

Stock-Taking
Review ON
EDUCATION IN AFRICA
1999

**Programme success and management of primary in-
service education programme (PIEP) and provision
Of Education Physical Facilities (EFU)
In Lesotho**

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ADEA “Prospective Stock-taking Review of Education In Africa” A synopsis of the Lesotho Case Studies.

The Ministry of Education in Lesotho engaged a working group comprising its officers to identify areas of success within its system. The group undertook the review and identified two break throughs i.e. in the

- (I) Provision of Physical facilities
- (ii) School-based professional support

Although the two programmes began their operations at different times: one in 1988 (school based support) and the other in 1992 (Physical facilities), the two were responding to the Ministry of Education’s report of the task-force (1982) that had carried out a survey of needs and had come up with among other things a recommendation on the policy that would address the issue of the decline of quality in Education. The two programmes were therefore set up to address via different routes, the question of quality. The paper ‘shall in attempting’ to highlight success comprise the following section:

1. Background Information on (Lesotho’s Education system, its key challenges and achievements over the years until the time of operation by the programmes under review.)

2. Information (key components of the programmes)

Why they were initiated - a clear baseline picture of where the country was before the break through.

3. Evidence of Achievement

4. What factors and strategies facilitated the achievement of success.

5. The lessons learnt from the process of implementation.

1. BACKGROUND

Lesotho a small country of 2.1 million people is situated on the highest altitude in the region. This country 60% of which comprises highlands is generally rugged.

The history of formal education in this country goes as far back as 1830s when the first missionaries arrived in the country. The literacy rate is relatively high - 62%. The education system comprises: Early Childhood Development the primary education Secondary/High education and Tertiary/University.

TABLE 1: *The Lesotho Education System*

LEVEL	DURATION	EXAMINATION/EVALUATION ASSESSMENT
ECD	6 Years	CONTINUOUS ASSESSMENT READINESS LEVEL
PRIMARY	7 years	PSLE
SECONDARY/HIGH	3/5 years	JC/COSC
TECHNICAL/VOCATIONAL EDUCATION	3 years	CERTIFICATE DIPLOMA
TEACHER EDUCATION	3 years	CERTIFICATES AND DIPLOMAS
HIGHER EDUCATION	2-3 years	CERTIFICATES DIPLOMAS AND DEGREES

For years the management of education in the country was virtually in the hands of missionaries. This was notably so, in the areas of schools organization, curriculum provision, payment of teachers' salaries, teacher professional support and provision of physical facilities. It is also worth mentioning that provision of pre-service teacher education programme was entirely in the hands of churches. In time churches and government came to share the 'responsibility of education provision. Government took over the payment of certificated teachers' salaries. Around the early 1970s the prevailing factors necessitated that government took steps to review the design and development of curriculum as well. This development came first in the form of putting together the syllabi, the task which was left in the hands of inspectors. In 1978, real work on curriculum began and after a lot of consultations, a small unit was established to look into the requirements of the would be curriculum centre.

In 1982 the National Curriculum Development Centre (NCDC) was established and its mission was to develop, design and disseminate curriculum issues. The community gradually began to be brought into the issue relating to education

management. This is how the provision of education in Lesotho came to be a joint venture between the government churches and communities. Teacher recruitment and administration remain the responsibilities of the proprietor (the majority of which are churches) while teacher salaries are a shared responsibility between the government and the communities. As far as examinations are concerned the government hosts the sole responsibility in terms of monitoring and evaluation. This state of affairs is regarded by many as dubious.

The 1978 Education dialogue and seminar was a significant event in the development of education. The event had brought together a wide spectrum of national leaders: religious, traditional educational and political leaders with the purpose of initiating discussions that sought ways and means of meeting people's aspirations through education. The outcome of this important exercise came much later by way of the 1982 Education Sector Survey's report which was the fore runner of the first Education Sector Plan. The theme of this plan was IMPROVEMENT OF QUALITY AND EFFICIENCY IN EDUCATION. The following were some of the policies formulated to address the theme:

1. Improvement of instructional materials text books Science kits etc.
2. Revision of Primary Curriculum.
3. Establishment of Early Childhood Development Department.
4. Improvement of physical facilities.
5. Provision of school-based support.

The purpose of this paper is to report on the case studies of two successful primary education programmes namely: Primary In service Education Programme (PIEP) and Education Facilities Unit (EFU). The case studies were undertaken to identify the determinants of success.

