	M.Ed. thesis	Researcher
	Mokhosi, E., Simbi, M.	1994, May	Evaluation of LPDCA: MS Lesotho Project Lesotho (Leribe and Maseru offices). Maseru, Lesotho: Danish Association for International Cooperation	Study	Danish Ministry of Foreign Affairs
	Motselebane, M. M. et al.	1988	Clarification of Lesotho's educational policies and priorities: report of seminar held in Maseru, Lesotho: 21-25 September, 1987. Maseru, Lesotho: Ministry of Education	Workshop report	USAID

	*Mutumbuka, D. et al.	1999, Feb.	Project appraisal document on a proposed credit in the amount of US $20.0 million equivalent to Kingdom of Lesotho for an Education Sector Development Project. (Document of the World Bank). Washington, DC: World Bank. (With study code 114)	Study	World Bank
	Odumbe, O.	1992, Feb.	An evaluation report of Lesotho Distance Teaching Centre. (Consultancy Report to Ministry of Education and UNDP). Maseru, Lesotho: UNDP for Ministry of Education	Study	UNDP
	Pheko, F.	1998, Dec.	Secondary education: project plan. Maseru, Lesotho. United States Peace Corps	Plan	United States Peace Corps
	Pitso, T. T. E.	1997, June	The Lesotho primary education system: improving quality and efficiency. (Consultancy report prepared for the Round Table Conference). Maseru, Lesotho: Ministry of Education	Study	World Bank
	Ralise, N.	1996, Jan.	School management project undertaken by schools' proprietors and UNICEF. (Consultancy report). Maseru, Lesotho: Ministry of Education/UNICEF	Study	UNICEF
	Rapolaki, M., et al.	1997	Economic options for Lesotho (Strategic economic options study, phase II: final report - summary document). Maseru, Lesotho: Ministry of Economic Planning	Study	Ministry of Economic Planning, Sida, Word Bank
	Rideout, W. M.	1995, July	Lesotho Primary Education Project: community school management. (Consultancy report). Washington, DC, USA: Creative Associates International, Inc.	Study	USAID
	Rideout, W. M., Wilder, B.	1994, April	Lesotho Primary Education Project (PEP) interim evaluation. Washington, DC, USA: Management Systems International	Study	USAID
	Sebatane, Edith	1993, July	The role and functions of school committees in the educational management of post-primary schools in Lesotho. Roma: National University of Lesotho	M.Ed. thesis	Researcher
	Sebatane, E. et al.	1987, July	Consultancy report on the internship programme of the National Teacher Training College, Ministry of Education, Lesotho (under BANFES project). Maseru, Lesotho: Ministry of Education	Study	USAID
	Sebatane, E. M., Chabane, C. M., Lefoka, J. P.	1992, Oct.	Teaching and learning strategies in Lesotho: an empirical perspective of primary school classrooms. Ottawa, Canada: International Development Research Centre	Study	IDRC
	Sebatane, E. M., Mabud, M. A.	1995	Implications of Lesotho's population growth for education. (Consultancy report to Ministry of Economic Planning and UNFPA). Maseru, Lesotho: Ministry of Economic Planning	Study	UNFPA
	Sebatane, E. M., Makhetha, L., Ralise, N.	1990, Jan.	Consultancy report on evaluation of the in-service programme of the National Teacher Training College. Maseru, Lesotho: Ministry of Education	Study	World Bank

