

EFA 2000 ASSESSMENT REPORT

Name of country: Lesotho
National Assessment Co-ordinator: Ms Ntsebe Kokome
Assisted by: Ms Agnes Mothibeli

| | |
|---------------------|--|
| Address | |
| Mail address | Ministry of Education PO Box 47 MASERU |
| Telephone | (266) 324369 (266) 313628 |
| Fax | (266) 310562 |
| email | Primary @. Lesotho. Com |

Table of Contents

List of Acronyms

The EFA Review Process in Lesotho

PART I - BACKGROUND

1. Introduction
2. EFA Goals and Targets
3. EFA Strategies and/or Plan of Action
4. Major Decision-Making, Management and Co-operation in EFA
5. Main Events and Actions in Lesotho's Basic Education since 1990
6. Investment in EFA since 1990
7. Co-operation in EFA 1990-1999

PART II - ANALYTIC SECTIONS (Covering the decade 1990-1999)

8. Progress towards Goals and Targets
9. Effectiveness of the EFA Strategy, Plan and Programmes
10. Main Problems encountered and Anticipated
11. Public Awareness, Political and National Capacities
12. General Assessment of the progress

PART III - PROSPECTIVES

13. Early Childhood Care and Development
14. Universal Primary Education
15. Quality and Efficiency
16. Universal Education
17. Teacher Education
18. Technical and Vocational Education and Training (TVET)
19. Special Education
20. Life Skills

PART IV - ANNEXES

- Annex 1 - Cohort Analysis Table (Both Sexes)
- Annex 2 - Cohort Analysis Table (Males)
- Annex 3 - Cohort Analysis Table (Females)
- Annex 4 - EFA Assessment Technical Committee Members
- Annex 5 - References

ACRONYMS

| | |
|---------|--|
| AIR: | Apparent Intake Rate |
| BANFES: | Basic and Non Formal Education System |
| COSC: | Cambridge Overseas School Certificate |
| DRC: | District Resouce Centre |
| DRT: | District Resouce Teacher |
| DTEP: | Distance Teacher Education Programme |
| ECCD: | Early Childhood Care and Development |
| ECOL: | Examinations Council of Lesotho |
| EFA: | Education For All |
| ERT: | Evaluation, Research and Testing |
| ESDP: | Education Sector Development Plan |
| ERNESA: | Educational Research Network for Eastern and Southern Africa |
| GER: | Gross Enrolment Ratio |
| GNP: | Gross National Product |
| GOL: | Government of Lesotho |
| GPI: | Gender Parity Index |
| GTZ: | Gesellschaft fier Technische Zusammenarbeit |
| IDM | Institute of Development Management |
| ISCED: | International Standard Classification of Education |
| LANFE: | Lesotho Association for Non Formal Education |
| LCE: | Lesotho College of Education |
| LDTC: | Lesotho Distance Teaching Centre |
| LERA: | Lesotho Educational Research Association |
| LHDA: | Lesotho Highlands Development Authority |
| LHWP: | Lesotho Highlands Water Project |
| LIET: | Lesotho In-service Education for Teacher |
| LNFOOD: | Lesotho National Federation of Organisation of the Disabled |
| LPDCA: | Lesotho Preschool and Day Care Association |
| MOE: | Ministry of Education |
| NCC: | National Curriculum Committee |
| NCDC: | National Curriculum Development Center |
| NER: | Net Enrolment Ratio |

| | |
|---------|---|
| NIR: | Net Intake Rate |
| NGO: | Non-Governmental Organisation |
| NFE: | Non Formal Education |
| NTTC: | National Teacher Training College |
| NUL: | National University of Lesotho |
| PEP: | Primary Education Programme |
| PER: | Public Expenditure Review |
| PSLE: | Primary School Leaving Examination |
| PTR: | Pupil Teacher Ratio |
| RLAP: | Radio Language (English)Arts Programme |
| SADC: | Southern African Development Community |
| SSU: | School Supply Unit |
| TVE: | Technical and Vocational Education |
| TVET: | Technical and Vocational Education and Training |
| TVEB: | Technical and Vocational Education Board |
| UNESCO: | United Nations Educational Scientific and Cultural Organisation |
| UNICEF: | United Nations Children's Fund |
| UPE: | Universal Primary Education |

THE EFA REVIEW PROCESS IN LESOTHO

Assessment of the education sector in Lesotho has been conventional practice since the Education Sector Task Force's (1982) recommendation on the need for Government to develop and intensify structures for expansion of basic education in the country. As a matter of fact the Jomtien Declaration on assessment of EFA interestingly coincided with the 1991/92-1995/96 Education Sector Development Plan on Impact Assessment. The sector document outlines succinctly the targets, and strategies towards achievement of basic education for all as perceived by the different units/departments of the Ministry of Education. Perhaps this is explanatory of why the Ministry did not have an EFA Assessment Task Force as early as 1990.

The assessment process was undertaken by the Technical sub-committee which was constituted and later launched by the Principal Secretary in June and July 1999. Although the sub-committee by consent of the National Assessment Group was composed of Senior Officers and inspectors from the Ministry of Education, Ministry of Development Planning, the National University and some selected Non-Governmental Organizations, the actual assessment activity was undertaken by officers from the different basic-education-oriented units of the Ministry of Education. These Officers were assisted by researchers from the Lesotho Educational Research Association (LERA), the Faculty of Education and the Institute of Education of the National University.

Under the supervision of the National Coordinator who also happens to be Chief Education Officer for the Primary Education subsector, small task groups organized by field of specialization and interest collected data on each one of the six dimensions of basic education. The data collection and analysis activities were facilitated by the Planning Unit of the Ministry of Education through the expertise of the Senior Statistician and Planner. Documentary source review and analysis was the major data collection technique for the exercise. Interest groups consulted mutually within the Ministry through several progress report meetings. The first meeting was held in September 1999 to put together a national draft document for onward discussion at the Peer Review meeting in Harare.

Following the input from the Harare meeting, the Lesotho EFA document was yet to be intensively and extensively edited for final submission. To this end the editorial services of two consultants who also are members of the Technical sub-committee were solicited. The task involved further documentary source analysis and follow-up interviews with officers and other stakeholder groups concerned with Basic Education within and outside the Ministry. Despite its obvious problem, namely postponing constitution of a National EFA Assessment Task Force as early as 1990, the assessment process has been a very challenging and educative exercise on the part of all the parties that were involved. Basic Education is a policy-issue which Lesotho cannot afford to turn a blind eye and deaf ear to.

L.M. Matsoso and Pulane Lefoka
(Editors)

PART I - BACKGROUND

1.1 Introduction

Long before the World Declaration on Education for All in March 1990, in Jomtien, Thailand, Lesotho already embraced the idea of providing basic education to all her citizens. The past governments have always seen the social benefits of investing in people as a viable long term public investment. Thus the Jomtien initiative was just a reminder to the country to revive and galvanise its campaign to have basic education accessible to all. Hence, there have been considerable and varied institution and capacity building campaigns, right from the Ministry level down to school-level, intended to optimise the enrolment and retention of children in schools, and ensure their completion of the primary cycle. Perhaps what missed out then was the inclusion of some of the most needy groups of the nation namely, Early Childhood Care and Development, the disabled and Non- Formal Education groups such as the herdboys.

1.2 Conceptualisation of Education for All in the Lesotho Context

Already in 1982, the government of Lesotho, espoused the idea of human capital investment, particularly, investing in the primary education sector. Investing in primary school children was seen as a strategy of overcoming poverty and economic stagnation. The government formulated the following policies which have been articulated in the report of the Task Force of the Ministry of Education (1982:63).

Every Mosotho child should complete a seven-year primary course. This course should enable each child to acquire:

- an adequate standard of oral and written communication in Sesotho,
- basic skills of reading, writing and speaking in English as a basis for further learning.
- Knowledge and conduct related to standards of effective social living including personal and family health; as well as and participation in civic and social affairs.

It is clear from the foregoing that Lesotho saw primary education as a worthwhile public investment. The Education Sector Development Plan (ESDP) 1991/92-1995/96 once again confirmed the value of primary education in the development of the country, and highlighted the need for equal opportunities in the provision of primary education to all children. Another interesting feature of the plan under review is that it addresses the lack of relevance of the primary curriculum to occupational and social realities, and set out to revamp the system to be in step with the social and economic challenges of the country. The plan under review also targeted to redress the perennial problems of high dropout rates and repetition rates. Poor facilities, inadequate staffing in primary schools, high costs to government and parents were some areas of concern. In some of these problem areas the government has made some inroads as this report will reveal.

1.3 The Rationale for Education for All

It should be recalled that what triggered the world nations to ratify the World Declaration on Education for All was the realisation of the plight facing more than 100 million children worldwide, who had no access to primary education including at least 60 million girls, (UNESCO, 1994:1). The problems of functional illiteracy were seen as the antecedents of economic stagnation and decline, population explosion and widening economic disparities, to mention a few. These were, and still are, the major global challenges facing the world in general, and Lesotho in particular. Lesotho also ratified the convention on the rights of the child whose article 28, stipulates that States Parties recognise the right of the child to education, and with a view to achieving this right progressively and on the basis of equal opportunity, they shall, in particular:

- make primary education compulsory and available free to all.
- provide basic education which is very much on the agenda these days. This would be consistent with the recently signed protocol on Education and Training in the Southern African region for, Southern African Development Community (SADC), in which basic education featured strongly. As an example, the SADC (1997:8-9) article 5, states:

“ Member States hereby agree that in order to eradicate poverty each Member State shall strive to provide universal basic education providing for at least nine years of schooling”.

“Member States agree that where necessary and appropriate but without prejudice to the normal to admission requirements, socially disadvantaged groups shall be given special support in admission to basic education in order to balance access to education”.

Lesotho is thus to abide by the conventions such as this, to ensure the increased participation of children in primary education. Another factor is the global shift on emphasis from higher level education to primary education. The rationale for promoting equal opportunities is that education is an effective tool to fight poverty in which most developing countries are enmeshed. As noted earlier in this section, one of such measures against poverty is recognition of potential in all citizens, and all levels starting from and embracive of Early Childhood Development, the disabled and herdboys, which this report, among others addresses. The next section features the descriptive subsections of the EFA process in Lesotho.

2. EFA GOALS AND TARGETS

2.1 Expansion of Early Childhood Care and Development

The Early Childhood Development Programme in Lesotho was first among NGO women groups in the early 70's and 1972 specifically. Since that time, Early Childhood Centres enormously mushroomed to such an extent that the Lesotho Pre-school and Day Care Association (LPDCA) became the consequent organization. This organization played an active role in influencing the Lesotho Government to recognise ECCD.

The goals and targets of the Government of Lesotho about ECCD as an aspect of EFA are spelt out in the 1991/1992/1995/1996 Sector Plan. They among these include the specification that all children aged 2-5 years should be accessed to ECCD education by the year 2000. Moreover, the Government of Lesotho puts emphasis on the integration of children with special needs into regular ECCD centres, so that they can enjoy similar educational opportunities as others.

The Government of Lesotho as a signatory of the Jomtien Convention and later ratifying in 1992 (GOL/UNICEF 1995:23) perceived and facilitated expansion as follows:

- Establishment of the ECCD Unit within the Ministry
- Inclusion of ECCD in the recurrent budget
- Soliciting financial donor support for the activities of the unit
- Supporting evaluation of the different phases/activities of the unit
- Ensuring design and development of the ECCD national curriculum
- Facilitating ECCD policy formulation activities of the Unit.

It was therefore logical that the Lesotho Government in 1985 formerly absorbed the ECCD project; thus giving it a unit status within the Ministry of Education, a major and direct response to the Jomtien Declaration on Education for All through five years in advance of the Jomtien Declaration.

Although loosely defined, the specific aims of the Ministry of Education with respect to ECCD are to:

- Establish a national policy framework which will guide the expansion of ECCD coverage.
- Design an effective and age-appropriate national curriculum.
- Develop a training programme for ECCD trainers, teachers and care givers.
- Pilot test low cost, community-based programmes in two of the most disadvantaged districts (Part II-Analytic Sections covering the decade 1990 - 1991)

It seems from these targets that the Lesotho Government's commitment to ECCD has been target-oriented long before the Jomtien Declaration.

2.2 Universal Access and Completion of Primary Education by the Year 2000

Following the signing of the World Declaration on Education for All, Lesotho has made some considerable strides in moving towards the Jomtien objective.

The Education Sector Development Plan (ESDP) 1991/92-1995/96 of the Ministry of Education set out to achieve the following general goals and targets towards realising Universal Primary Education (UPE):

- Ensure that a complete primary education is available to all school-age Basotho children, so as to encourage the acquisition of permanent and functional literacy and numeracy as a foundation for further learning and effective living.
- Improve the quality of primary education, and increase efficiency to provide a sound basis for further expanding enrolment and allowing the achievement in the first decade of the 21st century of the 'Education for All' goal that 80 percent of children should complete primary education.
- Increase the low level of resources available to pupils in standard (grade)1-3, with the aim of bringing about substantial improvement in the quality and efficiency throughout both the primary and secondary school system.
- Integrate children with disabilities into the regular school system at all levels.

In 1997 the Government of Lesotho and UNICEF reviewed the goals and targets in a Master Plan of Operations for 1997-2001. The following new goals and targets were set:

- Increase in the enrolment of primary school-age boys from 64 percent to 80 percent and that of primary school-age girls from 76 percent to 80 percent by 2001.
- Increase in the primary school completion rate for boys from 26 percent to 50 percent for girls from 40 percent to 70 percent by 2001.
- Integration of 17,000 children with special needs into the mainstream of primary school education by 2001.

This was a milestone in a country whose education system has marginalised boys and the disabled for many decades.

2.3 Promotion of Learning Achievement

The responsibility of monitoring improvement in learning achievement in formal schooling falls under the National Curriculum Development Centre (NCDC) of the Ministry of Education (MOE).

Target:

Improvement of learning achievement such that an agreed percentage of an appropriate age cohort attains or surpasses a defined level of necessary learning achievement.

NCDC plan to extend the National assessment in all primary school subjects and grades by the year 2001. In the late 1980s the Evaluation, Research and Testing (ERT) section of NCDC produced tests for grades 1 to 3 while End-of-level tests were produced for grades 4 to 6. These were for the subjects: Sesotho, English and Mathematics. There were plans to extend to other subjects later on.

The skills checklists are tools to measure pupils achievement of each objective. The end-of-level tests were used by teachers as guidelines to draft their own tests. The activity was sponsored by Basic and Non-formal Education System (BANFES) Project.

2.4 Non-Formal Education

The 1991/92-1995/96 Education Sector Development Plan shows that the Government of Lesotho had committed herself to reducing the illiteracy rate by 50% by the year 2000. That required enrolling 250,000 illiterate persons within the next 6 years or more than 40,000 per year.

It also necessitated a significant expansion of non-formal education in a way which allowed co-ordination and strengthening of the existing governmental and non-governmental organizations.

The draft Non-Formal Education policy document development in 1998 addresses the expansion of NFE Programme through the following targets/goals:

- Co-ordination of Non-Formal Education Programmes in order to promote facilitation of systematic training of staff and supervision of operations of all Non-Formal Education institutions.
- Clarification of the role of the Lesotho Distant Teaching Centre and its relationship with other institutions and organizations in order to avoid duplication of services and overlaps; and to facilitate the sharing of resources.

- Integration of Non-Formal Education and Formal Education Programmes to promote exchange of learning/teaching materials between the two types of education systems and to ensure cost-effective use of learning materials and facilities.
- Training of Local NFE practitioners to ensure quality, efficiency and competency.
- Development and provision of learning materials in Sesotho for skills training programmes so that participants would have access to relevant occupational learning materials.
- Availability of repayable loans to NFE graduates to start their self-employment activities, thus alleviating unemployment problem.
- Establishment of NFE research unit that will develop a database on NFE Programmes, information and needs.

2.5 Expansion of Basic Education and Training in Other Essential Skills Required by the Youth and Adults

The development of Technical and Vocational Education in Lesotho as was observed as far back as 1982 by the Education Sector Task Force, depended mainly on the establishment of the Technical and Vocational Training Board. (Education Sector Survey Report, 1982:100). Accordingly and seemingly in response the government of Lesotho legislated the Lesotho Technical and Vocational Training Act in 1984. The necessary provisions including the establishment of the Technical and Vocational Education and Training (TVET) Board were effected operationally in 1987. According to the Education Sector Development Plan (1991/92-1995/96:47) the main aims/targets of the Board about TVET were to develop TVET as a key element in the development of the nation's industry, with a view to assist in creating local employment opportunities. Such an endeavour, it was believed, would alleviate the employment problems which continue to face the country as a result of the retrenchment of Basotho workers from the South African mines.

To this effect, the Government, through the Technical and Vocational Education Division (TVED) set the following targets/objectives:

- Strengthening TVET in tertiary institutions through upgrading and expanding existing facilities.
- Provision and improvement of industrial training through further development of training schemes in step with the TVET Act of 1984.
- Introduction of TVET at secondary school level through strengthening technical subjects and development of the national curriculum for post secondary institutions.
- Country-wide evaluation of secondary TVE and pre-vocational element of the general education system by reviewing the functioning of the TVE programme, its relevance, costs and benefits in relation to the broader secondary education objectives.

2.6 Promotion of Education for better living

The National Curriculum Development Centre (NCDC) is responsible for developing, implementing, monitoring and evaluating curriculum for the primary and the secondary education levels. The infusion of curriculum issues such as Environment, HIV/AIDS, Child Right, Nutrition and Health as part of the primary school curriculum was envisaged by NCDC as requiring teachers to built-in life skills in the teaching of these issues. Children needed to be exposed to situations where they would have to make choices, negotiate, weigh alternatives, emphasise and personalize problems so as to internalise their learning. In doing so, the following inter-related life skills would be promoted through the primary school curriculum: the building of self-esteem, cognitive skills and interpersonal skills.

3. EFA STRATEGIES AND/OR PLAN OF ACTION

Following the signing of the World Declaration on Education for All, Lesotho has made some considerable strides in moving towards the Jomtien objective. The Education Sector Development Plan (ESDP) 1991/92-1995/96 of the Ministry of Education (1992:40) highlighted that “the long term policy of the Ministry of Education is to ensure that a complete primary education is available to all school-age Basotho children, so as to encourage the acquisition of permanent and functional literacy and numeracy as a foundation for further learning and effective living”. Again this

reiterates the value which government places on primary education. One of the objectives of government as stated in the Sixth National Development Plan 1996/97-1998/99 was to achieve universal primary education and basic education to those who do not proceed to secondary schools as well as shepherds who are predominantly boy children. To this effect, the Government expected each subsector to develop relevant and effective strategies. Attempts by each subsector are reported below.