2. INTRODUCTION

The programmes under review are officially known as:

The Education Facilities Unit which was launched in 1992 with the help of international donors

and

Primary in service Education Programme which was established in 1988 under the auspices of USAID funded programme (Basic and Non-formal Education System). As mentioned in the previous section among a host of problems that have riddled the Education of Lesotho.

The two initiatives aimed at improving quality by way of capacity building through Infrastructure on the one hand and human development on the other.

The general picture in most schools in the country in the years preceding the launching of these programmes was of schools with inadequate classrooms, inadequate furniture, instructional materials and lack of sanitary facilities. Where classrooms were available, these too, in most cases were of poor quality, unsafe for both pupils and teachers. In 1988, 32% of schools in the country used church halls for conducting teaching. The problem that arose from this situation was mainly that of overcrowding (as shown in the table below)

Table 2

Year	ENROLMENTS			NO. OF CLASSROOMS	% OF PUPILS TAUGHT IN CLASSROOMS	% OF PUPILS TAUGHT IN HALLS	% OF PUPILS TAUGHT IN OPEN AIR	PUPIL/ CLASSROOM RATIO
1988	154323	191201	345524	3393	58	26	16	102
1989	156990	191828	348818	3539	61	26	14	99
1990	159199	192453	351652	3552	65	24	11	99
1991	163428	197716	361144	3974	66	24	10	91
1992	166499	196158	362657	4139	69	22	09	88
1993	164704	189571	354275	4312	69	23	09	82
1994	172570	193999	366569	4464	71	21	08	82
1995	179407	198604	378011	4869	72	21	07	78
1996	178481	196147	374628	4947	73	20	07	76
1997	177414	191481	368895	5179	75	19	06	71

A church building used for teaching/learning during schools days; several classes are taught in this building (hall)

Source: Indicators for Educational Planning and POLICY FORMULATION 1997 (In Primary Education)

The Education Facilities Unit was put into place - to address the problem of poor facilities in Primary Schools. It should be noted that initially a related project had been existing to look into the same problem but on a wider scale - (it had included facilities at High school/secondary) - this was known as a Training For Self Reliance Project (1974-1991). The problem in Primary Schools necessitated that a project which would specifically deal with the problem at that level be put in place hence the establishment of Education Facilities Unit, which came to focus on the following:

- < Accelerating the provision of Primary Schools classrooms especially standard 1-3.
- < Improving allocation of furniture/equipment.

2.1 Structure and functions of EFU

The unit consists of four sections which are under the supervision of the Unit Co-ordinator, who meets regularly with the implementing sections monitors progress and prepares progress reports as required by the Ministry, these sections are:

- Contracts
- Management section
- Design section
- Procurement of goods section
- Administrative section (see annex 3)

Contracts Management Section:

This section is constituted by the contracts Manager Assistant contracts Manager, and four (4) Construction Supervisors. It is responsible for the procurement of Civil Works, preparations, advertising and evaluation of bidding documents, recommendations of awards preparation, compilation of contract documents and construction supervision.

Design Section:

This section is constituted by Senior Architect, Land Surveyor, two (2) Architectural technicians and two (2) assistant surveyors. Its responsibility is to survey construction sites and produce appropriate designs and drawings.

Procurement Section:

It is manned by two (2) procurement officers and four (4) assistant procurement officers. It is responsible for the procurement of goods, preparation of bidding documents, advertising these bidding documents, evaluation of received bids, recommendation of award, preparation and compilation of contracts documents and delivery supervision.

Procurement of Civil Works

Contracts for construction of physical facilities is awarded in accordance with the following procedures:

- international competitive bidding
- competitive bidding advertised locally
- pre-qualification of civil works contractors

Procurement of Goods

- { International competitive Bidding
- { Local Competitive Bidding
- { Prudent shopping

Administrative Section:

This is basically the support staff of Education Facilities Unit (EFU). It consists of the Administrative Secretary, two (2) Secretaries, the Switchboard Operator, seven (7) Drivers, and three (3) Cleaners and one (1) Messenger.

Operations

The main focus of the EFU is to provide physical facilities within the entire education sector. The facilities are of different types and qualities and depend on the level concerned, the policy and curriculum requirements for that particular level, and the available funding.