	Seitlheko, A. et al.	1984, April	*Secondary and high schools in Lesotho: strategies for improvement: report of a study team on secondary and high schools in Lesotho. Maseru, Lesotho: Ministry of Education*	*Study*	*World Bank*
	Sekhamane, A., Al Faqih, Z.	1996, March	*A parent knowledge, attitude and practice (KAP) survey. Maseru, Lesotho: Ministry of Education*	*Study*	*USAID*
	Setsabi, A. M.	1997, June	*Improving non-formal education in Lesotho. (Consultancy report prepared for the June 1997 Round Table Conference). Maseru, Lesotho: Ministry of Education*	*Study*	*World Bank*
	Sims, G. D. et al.	1989, Jan.	*Report of a review commission for the National University of Lesotho. (Consultancy report). Maseru, Lesotho: The Commission*	*Study*	*World Bank*
	Sirur, M. et al.	1991, June	*Education Sector Adjustment Project: staff appraisal report. (World Bank Report No. 9529-LSO). Washington, DC, USA: World Bank*	*Study*	*World Bank*
No.	Author	Year	Title	Type	Sponsor
	Sisimayi, R., Mkandawire, M.	1996, Sept.	*Report on a training workshop on effecting school change in Lesotho. Maseru, Lesotho: Ministry of Education and World Bank*	*Report*	*World Bank*
	Stuart, J. S. et al.	1985	*Classroom action-research: case studies in development Studies in teaching in Lesotho classrooms. Roma, Lesotho: Institute of Southern African Studies (ISAS)*	*Study*	*Joseph Rowntree Charitable Trust of York, IDRC*
	Turner, J. D.	1987, July	*The National Teacher Training College: the concept of autonomy. Manchester, England: University of Manchester for Lesotho MOE*	*Study*	*British Council*
	Van Niekerk, L. J.	1997, Feb.	*Report on the evaluation of the in-service training programme of teachers of the National Teacher Training College of Lesotho. (Consultancy report). Pretoria: University of South Africa for Lesotho MOE*	*Study*	*MOE*
	Williams, T.	1998, Jan.	*Secondary teaching in Lesotho: who stays, who leaves? Maseru, Lesotho: National Teacher Training College*	*Study*	*Irish Govt.*
	*World University Service of Canada consultants	1997, Nov.	*Lesotho secondary schools development study, phase 3 and 4: Development programme and prototype schools. Ottawa, Canada: World University Service of Canada. (With study code 139)*	*Study*	*ADB*
	Wright, C.	1993, June	*Evaluation of the secondary schools curriculum diversification programme. Cambridge, UK: Cambridge Education Consultants for Lesotho Government and World Bank*	*Study*	*World Bank*
	Ziegahn, L., Sakoane, E.	1985, Dec.	*Adult literacy in Lesotho: Results of an assessment of reading, writing, and arithmetic skills. Maseru, Lesotho: Ministry of Education/ Lesotho Distance Teaching Centre*	*Study*	*USAID*
	Anslow, R., Mofolo, R.	1994, June	*The status of early childhood development in Lesotho. (Prepared for a UNESCO conference, Geneva). Maseru, Lesotho: Ministry of Education*	Study	UNESCO

No.	Author	Year	Title	Type	Sponsor
	Brown, K. D.	1982, July	*An evaluation of LDTC's programme of correspondence education for adults studying outside the formal school system. (Consultancy report). Maseru, Lesotho: Ministry of Education*	Study	LDTC, Irish Govt.
	Courtney, D. W.	1982	*Organization and management at the National Teacher Training College - Part I. (UNDP Assignment Report). Paris: UNICEF*	Study	UNICEF
	Endersby, K.	1990, Nov.	*Development of curriculum for building control surveying studies: project of the Government of Lesotho (LES/86/003). United Nations Centre for Human Settlements*	Study	UNDP
	Futho, M.	1994	*An investigation of the principals' leadership styles in Maseru district schools. Roma: National University of Lesotho*	M.Ed. thesis	Researcher
	Government of Lesotho/ UNICEF	1996	*Basic education: summaries of evaluation reports. (Government of Lesotho/ UNICEF Country Programme Cooperation, 1992 – 1996). (Study summaries)*	Plan	UNICEF
	Grobbler, N.	1993	*Masterplan for the future physical development of the National Teacher Training College. Maseru, Lesotho: Ministry of Education*	Plan	World Bank
	Hancock McCloy Associates	1994, June	*Secondary school development study of Ministry of Education and Training, Sports, Culture and Youth Affairs. (Financial proposal to the Ministry of Education). Maseru, Lesotho*	Proposal	Hancock McCloy Associates
	Hancock McCloy Associates	1994, June	*Secondary school development study for Ministry of Education and Training, Sports, Culture and Youth Affairs. (Qualification data and technical proposal to the Ministry of Education). Maseru, Lesotho: Ministry of Education*	Proposal	Hancock McCloy Associates
	Harpring, S. A. et al.	1991, Jan.	*Evaluation results for four BANFES initiatives based on data collected 1990. (Consultancy report). Maseru, Lesotho: Ministry of Education*	Study	USAID
	Institute of Development Management	1994, April	*Technical proposal for a study on rationalisation of fees in secondary and high schools in Lesotho. Maseru, Lesotho: Institute of Development Management*	Proposal	Researcher
	Jones, S. B.	1979	*A report on the needs for vocational skills, middle-level, and high-level manpower in Lesotho for the period 1980-1985. (Consultancy report). Maseru: Kingdom of Lesotho*	Study	UNESCO
	Jorgensen, M., Mokuku, T., Clacherty, A., Lukey, P.	1997, Feb.	*Draft report from DANCED programme formulation mission to Lesotho (Draft for comments only). Maseru, Lesotho: Ministry of Education*	Proposal	Danish Ministry of Foreign Affairs
	Khoeli, M. M. N. M.	1994	*Investigation into the applicability of bureaucratic theory in Lesotho secondary and high schools. Roma: National University of Lesotho*	M.Ed. thesis	Researcher
	Letsoela, L.	1994	*A study of causes of students' poor performance in English composition in Lesotho junior secondary schools. Roma: National University of Lesotho*	M.Ed. thesis	Researcher