3.1 Promotion of Early Childhood Care and Development in Lesotho

ECCD education is a venture of the NGOs whose special interest is in promoting Early Childhood Care and Development. As earlier observed the Ministry of Education, through its establishment of the ECCD Unit within the existing structures in the 90s later committed herself through different but complementary strategies for promotion of ECCD as spelt out in the Education Sector Development Plan (1991/92-1995/96).

Mobilization of Communities about ECCD has been one of the major activities of the Ministry. A variety of implementation strategies was employed in this activity. These included rallies, mock graduations, public gatherings (lipitso), and the media.

Rallies and mock graduations have been and continue to be organised and held at area district as well as the national levels. Public gatherings however have served as an effective strategy to address problematic areas. Media in all forms has been handy in disseminating all ECCD-related information to the community. The value of all these strategies lies in the high level of community participation it promotes. Integral to community mobilization were activities related to promotion of community-based child care and education or parents.

Lesotho's progress report on EFA at a conference held on 20-23 February 1996 correctly indicated that the calibre of ECCD teachers' educational background differed so much that further training was difficult. As a response to this problem the Ministry of Education through the ECCD Unit has embarked on a vigorous in-service training programme for ECCD trainers and ECCD teachers. Some training is also offered for school committees and local authorities.

The ECCD Unit has developed a national curriculum whose uniqueness lies in the fact that it has been participatory (inclusive of input from ECCD stakeholders and training institutions such as Lesotho Agricultural College, the National Health Training and the National Teacher Training College).

The ECCD Curriculum content features the five/six developmental areas namely, the physical, intellectual, social, emotional and moral/spiritual. Currently the focus of the ECCD training activity is the holistic development of the child.

Another of Government's expectations of the ECCD Unit was the formulation of the ECCD policy. This, like the curriculum has been participatory in nature. The policy formulation strategy is consistent with the findings and recommendations of Lefoka and Matsoso study (1999). The study found that the training programme has resulted in a calibre of well trained ECCD National Trainers and teachers. Logically, the study strongly recommended that the ECCD Unit personnel should leave the training activity to the National trainers and the Area Resource Teacher so that they (ECCD Unit personnel) can focus on policy formulation.

The concept of decentralization of the ECCD in Lesotho, has been envisaged by the Ministry as involving the strengthening of the support services of a network of the district resource personnel.

In consistence with the Education Sector Development Plan (1991/92-1995/96) and through the support of agencies such as UNICEF, the ECCD Unit has been able to monitor and evaluate its programmes during the plan and EFA period.

3.2 Universal Access to, and Completion of Primary School by the Year 2000

The ESDP 1991/92-95/96 stipulated the following major reform strategies toward achieving Universal Primary Education:

- Reduction of overcrowding by providing additional facilities in the form of classrooms and

furniture; lowering the pupil-teacher ratio through the recruitment of more teachers; reducing the number of over-age and under-age pupils in the classrooms to alleviate congestion, and limiting repetition.

- Improving instructional quality by streamlining the curriculum, improving the supply of instructional materials, improving methods of assessment, and enhancing teacher skills through upgrading programmes and increased professional support to teachers.
- Improving educational and local-level school management by decentralising the Ministry of Education, establishing a strong field Inspectorate, and providing management training to school head teachers and school management committees.

One of the objectives of the Government as stated in Sixth National Development Plan 1996/97-1988/99 was to achieve universal primary education and basic education to those who do not proceed to secondary schools as well as to shepherds who are predominantly boy children. To this effect, the country set the following as some of the strategies:

- Improvement of learning conditions in primary schools by reducing levels of repetition and dropout, with the target that about 65 percent of children complete the primary cycle by the year 2000.
- Improvement of the schooling conditions and reduce class sizes, particularly for the lower classes and expand the teaching force and provide instructional materials and improved school facilities.

Some of the strategies envisaged under the Government of Lesotho and UNICEF's Master Plan of Operations for 1997-2001 include the following for Universal Primary Education.

- Increase in the number of community schools from seven to 300 by 2001.
- Maintenance of the standard of performance in the community schools in alignment with those in other primary schools throughout the plan period.
- Enabling 90 unqualified teachers in community schools to acquire a primary school

teaching qualification by 2001.

Ensuring that every primary school has at least one teacher with early learning specialisation skills in core subjects by 2001.

- Extending the national assessment programme to cover all primary school subjects from standards one to seven by 2001.
- Strengthening the operational activities of 1,742 advisory school committees by 2001.
- Extending the Mahlaseli Newsletter coverage from standard three to standard seven by 2001.
- Extending the Radio Language (English) Arts Programme (RLAP) from standards three to five by 2001.
- Increasing the number of primary schools that integrate children with special needs from 20 to 200 by 2001.
- Placing 300 trained teachers in 200 schools that integrate children with special needs by 2001.
- Enabling 200 primary schools to have facilities for children with special needs by 2001.

Included as one of the strategies is need for inclusion of ECCD into the mainstream of the Ministry of Education.

3.3 Promotion of Basic Education for Out of School Youth and Adults

The government of Lesotho committed herself to a fully literate society through the provision of basic and functional literacy. Developing integrated and community based programmes was seen as a strategy that was going to foster self sufficiency and ensure sustenance.

The Lesotho Distant Teaching Centre (LDTC) as a department of the Ministry facilitates the offering of post literacy and correspondence programmes, develops reading materials, provides income generation funds, broadens the range of subjects, improves record keeping for and monitoring of programmes and provides services to other organizations. This capacity in Lesotho was perceived and used as a strategy to promote basic education for out of school youth and adults.

Another strategy was to support and encourage non-governmental organizations to provide services similar to those that are facilitated by the Ministry through LDTC. This has been done through collaborating with the Lesotho Association for non-formal education(LANFE), NGO's and donor agencies in formulating the action plan. The action plan indicates the joint effort as aiming at:

- Providing basic education for 120,000 learners who have not been able to attend primary school or who have dropped out of school.
- Building the capacity of 60 community groups per annum and
- Establishing links between formal and non-formal education, and between governmental and non-governmental NFE organizations, and between church and state.

Literacy Campaigns and Geeble rallies are some of the promotion strategies which the Non-formal Education subsector has adopted through the Lesotho Distance Teaching Centre.

3.4 Strategies for Promotion of Technical and Vocational Education and Training in Lesotho

The Ministry of Education policy attaches high priority to development of technical and vocational education and training as a key element in the development of Basotho industry and assisting in the creation of local employment opportunities- thus ensuring the development of the modern sector of the economy. This way, government is attempting to address the problem of youth unemployment which has been a core of the problems that led to the training system being dysfunctional.

To this effect, the Ministry of Education through the 1991/92 1995/96 Education Sector Development Plan (p.147) stipulates Tertiary level vocational education and training, Industrial

training, as well as Secondary level technical and vocational education as the major areas around which promotion activities must revolve. Such strategies must among others be in the form of: (a) upgrading and expansion of the existing facilities at tertiary level, (b) further development of training schemes that are consistent with Lesotho's Technical and Vocational Training Act for the Industrial Training and © for the secondary level, an evaluation of the technical and pre-vocational element of the general education system. Such a strategy would be a review of the TVET programme for how it functions, "its relevance, costs and benefits in relation to the broader secondary education objectives".

In addition, the Ministry of Education-Lesotho, has, during the plan-period 1991-1999 focussed efforts and related activities on pre-vocational studies, apprenticeship and entrepreneurship. Teacher Education in Technical and Vocational Education has also been another area of focus.

3.5 Strategies for Promotion of Special Education

Since integrating Special Education into her structures the Ministry of Education has set specific areas on which promotion strategies must focus-during the 1991/92-1995/96 and beyond plan period. First are activities towards integration of the Special Education Programme into the main stream, but doing so mainly by strengthening the already existing structures of the Ministry of Education and raising awareness of the Ministry personnel and the public about people with special needs. Other and equally important strategies have been curriculum development and need for researching into the field of Special Education.

In turn these activities have necessitated other strategies such as identification of various forms of disabilities, setting up an urban itinerant for the visually impaired, development of instructional materials for teaching and in-service teacher training through donor support of international organizations such as Macmillan-Lesotho. The monitoring and evaluation of the Special Education Programme in Lesotho have been other promotion strategies.

4. MAJOR DECISION-MAKING, MANAGEMENT AND COOPERATION IN EFA

Although there was no “Special National EFA mechanism” except for the National EFA Assessment Group and the Technical Committee, the Government, through the Five Year Education Sector Development Plan (1991/92-1995/96) together with the Three Year rolling Development Plans seemed to have been in step with the Jomtien Declaration. Thus the implementation of the specifications has seemingly not been “too demanding”. Perhaps this has to do with the Ministry’s decision-making style. For instance the historical key feature of the Ministry of Education is that she acknowledged that she cannot accomplish her tasks single handedly. The Ministry recognises, identifies and subsequently involves other stakeholders and or institutions that can facilitate the accomplishment of education tasks. In practice therefore, the Ministry is fostering collaboration between herself and other major role players. It would seem reasonable therefore to posit that the Ministry of Education in Lesotho is not unilateral in her major decision-making across all subsectors.

This character of the Ministry of Education manifests itself in the form of some of the following major decisions arrived at for each subsector during the EFA decade.

With respect to major decisions about ECCD, it must be noted that most of these have included nationalization of the curriculum and inclusion of ten National Teacher Trainers in the Government payroll. Most of these decisions are made by the ECCD steering committee which is made up of representatives from the National University, the National Teacher Training College, the Ministries of Health and Agriculture and representatives of NGOs such as the Lesotho Pre-school and Day Care Association (LPDCA) - the founder of ECCD in Lesotho.

Decisions on Universal Primary Education as a sub-sector emanate from bodies such as the National Curriculum Committee (NCC) whose membership is drawn from the National University, the National Teacher Training College and the School Secretariats (Representatives from churches proprietors of schools), the National Health Training College, the Lesotho Agricultural College as well as the Lesotho Association of Teachers.

Decision on Promotion of Learning Achievements have benefited from the Ministry's cooperation and collaboration with USAID which in 1993 sponsored the Primary Education Project (PEP) where attainment tests were produced to replace end-of-level tests. The tests were produced to be used as checkpoints at two levels of grade 3 and grade 6. These were also meant to work as a prediction tool for performance at the end of primary schooling.

In a similar manner the Non-Formal Education Unit of the Ministry collaborates in decision-making with similar units within different ministries, institutions and or organizations in the country. The Lesotho Association of Non-Formal Education and the Lesotho Council of Non-Governmental Organization are some of the key role players in this regard.

The Technical and Vocational Education subsector unlike other subsectors which tend to rely on communities for decision-making operates through a TET Board whose membership is drawn from different industries and from all local Technical and Vocational Education institutions such as the Lerotholi Polytechnical School of Leribe, Leloaleng Technical School and others.

Decisions pertaining to Special Education emanate from workshops, conferences and the Special Education Unit based on the Ministry of Education philosophy to integrate children with special needs into the main stream of the education system.

The role of international donor agencies such as the Irish Government, GTZ, USAID and others in decision making processes in Basic Education does not go unnoticed. Their participation in committees set up to develop programme plans ensures implementation. UNICEF continually collaborates with the Ministry of Education in the different Basic Education dimensions, namely ECCD, NFE and Universal Primary Education (see the 1997-2000 GOL/UNICEF Master Plan of Operations and Programme Plan of Operation).

5. MAIN EVENTS AND ACTIONS IN LESOTHO'S BASIC EDUCATION SINCE 1990.

As earlier noted, for Lesotho the Jomtien Declaration coincided with the 1991/92-1995/96 Sector Development Plan period. During this period efforts of the Government to plan for, organize and

implement EFA-related activities/events within the Ministry and through the different subsectors have been complemented greatly through financial and professional support from the local stakeholders as well as international organizations/agencies. Thus major events in Basic Education in Lesotho will be appreciated in this context.

The ECCD Unit has, since the beginning of the decade been involved in the following major events and actions:

5.1 ECCD Major Events in the Education For All (EFA) since 1990

From 1985-1995 ECCD Programme operated as a project funded by the Bernard Van Leer Foundation.

From 1996 the Ministry of Education (MOE) took over. Since then the following are regarded as major events:

1. ECCD Curriculum (1997/98)

ECCD Curriculum was developed as a guiding tool to ECCD teachers and stakeholders.

2. Systematic Trainings from 1996 up to date

ECCD teachers are systematically in-service trained at different levels each year. For instance, there is one training for ECCD National Teacher Trainers conducted at the beginning of each year, which prepares them to in service both ECCD Area Resource Teachers and ECCD teachers. There is one in-service training for Area Resource Teachers per year and ten (10) workshops for ECCD teachers each year (one per district).

3. Evaluation of the impact of ECCD Training (1988/99)

NUL Consultancy Unit conducted a study to evaluate the impact of ECCD training on ECCD Programme in general.

4. Dissemination/Implementation of the curriculum (1998/99)

The curriculum was piloted, revised and published. It was then disseminated to the ECCD centres countrywide for implementation.

5. Partnership with American Peace Corps Office (1997 to date)

Upon MOE-ECCD request the Peace Corp Office has extended its services by attaching American Volunteers to ECCD Programme. The target is to have 10 volunteers (one per district) by the year 2000. At the moment there are six (6) of them serving in six (6) districts.

6. Collaboration with Line Ministries (1997)

ECCD is a multi sectoral service which requires a multi sectoral approach. Thus, Ministry through the ECCD Unit has collaborated with the ministries of Health, Agriculture, Local Government as well as the National Teacher Training College in the holistic development of a child.

7. ECCD Directory (1998/99)

The University Consultancy Unit is in the process of finalizing a study on ECCD Directory to update the ECCD statistics on the overall number of centres, teachers and children between ages 2-5 plus as well as facilities in the centres.

8. Policy Development

The Ministry has just completed a draft on ECCD policy which is pending approval and gazetting.

9. Decentralization of ECCD Staff (1999)

The Ministry has created ten (10) positions for National Teacher Trainers at district level. This will extend ECCD services to the communities, which in turn will extend and improve ECCD coverage and services.

10. Home Base Approach (2000)

As an acknowledgement of recommendations from the ECCD policy, the ECCD Unit is embarking on a Home Base approach which will be piloted in two villages of Maseru district in

2000. This alternative approach is intended to extend coverage of ECCD children from the current 13% to 20% by the year 2002.

5.2 For Universal Primary Education the plan period was characterized by the following main events:

- Construction of additional classrooms and offices 407 classrooms and 98 administration offices.
- Strengthening the services of the School Supply Unit (SSU) increasing the number of books per pupil from average of 3 at inception to 4 in standard 1 and 6 in standard 7.
- Revision and trial testing of the Primary Education Syllabus by the National Curriculum Development Centre (NCDC).
- Production of Attainment tests to replace end-of-level-tests as check points at grades 3 and 6.
- Infusion of curriculum issues incorporating life skills in the primary schools.

5.3 The Non-Formal Education sub-sector major events were:

- Creation of a position of an NFE inspector
- drafting of an NFE legislation
- Mobilization for the support of all sectors of society in various aspects of development.

- Undertaking a feasibility study to establish a radio channel exclusively dedicated to educational programmes.
- Recruitment and training of literacy tutors by pert institutions.
- Expanding literacy and post literacy programmes.

5.4 For Technical and Vocational Education and Training (TVET) the major events and actions during the EFA period included

- Creation of a position of a pre-vocational programme training officer.
- Placement of vocational interns in electrical and automotive engineering.
- Certification through Trade Testing and development of relevant tests for A-C.
- Open communication channels between TVET Unit and industry.
- Construction of a TVET headquarters through the support of Irish Aid.

Documentation was not available to confirm the projections on reviving an assistance fund for specific groups such as herdboys, street children, mineworkers, labourers and disadvantaged women.

As with Non-formal Education documentation was not available to confirm whether or not and the extent to which events towards achievement of objectives/goals for Special Education did actually occur. Some of the goals and objectives as spelt out in the 5th Sector Plan are development of the curriculum, in service programme for primary school teachers, and integration of the visually impaired into selected mainstream schools.

6. INVESTMENT IN EFA SINCE 1990

An understanding of Lesotho's main investments in EFA is in turn, conditional to the appreciation of the country's economic context.

Lesotho is a mountainous country of 30,355 square kilometers, entirely surrounded by the Republic of South Africa. The population of the country is over 2 million, with a growth rate of 2.6%. The country is classified as one of the world's poorest countries, "one of the world's 40 lowest-income economies - 93rd among 127 countries" (Ministry of Finance and Economic Planning, 1996/97).

The reason for Lesotho's low economic ranking is that the country has limited resource base, with water as the only major natural resource. The economic smallness and vulnerability of the country make it to be dependent on the economy of South Africa, hence Lesotho has a large proportion of its male labour force employed in South Africa gold and coal mines. The Lesotho Ministry of Finance and Economic Planning (1996) reports that an economic depression in the early 1990s came about as a cumulative result of job losses by mineworkers retrenched from gold mines in South Africa; poor harvest due to a prolonged drought and job losses from Lesotho Highlands Water Project (LHWP) as major construction works came to completion towards the end of phase 1A of the LHDA. Due to huge job losses, many parents could not afford the costs of sending their children to school.

Clearly, poverty and acute resultant unemployment are the main constraints to economic development in Lesotho. By implication, all government ministries must strive for the best they can to effectively service all development related goals and activities. In Lesotho scarcity of other resources leave the human resource as the major and probably the only investment focus for the government. It is logical therefore, that regardless of the economically constrained context she operates in, the government has increased the budget allocation to education to 25.3%, for the greater part of the current decade, with an annual increase of 4% maintained. Undoubtedly, the Lesotho Government is committed to investing in the human resource through the education sector. The Government continues to enjoy the support of the international donor community to this effect. In particular The World Bank, USAID, the Irish Government, EU and UNICEF are recognised. (Refer to Preface 1994,1995,1996 Triennial Report).