The Schools Selection Process

The department of Planning and Inspectorate, in consultation with other MOE departments, are responsible for selecting the schools that must be assisted and the type of assistance that they should get. The criteria used by these departments considers the following factors:

- . Schools with high pupil/classroom ratios.
- . Schools with high/teacher ratios.
- . Schools with a high potential for growth.
- . Schools with very poor, dilapidated and unsafe facilities.
- . Schools where church halls are used for teaching/learning.
- . Schools where teaching/learning is conducted in the open air.

Schools with high pupils/classroom ratios:

The sixth National Development Plan (SNDP) 1996/97) shows that pupils/classroom ratio range between 85:1 and 120:1. This situation contributes towards a decline in quality since teaching/learning cannot be effective. Additional classrooms and furniture are provided to such schools to improve the situation.

Schools with high pupil/teacher ratios:

The indicators for Education Planning and Policy Formulation (1997) indicated that the primary schools system is characterized by a high pupil/teacher ratio that the target is to reduce it to 40:1. Even though the direct solution to a high pupil/teacher ratio is the engagement of additional teachers, this cannot be possible unless additional facilities are made available. (See Annex 2)

Schools with high potential for growth:

The location of a school determines how fast it can grow and the extend of such growth. Small schools in the rural highlands which service one or two neighbouring villages normally reflect some very slow growth rate or none at all. Consequently it is not cost effective to invest in such schools.

Rather, schools with a large catchment area, increasing enrolment and good performance are provided with facilities.

Schools with very poor and unsafe facilities

Some of the primary schools conduct teaching/learning in facilities that are a health risk. The Ministry is thus compelled to improve the conditions under which the pupils learn by providing classrooms and furniture.

Schools where church halls are used for teaching/learning

The use of church halls for teaching/learning poses problem in that it holds up to six different classes and this condition is not conducive to learning/teaching. This restricts display or learning materials and use of certain teaching techniques; teaching is disrupted during church services and the end results in misuse of school furniture, equipment and teaching and learning materials. The objective is to provide facilities so that eventually all church halls are substituted by proper classrooms.

Schools where teaching/learning is conducted in the open air:

Lack of classrooms has resulted in teaching being conducted in the open air. Given that Lesotho's winters are harsh and there is less natural protection from winds and heat which affect people's health, it becomes crucial that such schools be provided with facilities. Teaching in the open air is worst condition as it exposes both pupils and teachers to too much destruction during teaching/learning. This also does not allow for employment of various teaching/learning techniques as well as a display of teaching/learning materials.

In the execution of the selection process, the following instruments are used:

- School profiles
- Geographical information system (GIS)
- Inspection reports
- Recommendation from the community leaders
- Site survey reports

In other words, for any school to be selected for assistance, the information reflected in the application from school is verified from the MOE records (school profiles and GIS) and further by carrying out the physical survey.

The Tendering Process

Once the schools have been selected, EFU takes over and the tendering process begins. The services are advertised in the media, that advertisement will contain the following information:

- the description of services to be rendered
- eligible service providers
- applicable tender fees
- closing date for applications
- time, place and date for the opening of the tenders
- contact person and address for clarifications

The other details concerning the tenders are normally available from EFU offices. These often includes the sketches, other technical specification and instructions on how the tenders should be prepared i.e tenders would include both the technical and financial proposals.

On the date which is specified for the opening of the tenders, the Central Tender Board consisting of at least three (3) member will open the tenders in the presence of the representatives of the tenderers, EFU representative and any interested persons. This is done to ensure a fair deal and transparency. The winners are then awarded tenders and go into a contractual agreement with the government.

The Construction Process

The construction process takes the following steps:

The signing of the contract with the awarded contractors, the responsibility of which is the Contracts Manager's division.

The construction at the identified sites.

Inspection of the construction by the EFU Contracts Managers division to ensure that the work is progressing according to set standards. During this time, certificates are issued to facilitate contractors payments. The progress report is also passed onto the MOE providing all information and progress at all level of the construction process. A certain percentage from the amount paid to the contractor at each level is deducted, the total sum of which is retained by MOE for a certain period to cover any expenses that may be necessarily incurred on

the facility due to poor quality work rendered by the contractor. When the building is completed, the contractor hands it over to EFU which in turn hands it over to the school authorities.

2.3 TEACHER SUPPORT

Until the late 80s the Ministry of Education had left the task of provision of teacher support and supervision to the Inspectorate Unit, which according to 1988 records consisted of ten (10) Education Officers and three (3) Senior Education Officers. It was necessary to strengthen this support in view of the fact that about 75% of primary schools did not enjoy the professional support of these officers in any given year.