	Litsebi Consultants	1994, June	*Consultancy services: secondary school development. (Financial report to the Ministry of Education). Maseru, Lesotho*	Proposal	Researcher
	Litsebi Consultants	1994, June	*Consultancy services: secondary school development. (Technical report to the Ministry of Education). Maseru, Lesotho*	Proposal	Researcher
	Macaulay, G. G.	1993, March	*Technical and Vocational Act (No. 25 of 1984) review. (Final report). Maseru, Lesotho: Ministry of Education*	Study	GTZ
	Majara, R.	1998	*Determinants of occupational stress among secondary and high school teachers in Lesotho. Roma: National University of Lesotho*	M.Ed. thesis	Researcher
	Mariga, L., Phachaka, L.	1996	*Background history of integrated education in Lesotho. Maseru, Lesotho: Ministry of Education*	Study	UNICEF
	Matlanyane, M.	1993	*A critical investigation of the quality of Sesotho reading in some selected Lesotho high schools. Roma: National University of Lesotho*	M.Ed. thesis	Researcher
	Ministry of Education/ UNICEF	1987	*Promotion of early childhood development services in Lesotho. (Plan of operation for 1987 - 1991)*	Plan	UNICEF
	Ministry of Education	1984, Feb.	*The proposed five-year comprehensive secondary education programme. (Report of a Conference). Maseru, Lesotho: Ministry of Education, Sports and Culture*	Report	MOE, USAID
	Ministry of Education	1985, Feb.	*Report of the sub-committee which examined the recommendations made in an educational manifesto. Maseru, Lesotho: Ministry of Education*	Report	MOE, USAID
	Ministry of Education	1987, April	*Plan to integrate basic education and practical skills into the school curriculum. Maseru, Lesotho: Ministry of Education*	Plan	MOE
	Ministry of Education	1987, April	*Report of the Headmasters'/ Headmistresses' Working Party Conference on IGCSE, LJC and the proposed school calendar held at the Anglican Training Centre: Maseru, Lesotho, February 10-13, 1987. Maseru, Lesotho: Ministry of Education*	Report	MOE
	Ministry of Education	1989	*Early childhood education development in Lesotho. (Project proposal submitted to Bernard Van Leer Foundation). Maseru, Lesotho: Ministry of Education*	Proposal	Bernard Van Leer Foundation
	Ministry of Education	1996, Jan.	*Guidelines for inspectors of secondary and high schools in Lesotho. Maseru, Lesotho, Ministry of Education*	Guidelines/ Report	MOE
	Ministry of Education	1996, Jan.	*The education sector development plan, 1991/92-1995/96: impact assessment. Maseru, Lesotho: Ministry of Education*	Study	MOE
	Ministry of Education	1996, March	*Financial audit of USAID funded primary education program number 632-0230 for the period April 1, 1995 to March 31, 1996. Maseru, Lesotho: Ministry of Education*	Study	USAID
	Ministry of Education	1997	Ministry of Education and Manpower Development triennial report for 1994, 1995, 1996. Maseru, Lesotho: Ministry of Education	Report	MOE

	Ministry of Education	1997, August	Ministry of Education Educational Indicators Review Workshop held in Maseru on August 24, 1997 (Reference material). Maseru, Lesotho: Ministry of Education	Workshop report	USAID
	*Ministry of Education	1997, April	Promotion of vocational training: preliminary results of the project appraisal. Maseru, Lesotho: Ministry of Education. (With study code 20)	Study	GTZ
	*Ministry of Education	Un-dated	(Proposal for education sector development project II. Maseru, Lesotho: Ministry of Education. (With study code 55)	Proposal	MOE
	Ministry of Finance and Economic Planning	1996, March	Pathway out of poverty: an action plan for Lesotho. Maseru, Lesotho: Ministry of Finance and Economic Planning	Report	USAID, EU
	Moorosi, M.	1997	Effects of the four-month teaching practice on clinical supervision at the National Teacher Training College. Roma: National University of Lesotho	M.Ed. thesis	Researcher
	Mothebe, M. V.	1996	A survey of selected communicative techniques for the teaching of spoken English in junior secondary schools of Maseru district. Roma: National University of Lesotho	M.Ed. thesis	Researcher
	Motsamai, N.	1994	A critical analysis of Headmasters' perception towards Headmasters' work in relation to their roles in schools. Roma: National University of Lesotho	M.Ed. thesis	Researcher
	Mugisha, I. S.	1993	A study of the performance pattern and contributory factors of COSC Geography during the period 1986-1990. Roma: National University of Lesotho	M.Ed. thesis	Researcher
	Mutumbuka, D. et al.	1998, Dec.	Lesotho second education sector development project (ESDP II). Washington, DC: USA	Aide-Memoire	World Bank
	Otaala, B., Letsie, M. A.	1986	National Teacher Training College curriculum: a review and a reappraisal. (A report of a workshop held in Maseru: June 9-13, 1986). Maseru, Lesotho: Ministry of Education	Report	USAID
	Phatela, M.	1994	The nature and possible causes of students' performance in Sesotho Literature in the Junior Certificate examination. Roma: National University of Lesotho	M.Ed. thesis	Researcher
	Pitso, M. L. A.	1994	A critical survey of instructional methods and aids used in the teaching of Sesotho Grammar in Lesotho high schools. Roma: National University of Lesotho	M.Ed. thesis	Researcher