The ECCD sub-sector started as a project within the Ministry of Education and mainly funded by the Bernard Van Leer Foundation. With the phasing out of the project fund in 1995 and the Government of Lesotho formerly integrating ECCD within the structures of the Ministry of Education, the Unit (ECCD) has been invested in through a significantly increased budget to cover costs for the increased staff, facilities, training and other needs. The national curriculum document, the training of teachers and the draft policy document are some of the major investments in ECCD. The budget allocation breakdown for ECCD for the period 1996 to date is as presented below.

- 1996 - M244,524.42
- 1997 - M431,929.76
- 1998 - M409,172.21
- 1999 - M420,326.15

Universal Primary Education is yet another sub-sector that the Lesotho Government has invested in during the pre-millennium decade. On the overall the government with notable support from the international donor community has invested mainly on:

- Creation of additional posts for district level Education Officers
- Reduction of pupil-teacher ratio through increase in teaching grant
- Construction of new classrooms, and new district Education Resource Centres in all the ten districts as well as increase in pupils' textbook materials.

It seems from the NFE subsector that the Government continues to enjoy the support/assistance of the international donor. During the current decade UNICEF in particular has assisted the literacy campaigns, feeble rallies and printing of statistical materials as follows:

- 1992-1994 for M141,898.87
- 1995-1998 for M171,000.00
- 1997-1999 for M720,000.00

Changes in recurrent expenditure and as facilitated by increased budget have been realised in the form of increase in the subsidy for workbooks and other learning materials.

The Technical and Vocational Education Division of the Ministry of Education is a wide division embracing all technical and vocational education and related training (Ministry of Education and Manpower Development Triennial Report 1994, 1995 and 1996:77). To help the division realise its goals as spelt out under the TVET Act (No. 25 of 1984), the Government has received substantial assistance from the Irish Government and the World Bank. The major components funded under the Irish Aid Project were three special Technical Assistants, construction of the new TVET Headquarters, provision of facilities in the form of vehicles, equipment and furniture and counterpart staff development.

The World Bank's assistance was provided in the form of provision of technical assistance, facilities, equipment, staff development training for TVET institutions offering the new National Curriculum as well as research on TVET in Lesotho.

The Lesotho Government has long adopted the philosophy in accordance with the UN Declaration and recommendation on the rights of the disabled to education. To this effect the Ministry of Education in 1988/89 developed a policy guideline which is yet to receive government approval. As a subsector within the structures of the Ministry, Special Education is included in the recurrent budget. Consequently the Unit staff has grown from one in 1989/90 to five in 1998/99.

Another investment area within Special Education is in material development and training with a focus on the visually impaired group. Such investment has been in the form of translation of mainstream textbooks into brail.

7. COOPERATION IN EFA 1990-1999

As earlier observed in this report, there has not been "a special national EFA mechanism" in Lesotho. Technically it can be posited that the government through the Ministry has assumed such a status. Her efforts in EFA in the different subsectors to a large extent have been enhanced through her conscious collaboration and cooperation with international as well as local communities.

The administrative structure for ECCD in Lesotho is such that the ECCD Unit and the Lesotho Pre-school and Day Care Association (LPDCA) are the key players - with ECCD Unit overseeing expansion and maintenance of acceptable standards while LPDCA is an NGO whose aim is promotion of early child care and development. As explicitly documented, the two bodies must collaborate closely in the implementation of the ECCD endeavour (1997-2000 GOL/UNICEF Master Plan of Operations and Programme Plan of Operations p.92). In close consultation and collaboration with NGOs the ECCD Unit has been engaged in social mobilization and advocacy awareness campaigns, feasibility studies, rallies/drama information dissemination activities and others, all in the interest of promotion of ECCD.

Achievement of all these activities in turn depend on receptiveness and acceptance of the idea of ECCD by the community. The social mobilization activities have resulted in the communities appreciation of the ECCD. This is realised in cooperative activities the community participates in.

ECCD Unit's major activities such as development of the national curriculum document have necessitated among others her collaboration and cooperation with link partner institutions such as the National Teacher Training College, the National Health Training College and the Lesotho Agricultural College. The continued collaboration between ECCD Unit and donors such as UNICEF, the Bernard Van Leer Foundation and others has enabled the Ministry of Education to realize most of her projected goals in ECCD during the 1991/92-1995/96 plan period.

The media particularly radio has also enhanced information dissemination in ECCD. Clearly, promotion and expansion of ECCD in Lesotho during the pre-millennium decade, have among others benefited from the collaboration/cooperation efforts between the GOL and the community, media, link partner institutions and the donor community.

The primary education system in Lesotho is run by a tripartite partnership likened to a three-legged pot with the State, Christian churches and communities/parents making the major role players. While the churches own the majority of primary schools, the state through the MOE pays teachers salaries, supplies teaching materials and assists in the building of classrooms. Parents pay school fees which are used for the running costs of schools and to pay for supplementary teachers' salaries, building additional classrooms, and payment of book rental levies. UNICEF has been in close partnership with the state in defining and implementing the national EFA strategy and plans. Other international

donor agencies have assisted communities and individual schools in the provision of basic educational infrastructure.

The media, particularly Radio Lesotho, is another collaborative partner in the promotion of Universal Primary Education through the schools' Radio Language (English) Arts Programme.

Promotion of Non-Formal Education in Lesotho is provided by the Government through the Ministry of Education in close partnership with the Lesotho Association for Non-Formal Education (LANFE), the Migrant Labour Project, the Lesotho Girl Guides Association, Itjareng

Vocational Training Centre, the Lesotho Prison Services, Plenty Lesotho, Lesotho Electricity Cooperation and the Ithuseng Vocational Training Centre. All these collaborate mainly through provision of literacy programmes.

International donor agencies namely UNICEF, World Bank, and the Lesotho Federation for democratic Union, have become close partners in providing support for NFE policy formulation and implementation, as well as community development activities.

TVET cooperates closely with GTZ, Irish Government, World Bank, the Industry and the Technical Institutes in the country on policy and curriculum and related TVET matters. Special Education cooperates mainly with the donor community and non-governmental organizations such as the Lesotho National Federation of Organizations of the Disabled (LNFOD).

The observations pertinent to each one of the topics in this section suggest invariably the commitment of the Lesotho Government to expansion of basic education.

PART II - ANALYTIC SECTIONS (covering the decade 1990-1999)

8. PROGRESS TOWARDS GOALS AND TARGETS

This section focuses on the outcomes of the data collection based on the set of core 18 indicators as outlined in the "Technical Guidelines." It forms the basis of the general assessment of progress made since 1990 towards achieving the national long-term goals on the "six target dimensions" as laid out by national authorities in 1990 during the Jomtien World Conference on "Education for all by the year 2000". The target dimensions are as follows:

- Expansion of early childhood care and development activities;
- Universal access to, and completion of, primary education by the year 2000;
- Improvement in learning achievement;
- Reduction of the adult illiteracy rate, especially the disparity between male and female illiteracy rates;
- Expansion of basic education and training in other essential skills required by youth and adults, and
- Increased acquisition of knowledge, skills and values required for better living.

After the 1990 World Conference on Education for All, the Government of Lesotho (GOL) launched the Education Sector Development Plan (ESDP) for the period from 1991/92-1995/96. The plan coincided with the Fifth National Development Plan period (1991-1996) and addressed the entire spectrum of the education system. In particular, but without prejudice to other collaborating subsectors, the plan focussed on investing in the development of human resources.

Investments in basic education and technical training specifically, were perceived to ensure that Lesotho would sustain the economy by both meeting the needs of the local labour market and providing Basotho with the skills required for better living.

The Government Of Lesotho made significant improvements in the education sector during the implementation of the Education Sector Development Plan. A summary description of the achievements is outlined below:

8.1 Primary and Secondary Education

8.1.1 Sector Financing and Expenditures

The Government Of Lesotho maintained the 4% annual real increase on the Education budget. The cost centre based budgeting introduced during the plan period produced good results and was maintained throughout the period.

8.1.2 School Management

The introduction of District Resource Teachers (DRTs), who assist inspectors on school management and supervision, significantly improved the MOEs management capacity. During the plan period, the MOE hired 39 additional Inspectors and 78 DRTs.

8.1.3 Quality and Efficiency Improvements

Through the hiring of 260 primary school teachers annually, 70% of whom were assigned to grades 1-3, the MOE reduced the pupil teacher ratio from 54:1 in 1991 to 49:1 in 1996. This led to some improvements towards realizing the official pupil:teacher ratio policy of 40:1.

The MOE developed and implemented Terms of Reference for the National Curriculum Committee (NCC). In addition, revised timetables and syllabi were drawn up and are now being pilot tested. Although both Policy Framework on Curriculum and Assessment for Basic Education were formulated and adopted, there is need to link curriculum with examinations.

The use of birth certificates and clinical cards for entrance into primary schools helped eradicate under-age primary enrolment. A three-year campaign aimed at informing parents of the cost of over-age and under-age enrolment was conducted and produced positive responses from schools and parents.

The MOE implemented a policy of limiting repetition rates at the primary level. Success in this area is largely attributed to reforms in curriculum and improved distribution of instructional materials.

The MOE built 1,094 new primary classrooms, renovated 49 classrooms, and supplied furniture. It also developed a classroom inspection tool through a programme of “Effecting School Change” which aims at matching teaching/learning objectives with pupils’ expectations. While this provided an expanded access to schooling, it also reduced the number of pupils without desks and improved the general quality of teaching and learning.

Inspections of approximately 200 high schools were conducted by the MOE, focusing on school administration and management. Most of the recommendations based on the findings of the inspections have been implemented and improvements in examination results realised.

The MOE raised the status and conditions of the teaching profession by placing the terms and conditions of service for teachers at par with those of civil servants. It also created and operationalised the Teaching Service Commission. A close analysis of EFA under each dimension forms the focus of this part of the report.

8.2 Early Childhood Care and Development (ECCD)

According to the adapted International Standard Classification of Education (ISCED) as revised in 1997 (ISCED 97), Early Childhood Care and Development (ECCD) is classified as “Education at level 0”. There are other five distinct levels of education, namely: Level 1, Level 2, Level 3, Level 4 and Level 5 corresponding, respectively to, primary education, lower secondary education, upper secondary education, post secondary, non-tertiary education and the university education.

Table 1 shows an increase of 3 percent in the number of ECCD centres from 1530 in 1997 to 1578 in 1998. This is compared to the increase of 108 percent envisaged at the beginning of the plan period (1996-1999) and the increase of 3 percent is quite small.

The reasons for the small increase are many and varied. Some of the reasons are that many parents in the villages do not apportion much importance to ECCD. Attendance at ECCD is not compulsory; and it is not a prerequisite for admission in primary schools. So parents feel that they should keep their children in the warmth of their homes right up to the age of five, without having to worry about waking them up early, washing them, preparing lunch boxes for them and walking them to school. If they remain at home, the children are available for small household chores such as herding calves by boys and tending younger siblings by girls. Parents also save themselves from the fairly sizeable costs involved, and from the hassles of frequent meetings and obligations demanded of them.

Table 1 also shows a 2.7 percent increase in the number of pupils enrolled in ECCD centres. The number increased from 35,124 in 1997 to 36,079 in 1998. There were 16,617 boys and 19,063 girls. Meanwhile, the number of ECCD teachers, all of whom were female teachers, increased by 3 percent; from 1912 in 1997 to 1970 in 1998. In a majority of cases, there was one teacher in each centre. Naturally, the problem that prevents an increase in the number of centres, applies for the number of teachers.

8.3 Universal Access to, and completion of Primary education

Primary education (Education at the first level) has a cycle of seven years, beginning with the first grade. The seven yearly stages are designated standards 1 through 7. The official primary school age population is 6 to 12 years. Programmes here are intended for basic education in reading, and writing in English and Sesotho (the mother tongue); and mathematics along with an elementary introduction to other subjects such as science and social studies.

Education at Level O is also known as the Pre-Primary Education. It provides Early Childhood Care and Development. The extent to which it is provided is significantly very small in Lesotho. In some parts of the country, it is still a new phenomenon while in some areas it does not exist at all. That way, there is no formal system of ECCD in Lesotho.

Where it is provided, it usually begins at the age of three and lasts for three years. Programmes are intended primarily to introduce young children to a school-type environment, to provide care and education, that is, appreciation skills and value sharing to children. These programmes are run by private centres established by local communities, private individuals, NGOs and some church groups.

In relation to other levels of education as prescribed by ISCED'97, ECCD is still undeveloped. In Lesotho the MOE has not yet established a database from which any meaningful statistical indicators can be drawn. There is no doubt, however, that a great deal of group work is being done in creating the necessary environment for strengthening the existing facilities and mobilising resources for the development of ECCD. The national Policy Document on ECCD produced recently (1999) and the Directory of ECCD centres in Lesotho published recently (July 1999), both with the assistance of UNICEF; are big a step forward in the direction of ECCD development. *Table 1* is indicative of the positive efforts being done to bring ECCD to recognition.

Table 1 - Number of ECCD Centres, Pupils and Teachers, 1997 and 1998

| District: | Number of Centres | 1997 | | | Number of Teachers | Number of Centres | 1998 | | | Number of Teachers |
|---------------|-------------------|-------|--------|-------|--------------------|-------------------|-------|--------|-------|--------------------|
| | | Male | Female | Total | | | Male | Female | Total | |
| Butha-Butha | 193 | 1741 | 1740 | 3481 | 249 | 199 | 1793 | 1792 | 3585 | 256 |
| Leribe | 389 | 4437 | 5082 | 9519 | 522 | 401 | 4570 | 5234 | 9804 | 538 |
| Berea | 197 | 1808 | 1925 | 3733 | 244 | 204 | 1762 | 1983 | 3745 | 251 |
| Maseru | 156 | 2155 | 2437 | 4592 | 234 | 161 | 2220 | 2510 | 4730 | 241 |
| Mafeteng | 264 | 2361 | 3191 | 6152 | 285 | 272 | 3050 | 3287 | 6337 | 294 |
| Mthale's Hbak | 99 | 1398 | 1557 | 2955 | 129 | 102 | 1440 | 1604 | 3044 | 133 |
| Quthing | 60 | 537 | 688 | 1230 | 72 | 62 | 563 | 714 | 1267 | 74 |
| Qochals Nek | 48 | 623 | 640 | 1263 | 52 | 49 | 642 | 669 | 1301 | 54 |
| Mkhodong | 89 | 735 | 888 | 1623 | 91 | 92 | 757 | 915 | 1672 | 94 |
| Thaba-Tseka | 35 | 222 | 354 | 576 | 34 | 36 | 229 | 365 | 594 | 35 |
| Lesotho | 1530 | 16617 | 18507 | 35124 | 1912 | 1578 | 17016 | 19063 | 36079 | 1970 |

Source: Mid-term review on basic education and training:

Submitted by IDM to UNICEF

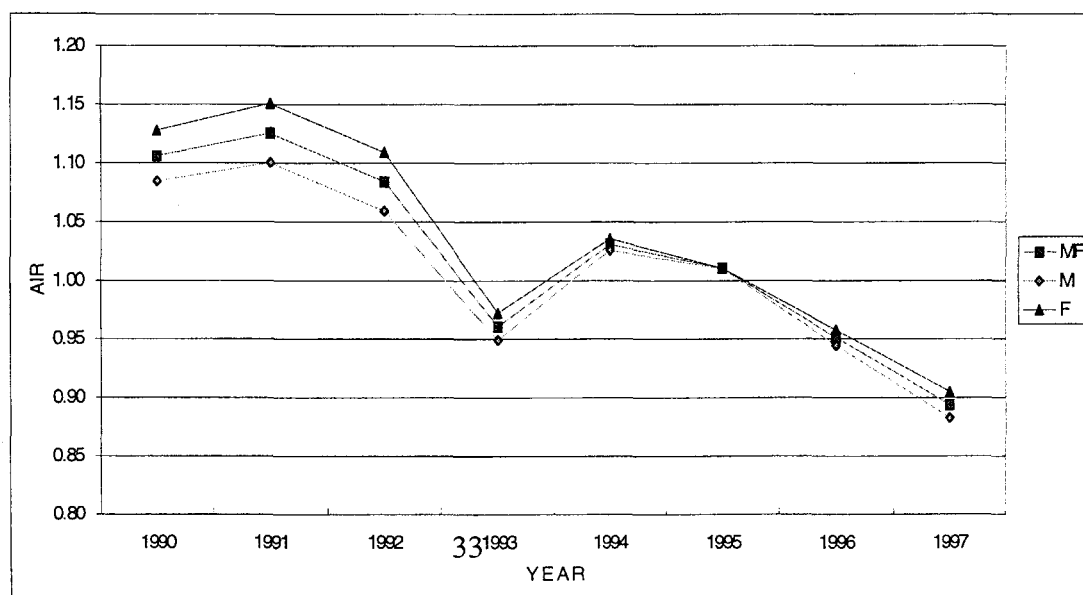
Apparent Intake Rate (AIR) in primary education

In general, intake rates show the extent to which the educational system is able to absorb the school-age children entering primary school for the first time. The Apparent Intake Rate (AIR) in particular compares the number of new entrants (irrespective of age) to a level of education, in this case primary education, with the population of the prescribed entry age which is the six-year old population in the case of Lesotho. To this end, AIR concerns itself with all pupils entering school for the first time, in relation to the population of the prescribed entry age. It is in this light that AIR is an indicator of access to primary education, and therefore an important indicator to assess one of the goals set out for EFA 2000.

Table 1 (a) - Evolution of the Apparent Intake Rate (AIR) by Gender

| Sex | Year: | | | | | | | |
|-----|-------|------|------|------|------|------|------|------|
| | 1990 | 1991 | 1992 | 1993 | 1994 | 1995 | 1996 | 1997 |
| MF | 1.11 | 1.13 | 1.08 | 0.96 | 1.03 | 1.01 | 0.95 | 0.89 |
| M | 1.08 | 1.10 | 1.06 | 0.95 | 1.03 | 1.01 | 0.94 | 0.88 |
| F | 1.13 | 1.15 | 1.11 | 0.97 | 1.04 | 1.01 | 0.96 | 0.91 |
| FM | 1.04 | 1.05 | 1.05 | 1.02 | 1.01 | 1.00 | 1.01 | 1.02 |

Figure 1(a) - Evolution of Apparent Intake Rate, 1990 - 1997



According to Table 1 (a) and Figure 1 (a) presented above, the level of AIR at the base year 1990 stood at 1.11, well above 100% indicating a high level of access to primary education. But the level of AIR during the period 1992 to 1997 has been gradually declining, particularly in 1993 and 1997 when it dropped to 0.96 and 0.89 respectively. This decline could be the result of a massive information campaign that the MOE has lately launched that recommends that only pupils of six years of age should be admitted into the first grade of primary education. Before the age of six, children should remain in ECCD centres. This policy initiative is meant to reduce overcrowding that has become a major problem in primary schools in the country.