For example in 1986 there were 1156 primary schools and only ten Education Officers to service them. These figures clearly show that each Education Officer had an average 115.6 schools to inspect.

TABLE 3: *No of Primary School Pupils. Teachers EO's, SEOs and teacher pupils ratio for the period*

Year	No. of schools	No. of pupils	No. of teachers	No. of EO'S	No. of SEOs	Teacher-pupil ratio
1986	1156	319128	5773	10	3	
1987	1174	331858	5880	10	3	
1988	1179	345524	6210	10	3	
1989	1181	348818	6275	10	3	
1990	1190	351652	6452	10	3	
1991	1198	361144	6685	20	3	
1992	1201	362657	7051	20	3	

(Source: MOE - Planning and statistics 1997)

It was clear that this situation needed attention. The professional level of teachers was virtually deteriorating and this was apparent in the high drop out rates, repetition rates and poor performance at Primary School leaving examination level.

The Ministry of Education had to focus on what could be done as a matter of urgency. The first stage in the developments leading to the establishment of the programme concerned itself with who could be recruited to undertake the urgent task of helping teachers. The second stage tried to establish where the greatest

priority lay. It is the latter development that contributed the impetus of the Primary In service Programme.

2.3.1 MULTI-STANDARD/GRADE TEACHING SCHOOLS

These are small schools, the majority of which are situated in isolated remote areas of the country where one finds one teacher teaching more than one standard or grade. The problem faced by schools of this nature cannot be underestimated when one considers the fact that curriculum provision in schools does not cater for this type of teaching. In case of qualified teachers their pre-service training programme does not prepare them for this situation either . (See table below for multi-standard situation)

TABLE 4 Information about Multi-Standard Schools 1999

SCHOOL NAME AND REG. NO.	TEACHER	CLASS	NO. OF PUPILS PER CLASS	TOTAL ROLL
LIMAPONG 159-004	1 2 3	1,5,7 3,6 2,4	13,15,10 11,15 13,26	100
MAHLEKEFANE 121-025	1 2	1,2,3 4,5,6	16,10,9 6,7,5	51
NGOPE-KHUBELU 124-057	1 2	1,2,3,7 4,5,6	12,12,8,5 10,9,5	64
MAFURA-PELA 139-018	1 2	1,3,6 2,4,5	22,6,7 12,12,8	67
MATSOAING 141-008	1 2	1,2 3,4	10,12 12,8	42
SOAI 140-001	1 2	2,4,6 1,3,5	20,17,16 10,20,11	94
SEPHOKONG 120-0288	1 2 3	1,2,4 3,5 6,7	29,21,13 17,13 15,9	117
RALEFATLA 139-032	1 2 3 4	1,5 4,5 3,7 2	24,21 28,10 25,10 34	152

Source - PIEP Records 1999

It is also worth mentioning that teachers found in these schools are of different categories with regard to qualifications both professional and academic, these range from unqualified (std 7) and GCE to qualified (holders of Primary teachers Certificates). Table 5 - below shows this range and the spread in the multi-standard leading areas)

TABLE 5 below shows this range and the spread in the areas covered by DRT programme

QUALIFICATION OF TEACHERS SERVED BY DRTs

QUALIFICATION	FREQUENCY	GROUP	PERCENTAGE
Std 6	12		1.0
PLC	45		3.9
JC	274		23.6
GCE	42		3.6
COSC	38	411	3.3
			35.4
EV	2		0.2
HE	2		0.2
HE +JC	4		0.3
DMM	1		0.1
UPGR	8		0.7
UPGR + JC	1		0.1
LIET I	155		13.4
LIET I + JC	10		0.9
LIET II	98		8.4
LIET II + JC	20		1.7
LIET II + UPGR	4		0.3
PTC	3		0.3
LPTC	136		11.7
LPTC + JC	49		4.2
LPTC + GCE	1		0.1
LPTC + COSC	2	496	0.2
			42.7
PH	25		2.2
PTC	209		18.0
PTC + GCE	1		0.1
PTC + COSC	2	237	0.2
			20.4
APTC	11		0.9
CPE	1		0.1
ACP	2		0.2
DIP ED	3	17	0.3
			1.5
		1161	100.0
			100.0

Source: G B Mathot Report (1991)

It was against this background that in 1988 the Primary In service Education Programme - commonly known as the DRT Programme (District Resource Teachers) was therefore started. Its mission would be to provide school-based professional teacher support in multi-standard teaching schools. The programme identified 502 schools as forming the priority area - these were schools where there were only one to three teachers.