	Polonyana, A.	1993	An investigation into the causes and effects of teenage pregnancies in schools in the Butha-Buthe district in Lesotho. Roma: National University of Lesotho	M.Ed. thesis	Researcher
	Ramaili, M. M.	1994	The extent to which English medium schools in Lesotho are multicultural. Roma: National University of Lesotho	M.Ed. thesis	Researcher
	Ramothamo, C. M.	1997	The role of human relations management approach in teacher effectiveness. Roma: National University of Lesotho	M.Ed. thesis	Researcher
	Raselimo, G. M.	1996	Factors contributing to the delay to try out and implement the new Lesotho Junior Certificate Geography syllabus. Roma: National University of Lesotho	M.Ed. thesis	Researcher
	Rideout, W. M.	1996, Feb.	Lesotho short-term assistance to the inspectorate and planning for primary education project. (Prepared for USAID, Maseru, Lesotho). Washington, DC, USA: Creative Associates International, Inc.	Study	USAID
	Sauvageot, C.	1992	Primary education in Lesotho: Indicators 1992. (IIEP commissioned consultancy). Paris: UNESCO	Study	UNESCO
	Sebatane, A. L., Rembe, S. W.	1992	Lesotho Preschool and Day Care Association: an evaluation. (Consultancy report). Maseru, Lesotho: Danish International Development Agency	Study	DANIDA
	Sebatane, E. et al.	1993	Teacher education and the teaching profession in Lesotho: the state of the art. (Proceedings of a sub-regional conference held in Maseru, Lesotho, 23-24 June 1993)	Report	UNESCO, MOE, Institute of Education/ NUL
	Seotsanyana, M. M.	1996	Factors affecting the teaching and learning of history in the Lesotho high schools. Roma: National University of Lesotho	M.Ed. thesis	Researcher
	Thamae, C. G.	1995	An investigation of criteria used in selecting JC and COSC Sesotho Literature textbooks between 1984 and 1994. Roma: National University of Lesotho	M.Ed. thesis	Researcher
	Thamae, K.	1993	A critical assessment of the attitudes of teachers and students towards poetry and Shakespeare's plays prescribed in literature in English for Lesotho high schools. Roma: National University of Lesotho	M.Ed. thesis	Researcher
	Thelejani, T.	1990	Implementing educational policies in Lesotho. Washington, DC, USA: World Bank	Study	World Bank

	Tsira, M.	1995	A study of the effects of large classes on students' English performance in Lesotho primary schools. Roma: National University of Lesotho	M.Ed. thesis	Researcher
	USAID/ Lesotho	1992	Primary education program. (Programme assistance document). Maseru, Lesotho: Ministry of Education	Report	USAID
	World University Service of Canada	1996, Sept.	Lesotho secondary schools development study, phase 1 and 2. (Interim progress report prepared for Kingdom of Lesotho Ministry of Education and Manpower Development). Ottawa, Canada: World University Service of Canada	Study	ADB
	*World University Service of Canada consultants	1997, Nov.	Lesotho secondary schools development study. (Study summary prepared for Kingdom of Lesotho Ministry of Education and Manpower Development). Ottawa, Canada: World University Service of Canada. (With study code 78)	Study	ADB

Appendix 2.

Appendix 2 Sampled documents for Review of Education Sector Analysis in Lesotho, by author