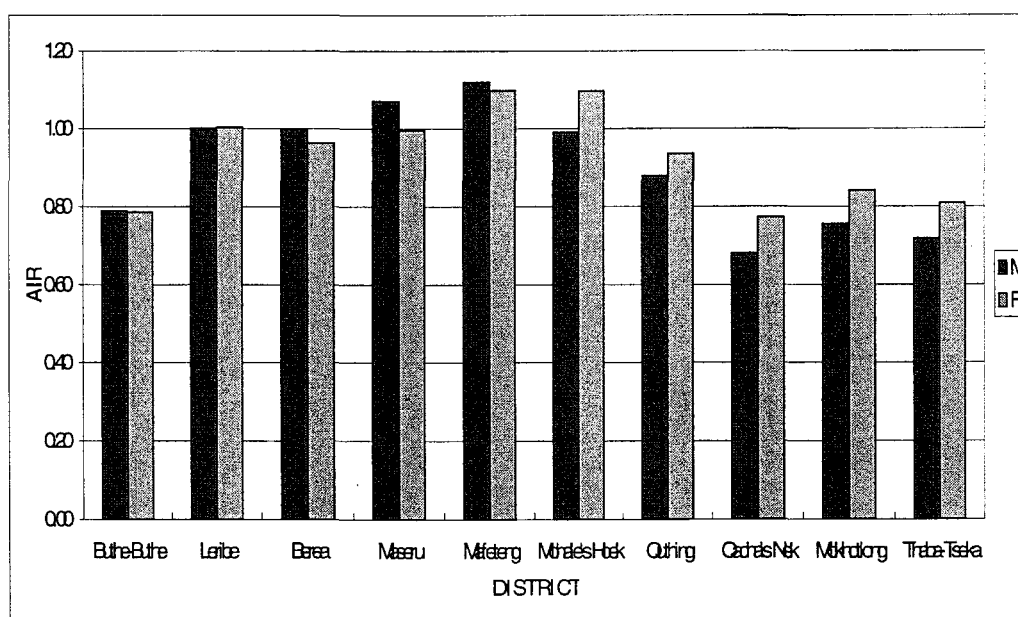
In terms of what the Ministry of Education set out to do in the Education Sector Development Plan 1 (1991/92-1995/96), namely to expand access to primary education, the level of AIR maintained throughout the period has been fairly good in that it has fluctuated around unity throughout the period. But at the beginning of the period (1990-1992), AIR for females stayed more prominent than that for males, hence the Gender Parity Index (GPI) stayed constant at around 1.05. From the beginning of 1994 to date, AIR for males caught up with AIR for females and hence the resulting GPI at the level around UNITY.

One limitation posed by AIR is that it is not age-specific when it refers to the new entrants into grade 1. It is difficult therefore to advance any conclusions regarding the magnitude of the problem of those who are not in the system at any given time.

**Table 1(b) - Evolution of AIR by Geographical Location
(District) and by Gender**

| District: | 1990 | | | | 1996 | | | |
|---------------|---------------------------------|------|------|--------------|---------------------------------|------|------|--------------|
| | Apparent Intake Rate in Grade 1 | | | Parity Index | Apparent Intake Rate in Grade 1 | | | Parity Index |
| | MF | M | F | F/M | MF | M | F | F/M |
| Buthe-Buthe | | | | | 0.79 | 0.79 | 0.79 | 1.00 |
| Leribe | | | | | 1.00 | 1.00 | 1.00 | 1.00 |
| Berea | | | | | 0.98 | 1.00 | 0.96 | 0.97 |
| Maseru | | | | | 1.03 | 1.07 | 1.00 | 0.93 |
| Mafeteng | | | | | 1.11 | 1.12 | 1.10 | 0.98 |
| Mohale's Hoek | | | | | 1.04 | 0.99 | 1.10 | 1.11 |
| Quthing | | | | | 0.91 | 0.88 | 0.94 | 1.06 |
| Qacha's Nek | | | | | 0.73 | 0.68 | 0.77 | 1.14 |
| Mokhotlong | | | | | 0.80 | 0.76 | 0.84 | 1.11 |
| Thaba-Tseka | | | | | 0.76 | 0.72 | 0.81 | 1.13 |
| Total | 1.11 | 1.08 | 1.13 | 1.04 | 0.95 | 0.94 | 0.96 | 1.01 |

Figure 1(b) - AIR by District and Gender, 1996



There was no significant difference between males and females rate of admission into primary education in 1996. However, the districts of Mophale's Hoek, Quthing, Qacha's Nek, Mokhotlong and Thaba-Tseka have recorded higher intake rates for females than the rest of the other districts. In these districts, which are largely rural and mountainous, most girls go to school while their male counterparts look after the cattle as herdboys.

Lesotho has a long history of female domination in education. But this phenomenon is gradually fading away. For example, the Gender Parity Index of 1.04 observed in 1990 compares better with that of 1.01 observed in 1996.

8.3.1 Net Intake Rate (NIR)

Given the limitation of the AIR, namely that it does not provide information on the age distribution of new entrants, we cannot assess the problem of late entrance, that is, the general age-spread in Grade 1 and their implications for subsequent grades. A more refined indicator of access to education is the Net Intake Rate (NIR). NIR refers to the proportion of new entrants in primary education, aged six in the case of Lesotho, to the population of the same age. Countries aiming to universalize primary education will seek to enrol all children at the official school entrance age. Thus NIR is a measure of progress towards achieving universal primary education (UPE).

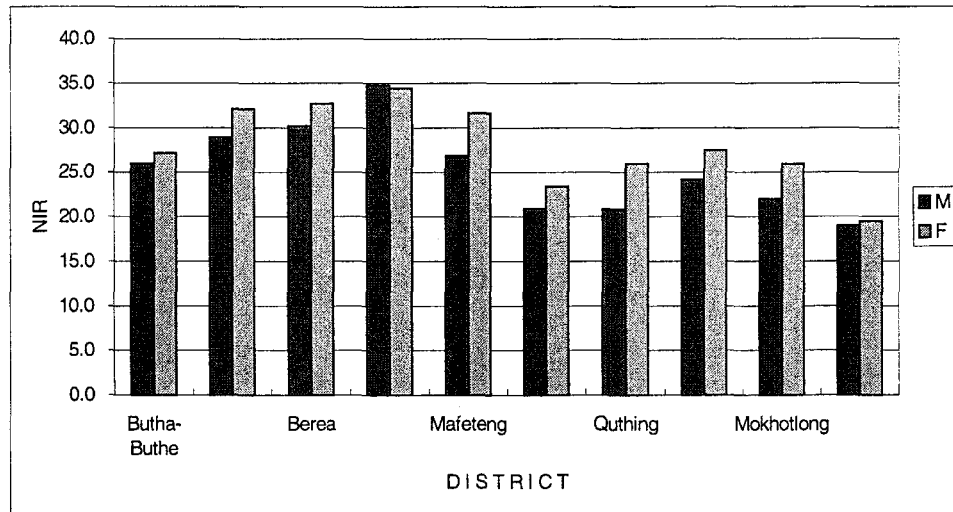
Table 2 (a) - Evolution of Net Intake Rate by Gender, 1990-1997

| Sex | Years | | | | | | | |
|------|-------|------|------|------|------|------|------|------|
| | 1990 | 1991 | 1992 | 1993 | 1994 | 1995 | 1996 | 1997 |
| Both | 33.4 | 35.1 | 33.2 | 26.9 | 31.3 | 24.6 | 28.0 | 24.5 |
| M | 30.8 | 32.5 | 30.6 | 24.9 | 29.1 | 23.9 | 26.9 | 22.8 |
| F | 36.0 | 37.8 | 35.9 | 28.8 | 33.5 | 25.4 | 29.3 | 26.2 |
| FM | 1.2 | 1.2 | 1.2 | 1.2 | 1.2 | 1.1 | 1.1 | 1.1 |

Table 2 (b) - Evolution of NIR By District and by Gender

| District: | 1990 | | | | 1996 | | | |
|----------------|----------------------------|-------------|--------------|------------|-----------------------|-------------|--------------|------------|
| | Net intake rate in Grade 1 | | Parity Index | | Net Intake in Grade 1 | | Parity Index | |
| | MF | M | F | F/M | M/F | M | F | F/M |
| Butha-Buthe | | | | | 26.6 | 26.0 | 27.2 | 1.0 |
| Leribe | | | | | 30.5 | 28.9 | 32.1 | 1.1 |
| Berea | | | | | 31.4 | 30.2 | 32.7 | 1.1 |
| Maseru | | | | | 34.6 | 34.8 | 34.5 | 1.0 |
| Mafeteng | | | | | 29.2 | 26.9 | 31.6 | 1.2 |
| Mohale's Hoek | | | | | 22.2 | 20.9 | 23.4 | 1.1 |
| Quthing | | | | | 23.4 | 20.9 | 26.0 | 1.2 |
| Qacha's Nek | | | | | 25.8 | 24.2 | 27.5 | 1.1 |
| Mokhotlong | | | | | 23.9 | 22.0 | 25.9 | 1.2 |
| Thaba-Tseka | | | | | 19.2 | 19.0 | 19.5 | 1.0 |
| Lesotho | 33.4 | 30.8 | 36.0 | 1.2 | 28.0 | 26.9 | 29.3 | 1.1 |

Figure 2 (a) - Evolution of NIR by District and Gender



The NIR has varied from the current lowest level of 24.5 percent to the highest levels of 33.4 percent and 35.1 percent recorded at the beginning of the decade that is, in 1990 and 1991, respectively. On the whole, analysis shows that only small proportions of pupils enter the first grade of primary

schooling at the official age of six. This means that the majority of pupils enrolled in grade one, and consequently in all other grades, are either overage or underage. The problem of under-age and over-age admission into primary schooling is more pronounced in remote and mountainous districts of Mophale's Hoek, Quthing, Qacha's Nek, Mokhotlong and Thaba-Tseka. Meanwhile the adopted strategy, that of reducing overcrowding in primary schools, is to restrict enrolment of underage and limit the overage pupils in grade one. Clearly this is an indicator for reduction of overcrowded primary school classrooms.

8.3.2 Gross Enrolment Ratio (GER)

The gross enrolment (GER) in primary education is the proportion of the total enrolment, regardless of age, to the population which, according to the official national regulations, should be enrolled in primary schools. The official primary school age population in Lesotho is age group 6-12 years. The GER is widely used to show the general level of participation in, and capacity of, primary education. In this sense, it is a measure of the country's coverage of the student population at any particular level of education. In many instances, it is used in place of the net enrolment ratio (NER) when data on enrolment by single years of age are not available. It can also be used together with the net enrolment ratio to measure the extent of over-aged and under-aged enrolment. Tables 3 (a) up to 3 (e) present the picture.

Table 3 (a) - Trends in total enrolment by gender, 1990-1997

| Sex | Years: | | | | | | | |
|-----|--------|--------|--------|--------|--------|--------|--------|--------|
| | 1990 | 1991 | 1992 | 1993 | 1994 | 1995 | 1996 | 1997 |
| MF | 351652 | 361144 | 362657 | 354275 | 366569 | 378011 | 374628 | 368895 |
| M | 159199 | 163428 | 166499 | 164704 | 172570 | 179407 | 178481 | 177414 |
| F | 192453 | 197716 | 196158 | 189571 | 193999 | 198604 | 196147 | 191481 |
| F/M | 1.21 | 1.21 | 1.18 | 1.15 | 1.12 | 1.11 | 1.10 | 1.08 |

**Table 3 (b) - Comparison of the Average Annual Growth Rates
of Total Enrolment and that of the School-age Population**

| 1990 - 1997 | | |
|-------------|----------------------|-------------------------|
| Sex | Pop 6-12 Yrs % | Total Enrolment % |
| MF | 2.4 | 0.5 |
| M | 2.5 | 1.1 |
| F | 2.4 | -0.1 |

Table 3 (c) - Evolution of GER by gender, 1990-1997

| Sex: | Year: | | | | | | | |
|------|-------|------|------|------|------|------|------|------|
| | 1990 | 1991 | 1992 | 1993 | 1994 | 1995 | 1996 | 1997 |
| MF | 1.14 | 1.14 | 1.12 | 1.06 | 1.06 | 1.05 | 0.97 | 0.94 |
| M | 1.02 | 1.03 | 1.02 | 0.98 | 0.99 | 0.99 | 0.91 | 0.96 |
| F | 1.26 | 1.26 | 1.22 | 1.14 | 1.12 | 1.11 | 1.03 | 0.92 |
| F/M | 1.23 | 1.23 | 1.20 | 1.17 | 1.14 | 1.12 | 1.13 | 0.95 |

Figure 3 (a) - Evolution of GER by gender, 1990 - 1997

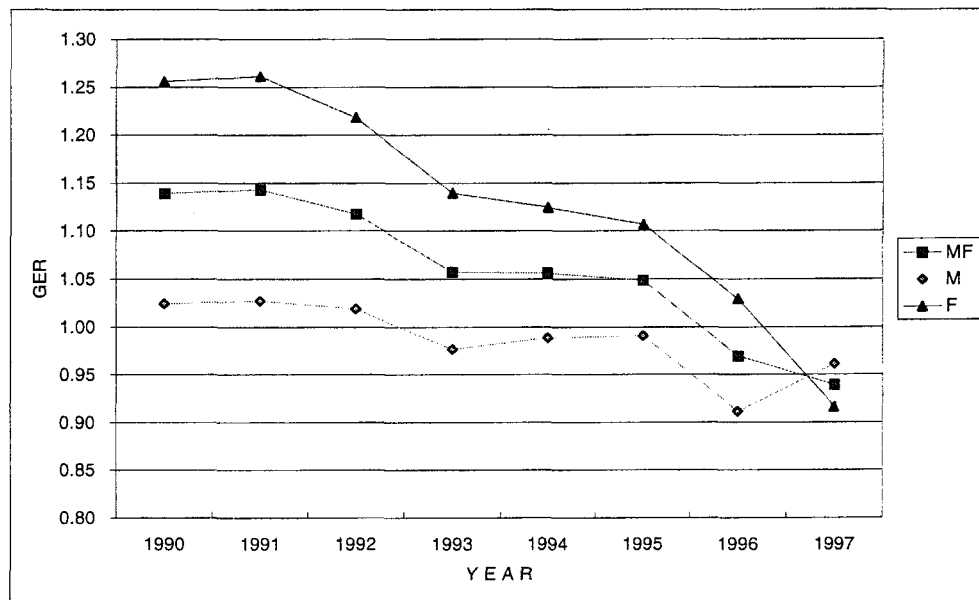


Table 3 (d) -Trends in Enrolment by District and by gender

| District: | 1990 Enrolment | | | 1997 Enrolment | | |
|----------------|-------------------|---------------|-------------|-------------------|---------------|-------------|
| | MF | F | % F | MF | F | % F |
| Butha-Buthe | 24868 | 13084 | 52.6 | 24530 | 12277 | 50.0 |
| Leribe | 61052 | 31832 | 52.1 | 63870 | 31788 | 49.8 |
| Berea | 47229 | 24437 | 51.7 | 47919 | 23608 | 49.3 |
| Maseru | 72114 | 38082 | 52.8 | 75100 | 38087 | 50.7 |
| Mafeteng | 42373 | 23865 | 56.3 | 45645 | 23717 | 52.0 |
| Mohale's Hoek | 33709 | 19380 | 57.5 | 34291 | 18511 | 54.0 |
| Quthing | 22530 | 12715 | 56.4 | 24310 | 13135 | 54.0 |
| Qacha's Nek | 13942 | 7900 | 56.7 | 15452 | 8500 | 55.0 |
| Mokhotlong | 15075 | 9312 | 61.8 | 15790 | 9063 | 57.4 |
| Thaba-Tseka | 18760 | 11846 | 63.1 | 21988 | 12795 | 58.2 |
| Lesotho | 351652 | 192453 | 54.7 | 368895 | 191481 | 51.9 |

Table 3(e) - Trends in enrolment by district and by type of institution

| District: | 1990 | | 1997 | |
|----------------|---------------|-----------------|---------------|-----------------|
| | Enrolment | % Govt. & Comm. | Enrolment | % Govt. & Comm. |
| Butha-Buthe | 24868 | .... | 24530 | 2.5 |
| Leribe | 61052 | .... | 63870 | 2.2 |
| Berea | 47229 | .... | 47916 | 2.6 |
| Maseru | 72114 | .... | 75100 | 7.7 |
| Mafeteng | 42373 | .... | 45645 | 1.3 |
| Mohale's Hoek | 33709 | .... | 34291 | 1.6 |
| Quthing | 22530 | .... | 24310 | 0.0 |
| Qacha's Nek | 13942 | .... | 15452 | 0.0 |
| Mokhotlong | 15075 | .... | 15790 | 0.0 |
| Thaba-Tseka | 18760 | .... | 21988 | 2.1 |
| Lesotho | 351652 | 1.7 | 368892 | 2.9 |

Table 3(f) - Evolution of GER by district and gender

| District: | 1990 | | | | 1996 | | | |
|----------------|-----------------------|-------------|--------------|-------------|-----------------------|-------------|--------------|------------|
| | Gross Enrolment Ratio | | Parity index | | Gross Enrolment Ratio | | Parity index | |
| | MF | M | F | F/M | MF | M | F | F/M |
| Butha-Buthe | | | | | 0.95 | 0.93 | 0.97 | 1.0 |
| Leribe | | | | | 1.05 | 1.04 | 1.07 | 1.0 |
| Berea | | | | | 0.99 | 0.98 | 1.01 | 1.0 |
| Maseru | | | | | 1.02 | 0.98 | 1.05 | 1.1 |
| Mafeteng | | | | | 1.07 | 1.00 | 1.14 | 1.1 |
| Mohale's Hoek | | | | | 0.95 | 0.85 | 1.06 | 1.2 |
| Quthing | | | | | 0.89 | 0.80 | 0.97 | 1.2 |
| Qacha's Nek | | | | | 0.89 | 0.79 | 0.98 | 1.2 |
| Mokhotlong | | | | | 0.80 | 0.66 | 0.95 | 1.4 |
| Thaba-Tseka | | | | | 0.77 | 0.63 | 0.92 | 1.5 |
| Lesotho | 1.14 | 1.02 | 1.26 | 1.23 | 0.97 | 0.91 | 1.03 | 1.1 |

GER observed throughout the period under review are generally very high; over 100 percent (see Table 3(c)). The GER for both sexes have declined, from slightly over 100 percent in 1993 to the current levels of slightly below 100 percent. Similarly, the gap between males and females was very high at the beginning of the decade *figure 3 (a)*; but it has been closing gradually. At the current level, the gap was significant. Analysed by geographical location, GER show lower participation rates in the remote and mountain districts of Quthing, Qacha's Nek, Mokhotlong and Thaba-Tseka. These districts are situated largely in the South and Eastern part of the country.