2.4 PROGRAMME COMPONENTS

PIEP consists of three key components and these are:

Personnel
Programme content and training package
Actual operations of DRTs

2.4.1 Personnel:

This refers to managers of the programme at both administrative and operations levels. Administratively, the programme is co-ordinated and managed centrally at the Ministry of Education head quarters under the leadership of PIEP Co-ordinator.

At field operations level, five Senior Resource Teachers (SRT) work in close collaboration with District Resource Teachers (DRTs). They facilitate, co-ordinate, supervise and monitor DRTs work. Both SRT and DRTs have been recruited from schools from among principals and teachers of primary schools. In terms of qualifications (academic) professional therefore, SRTs and DRTs are on the whole similar to primary schools teachers.

The diagram below illustrates programme's organizational structure.

The DRTs Remuneration - although there were teachers in order to attract the personnel it became important to re-adjust the scales to suit the new status.

2.4.2 Programme Content and Training Package:

On appointment DRTs are subjected to intensive initial training whose main objective is to put them a few steps ahead of teachers and principals they are about to serve. Attitudinal change towards work and responsibility is considered an important aspect of DRTs training, hence the approach and techniques adopted during any given training session.

Bearing in mind the major client (the primary school teacher in a multi-standard teaching set up,) the DRT training programme was designed to cover, in detail, the following major area:

- teaching methodology
- classroom methodology
- child development
- assessment and evaluation skills
- planning
- school administration
- community and parent involvement and
- material development

Alongside these areas, the DRT cadre is equipped with special skills considered essential for the success of the programme:

- < resourcefulness
- < good interpersonal relations
- < the ability to analyse problems and find solutions

In order to achieve their role as innovators, hence change facilitators, the programme would adopt a special practice in dealing with their clients (teachers) and this is a collegial approach - a friendly non-threatening, non-judgemental way of interacting with teachers. This has ever since the programme's inception been seen as the philosophy within which the DRTs operate.

At the inception stage of the programme, DRTs were placed in the 10 districts.

2.4.3 The actual operation of District Resource Teachers programme (DRT)

A DRT is expected to visit each school at least twice or more in a session depending on the topography of the place and number of teacher he/she is serving. On arrival at an assigned school the DRT pays his/her respect to the principal and staff. He/she explains his mission to the two parties and proceeds to focus on an area where need is most urgent. More often a DRT finds that he/she has to attend to administrative matters, this he carries out by helping the principal to remain focused or in some instances to help him/her to establish a vision of his work.

In regard to the staff- a DRT sits in a pre observation conference with the teacher during which he/she will collegially establish the areas where the teacher needs support. The next stage is that of observation of the teacher in action after which both the DRT and the teacher again sit in a post observation conference to exchange feedback. The DRT intentionally highlights the strong points of the lesson and ends with the weaknesses. The conference is followed up by the planning session for the next day's work. This is where real help and support comes in, in a non-threatening and non-commanding manner.

The next day begins with the teacher working according to the plan and the DRT observing. The old cycle ends and the new one begins. There are occasions however, when the DRT interrupts the cycle by conducting a demonstration lesson. When this happens the agreement will have been reached by both the teacher and the DRT. The DRT also holds school cluster workshops, for the purpose of enhancing professionalism of multi-standard/grade teachers. He/she invites the schools in the neighbourhood where the teaching techniques of handling of various topics in *class* and use of local resources for instruction are discussed and demonstrated where need arises. At the end of every month, DRTs have to submit reports that cover their activities - the reports are discussed at a meeting held with the Senior Resource Teacher. These meetings take place in the presence of the District Education Officer who also co-ordinates the DRT activities within the wider structure of district plans.