No.	Author	Date	Title	Publisher	Type	Sponsor
1	Adams, E.V., Bastian, M.	1983	*National study of non-formal education in Lesotho*	USAID, Maseru	Study	USAID
2	Barcikowski, E. R.	1995, March	*Lesotho resource mapping survey (primary schools)*	MOE, Maseru	Study	USAID
3	Boardman, G. R. et al.	1996, March	*Audit of data accuracy and data flow*	USAID, Maseru	Study	USAID
4	Bohloko, C. M.	1984, Nov.	*An educational manifesto related to the proposed five-year comprehensive programme for secondary and high schools in Lesotho: a report of the Official Working Party set up at the end of a Conference of secondary/high school headmasters and headmistresses, the inspectorate, NCDC, IMRC, and national subject panels, held in February 1984 at the Victoria Hotel, Maseru, Lesotho*	MOE, Maseru	Report	MOE, USAID
5	Braimoh, D.	1998, Nov.	*Final draft of the National Policy Document on Non-Formal Education in Lesotho prepared for the Planning Unit of the Ministry of Education*	NUL, Roma	Study	UNICEF
6	Burke, A., Sugrue, C., Williams, T.	1994, Aug.	*Teaching and learning at the NTTC*	Higher Education for Development Cooperation, Dublin	Study	Irish Govt.
7	Chabane, C. M., Makhakhe, T.	1990, July	*Study of post-primary resource use*	MOE, Maseru	Study	World Bank
8	Cownie, D. et al.	1996, Feb.	*Tracer study of post-secondary technical and vocational education graduates in Lesotho*	Sechaba Consultants, Maseru	Study	GTZ
9	Csapo, M.	1987, July	*Basic, practical, cost-effective education for children with disabilities in Lesotho*	Academy of Educational Development Inc., Washington, DC	Study	USAID
10	Daniels, D. J.	1985, Dec.	*An appraisal and critique of teacher education in Lesotho: a discussion paper*	MOE, Maseru	Report	USAID
11	Evans, L. R.	1995, April	*Assessment of progress in in-service: the District Resource Teacher (DRT) Program*	Creative Associates Int. Inc., Washington, DC	Study	USAID
12	Evans, L. R.	1995, June	*Assessment in the instructional program*	Creative Associates Int. Inc., Washington, DC.	Report	USAID
13	Fielden, J. et al.	1995, July	*Cost containment study at the National University of Lesotho, volume 1: main report and recommendations*	Common-wealth Higher Education Management Service, London	Study	World Bank
14	Gay, J., Hall, D., Gill, D, Green, T.	1994, June	*Poverty in Lesotho, 1994: a mapping exercise*	Sechaba Consultants, Maseru	Study	European Commis-sion, World Bank
15	Gill, D. et al.	1994, July	*The situation of children and women in Lesotho*	Sechaba Consultants, Maseru	Study	UNICEF

16	Goodwin, A. R., Lebusa, E. M. (eds)	1985, July	*The Comprehensive Five-Year Secondary Education Programme; the way ahead - into action: the report of the Second Conference of headmasters and headmistresses, the inspectorate, NCDC, IMRC, and national subject panels, held at the Hotel Victoria, Maseru, Lesotho, March 4-7, 1985*	MOE, Maseru	Report	MOE, USAID
17	Hecht, R. et al.	1989, Dec.	*Kingdom of Lesotho – improving quality and efficiency in education: toward a plan for reform and revitalization*	World Bank, Washington, DC.	Study	World Bank
18	Hopkin, A. G.	1996, June	*National Teacher Training College, Lesotho: Evaluation of the teaching practice programme: report of a consultancy, June 2-6, 1996*	Univ. of Botswana, Gaborone	Study	MOE
19	Jha, S. N.	1997, Feb.	*End of assignment report*	MOE, Maseru	Report	IDA, USAID, EC
20	Karow, N.	1997, April	*Promotion of vocational training: Ministry of Education Technical, Vocational and Higher Education Division (Project appraisal - project proposal; [and] preliminary results of the project appraisal)*	MOE, Maseru	Study	GTZ
21	Khabele, J. M.	1990, July	*Social soundness analysis for the Lesotho Primary Education Project*	USAID, Maseru	Study	USAID
22	Khaketla, M.	1997, Jan.	*A survey of satellite schools in Lesotho*	Institute of Development Management, Maseru	Study	UNICEF
23	Khaketla, M., Bickel, D., Moshi, F., Williams, T.	1997, June	*NTTC costing consultancy: final report*	Institute of Development Management, Maseru	Study	Irish Govt.
24	Khati, T. G., Makatjane, T. Jane	1993, Dec.	*Study on the assessment of the extent of literacy and/or illiteracy of potentially disadvantaged social groups in selected areas of the foothills of Berea, Maseru and Mafeteng districts*	LDTC, Maseru	Study	UNICEF
25	Lebakae, T. J.	1997, June	*The evaluation of technical and vocational education and training sector*	MOE, Maseru	Study	GTZ
26	Lefoka, J. P.	1996, Oct.	*End-of-cycle evaluation of the Non Formal Education Project 1992-1996: final report*	IE/NUL, Roma	Study	UNICEF
27	Lefoka, J. P., Matsoso, L. M.	1999, April	*Evaluation of the early childhood development (ECD) training activity*	IE/NUL, Roma	Study	UNICEF
28	Lefoka, J. P., Swart, L. T.	1995, June	*An evaluation of the Early Child Development Unit of the Ministry of Education, Lesotho*	MOE, Maseru	Study	UNICEF
29	Leotlela, M.	1994	*Relationship between school environment selected personality variables and teacher effectiveness in Lesotho high schools*	NUL, Roma	Thesis	Researcher
30	Lesotho Government Ministry of Education	1992, June	*Education Sector Development Plan 1991/92 - 1995/96*	MOE, Maseru	Plan	World Bank
31	Lesotho Government Ministry of Education	1995, March	*Report on the National Seminar in Lesotho secondary education policy: localisation of the O-level curriculum (Maseru Sun Cabanas, 22-25 March 1995)*	MOE, Maseru	Report	MOE