Meanwhile, the MOE has noted with great concern that participation rate in primary education has not grown linearly over the period. The rate increased at an average rate of 0.5 percent per annum over the decade. This increase compares with the average annual rate of 2.4 percent growth in the population aged 6-12 years. This suggests a serious problem of under-enrolment, particularly at the time during which governments are concerned about "Education for All". Government and Community schools enrolment constituted 1.7 percent of the total enrolment in 1990, showing a small increase of 0.5 percentage points over the period.

8.3.3 Net Enrolment Ratio (NER)

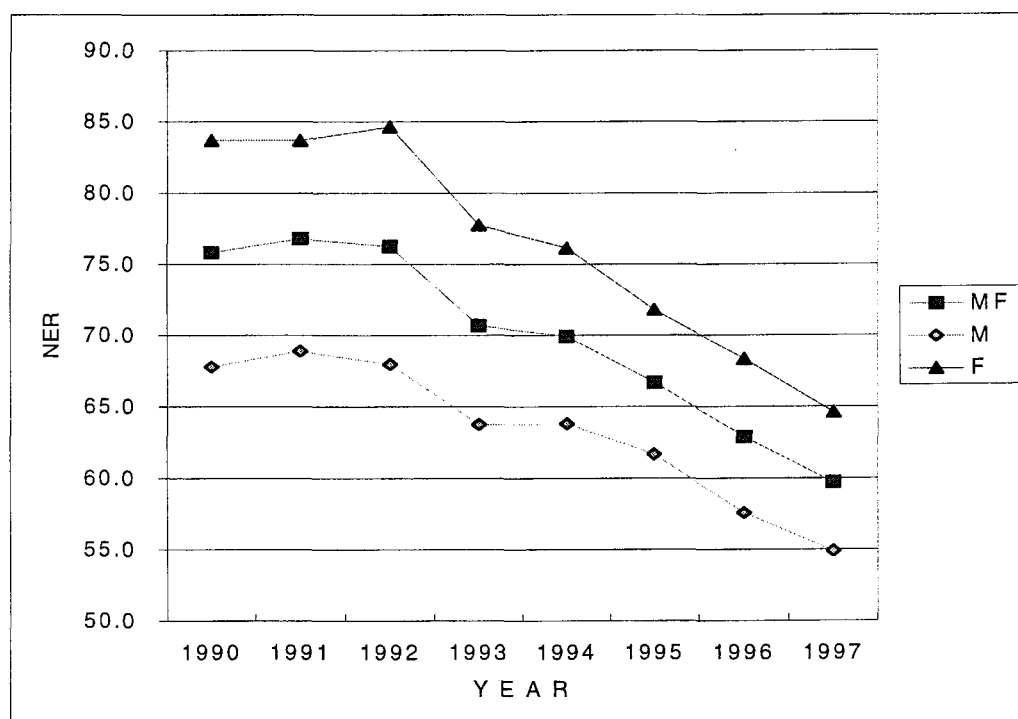
The net enrolment ratio (NER) is the proportion of the number of pupils of a requisite age group enrolled to the size of the population of the same age group. The requisite age group for primary education in Lesotho is the age group 6-12 years. The NER gives a relatively more precise measurement of the extent of participation in primary education of children belonging to the official primary school age. In this regard, a high NER denotes a high degree of participation in primary education of the official primary school age group.

When NER is compared with the GER, the difference between the two ratios measures the incidence of under-age and overage enrolment. Tables 4 (a)-4 (e) present the picture.

Table 4(a) - Evolution of NER by gender, 1990-1997

| Sex: | 1990 | 1991 | 1992 | 1993 | 1994 | 1995 | 1996 | 1997 |
|------|------|------|------|------|------|------|------|------|
| MF | 75.8 | 76.8 | 76.3 | 70.7 | 69.9 | 66.7 | 62.9 | 59.7 |
| M | 67.8 | 68.9 | 68.0 | 63.8 | 63.8 | 61.7 | 57.6 | 54.9 |
| F | 83.7 | 83.7 | 84.6 | 77.7 | 76.1 | 71.8 | 68.3 | 64.6 |
| F/M | 1.2 | 1.2 | 1.2 | 1.2 | 1.2 | 1.2 | 1.2 | 1.2 |

Figure 4(a) - Evolution of NER by gender, 1990-1997



**Table 4(b) - Evolution of the Un-enrolled School-age Children
By gender, 1990 - 1997**

| Sex: | 1990 | 1991 | 1992 | 1993 | 1994 | 1995 | 1996 | 1997 |
|------|-------|-------|-------|-------|--------|--------|--------|--------|
| MF | 79632 | 78307 | 77043 | 98156 | 104362 | 119975 | 143408 | 158371 |
| M | 53160 | 52710 | 52325 | 61124 | 63166 | 69372 | 83073 | 89866 |
| F | 26472 | 25597 | 24718 | 37032 | 41196 | 50603 | 60335 | 68505 |

**Table 4(c) - Comparison of the Average Growth Rates
Of the Enrolled School-age Children
And the Total School-age Population, 1990-1997**

| Sex: | Population 6-12 | | Enrolment 6-12 | |
|------|-----------------|-----|----------------|------|
| | | % | | % |
| MF | | 2.4 | | 0.2 |
| M | | 2.5 | | 0.7 |
| F | | 2.4 | | -0.1 |

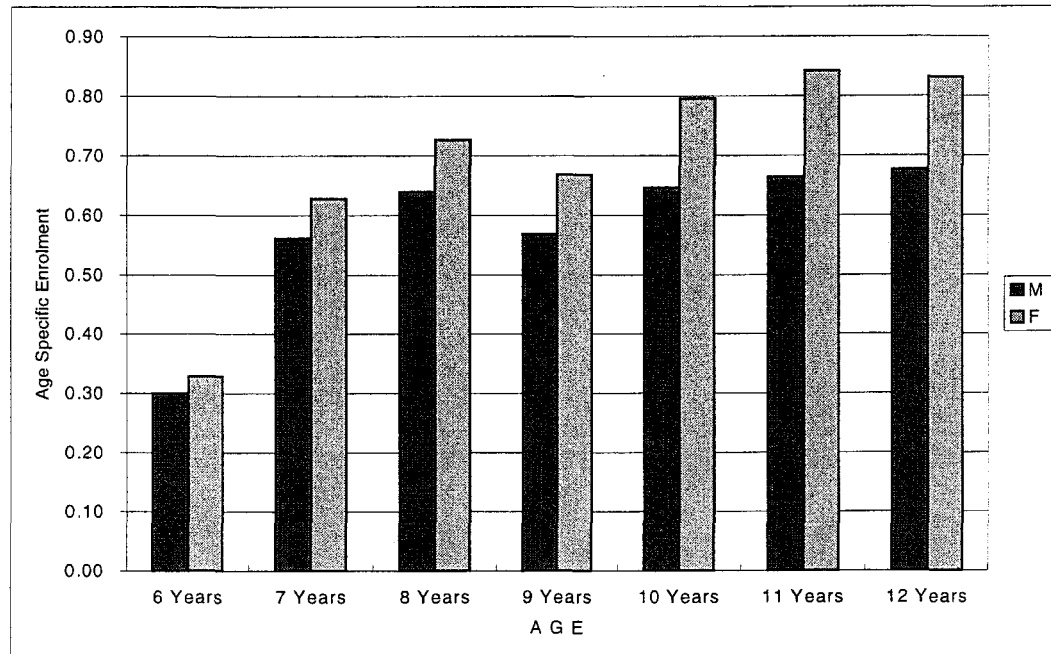
Table 4(d) - Evolution of NER by district and by gender

| District: | 1990 | | | | 1996 | | | |
|----------------|---------------------|-------------|--------------|------------|---------------------|-------------|--------------|-------------|
| | Net enrolment ratio | | Parity index | | Net enrolment ratio | | Parity index | |
| | MF | M | F | F/M | MF | M | F | F/M |
| Butha-Buthe | | | | | 0.69 | 0.66 | 0.72 | 1.10 |
| Leribe | | | | | 0.66 | 0.62 | 0.70 | 1.12 |
| Berea | | | | | 0.65 | 0.61 | 0.68 | 1.11 |
| Maseru | | | | | 0.67 | 0.63 | 0.72 | 1.14 |
| Mafeteng | | | | | 0.69 | 0.62 | 0.76 | 1.23 |
| Mohale's Hoek | | | | | 0.55 | 0.49 | 0.62 | 1.28 |
| Quthing | | | | | 0.57 | 0.51 | 0.62 | 1.21 |
| Qacha's Nek | | | | | 0.60 | 0.53 | 0.68 | 1.28 |
| Mokhotlong | | | | | 0.54 | 0.47 | 0.63 | 1.34 |
| Thaba-Tseka | | | | | 0.52 | 0.42 | 0.61 | 1.44 |
| Lesotho | 75.7 | 67.8 | 83.7 | 1.2 | 0.63 | 0.58 | 0.68 | 1.19 |

Table 4(e) - Age-Specific Enrolment Ratio/Age-grade enrolment ratio

| Sex: | 6 Years | 7 Years | 8 Years | 9 Years | 10 Years | 11 Years | 12 Years | 6-12 years |
|------|---------|---------|---------|---------|----------|----------|----------|------------|
| MF | 0.31 | 0.59 | 0.68 | 0.62 | 0.72 | 0.75 | 0.75 | 0.63 |
| M | 0.30 | 0.56 | 0.64 | 0.57 | 0.65 | 0.66 | 0.68 | 0.58 |
| F | 0.33 | 0.63 | 0.73 | 0.67 | 0.80 | 0.84 | 0.83 | 0.68 |

Figure 4(a) - Age-Specific Enrolment Ratio, 1996



The NER observed over the period has increased at an average annual rate of 0.2 percent as against 2.4 percent annual growth rate for the school age population. This shows that the Universal Primary Education is not yet attained in Lesotho.

According to *Table 4 (a)*, NER, while staying fairly stable at 76 percent between 1990 and 1992, saw a sudden rather steep drop in 1993 and has since been declining. While NER for females are predominantly higher than for males, they have both consistently declined. They kept the same pace of decline, hence the Gender Parity Index maintained throughout the period is similar. The continuing decline in enrolment rates could be attributed to the increasing numbers of the un-enrolled school age children (*see Table 4 (b)*). The lower age specific enrolment rates for males indicate that the problem of over-age and un-enrolled school-age population, are more pronounced with males than they are with females. For socio-economic reasons, a male child in Lesotho has been more disadvantaged than his female counterpart as far as schooling is concerned. However, the trend seems to be changing.

8.3.4 Public Expenditure on Education

*Table 5 (a) - Trends in Public Expenditure on Education in million maloti
(M in "000,000")*

| | 1990 | 1991 | 1992 | 1993 | 1994 | 1995 | 1996 | 1997 |
|----------------------------------|----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|
| GNP | 4420 | 4246 | 4537 | 4682 | 4733 | 4795 | 5240 | 5522 |
| GNP/per capita | 2568 | 2407 | 2511 | 2534 | 2504 | 2483 | 2660 | 2748 |
| Expenditure on education | 76130479 | 110636807 | 159665874 | 181307826 | 219096086 | 179469459 | 349181412 | 455239450 |
| Expenditure on Primary Education | 30293204 | 52097600 | 86919174 | 86534138 | 88741823 | 66916341 | 143754007 | 189572229 |
| Expenditure on Primary/pupil | 86.1 | 144.3 | 239.7 | 244.3 | 242.1 | 177.0 | 383.7 | 513.9 |
| Expenditure on Primary/Exp. Educ | 39.8 | 47.1 | 54.4 | 47.7 | 40.5 | 37.3 | 41.2 | 41.6 |
| Expenditure on Primary/GNP | 68542.9 | 122698.1 | 191578.5 | 184823.0 | 187495.9 | 139554.4 | 274339.7 | 343303.6 |
| Expenditure on Primary/pupil/GNF | 1.9 | 3.4 | 5.3 | 5.2 | 5.1 | 3.7 | 7.3 | 9.3 |
| Enrolment in Primary Education | 351652 | 361144 | 362657 | 354275 | 366569 | 378011 | 374628 | 368895 |

The Gross Net Product (GNP) has increased by 1102 (Million Maloti) between 1990 and 1997. While increasing fairly steadily beginning in 1990, it saw a sudden huge increase beginning in 1996. Basotho apportion the huge increase to the time when the giant Lesotho highlands Project began to pay off. Total expenditure on education has increased significantly, from M76,130,479 in 1990 to M455,239,450 in 1997, leading to an average annual growth rate of 19.6 percent.

Meanwhile, the percentage share of the MOE expenditure allocated to primary education (public expenditure on primary education expressed as a percentage of total public expenditure on education) has increased from 39.8 percent in 1990 to 41.6 percent in 1997. This reflects an increase of 1.8 percentage points over the period. Considered in relation to other subsectors taken together, primary education has enjoyed a substantial share of the MOE expenditure, and this is true for each individual year under observation. Two indicators are noticeable from *Table 5 (a)*, that is, (1) public expenditure in primary education expressed as a proportion of GNP and (2) per pupil expenditure in primary education expressed as a percentage of GNP.

Table 5(b) - Expenditure on Primary Education, 1990 - 1997

| Purpose of Expenditure | Year: | | | | | | | |
|-----------------------------|----------|----------|----------|----------|-----------|----------|-----------|-----------|
| | 1990 | 1991 | 1992 | 1993 | 1994 | 1995 | 1996 | 1997 |
| Teacher's Salaries | 30287433 | 52092380 | 80112053 | 79131010 | 103262130 | 52448489 | 126435591 | 153382592 |
| Non-Teaching Staff Salaries | - | - | 3104057 | 2839303 | 4908880 | 7277229 | 8741796 | 12334796 |
| Other Recurrent Expenditure | - | - | 3620320 | 3997337 | 4889246 | 7180992 | 7872738 | 12417101 |
| Grant's and Bursaries | 5771 | 5220 | 82744 | 446783 | 9617240 | - | 9632 | 11437740 |
| Total Recurrent Expenditure | 30293204 | 52097600 | 86919174 | 86414433 | 122677496 | 66906710 | 143059757 | 189572229 |
| Capital Expenditure | - | - | 25573620 | 4528165 | 17207804 | 17277234 | 27959361 | 27849977 |

8.3.5 Teaching Staff

Table 6(a) - Evolution of Teaching Staff by District and by Gender

| District: | 1990 | | | | 1997 | | | |
|----------------|-------------|-------------|-------------|------------|-------------|-------------|-------------|------------|
| | MF | M | F | F/M | MF | M | F | F/M |
| Butha-Buthe | 431 | 72 | 359 | 5.0 | 554 | 110 | 444 | 4.0 |
| Leribe | 1064 | 165 | 899 | 5.4 | 1330 | 213 | 1117 | 5.2 |
| Berea | 837 | 131 | 706 | 5.4 | 1015 | 169 | 846 | 5.0 |
| Maseru | 1344 | 232 | 1112 | 4.8 | 1713 | 290 | 1423 | 4.9 |
| Mafeteng | 807 | 177 | 630 | 3.6 | 977 | 241 | 736 | 3.1 |
| Mohale's Hoek | 634 | 131 | 503 | 3.8 | 789 | 191 | 598 | 3.1 |
| Quthing | 402 | 67 | 335 | 5.0 | 489 | 92 | 397 | 4.3 |
| Qacha's Nek | 247 | 85 | 162 | 1.9 | 348 | 108 | 240 | 2.2 |
| Mokhotlong | 316 | 89 | 227 | 2.6 | 404 | 113 | 291 | 2.6 |
| Thaba-Tseka | 370 | 145 | 225 | 1.6 | 470 | 178 | 292 | 1.6 |
| Lesotho | 6452 | 1294 | 5158 | 4.0 | 8089 | 1705 | 6384 | 3.7 |

In 1997, the total number of teachers increased by 1637; from 6452 in 1990 to 8089 in 1997 thereby constituting an average annual rate of increase of 2.3 percent. During the same period, the number of female teachers increased at a slower pace compared to the increase in the number of male teachers. Female teachers increased by an average rate of increase of 2.2 percent per annum as opposed to an average rate of increase of 2.8 percent per annum for male teachers. Thus the gender parity index (GPI) of 3.7 percent in 1997 was better than the GPI of 4.0 percent observed in 1990.

Despite the improving GPI in 1997, female teachers which indicate that sex ratios are gradually equalizing continued to constitute the vast majority of primary school teachers in Lesotho. They accounted for some 80 percent of the total stock of the teaching force in 1990 and for 78.9 percent of the total teachers in 1997. The exceedingly high numbers of female teachers exist at the district level, showing as well the least numbers in the remote and mountain districts of Qacha's Nek, Mokhotlong and Thaba-Tseka. The lowland districts of Leribe, Berea and Maseru had most female teachers.