3. ACHIEVEMENTS OF PIEP AND EFU

Success of an education programme introduced in any given education system or setting depends on steering the behaviour and performance of not only learners and teachers but also other functionaries involved in school supervision and management; supply of education facilities, recruitment, placement and training of personnel; monitoring of such functionaries. The EFU achievements are reflected below in quantitative form

Table 6

QUANTITY OF FACILITIES SUPPLIED								
YEAR	CLASS ROOMS	OFFICE	LATRIN	STUDENT DESK	PUPIL SETS	TEACHER CHAIR	PRINCIPAL DESK	FILING CABINET
1988	337	#	#	*	*	*	*	
1989	#	#	#	*	*	*	*	
1990	178	45	160	*	*	*	*	
1991	177	47	164	*	*	*	*	
1992	83	22	191	850	3513	476	379	47
1993	119	25	260	2390	6956	675	577	64
1994	218	56	465	*	7606	864	635	40
1995	231	50	436	*	2274	247	154	31
1996	106	31	276	*	9507	927	810	39
1997	250	60	456	*	2912	388	283	36

* No provision made

Information was not available

TABLE 7: Percentage of pupils seated at Desk by standard **1988-1997**

Year	std 1	std 2	std 3	std 4	std 5	std 6	std 6	Total
1988	15	20	32	49	64	79	89	40
1989	12	17	30	47	62	76	87	38
1990	14	20	32	48	65	77	87	41
1991	11	17	31	46	63	76	87	40
1992	12	19	30	46	65	77	85	40
1993	14	21	31	45	61	73	81	40
1994	11	16	26	39	55	68	75	36
1995	14	23	36	45	61	71	83	42
1996	16	26	39	46	62	68	82	44
1997	14	32	45	52	63	74	84	47

3.1 Impact of Achievements

Provision of classroom furniture and equipment in the primary schools in Lesotho had direct impact on enrolments and pupil/classroom ratios which in turn affected the percentages of pupils and teachers with shelter and furniture. This also had a direct bearing on teaching-learning. The table 6 presents the impact of provided facilities in the Lesotho primary schools for the period 1990 to 1997 (Impact Assessment - March 1998)

TABLE 8

YEAR	ENROLMENT	CLASSROOMS	P/C RATIO	% WITH SHELTER	% WITH DESK	% TEACHERS WITH SHELTER
1990	351652	3552	99.1	88.6	40.9	90.1
1991	361144	3974	99.1	90	39.5	91.0
1992	362657	4139	99.1	94.2	41	91.1
1993	354275	4312	88.1	91.5	40.2	92.2
1994	366569	4464	82.1	92.2	36	93.0
1995	378011	4569	78.1	92.5	42	93.5
1996	374628	4947	76.1	92.9	44	93.6
1997	368895	5179	72.1	93.6	47	94.2

3.2 In regard to the DRT programme, a number of managerial practices contributed to the success story . As early as 1990 feedback had already started seeping through from Senior Resource Teachers, the managers and Education Officers through “The BANFES Evaluation Section” showing that the work of the programme was gaining momentum in terms of effectiveness. This is confirmed by another study by G Mathot 1990 who speaks of “remarkable improvement among teachers” in the area of classroom instruction and Management.

Planning of work by teachers in the multi-standard teaching schools has seen a real break through in the way teachers carry out their planning and scheming of lessons accordingly. The DRTs since 1991 introduced what is referred to as a joint scheming activity whereby schools were brought together at a centre and guided by them to reflect on the syllabi and then jointly draw up schemes of work for a specified period, say a semester’s work. After this activity they would the plan lessons on various topics of different subjects of the curriculum. (See table below showing joint scheming practices)

TABLE 10

Year	No. of districts out of the 10 existing districts	No. of centres out of 82 existing centres	Frequency of joint scheming
1994	6	43	1st quarter - 43 2nd quarter - 40 3rd quarter - 43 4th quarter - 32
1995	7	50	1st quarter - 50 2nd quarter - 46 3rd quarter - 50 4th quarter - 42
1996	10	82	1st quarter - 82 2nd quarter - 70 3rd quarter - 82 4th quarter - 72
1997	10	82	1st quarter - 82 2nd quarter - 82 3rd quarter - 82 4th quarter - 74

An evaluation study conducted in the latter years (Evans, 1995) showed high ratings of this aspect; planning of work and use of teaching/learning materials by teachers (see appendix)

Strategies such as grouping, paired learning, peer tutoring, use of occupational tasks and use of learning centres and science corners have become a common practice in the schools. The real break through here lies on the time-on-task issue that ensures that every pupil is effectively occupied at all times.

A survey carried out in March 1999 by the management of both the inspectorate and PIEP as part of the stock-taking review using questionnaires and interviews revealed the highest ratings to be on planning, teaching and Learning techniques, parental involvement, and school administration respectively - the area of weakness appeared to be on financial management which rated lowest.