32	Lesotho Government Ministry of Education	1996, Feb.	*Progress report Lesotho (Paper for 'Towards Education for All (EFA)': the Mid-Decade Progress Review Meeting held in Johannesburg, 20-23 February 1996, for countries of Eastern and Southern Africa)*	MOE, Maseru,	Report	MOE
33	Lesotho Government Ministry of Education	1997, May	*Indicators for educational planning and policy formulation (in primary education)*	MOE, Maseru	Study	MOE, UNESCO, UNICEF
34	Lesotho Government Ministry of Education	1997, May	*Education: a strategy for reform and democratisation*	MOE, Maseru	Policy paper	World Bank, UNDP
35	Lesotho Government Ministry of Education	1997, May	*Education Sector Development Plan 1998/99 - 2000/2001*	MOE, Maseru	Plan	World Bank
36	Lesotho Government Ministry of Education	1998, March	*Impact assessment: the Education Sector Development Plan, 1991/92 - 1995/96*	MOE, Maseru	Study	MOE
37	Lesotho/ Ireland Technical Education Support Project staff	1993, Jan.	*Vocational instructor training*	NTTC, Maseru	Proposal	Irish Govt.
38	Macfarlane, I. G., Mokuku, T., Thamae, K.	1997, Aug.	*Environmental education and training: the Lesotho environmental education support project*	MOE, Maseru	Report	Danish Ministry of Foreign Affairs
39	Makhetha, L. and Miser Consulting staff	1995	*Final report on the consultancy for the rationalisation of fees in the secondary and high schools in Lesotho*	MOE, Maseru	Study	World Bank
40	Makhetha, L., Pitso, E. M.	[un-dated]	*Study of local school management*	MOE, Maseru	Study	World Bank
41	Malie, E. M. et al.	1982	*The Education Sector Survey: report of the Task Force*	MOE, Maseru	Study	UNESCO
42	Mandara, M. P., Purrel, M. Mohapi, T., Daly, A.	1994	*National Health Training College review, 14 February - 2 March 1994*	Ministry of Health and Social Welfare in collab. with Govt. of the Republic of Ireland and WHO	Study	WHO, Irish Govt., Ministry of Health and Social Welfare
43	Mariga, L., Phachaka, L.	1993	*Integrating children with special education needs into regular primary schools in Lesotho: report of feasibility study*	UNICEF/ MOE, Maseru	Study	UNICEF
44	Mathibeli, N.	1997	*Influence of home-environmental variables and selected school-related factors on high school students' academic performance in Mafeteng district*	National University of Lesotho, Roma	Thesis	Researcher