**Table 6(b) - Percentage of Primary School Teachers
Having the required Academic Qualifications**

| District: | 1990 | | 1997 | |
|----------------|---------------|-----|---------------|-------------|
| | % M F | % F | % M F | % F |
| | With at least | | With at least | |
| | C O S C | | C O S C | |
| Butha-Butha | ... | ... | 78.0 | 63.7 |
| Leribe | ... | ... | 82.7 | 69.6 |
| Berea | ... | ... | 79.9 | 67.1 |
| Maseru | ... | ... | 81.8 | 67.9 |
| Mafeteng | ... | ... | 78.9 | 60.4 |
| Mohale's Hoek | ... | ... | 77.5 | 59.8 |
| Quthing | ... | ... | 76.9 | 63.5 |
| Qacha's Nek | ... | ... | 79.6 | 54.8 |
| Mokhotlong | ... | ... | 72.3 | 52.9 |
| Thaba-Tseka | ... | ... | 74.4 | 47.4 |
| Lesotho | | | 79.3 | 63.3 |

The definition of "the required academic qualification for teaching" has changed from time to time as a result of the upgrading of the content in teachers training courses and general improvement in the teaching profession. Therefore, the latest data available are not comparable with the data at the beginning of the decade, 1990.

In Lesotho, teachers are considered qualified if they are trained and hold teachers certificates. Otherwise, they are unqualified to teach in primary schools. The minimum required academic qualification for entry into teachers training programmes is Cambridge Overseas School Certificate

(COSC). It is in this context that we define the “required academic qualification for teaching” as the COSC, that is, the level at which one would be considered trainable for the teaching profession.

According to *Table 6 (b)*, the majority of primary school teachers (79.3 percent) had the required academic qualification. Female teachers having the required academic qualifications constituted 63.3 percent of the total female teachers in 1997. We deduced from *Table 6 (a)* above that female teachers are in the majority and in *Table 6 (b)* the message we are getting is that in fact majority of female teachers are better qualified, and that there are more teachers in the lowlands districts of Leribe, Berea and Maseru in which the capital city is situated.

***Table 6(c) - Number of Primary School Teachers
Who are Certified to teach
According to National Standards***

| District: | 1990 | | | | 1997 | | | |
|----------------|-------------|-----------------------------|-----------------------------|---------------------------|-------------|-----------------------------|-----------------------------|---------------------------|
| | Total | No. certified to teach M | No. certified to teach F | Number of All teachers | Total | No. certified to Teach M | No. certified to Teach F | Number of All teachers |
| Butha-Buthe | 317 | 44 | 273 | 431 | 425 | 70 | 355 | 554 |
| Leribe | 893 | 129 | 764 | 1064 | 1084 | 156 | 928 | 1330 |
| Berea | 654 | 105 | 549 | 837 | 795 | 111 | 684 | 1015 |
| Maseru | 1096 | 185 | 911 | 1344 | 1374 | 223 | 1151 | 1713 |
| Mafeteng | 664 | 144 | 520 | 807 | 752 | 165 | 587 | 977 |
| Mohale's Hoek | 496 | 99 | 397 | 634 | 591 | 124 | 467 | 789 |
| Quthing | 306 | 45 | 261 | 402 | 366 | 61 | 305 | 489 |
| Qacha's Nek | 213 | 72 | 141 | 247 | 269 | 85 | 184 | 348 |
| Mokhotlong | 250 | 72 | 178 | 316 | 279 | 67 | 212 | 404 |
| Thaba-Tseka | 293 | 124 | 169 | 370 | 337 | 122 | 215 | 470 |
| Lesotho | 5182 | 1019 | 4163 | 6452 | 6272 | 1184 | 5088 | 8089 |

In 1997, the number of primary school teachers who were qualified to teach according to national standards increased by 1090 from 5182 in 1990 to 6272 in 1997. These teachers were qualified, meaning they were certified to teach according to the national standards. The number of qualified teachers varied enormously within and between the districts. In 1997, the districts of Leribe, Berea and Maseru had more qualified teachers while the rest of the districts had lower than the average number of teachers. In 1990, the same districts ranked higher than the average number, showing some tendency of qualified teachers being located in the same districts. The least number of

qualified teachers was observed in a remote and mountain district of Mokhotlong in 1997. The mountain allowance, which has been revised recently, and other incentives could change this situation.

8.3.6 Pupil:Teacher Ratio (PTR)

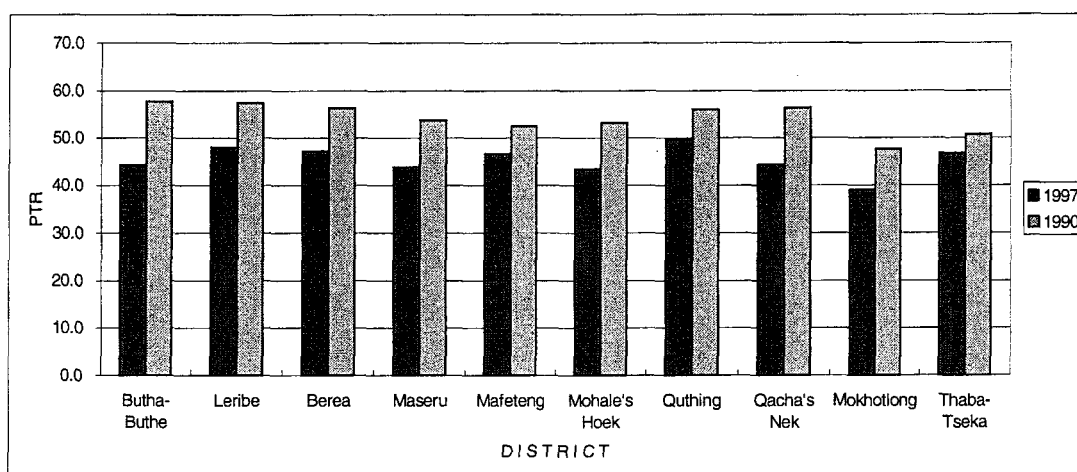
The pupil:teacher ratio (PTR) refers to the average number of pupils per teacher in a given school-year. It is generally assumed that a low pupil:teacher ratio signifies smaller classes, which enables one teacher to pay more attention to individual pupils and thus contribute to better scholastic performance of the pupils. On the other hand, a high pupil:teacher ratio would suggest that each teacher has to deal with a large number of pupils and that, conversely, pupils receive less attention from the teacher.

This indicator is used to measure the level of human resources input, in terms of number of teachers, in relation to the size of the pupil population.

Table 6(d) - Evolution of the PTR by Districts

| District: | 1990 | | | 1997 | | |
|----------------|-----------------|--------------------|-------------|-----------------|--------------------|-------------|
| | Total Enrolment | Number of Teachers | P:T ratio | Total Enrolment | Number of Teachers | P:T ratio |
| Butha-Buthe | 24868 | 431 | 57.7 | 24530 | 554 | 44.3 |
| Leribe | 61052 | 1064 | 57.4 | 63870 | 1330 | 48.0 |
| Berea | 47229 | 837 | 56.4 | 47919 | 1015 | 47.2 |
| Maseru | 72114 | 1344 | 53.7 | 75100 | 1713 | 43.8 |
| Mafeteng | 42373 | 807 | 52.5 | 45645 | 977 | 46.7 |
| Mohale's Hoek | 33709 | 634 | 53.2 | 34291 | 789 | 43.5 |
| Quthing | 22530 | 402 | 56.0 | 24310 | 489 | 49.7 |
| Qacha's Nek | 13942 | 247 | 56.4 | 15452 | 348 | 44.4 |
| Mokhotlong | 15075 | 316 | 47.7 | 15790 | 404 | 39.1 |
| Thaba-Tseka | 18760 | 370 | 50.7 | 21988 | 470 | 46.8 |
| Lesotho | 351652 | 6452 | 54.5 | 368895 | 8089 | 45.6 |

Figure 6(a) - Evolution of the PTR by District



Compared with the PTR in 1990, the PTR in 1997 shows a general decline across all districts, signifying a general improvement towards realizing the official PTR of 40:1. At the district level, the PTR ranged from about 39:1 in Mokhotlong to the highest 50:1 in Quthing district.

7.2.7 Internal Efficiency of the Education System

Table 7(a) - Evolution of the Repetition Rates by District and by Gender

| District: | 1990 | | | 1997 | | |
|----------------|-------------|-------------|-------------|-------------|-------------|-------------|
| | MF | M | F | MF | M | F |
| Butha-Buthe | 20.1 | 22.9 | 17.3 | 20.4 | 24.0 | 16.7 |
| Leribe | 21.1 | 23.5 | 18.7 | 20.9 | 25.0 | 16.8 |
| Berea | 21.1 | 23.5 | 18.7 | 19.3 | 22.9 | 15.6 |
| Maseru | 17.8 | 19.8 | 15.8 | 18.8 | 21.4 | 16.2 |
| Mafeteng | 19.2 | 20.4 | 18.1 | 20.7 | 23.8 | 17.9 |
| Mohale's Hoek | 19.8 | 21.3 | 18.3 | 18.8 | 21.6 | 16.4 |
| Quthing | 18.2 | 19.8 | 16.5 | 19.3 | 22.7 | 16.4 |
| Qacha's Nek | 22.6 | 24.4 | 20.9 | 18.9 | 22.3 | 16.1 |
| Mokhotlong | 23.2 | 24.6 | 21.8 | 21.4 | 25.2 | 18.6 |
| Thaba-Tseka | 21.0 | 22.6 | 19.5 | 22.5 | 25.9 | 20.1 |
| Lesotho | 20.0 | 21.9 | 18.1 | 19.9 | 23.2 | 16.9 |

The national repetition rates of 19.9, 23.2 and 16.9 observed respectively for both sexes, males and females, improved only marginally from the corresponding national repetition rates recorded in 1990. The repetition rates, however, vary noticeably between sexes since males repetition rates in all districts, tend to be higher than those for females.

Table 7(b) - Average Pupil-flow Rates (Promotion, Repetition And Drop-out Rates), 1996 - 1997

| Sex: | | Grade/standard: | | | | | | |
|------|------------------|-----------------|------|------|------|------|------|------|
| | | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| MF | Promotion rates | 66.0 | 72.2 | 73.1 | 71.7 | 75.9 | 77.9 | 77.1 |
| | Repetition rates | 24.1 | 23.0 | 21.1 | 20.8 | 16.0 | 12.5 | 16.2 |
| | Drop-out rates | 9.9 | 4.8 | 5.8 | 7.5 | 8.1 | 9.6 | 6.7 |
| M | Promotion rates | 62.4 | 67.1 | 68.2 | 65.9 | 71.6 | 74.8 | 77.3 |
| | Repetition rates | 26.9 | 26.9 | 24.9 | 24.5 | 18.7 | 14.5 | 17.4 |
| | Drop-out rates | 10.7 | 6.0 | 6.9 | 9.6 | 9.7 | 10.7 | 5.3 |
| F | Promotion rates | 69.9 | 77.3 | 77.9 | 77.0 | 79.5 | 80.2 | 77.0 |
| | Repetition rates | 21.0 | 19.1 | 17.4 | 17.4 | 13.8 | 11.0 | 15.4 |
| | Drop-out rates | 9.1 | 3.6 | 4.7 | 5.6 | 6.7 | 8.8 | 7.6 |

Table 7 (b) shows the flow of pupils from one standard to another (promotions), pupils who remain in the same standard (repeaters), and pupils who leave school as drop-outs. The flow rates presented were calculated from the data of the last two academic years, 1996 and 1997 as follows.

The number of pupils promoted to Standard 4 in 1997 divided by the number of Standard 3 pupils in 1996, provides the 1996 promotion ratio for standard 3. The number of Standard 3 repeaters in 1997 divided by the Standard 3 enrolment in 1996, gives the repeater ratio. The same procedures are applied to each Standard to derive the flow rates shown in Table 7 (b). For Standard 7, we use the pass rates on the Primary School Leaving Examination as a measure of promotion.

According to *Table 7 (b)*, wastage is exceeding high for the lower standards (grade 1-4). The 66.0 percent promotion rate for Standard 1, with a repetition rate of 24.1 percent, indicates that many pupils are caught up in a continuous round of repeating until they are either promoted or drop-out. The promotion rate increases as pupils progress through grades, partly as a result of the less capable ones dropping out. A noteworthy observation is that wastage is more severe with males than it is with females.

Table 7(c) - School Survival by Grade and Gender

| | Grade/standard: | | | | | | | |
|-------------|-----------------|-----|-----|-----|-----|-----|-----|-----------|
| | 1 | 2 | 3 | 4 | 5 | 6 | 7 | Certified |
| Survival MF | 1000 | 869 | 815 | 756 | 684 | 619 | 552 | 507 |
| Survival M | 1000 | 846 | 750 | 696 | 621 | 576 | 523 | 500 |
| Survival F | 1000 | 893 | 887 | 817 | 745 | 656 | 574 | 512 |

Table 7 © is derived from the Cohort Analysis in the Annexure. It shows the school survival rate from a cohort (defined as a single group considered as a Unit) of pupils who enter the first grade of primary education. It shows that the cohort shrinks each year as a significant proportion repeats or drops-out, to the extent that only slightly over 10 percent (114 out of the original 1000 pupils) will graduate after seven years of primary education. An additional 393 individuals will eventually graduate after as many as eight repeats of a grade, leaving us with 507 graduates out of the original 1000.

Throughout the grades, the performance of females is higher than that of males as 574 females go through the final stage of primary as opposed 523 males. In the final examinations, the scores for both sexes level off, standing at 51.2 percent and 50.0 percent for females and males respectively. Thus, the difference between the two sexes narrows.

Table 7 (d)

| Survival Grade/Stand | Grade 5 | | Rate to |
|-----------------------------|---------|------|---------|
| | MF | M | Stand 5 |
| Survival rate | 68.4 | 62.1 | 74.5 |
| Number of pupil-years spent | 6616 | 6587 | 6646 |
| Coefficient of efficiency | 53.6 | 53.1 | 53.9 |
| Input-output Ratio | 1.86 | 1.88 | 1.85 |

The educational system is operating under a high wastage ratio (Input-Output ratio) of 1.86 on average. This means that the graduates are being produced at 86 percent higher than the ideal cost. The ideal cost which would occur under optimum efficiency would be characterized by the Input-Output Ratio of 1.00. That is, if there were no repeaters nor drop-outs, the Input-Output Ratio would be equal to unity.

Figure 7 (a) Survival Rate by Standard and by Gender

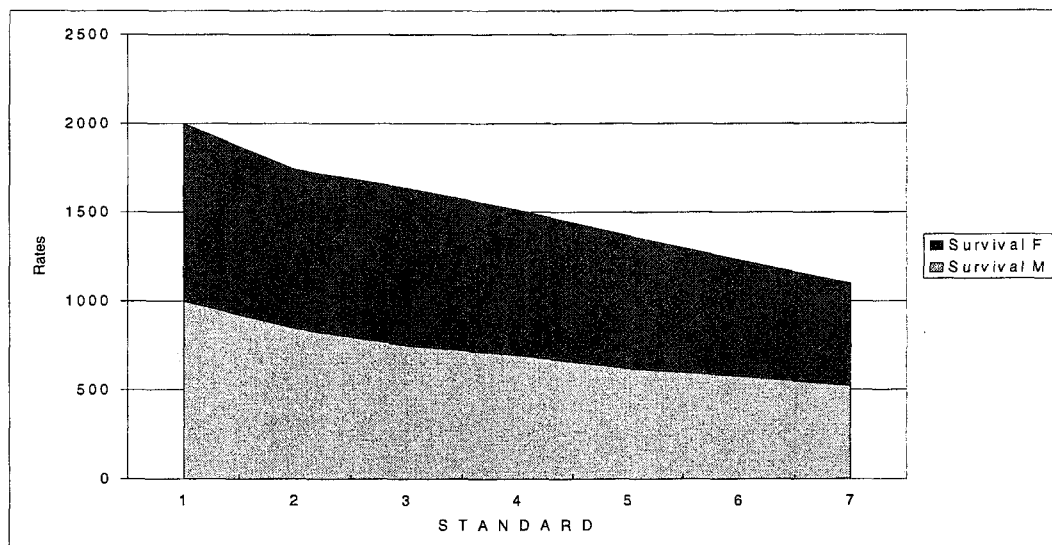


Figure 7 (a) - Survival Rate by Standard and by Gender

Out of the initial cohort of 1000 pupils entering Standard 1 of primary education, the proportion that completes Standard 4 and reaches Standard 5 (survival to Standard 5) is 68.4 percent on average. The rest falls by the wayside. The survival rate of females (74.5 percent) is higher than that of males (62.1 percent). The pass rates at the end of the primary cycle, as determined by graduates, are 51.2 percent for females as against a slightly lower rate of 50.0 percent for males.

8.4 Learning Achievement

The responsibility for monitoring improvement in learning achievement in formal schooling falls under the National Curriculum Development Centre (NCDC) of the Ministry of Education (MOE).

Target:

Improvement of learning achievement such that an agreed percentage of an appropriate age cohort attains or surpasses a defined level of necessary learning achievement.

In 1993 USAID sponsored a project namely Primary Education Project (PEP) where tests produced (Attainment Tests) to replace end-of-level tests. These were produced to be used as checkpoints at two levels of grade 3 and grade 6. These are also meant to work as a prediction tool for performance at the end of primary schooling.

The first administration of these tests in 1993 helped to establish a national average of 70% in all the three subjects. In the subsequent sittings pupils were said to have mastered the tests if their individual scores were 70% or better. The following table shows the percentage of pupils who attained a score of 70% or more:

| <i>Table</i> | | | | | | | | | | <i>8(a)</i> | |
|---------------|----------------|-------|------|------|------|------|------|------|------|-------------|----------|
| <i>Learni</i> | <i>achiev</i> | Year: | | | | | | | | <i>n</i> | <i>g</i> |
| | | 1990 | 1991 | 1992 | 1993 | 1994 | 1995 | 1996 | 1997 |  |  | ement |
| <i>Tests.</i> | % succeeded MF | 77.5 | 85.9 | 87.6 | 94.3 | 90.2 | 71.8 | 79.2 | 77.6 | | |
| | % succeeded M | .... | .... | .... | .... | .... | .... | .... | .... |  |  |
| | % succeeded F | .... | .... | .... | .... | .... | .... | .... | .... |  |  |

| Subject | Percentage |
|-------------|------------|
| Sesotho | 70% |
| English | 33% |
| Mathematics | 50% |

*Table 8(b) - Evolution of Results of National Assessment -
Primary School Leaving Examination Results (PSLE)*

*Table 8(c) - Percentage of Pupils Succeeding in Primary School
Leaving Examination Results (PSLE)*

| At the onal level 1997 mary ool ving mination L E) l t s wed no ificant erence | District: | Year: | | | 1997 | | | nati the Pri Sch Lea Exa (PS resu sho sign diff fro |
|--|----------------|-------------|-----------|------|-------------|------|------|--|
| | | MF | 1990 M | F | MF | M | F | |
| | Butha-Buthe | 73.9 | .... | .... | 87.5 | .... | .... |  |
| | Leribe | 76.0 | .... | .... | 76.9 | .... | .... |  |
| | Berea | 77.3 | .... | .... | 80.3 | .... | .... |  |
| | Maseru | 83.8 | .... | .... | 77.7 | .... | .... |  |
| | Mafeteng | 72.8 | .... | .... | 73.4 | .... | .... |  |
| | Mohale's Hoek | 79.1 | .... | .... | 79.5 | .... | .... |  |
| | Quthing | 70.3 | .... | .... | 72.3 | .... | .... |  |
| | Qacha's Nek | 86.3 | .... | .... | 73.5 | .... | .... |  |
| | Mokhotlong | 72.7 | .... | .... | 76.0 | .... | .... |  |
| | Thaba-Tseka | 73.8 | .... | .... | 77.1 | .... | .... |  |
| | Lesotho | 77.5 | .... | .... | 77.6 | .... | .... |  |

in those of 1990. At the district level, however, the PSLE results varied enormously, with Butha-Buthe recording the most increase of 13.6 percentage points over the period. The trend analysis shows that while the percentage scores increased consistently between 1990 and 1992, 1993 saw a huge increase in percentage passes. This increase could not be sustained as the percentage passes started declining in 1994 and have since been declining.