Leadership skills of principals

Principals in DRT schools have come to exhibit reasonable improvement in the direction of visionary leadership. These schools have mission statements drawn and documented. There is evidence that they are “living”, a fact manifested in record books, minute books etc. This is confirmed by a study by Evans 1995; “By 1995, at least 87% of principals showed improvement in Leadership of schools.

Parental/Community Involvement - The latter years of the programme have seen a growing involvement of the communities in the up-keep of their schools. It was mentioned earlier on that the multi standard/grade teaching schools' constitute mainly the small isolated rural primary schools which suffered from acute shortages of classrooms. Through sensitization by the DRTs many of these schools have on their own managed to build classrooms for their schools.

Primary School Leaving Examinations Performance - Although on its own the examination performance cannot be relied on as indicating an achievement of quality education, there is reason to believe that the upward trend in performance of in particular the multi-standard teaching schools from around 1990 was a result of teacher support. Table 9 below will reflect the picture.

Year	No. of schools	candidates	Pass	Fail	% Pass	DRT schools	candidates	Pass	Fail	% Pass
1988	784	25110	19151	5959	76	133	1613	984	629	61
1989	798	26177	21535	4642	82	136	1670	1301	369	78
1990	800	27276	21133	6143	77	136	1694	1237	457	73
1991	810	29543	25367	4176	85	140	1700	1377	323	81
1992	825	30387	26623	3764	87	142	1701	1412	289	83
1993	830	25160	11580	4664	76	147	2715	1955	760	72
1994	835	31396	15570	4354	86	190	3479	2853	626	82
1995	839	32464	16730	9137	72	273	5642	3757	2015	67
1996	909	38216	30280	7936	79	273	5744	4078	1666	71
1997	916	36885	28630	8255	73	280	5834	3792	2042	65
1998	926	37607	27802	9805	77	280	6001	4141	1860	69

Both EFU and PIEP could be accorded therefore the significant drops in both the repetition rates and drop-out rate that the country has been enjoying since the start of operations of these programmes - as reflected by the Table 10.

It is important to note however that the drops in both repetition rate and drop out rate do not reflect equity in gender. The male repetition rate remained the same throughout the period.

Table 11 *Drop-out and repetition rates by gender for the period 1988-1997*

Year	Enrolment	Drop-out Rates (%)			Repetition Rates (%)			
		Males	Female	Total	Male	Female	Total	
1988	34554	11	7	18		22	19	41
1989	348818	10	7	17		22	18	40
1990	351652	10	5	15		23	19	42
1991	361144	8	7	15		21	18	39
1992	362657	10	8	18		20	16	36
1993	354275	6	3	9		20	16	36
1994	366569	7	3	10		20	16	36
1995	378011	11	7	18		21	17	38
1996	374628	8	7	15		22	16	38
1997	368895	*	*	*		*	*	*

* Information was not available

4. WHAT LED TO THE ATTAINMENT OF SUCCESS

The extent to which the DRT program and EFU have been effective in bringing about the desired change in primary education has been found to be largely a result of organizational and management factors. It is important to note that although these factors are discussed in isolation, success has come about from their operation as interdependent determinants.

International Agency Support and Funding

It has already been mentioned that both EFU and PIEP benefited immensely from their financial support that they received from overseas donors such as USAID, ODA, IDA and several others. The bulk of this support went towards the payment of salaries of personnel. With regards to PIEP, international funding helped in the payment of allowances i.e. relocation and travel allowances. While in the case of EFU funding went towards procurement of goods. It is important to note however that this funding stopped when the programme was absorbed by the government of Lesotho in 1990.

Supervision

EFU and PIEP placed emphasis on Senior Officers visiting schools. The practice was perceived in relation to EFU to have two beneficial consequences. First it energised the field-level functionaries i.e contractors and second by ensuring that the high standards set are achieved. With regards to PIEP, supervision is seen as providing guidance and on the job support to teachers. The supervisory visits undertaken on a monthly basis by senior resource teachers provide an opportunity for DRTs to discuss their experience and exchange ideas on issues like subject knowledge and class handling. This peer review mechanism of routine discussions and review of the teaching/learning process by both the SRT and DRT (supervisor and field worker) increase the probability that mistakes are identified and corrected.