45	Mathot, G.	1994, Sept.	*Survey of one-teacher schools and multi-grade classes in Lesotho: 15 case studies on logistical and administrative aspects and staff development*	UNESCO Commission, Maseru	Study	UNESCO
46	Mathot, G. B.	1996, Dec.	*Survey of existing computer education in secondary and high schools in Lesotho*	UNESCO Commission, Maseru	Study	UNESCO
47	Matsela, F. Z. et al.	1978	*Report on the views and recommendations of the Basotho Nation regarding the future of education in Lesotho: Tlaleho ea maikutlo le likhothaletso tsa Sechaba ka bokamoso ba thuto Lesotho*	MOE, Maseru	Report	UNICEF
48	Matsoso, F. L.	1996, Dec.	*The Early Learning Specialization Project at the National Teachers Training College: an evaluation*	UNICEF, Maseru	Study	UNICEF
49	Mittler, P., Platt, P.	1996, Feb.	*Inclusive education in Lesotho: evaluation of a pilot project in ten primary schools*	MOE, Maseru, Save the Children Fund (UK)	Study	Save the Children Fund (UK)
50	Mohapeloa, J. M.	1990, Aug.	*Conditions of service of teachers*	MOE, Maseru	Study	World Bank
51	Mohlerepe, M.	1998, July	*The impact of school facilities on students' academic performance in Lesotho secondary and high schools*	NUL, Roma	Thesis	Researcher
52	Mokhokhoba, J. M.	1998	*Organizational climate: its relationship to teacher participation in decision-making, teacher turnover and teachers' strikes in Lesotho high schools*	NUL, Roma	Thesis	Researcher
53	Mokhosi, E., Simbi, M.	1994, May	*Evaluation of LPDCA: MS LesothoProject Lesotho (Leribe and Maseru offices)*	Danish Ass. for International Cooperation, Maseru	Study	Danish Ministry of Foreign Affairs
54	Motselebane, M. et al.	1988	*Clarification of Lesotho's education policies and priorities: report of the seminar held at the Lesotho Sun, Maseru, Lesotho 21-25 September 1987 and 22-24 June, 1988*	MOE, Maseru	Report	USAID
55	Mutumbuka, D. et al.	1999, Feb.	*Project appraisal document on a proposed credit in the amount of US$20.0 million equivalent to Kingdom of Lesotho for an Education Sector Development Project*	World Bank, Washington, DC	Study	World Bank
56	Odumbe, J. O.	1992, Feb.	*An evaluation report of Lesotho Distance Teaching Centre*	UNDP, Maseru	Study	UNDP
57	Pheko, F.	1998, Dec.	*Secondary education: project plan*	United States Peace Corps, Maseru	Plan	United States Peace Corps
58	Pitso, T. T. E.	1997 June	*The Lesotho primary education system: improving quality and efficiency*	MOE, Maseru	Study	World Bank
59	Ralise, N.	1996, Jan.	*School management project undertaken by school proprietors and UNICEF*	UNICEF, Maseru	Study	UNICEF
60	Rapolaki, M. et al.	1997	*Economic options for Lesotho (Strategic economic options study phase II: final report - summary document)*	Ministry of Economic Planning, Maseru	Study	Min. of Econ. Plan., World Bank, Sida

61	Rideout, W.	1995, July	*Lesotho Primary Education project (PEP): community school management*	Creative Associates Int. Inc. [for USAID] Washington, DC	Study	USAID
62	Rideout, W., Wilder, B.	1994, April	*Lesotho Primary Education Project (PEP) interim evaluation*	Management Systems International [for USAID] Washington, DC	Study	USAID
63	Sebatane, E.	1993, July	*The role and functions of school committees in the educational management of post-primary schools in Lesotho*	NUL, Roma,	Thesis	Researcher
64	Sebatane, E. M. et al.	1987	*Consultancy report on the internship programme of the National Teacher Training College, Ministry of Education, Lesotho*	MOE, Maseru	Study	USAID
65	Sebatane, E. M. et al.	1992, Oct.	*Teaching and learning strategies in Lesotho: an empirical perspective of primary school classrooms*	International Development Research Centre, Ottawa	Study	IDRC
66	Sebatane, E. M., Mabud, M. A.	1995, Jan.	*Implications of Lesotho's population growth for education*	Ministry of Economic Planning, Maseru	Study	UNFPA
67	Sebatane, E. M., Makhetha, L., Ralise, N.	1990, Jan.	*Consultancy report on evaluation of the in-service programme of the National Teacher Training College*	MOE, Maseru	Study	World Bank
68	Seitlheko, A. N. et al.	1984, April	*Secondary and high schools in Lesotho: Strategies for improvement: report of a study team on secondary and high schools in Lesotho*	MOE, Maseru	Study	World Bank
69	Sekhamane, A., Al Faqih, Z.	1996, March	*A parent knowledge, attitude and practice (KAP) survey*	MOE, Maseru	Study	USAID
70	Sesabi, A. M.	1997, June	*Improving non-formal education in Lesotho*	MOE, Maseru	Study	World Bank
71	Sims, G. D. et al.	1989	*Report of a review commission for the National University of Lesotho*	The Commission, Maseru	Study	World Bank
72	Sirur, M. et al.	1991, June	*Education Sector Adjustment Project: staff appraisal report*	World Bank, Washington, DC	Report	World Bank
73	Sisimayi, R., Mkandawire, M.	1996, Sept.	*Report on a training workshop on effecting school change in Lesotho*	MOE, Maseru	Report	World Bank
74	Stuart, J. S. et al.	1985	*Classroom action-research: case studies in development studies teaching in Lesotho classrooms*	Institute of Southern African Studies, Roma	Study	Joseph Rowndtree Charitable Trust of York, UK, IDRC, Canada
75	Turner, J. D.	1987, July	*The National Teacher Training College, Lesotho : the concept of autonomy*	University of Manchester	Study	British Council
76	Van Niekerk, L. J.	1997, Feb.	*Report on the evaluation of the in-service training programme of the National Teacher Training College of Lesotho.*	University of South Africa, Pretoria	Study	MOE