8.5 Non-Formal Education

Literacy Rates

A National Literacy Survey has recently been conducted. The results from the survey are being processed and a report is pending. It is expected that it will provide important information regarding improvements that have been realised since the 1985 survey when the overall literacy rate was 47%. For females the literacy rate was 55% while the males was 38%.

However, in the 1996 Population Census, the data from the question asked on the highest level of education attained by the population of Lesotho, was grouped into different categories of educational qualifications as shown below:

8.5.1 Youth and adult Literacy rates

| | |
|---------------------|--|
| None..... | This category refers to those who have never attended school and therefore can be considered as illiterate. |
| 1 - 4..... | Those who have attended the lower primary stage. They are semi-illiterate and are likely to relapse into illiteracy. |
| 5 - 7..... | This category is approximately those who may be considered as literate because they have completed the elementary primary education - standards 1 - 4. |
| Secondary..... | those with post-primary at secondary level are those who could be considered as middle level manpower. |
| Post-Secondary..... | Those with post - secondary at university level are those who could be considered as high level manpower. |

The definitions of educational categories above have been adopted and are not only necessary to compare the current situation with the past trends (see Table 10). They are also useful for classifying educational attainment levels of persons with different skills for labour market studies. Moreover they are useful for assessing the extent to which the educational system is able to meet the national goals intended to abolish illiteracy or attain the Universal Primary Education, and for manpower planning in general.

The educational attainment levels of the population of Lesotho as revealed by the census data are

shown in Table 9. It appears from this table that a substantial number of persons who had no schooling were aged between 5 and 14; and this is true for both sexes alike. This is contrary to the expectation that the children in this age-group would be schooling more than the persons in other age groups. Regarding the number of persons who had only completed the elementary stage of primary education, the majority is made up of persons aged between 15 and 24.

The female in the age group 55+ years of age, were mostly in the categories of 'standards. 1-4', followed by 'no education' category of educational attainment. Only a few had completed higher primary education. The males in the corresponding age - group, dominate in the 'no education' category followed by the 'standards. 1- 4' category. They were fewer than their female counterparts in the std. 5 - 7 category.

8.5.2 Illiteracy Rate

Based on the definitions of educational categories given above, coupled with the data given in Table 9, we realize that the female population of Lesotho is more educated than the male population. The proportion of the illiterate females can be estimated at 45 percent; giving a literacy rate of 55 percent for females while the proportion of the illiterate males was 62 percent. The overall illiteracy rate was 53 percent; which shows no change compared to the overall illiteracy rate estimated by the National Literacy Survey of 1985. As for the total number of children aged between 5 and 14, they were predominantly illiterate. A large proportion of these children either had no education or had only attended standards 1 - 4.

The definition of literacy used in Lesotho now poses some problems. It seems outdated and far away from reality. In some countries, 'a person is considered literate if she/he can understand to read and write a short simple statement in his/her language'. In this case, literacy is checked during the census by administering a test on reading and writing. Based on similar tests, the literacy rate in Lesotho could be higher than what the present estimate. It is defined as having attained more than four years of schooling. It is for this reason that Table 9 below which shows the highest level of educational attainment has been used to estimate literacy in Lesotho. Data on literacy is not directly available from censuses carried out in Lesotho. In the absence of these data, a working definition that would be closer to reality and be more acceptable, should be devised. One such definition would be to consider all those people who have no schooling as illiterate and others literate.

**Table 9 - Population (Proportion) by Age Group
And by Level of Education, 1996**

Males

| Age Group | None | Std 1- 4 | Std 5 - 7 | Secondary Education | Post Secondary Education | Other | Not Stated |
|-----------|------|----------|-----------|---------------------|--------------------------|-------|------------|
| 5-14 | 0.37 | 0.51 | 0.10 | 0.01 | 0.00 | 0.01 | 0.00 |
| 15-24 | 0.18 | 0.24 | 0.33 | 0.24 | 0.01 | 0.00 | 0.01 |
| 25-54 | 0.26 | 0.24 | 0.26 | 0.18 | 0.04 | 0.00 | 0.02 |
| 55-64 | 0.42 | 0.30 | 0.17 | 0.05 | 0.03 | 0.00 | 0.03 |
| 65 | 0.46 | 0.30 | 0.15 | 0.04 | 0.03 | 0.00 | 0.02 |
| ANS | 0.50 | 0.19 | 0.12 | 0.06 | 0.01 | 0.00 | 0.12 |
| Total | 0.30 | 0.32 | 0.21 | 0.12 | 0.02 | 0.00 | 0.02 |

Females

| Age Group | None | Std 1- 4 | Std 5 - 7 | Secondary Education | Post Secondary Education | Other | Not Stated |
|-----------|------|----------|-----------|---------------------|--------------------------|-------|------------|
| 5-14 | 0.27 | 0.52 | 0.17 | 0.02 | 0.00 | 0.01 | 0.00 |
| 15-24 | 0.04 | 0.10 | 0.46 | 0.37 | 0.02 | 0.00 | 0.01 |
| 25-54 | 0.07 | 0.19 | 0.46 | 0.23 | 0.04 | 0.00 | 0.02 |
| 55-64 | 0.18 | 0.43 | 0.31 | 0.04 | 0.02 | 0.00 | 0.02 |
| 65 | 0.29 | 0.45 | 0.22 | 0.02 | 0.01 | 0.00 | 0.02 |
| ANS | 0.30 | 0.21 | 0.22 | 0.09 | 0.01 | 0.00 | 0.17 |
| Total | 0.15 | 0.30 | 0.34 | 0.18 | 0.02 | 0.00 | 0.02 |

Both Sexes

| Age Group | None | Std 1- 4 | Std 5 - 7 | Secondary Education | Post Secondary Education | Other | Not Stated |
|-----------|------|----------|-----------|---------------------|--------------------------|-------|------------|
| 5-14 | 0.32 | 0.51 | 0.14 | 0.02 | 0.00 | 0.01 | 0.00 |
| 15-24 | 0.11 | 0.17 | 0.40 | 0.30 | 0.02 | 0.00 | 0.01 |
| 25-54 | 0.16 | 0.22 | 0.36 | 0.21 | 0.04 | 0.00 | 0.02 |
| 55-64 | 0.29 | 0.37 | 0.24 | 0.04 | 0.02 | 0.00 | 0.02 |
| 65 | 0.35 | 0.39 | 0.19 | 0.03 | 0.02 | 0.00 | 0.02 |
| ANS | 0.40 | 0.20 | 0.17 | 0.07 | 0.01 | 0.00 | 0.14 |
| Total | 0.22 | 0.31 | 0.28 | 0.15 | 0.02 | 0.00 | 0.02 |

Source:

1996 Population Census Analysis Report (Volume III pp3.3)

Table 10 - Trends in Educational Attainment Levels - 1986, 1996

| Sex and Census Year: | None | Primary | Secondary¹ Education | Secondary² Education | Other | Not Stated |
|---------------------------------|-------------|----------------|--|--|--------------|-------------------|
| 1986 Males | 0.37 | 0.56 | 0.06 | 0.01 | 0.00 | 0.00 |
| 1996 Males | 0.30 | 0.54 | 0.12 | 0.02 | 0.00 | 0.02 |
| 1986 Females | 0.18 | 0.74 | 0.07 | 0.01 | 0.00 | 0.00 |
| 1996 Females | 0.15 | 0.64 | 0.18 | 0.02 | 0.00 | 0.02 |
| 1986 Both Sexes | 0.27 | 0.66 | 0.06 | 0.01 | 0.00 | 0.00 |
| 1996 Both Sexes | 0.22 | 0.59 | 0.16 | 0.02 | 0.00 | 0.02 |

Source: 1986 Population Census Analysis Report (Volume III pp.3.3)

9. EFFECTIVENESS OF THE EFA STRATEGY, PLAN AND PROGRAMMES.

In Lesotho the Jomtien Declaration on the need for signatory countries to establish national EFA assessment task forces was not adopted until mid 1999. Instead the basic education goals and action plans were strived for as documented in the national five year and three year rolling plans. So, the overall effectiveness of the EFA strategies, plans and programmes in Lesotho should be appreciated in this respect.

Considering that the Government has been sensitized to basic education as a policy issue since 1982 (Education Sector Survey Report 1982) the Ministry of Education has focused on and addressed the needs of affected stakeholders in basic education through the various relevant subsectors as already discussed in this report. Because of the rolling nature of the national plans, the EFA implementation plans and strategies have not been ambitious. In fact this characteristic of the sector plans has enabled the Government to review, prioritize and implement her goal-oriented plans, strategies and programmes in consistence with available resources. Most of them and across subsectors have been well-targeted, needs-focussed and research informed. Unfortunately achievement of many goals and/or effective implementation of research recommendations for realization of others (goals) have, during the EFA decade, tended to be constrained mainly by limited funding on the part of Government.

While notwithstanding the constraints as shall be realized in the next section, the Government of Lesotho, through her Ministry of Education, has realised the following as some of the major fruitful results of her efforts to implement the Jomtien Declaration on EFA.

- Recognition and expansion of the historically disadvantaged subsectors, namely ECCD, NFE, Special Education and Pre-vocational education.
- Decentralization of Universal Primary Education through activities/strategies such as the DRT Programmes, increasing the number of district Education Officers and construction of well equipped education officers in all the ten (10) districts of Lesotho and
- The launching and undertaking of the Education Sector Analysis study.

10. MAIN PROBLEMS ENCOUNTERED AND ANTICIPATED

The call for governments to consider being party to the world declaration on Education For All (EFA) by the year 200 was a deliberate effort to encourage governments to consciously and systematically respond to the declaration. However, it is possible that in the process of drawing action plans, implementing major decisions and monitoring progress, unanticipated problems may have presented themselves. In the case of Lesotho, what was needed was putting in place an office within the Ministry of Education directly responsible for ensuring a smooth take off of the entire programme. The mandate of such an office would have been strengthened by instituting an EFA task force. Fullan (1991) argues that one of the fundamental problems in education is that people do not have a clear, coherent sense of meaning about what educational change is for, what it is, and how it proceeds. The fundamental question therefore is whether or not all role players had a coherent picture of what the Education For All entailed. Formation of Task Force groups by field of interest and technical expertise could have enhanced the Lesotho Government's efforts in the implementation of Education For All task.

The ECCD Unit had anticipated resistance at the different levels and among different stakeholder groups and indeed the advocacy and some implementation efforts were met with some resistance in some levels. However, through the professionalism of the ECCD Unit personnel and financial as well as professional contributions of UNICEF this was addressed accordingly yet not threateningly, and thus effectively.

Shortage of staff and limited resources within the ECCD Unit constrained attainment of most of the targeted activities. This is evidenced in the ECCD Unit study by Lefoka and Matsoso (1999).

Delay in developing a curriculum for ECCD and in formulating a policy affected progress towards achieving some of the major goals in this subsector.

In policy statements, Lesotho has over the years, manifestly shown clear intent to universalise primary education, but on the ground the situation has been somewhat different. The system is beset by several factors which militate against the Net Intake Rate (NIR), survival rate and completion rate at official ages. The problems could be sought mainly in the country's ailing economy which has a direct link with a severe poverty facing the vast majority of households, and children's high dropout rates in

consequent. The Ministry of Finance and Economic Planning (1996:8) concluded “nearly half of Lesotho’s populace is poor and slightly over a quarter is very poor or ultra-poor, but the poverty gap - the depth of poverty - is very small.” Against this backdrop, it can be understood why many families can barely afford the costs of sending their children to school, given that education is not free.

The Ministry of Finance and Economic Planning (1996:38) estimated the primary school fees at around M100. Per annum, and argues that the school fees “are already excessive and clearly anti-poor,” given that there are extra costs for books, school uniforms, fees to hire additional private teachers and examination fees which parents are required to pay. In Lesotho, poverty is higher in the rural areas than in the urban areas. Moreover, over 80 percent of Basotho households are rural, and 90 percent of the poor population live in the rural areas. Not surprisingly, it is predominantly the poor families who fail to send their children to school.

The Ministry of Education decision to have in place learning achievement tests was to enable herself to monitor learning achievement using appropriate scheme, qualified personnel and relevant department of the Ministry. The scores of pupils in learning achievement tests were not desegregated by gender or region and as such there was no comparison using those two variables. Other subjects were not tested and as a result, reporting was restricted to only three subjects; Sesotho, English and Mathematics.

The Non-Formal education subsector also experienced problems which slowed progress towards specific EFA goals and targets. Non-Formal education continue to experience shortage of staff to focus on provision of education through this mode. Moreover, stakeholders’ negative attitudes towards NFE which is generally viewed as a second grade mode of learning, have tended to slow progress toward achievement of some EFA goals. It is anticipated that these problems are likely to continue into the new millennium.

The increasing poverty-rate aggravated by the retrenchments both within and outside Lesotho, and unpredictable climatic conditions militating against agricultural production, is viewed as another major problem against successful achievement of NFE EFA goals.

Promotion of Pre-vocational studies, Course design, apprenticeship and Entrepreneurship was one of the major goals of TVET during the EFA Period and earlier. Targeted groups for these programme areas, particularly pre-vocational studies were retrenched miners, herdboys and school drop-outs. The

major impeding factor against achievement of this goal has been unavailability of qualified personnel to offer this basic training. Another problem has been the controversy of institutional base for the proposed pre-vocational centres. Schools whose curriculum includes vocational subjects wanted to take over the programme while the already established technical and vocational education institutes too wanted to run these centres on an evening-college basis. For both options, lack of funding has been impending. Moreover, where Government has established a centre as in the Mohale's Hoek case, the purpose gets defeated by lack of start-up funds. It is however encouraging that Governmental decision has been to implement the pre-vocational-studies programme on a village-centre basis. To this effect a Senior Pre-vocational Training Officer has been appointed and has already proceeded to a two year staff development programme.

The Special Education Subsector too has experienced a number of problems which have to great extent militated against realization of her EFA goals. Limited budget allocations are not enough to provide the costly assessment kits for each school, District Resource Teachers and District Education Officers. Similarly, the only one vehicle allocated to the Unit frustrates awareness campaigns, monitoring and inspection visits to all schools/centres. Related to lack of funds is the fact that by its nature, Special Education is too expensive for most poor families to afford. As a result, parents, though willing, have no option but to keep their disabled children at home; thus rendering futile the aim about accessing basic education to people with disabilities by the year 2000.

The high pupil teacher ratio in Lesotho's primary schools militates against extension of the recommended and desired attention deserved by the disabled who according to policy must be integrated into the mainstream. One of the major problems still facing Lesotho and frustrating achievement of EFA goals in special education is stakeholders discriminatory attitudes towards the disabled. Parents and pupils themselves are yet to be socialised in this regard.

Taken in total, it seems achievement of EFA goals in most subsectors is handicapped by limited funds, shortage of staff and mostly attitudes.

11. PUBLIC AWARENESS, POLITICAL WILL AND NATIONAL CAPACITIES

Earlier in the report, it was noted that the Government of Lesotho through the Ministry of Education does not single handedly make policy-decisions on the education sector, but solicits stakeholder input. It can on this basis reasonably be posited that basic education as a policy issue to a significant extent enjoys public support. Moreover, the different forms of investment in the various areas of basic education within different subsectors/departments are indicative of governmental commitment and support.

With regard to ECCD, evidence of the strength of Governmental support and demand for basic education lies among others in the formal integration of the programme as a Unit within the Ministry of Education through personnel and office space, budget allocation and lately decentralization through approval of posts for ten ECCD national teacher trainers to be included in Government payroll.

In Lesotho ECCD also enjoys community and institutional support. The community's participation in campaign activities and construction of ECCD centres at village level is evident. Professional contribution of Link Partner institutions in ECCD curriculum development and training activities does not go unnoticed as indicative of public support for basic education in Lesotho.

Within the universal Primary education subsector Governmental support and commitment to basic education are realized in the form of the main events and investment discussed under this dimension in sections 4 and six of Part I of this report. The contribution of other ministries, particularly Information and Broadcasting, through the Primary School Radio Language (English) Arts Programme, should not be overlooked.

Institutes and institutions within the Ministry of Education in Lesotho have contributed in various ways to the achievement of some national EFA goals pertinent to universal primary education. The National Curriculum Development Centre (NCDC) among many of her achievement in the period has introduced the Life Skills component into the primary school curriculum. The National Teacher Training College, in addressing quality development has since embarked on an Early

Learning specialization teacher education programme (Matsoso, 1996) and introduced a Diploma in Primary Education Programme to improve the quality and professional level of the primary school teacher in Lesotho.

The close of the EFA decade has also witnessed the support and commitment of the National University to basic education in Lesotho. This is realized in the Form of the introduction of the part-time B.Ed Primary Education Programme which is due to take off in January 2000. The upgrading of teacher education programmes at the NTTC and NUL is undoubtedly an effort to ensure quality in primary education in Lesotho.