Interpersonal skills and Clinical Supervision

A significant feature that characterises the manner in which the DRT programme works, is its emphasis on the use of skills and techniques that bring about a task performance that in turn leads to a desired change. PIEP culture of good interpersonal skills that aim at establishing rapport between DRTs, SRTs and their client schools teachers

consciously takes cognisance of the fact that change and development are at best achieved through support provided by someone close at hand or a guide on the side and not ‘a sage on stage’.

The way DRTs operate during school visits by remaining conscious of the way they relate with the teacher (collegial relationship) seems to bring good results. Teachers are readier to accept innovations when approached collegially than when innovations are imposed on them.

The Homogeneity of Basotho as a nation and Community Support.

Lesotho is a relatively peaceful country where people can move about with relative ease and safety. This factor together with the homogeneous nature of the nation which is reflected mainly in the use of the same language: sesotho, has contributed hugely towards creating a conducive atmosphere for the successful implementation of both EFU and PIEP. Another related factor has been the co-operation from the main stakeholders at the education management level; the churches and community leaders whose participation has been

observable in the areas of provision of accommodation, general welfare and security and also in the case of DRTs, transportation means (horses for hire).

3.3 PROBLEMS

There have been problems however, encountered at various stages of the programmes. The main problematic areas in as far as EFU is concerned were at the community mobilization level, where the messages did not reach the communities and that resulted in unfinished buildings and those that were not completed on time. The problem of inaccessibility of certain areas as a result of the topography of our country affected in most cases, timely delivery of building material and furniture. During the needs assessment process, the problem of inaccurate data that is given by the schools, has delayed the selection process with the result that use of other verification instruments has had to be sought.

With regards to the DRT programme the biggest problem has been encountered in the frequent transfer of teachers in multi-standard teaching schools. The progress of the individual teacher supporter as well as the supported has been adversely affected by this situation. DRTs have had to deal with situations where every other year, they work with a new teacher who has to be guided afresh in dealing with multi-standard teaching schools.

This is still an area of concern, which one can only hope will be addressed by the coming in of the new Education Act which establishes clearly when and how transfers of teachers could be carried out.

5. WHAT WORKS IN AFRICA - VALUABLE LESSONS LEARNT

The experiences of PIEP and EFU constitute a breakthrough in the way they can now show what is worth doing and what is not, thereby charting the way forward for other countries that have suffered the same problems as ourselves.

The programmes can with confidence teach that in implementing any educational programme *mobilization of community* is of utmost importance. This area has routinely been recognized only as important in matters that relate to finances but experience has shown that community involvement in areas such as needs assessment, classroom instruction formulation of school mission statements has generated a *strong social commitment and sense of ownership that are important ingredients for sustainability*.

A key element that shows up in as far as management of these two programmes are concerned is that of localized services. Frequent contacts of field workers and their supervisors does not only ensure reviews and solutions of day to day problems but they give the much *needed on-the-job support which has been shown to be more effective in building capacity than spending money on higher qualifications or long initial training*.

It is also important to point out that the greatest lessons is that of taking cognisance of the interdependent nature of all those organizational elements that determine success. The success of EFU and PIEP seem to have derived from their management.

ACRONYMS

ADEA	Association for Development of Education in Africa
COSC	Cambridge Overseas School Certificate
ECD	Early Childhood Development
ADB	African Development Aid
JC	Junior Certificate
EFU	Education Facilities Unit
EU	European Union
ESDP	Education Sector Development Plan
GIS	Geographical Information System
GOL	Government of Lesotho
IDA	International Development Association
LEC	Lesotho College of Education
MOE	Ministry of Education
NUL	National University of Lesotho
PSLE	Primary School Leaving Examination
SNDP	Sixth National Development Plan
TVE	Technical and Vocational Education
USAID	United States of America International Development
PLC	Primary Lower Certificate
JC	Junior Certificate
GCE	General Certificate in Education
EV	Elementary Vernacular
UPGR	Upgrading

LIET 1	Lesotho In-service Education for Teachers
LPTC	Lesotho Primary Teachers' Certificate
PH	Primary Higher
APTC	Advanced primary Teachers Certificate
CPE	Certificate in Primary Education
ACP	Advanced College of Preceptors
STC	Secondary Teachers Certificate
PTC	Primary Teachers Certificate
DRT	District Resource Teachers
SRT	Senior Resource Teacher
PIEP	Primary In-service Education Programme
BANFES	Basic and Non-formal Education
CEO (Primary)	Chief Education Officer (Primary)
CIFS	Chief Inspector Field Services