77	Williams, T.	1998, Jan.	*Secondary teaching in Lesotho: Who stays, who leaves?*	NTTC, Maseru	Study	Irish Govt.
78	World University Service of Canada consultants	1997, Nov.	*Lesotho secondary schools development study, phases 3 and 4: Development programme and prototype schools*	World University of Canada, Ottawa	Plan/ Study	African Dev. Bank
79	Wright, C.	1993, June	*Evaluation of the secondary schools curriculum diversification programme*	Cambridge Education Consultants	Study	World Bank
80	Ziegahn, L., Sakoane, E.	1985, Dec.	*Adult literacy in Lesotho, part I: results of an assessment of reading, writing and arithmetic skills*	Lesotho Distance Teaching Centre, Maseru	Study	USAID

[Appendix 3.](#)

Appendix 3 List of interviewees

Name	Organization
Fine, P.	USAID (Pretoria, South Africa)
Feeney, P.	British Council
Jonathan, J.	NUL
Kokome, N.	MOE (Primary Education)
Lekoetje, A. M.	UNDP
Lerotholi, M.	NCDC
Litabe, M.	MOE (Technical and Vocational Education)
Mahloka, L. B.	MOE (Secondary Education)
Malikelle, M.	NCDC
Matooane, I. M.	LDTC
Mokhothu, L.	Irish Aid
Moiloa, M.	NHTC
Molapo, A. M.	NCDC
Molapo, M.	NCDC
Morojele, M.	Danish Association for International Co-operation
Motholo, P.	MOE (Head Office)
Motjoli, M.	MOE (Early Childhood Development)
Ngau, M.	UNICEF
Nketekete, M.	NCDC
Nkuebe, J.	NCDC
Oliphant, J.	NTTC
Paneng, B.	MOE (Head Office)
Phachaka, L.	MOE (Special Education)
Pheko, F.	United States Peace Corps
Ralise, N.	Examinations Council of Lesotho

Seitlheko, N.	MOE (Curriculum Services)
Shai, M.	MOE (Early Childhood Education)
Tsuinyane, M.	MOE (Teaching Service Department)

Appendix 4.

4. Summaries of reviewed Lesotho education sector analysis studies

One page summaries are provided in the following pages for all of the 80 studies which were sampled for review from the original larger population of 139 studies. In a few cases (see Appendix 1), two closely related studies were treated as a single document for purposes of review and writing summaries.

For the summaries, the numbering (appearing at the bottom of each page) is serial from 1 to 80, and is in alphabetical order according to the person or persons responsible for writing or compiling the document. Normally these are the researchers who undertook the study, and in the case of a team with an identifiable leader, his or her name appears first and is used to determine the place in the alphabetical sequence. For certain types of document, the designation 'researcher' is inappropriate, and terms such as compiler, editor and project writer have been used. The alphabetical order and document numberings for the summaries are consistent with those of Appendices 1 and 2.

After the title of each summary is a location number, e.g. ED/F202/0009. This is the location number of the item in the Documentation Centre of the Institute of Education at the National University of Lesotho in Roma, Lesotho. One of the greatest problems with education sector analysis studies is that they acquire the status of fugitive literature. After a few years, it is difficult to locate even a single copy of a particular study. However, in this case, reference copies are now held at the Documentation Centre, available to any *bona fide* researcher needing to have access to a document.

In the summaries, square brackets [ ] are used for inferred information, i. e. information not provided by a particular study or document, but which can be obtained from other internal or external evidence. For example, an undated document might be at least approximately dated by the most recent of the references it contains or other circumstantial evidence in the text. The publisher is also often inferred from known circumstances about the commissioning of the document. However, it should be noted that 'publisher' in this case means the disseminator or distributor of the document. Literature of the kind reviewed here is only rarely published in the conventional sense (which normally means that it is available for purchase and acquires an International Standard Book Number (ISBN)). In the case of many documents, the responsibility for dissemination is not clearly defined, and in such cases this is indicated by providing two institutional names in the publication details. For example 'UNICEF [for Lesotho Government Ministry of Education]' would mean the study was commissioned by UNICEF on behalf of the Ministry of Education. Either UNICEF or the Ministry might distribute the study depending on what has been agreed between them. It is rare that the document states such dissemination details although, occasionally, a document includes a set of names of persons and/or institutions which is a core distribution list in one of its appendices.

The headings in the summaries are largely self-explanatory. Basic publication data is separated by a horizontal line from the main part of the summary which analyses the content under eleven standard headings. The last of these standard headings is KEY WORDS, and an index to these key words is provided in Appendix 5. Also incorporated in this index are short titles of documents, sponsors, names of researchers and types of document. This index should be a useful search device for anyone wishing to find which

documents are relevant to a particular topic.

The summaries themselves contain cross-references when appropriate from one document to another. A reference in one document to, say, 'study code 41' is a reference to document 41 as numbered in the summaries at the bottom of each page.

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