Despite shortcomings such as negative attitudes and exclusion of literacy programmes in the budget allocations in some Government sectors, Non-Formal Education continues to enjoy government support in Lesotho. For instance the Government is committed to strengthening resources in NFE as well as to accessing all educational facilities equally to both formal and non-formal education in the next decade. Moreover, Government has facilitated evaluation of several NFE activities such as the literacy campaigns.

EFA goal achievement activities of the Technical and Vocational Education and Training subsector despite the problems discussed earlier have enjoyed public and government support and commitment in various forms. The Lerotholi Polytechnic for instance, continues to train and trade test the clientele from industry, TVET institutes and centres from across the country, while the National Teacher Training College with the aim of providing quality skills offers relevant teacher training at certificate and diplomas levels.

In addition to the main events and Governmental investments in Special Education already discussed in this report, the move by the National University of Lesotho (NUL) in this regard should be noted. In the last three years, the existing physical and policy structures have been and continue to be adjusted to provide for employees and students with disabilities. For the first time in her history NUL has this year admitted and with fairly adequate support facilities, a visually impaired student.

Theory and research posit that informed policy formulation and effectiveness of implementation among others, depend on research (MCGinn & Wild, 1995). To this effect, the Lesotho Government's commitment to the effectiveness of her policy on basic education in general lies in the continued

evaluation and needs assessment surveys she has commissioned in the different subsectors responsible for basic education since 1990.

The support and commitment efforts of international and local organizations to the achievement of EFA goals in Lesotho's basic education cannot be overlooked. Donor agencies such as UNICEF, USAID, UNESCO, GTZ, the Irish Government and others have funded many a project/programme and research activities within the different basic education subsectors of the Ministry of Education. Local NGOs such as the Lesotho Association for Non-formal Education (LANFE), the Lesotho Preschool and Day Care Association (LPDCA), LNFORD and others continue to support basic education, each its relevant subsector in different notable ways. The Lesotho Educational Research Association (LERA) in particular cooperates and collaborates with the Ministry on policy-related research. Presently LERA is contributing to basic education through three ongoing major studies on language policy, non-formal basic education and technical and vocational education, all funded by the Educational Research Network for Eastern and Southern Africa (ERNESA).

While notwithstanding the problems and limitations noted, it seems reasonable to contend on the basis of the foregoing observations that basic education in Lesotho significantly enjoys the support of the public, the Government as well as that of local and international organizations and institutions.

12. GENERAL ASSESSMENT OF THE PROGRESS

The Education For All (EFA) assessment was undertaken by a technical committee appointed by the Ministry of Education. This committee was supported by a National Committee. In undertaking the task, the Technical Committee reviewed documents and held group discussions with key stakeholders some of whom also participated in the assessment activity. A number of lessons emerge from this activity.

The assessment reveals that the Government of Lesotho Sector Plans were used in implementing the Jomtien declaration on the Education For All by the year 2000. There are other general features that emerge from the assessment. The implementation of EFA varied from one subsector to the other. Universal primary education seems to have received more attention compared to other subsectors. The

observed situation may be due to the nature of education provided and the population of children who are expected to receive basic education. Part II of the report presents the magnitude of the differences referred to. The analytical section shows that issues such as:

- Improvement of school facilities
- School Management
- Quality and efficiency
- Intake rate in primary education
- Teaching staff
- Pupil:teacher ratio and
- Learning achievement

all relate to universal education. It has to be noted though that other target dimensions also received considerable attention.

The report points to similarities particularly concerning policy formulation. Policy on ECCD, NFE, Special Education and TVET were all not in place at the beginning of the decade. The assessment points to the fact that policies for the said dimensions are now in draft form.

The assessment further shows that the Government of Lesotho succeeded in achieving major objectives which included the following:

- The ECCD and the Special Education Units were integrated into the Ministry of Education structure.
- The TVET headquarters was put in place.

- The Ministry strengthened staff development for the ECCD, Special Education and the TVET Units.

The report provides evidence that the Government of Lesotho has strong relationships with donor agencies and Non-Governmental Organizations. There appears to be dependency on external funding required to sustain some of the major activities. Thus, the relationship tends to focus on financial assistance and participation in decision making.

Relationship with the Non-Government Organizations points to collaboration and cooperation particularly in decision making and in complementing each other's implementation efforts.

In spite of the problems of finances to support dimensions such as Special Education, almost all the dimensions had several aspects promoted. For example, children with special disabilities were integrated in the mainstream. A curriculum document for ECCD was completed and disseminated. For NFE an inspector was employed.

The assessment highlights the fact that there were problems experienced. Free education to youth and adults by the year two thousand could not be achieved, although the Government continues to increase the education budget and at the same time receive extensive donor support.

The poor economy continue to affect the attainment of the objective. For example, disabilities such as deafness were not attended to as they need to be heavily funded. The Government seemed to have focused more on visually impaired children.

The assessment also points to the fact that attention was not given to the promotion of education for better living and that minimal attention was given to the promotion of testing learning achievement.

One of the major and most critical problems revealed in this report relates to the absence of a framework for implementing EFA in Lesotho. Thus, the analysis of the extend to which Lesotho achieved her goals and targets would have been made easier if there was a structure or body responsible for implementation of this commitment.

In summary however, it seems that achievements towards educational reforms outweigh weaknesses. Thus, In spite of the problems referred to in the report, major strides have been made toward the EFA objectives. The observed weaknesses therefore tend to suggest that extensive work still needs to be done to fully achieve the EFA objectives set in the Declaration. It is therefore encouraging to note that the Government of Lesotho has in place the sector plan for the next decade. Part III of the report presents prospectives as envisaged by the Government and the stakeholder groups.

PART III - PROSPECTIVES

The Government of Lesotho has, through developing the Education Sector plan II (1998/99-2001/02) espoused the idea of investing in the human capital within the framework of poverty alleviation and good governance.

13 Early Childhood Care and Development

To date, the MOE's role in Early Childhood Care and Development (ECCD) is loosely defined. During Phase I, MOE will (I) introduce Early Childhood, Care and Development as a pre-service course within teacher education programmes at both Lesotho College of Education and the National University of Lesotho and focus on policy formulation and capacity building in the ECCD sub-sector. Specifically, MOE aims to:

- (a) develop a national policy framework which will guide the expansion of ECD coverage;
- (b) develop a training programme for ECCD trainers, teachers and providers; and © pilot test low cost, community-based programmes in two of the most disadvantaged districts.
- (c) define the roles of all stakeholders in this subsector.
- (d) since the majority of ECCD providers are under-qualified, mainly because this activity is in the hands of NGOs translate the curriculum into Sesotho.
- (e) develop and implement a training programme at pre and in-service levels for ECCD trainers, teachers and providers. The programme will be facilitated by the National Teacher Training College and the National University employing/using a professionally developed training manual once one is in place.

14 Universal Primary Education

Committed to achieving universal primary education (UPE), the GOL realises the need to address the needs of out-of-school children, as well as those of pupils in school. The MOE is developing a policy on Free Primary education and is simultaneously undertaking exploratory steps towards eliminating fees at the primary level. Moreover, studies are being conducted to rationalise fees at both the primary and secondary level.

The GOL would implement a policy of free primary education in phases, beginning with standard one (grade 1) in the year 2000 and at the later stage (2004) institute compulsory education. In addition, the MOE is exploring the feasibility of extending the basic education cycle from 7 to 10 years. The plan is to include Early Childhood Care and Development.

The GOL is particularly committed to addressing the basic education needs of children living in the impoverished, mountainous areas. Therefore, MOE will give priority to the construction of primary schools in the inaccessible regions, although some schools will also be built in accessible regions, although some schools will also be built in accessible regions.

Another means of reaching the poorest-of-the-poor and redressing the inequalities on educational opportunities is to provide scholarships to children from needy families. The GOL intends to pilot a scholarship/bursary programme, the next steps for which are to determine criteria for the identification/selection of recipients and commencing an awareness campaign at the community level. As the children in the mountain areas have severely limited access to secondary education, the scholarships/bursary will focus on supporting their attendance at schools with boarding facilities.

Most ongoing interventions focus on improvements aimed at improving opportunities for children already in school. The MOE will explore strategies aimed at addressing the needs of out-of-school children. One such group of particular concern is herdboys. They typically spend several weeks away from their villages while herding animals and therefore miss the opportunity for formal schooling. In order to gain a better understanding of how to integrate herdboys and other groups into the formal system, the MOE is collaborating with co-operating partners to conduct a household survey. This will identify those who are the poor, where they are located and what their needs are. Subsequently, the MOE will pilot different strategies to address the identified needs.

15 Quality and Efficiency

Expanding the system to realise Universal Primary Education requires many more and better qualified teachers.

In order to address the need of upgrading teachers' skills, the MOE will support the establishment of a Distance Teacher Education Programme (DTEP) offering a 2-year Certificate and a 1-2 year

Diploma programmes. The former will reduce the duration of training from 3-5 years to 2 years. Over the long-term, this should reduce the unit costs of teacher training and improve classroom techniques. Moreover, the MOE will strengthen teacher education to include ECCD, gender studies and special education as part of courses for pre-service within their programmes.

The MOE places heavy emphasis on the development of a national, integrated framework for curriculum and assessment at the primary and secondary school levels. This will provide guidance on compulsory subjects at differing stages of education and weight the subjects appropriately. In addition, the framework should be able to help specify the schedule and objectives of formal national assessment and examinations. The spread of HIV/AIDS is increasingly being recognised as an urgent development issue and not one which concerns the health sector alone. Lesotho's concern on environment and child's right issues can be better tackled by introducing these issues in the school curriculum. The Education sector's role will be to develop HIV/AIDS education materials for incorporation into primary and secondary school curriculum and will also establish modules on the subject for teacher training. Moreover, the many developments that impinge on curriculum require the MOE to review the curriculum with the purpose of introducing an outcome based curriculum. In preparation for its role in developing the proposed curriculum, NCDC will be strengthened through staff training and some Technical Assistance. ECOL, will be strengthened through a twinning arrangement with an international assessment institution.

The high primary school pupil:teacher ration negatively impacts on the quality of education. The NTTC will be upgraded to increase the number students it can admit each year. Special emphasis will be given to training more teachers for the lower primary grades where the average pupil:teacher ratio is particularly high. At the secondary level, many teachers are not economically deployed. To improve efficiency, the pupil:teacher ration will increase to 25:1.

The recent introduction of District Resource Centres (DRCs) and District Resource Teachers/Tutors (DRTs) has met with extremely positive results. The DRTs provide important support to both teachers and the Office of the Inspectorate. The Government will augment the number of DRTs from the current figure of 84 to 100. In addition, the MOE will further strengthen the Inspectorate by recruiting and training 20 additional Field Officers.

The enactment of the 1995 Education Act increased community involvement in school management through parental and chiefs' representation in School Management Committees. The Government therefore plans to extend and consolidate the process of decentralisation already begun under the Fifth Plan period. The Ministry of Education will map out a clear action plan towards decentralisation of ministries services in accordance with the Local Government Act of 1997, with clearly defined target dates and services to be decentralised. Most importantly and as a strategy for decentralisation, the Ministry will increase the authority of local structures and intensify training which started towards the end of the Plan Period in order to enhance capacity at that level. As called for in the Education Act, all primary and secondary schools will establish School Committees. To provide the best educational services to all Basotho children, the Government recognises the importance of forming a strong partnership between the Ministry of Education and the school proprietors. To enhance the working relationship, the Ministry will hold regular Government consultations with education stakeholders and proprietors. The School Committees will further enhance cooperation between government proprietors, as well as increase parental involvement in school management.

16 Universal Education

By strengthening the field Inspectorate and increasing the number of offices the Inspectorate will train the School Committees in both general management issues as well as financial matters and supervise schools during the Early years of implementing Free Primary Education.

An improved Education Management Information System is being designed and will be implemented by November 1999. This will provide the MOE with baseline data against which future improvements, both quantitative and qualitative, can be measured.

The Government is interested in aligning its priorities with subsectoral allocations. The Ministry of Education proposes to increase the share of her recurrent budget to primary and secondary education. In order to sustain expansion of access and quality, there is also need to improve the efficiency of expenditures within the Education sector.

In order to implement its programmes efficiently, the Ministry recognises the need to strengthen her own institutions. She plans to work hard at enhancing the capacity within the Ministry in the areas of policy making, planning and budgeting.

Since the overall resource envelope for education is likely to remain constrained, gains must be found by improving the efficiency of the sector. In order to align Government priorities and budgetary allocations, the Ministry will undertake a Public Expenditure Review (PER), examining all education subsectors, including tertiary education. The process will examine how well resources for education are currently being used and identify desirable changes in the level and pattern of future education spending. This will result in quantified targets and an agreement on specific actions to achieve these. The next step will be to implement a Medium-Term Expenditure Framework for education, which will guide the allocation of the Ministry's resources. The findings will guide the MOE budget allocations for 1999/2000 and 2000/2001. The MOE will repeat this exercise annually and integrate the process into its budgetary planning process.

17 Teacher Education

The machinery to grant and implement the autonomous status to the National Teacher Training College (NTTC) renamed Lesotho College of Education (LCE), is in progress and advanced. This is during the plan period the NTTC established a Primary Education Division and an In-service Division and related training.

A programme for training teachers, specifically for grades 1-3 was launched, although it only admits 20 students annually due to staffing problems. Finally, NTTC upgraded the Pre-Service Primary Teachers Certificate to a diploma level. The upgraded In-service Division graduated its first cohort in 1992 and expects the second cohort to complete in 1999 and 2000 for LIET IV and PTC.

The GOL recognises the importance of attracting greater foreign investment in order to create more jobs in the local private sector. Another government priority is to reform TVET so that it produces graduates who meet the needs of employers. Towards this end, the Government will support the development of a tripartite management approach to reforms and work with employers and employees to identify alternative financing approaches. Additionally, an accreditation system and qualification framework will be set-up to better prepare Basotho workers to meet the needs of the local and regional labour market. A Technical and Vocational Board (TVB) will be strengthened to guide this work.

18 Technical and Vocational Education and Training (TVET)

Similarly for TVET plans to autonomise are advanced. In 1993, the Government revised the Lesotho Technical and Vocational Training Act NO.25 of 1984 to include apprenticeship training.

In the subsector of Non-formal Education, MOE will also focus on policy development. The NFE Task Force has finalised a policy paper and a log frame in consultations with the NGOs and other agencies involved in NFE. During the plan period, MOE hopes to build on this policy paper to clearly define policies and priorities and develop a framework for meeting the most pressing needs of the Basotho people. This will involve participation and support from both the public and private sectors and setting action-plans for NFE.

Moreover, the Ministry will establish a fully fledged NFE department responsible for coordination, monitoring and evaluation of NFE activities in the country. Improve budget allocation as well as infrastructure to enhance access into education by people in the remote areas.

19 Special Education

- The Ministry of Education through the special education department and the National Curriculum Development Centre will draw a curriculum to cater for children with different disabilities.
- As a matter of urgency, the Ministry will ensure that school buildings such as toilets, classrooms, staff room and libraries are accessible to groups of children with various disabilities. Moreover, the Ministry will provide appropriate equipment and educational devices such as wheel chairs and crutches.
- In order to succeed in catering for various groups of disabled children, there will be a training programme for special education teachers. Closely related to the training programme is the development and acquisition of appropriate learning materials such as text books translated into Braille for the visually impaired children.

- The Ministry should establish special resource units to cater for, among others, counselling and career guidance.

The nature of education needed by people with disability requires extensive financial resources. The Ministry of Education will therefore foster collaboration between herself and stakeholders with the purpose of sharing responsibility in facilitating learning and in providing equipment and educational devices. The Ministry on her part plans to also subsidise children with special needs in ECCD centres since most of these centres are private or owned by NGO and are usually very expensive.

Efforts intended to integrate children with disabilities in the primary sector were realised during the plan period. The Ministry plans to continue to integrate children with special needs into other levels of education such as secondary and tertiary.

As a matter of urgency, the Ministry of Education should approve and implement the policy guideline drafted in the late 80s. This step will facilitate intensive efforts aimed at improving the offering of basic education for children with disabilities.

TVET

The following are some of the projections for TVET

- Appropriate training to be entrenched within the basic education at an early state to cater for drop-outs;
- To revise the TVET legal framework to make it responsive to the system of training and mobilisation of skilled manpower.
- To develop individuals with a sense of belonging and inculcate entrepreneurial spirit.
- To provide support mechanisms like venture capital to enable them to start themselves up in life after either school or training.

20 Life Skills

Very little of life skills appears in the curriculum. Most of it is provided for in the social studies syllabus which addresses issues of self-esteem. At standard 4 and 5 this syllabus reflects the skills of decision-making, problem-solving and information gathering. Conflict Management skills are reflected in Religions Education. (See NCDC study on curriculum issues). The Ministry will incorporate life skills focusing on critical thinking such as changing attitudes and several other related areas that remain a challenge for the 21st century.

As a strategy for providing the government an opportunity to make research based decisions, the Ministry of Education will intensify her research efforts. During the plan period, the Ministry will

- Carry out a situation analysis study on boy-child particularly focussing on reasons for high drop out after standards 1-2. Such a study might help government to decide on how herdboys and girls who drop out of school could be inco-oporated in systems such as double shift.
- Undertake a comprehensive study to access performance at the end of primary national examination in order to improve quality of education at this level.
- Commission a study on the impact of integration of children through resource rooms into the mainstream.
- Undertake feasibility study that will determine the type of training at each level with a view to satisfy the labour market.

Emergent from the foregoing outline of the “Way Forward” for basic education in Lesotho is an observation that this policy issue is a massive dynamic process, whose goal achievement depends on/or needs constant reflection, evaluation and re-evaluation.

***Annex 1 - Cohort Analysis Based Upon 1996 Flow Rates
Applied to 1997 Intake - Both Sexes***

| | | | | | | | | | | | | |
|--|-------|-------|-------|-------|-------|-----------------|-----------|----------|-----|-----|----|--|
| Rates: | Std 1 | Std 2 | Std 3 | Std 4 | Std 5 | Std 6 | Std 7 | | | | | |
| Promote: | 0.660 | 0.722 | 0.731 | 0.717 | 0.759 | 0.779 | 0.771 | | | | | |
| Repeat | 0.241 | 0.230 | 0.211 | 0.208 | 0.160 | 0.125 | 0.162 | | | | | |
| Dropout | 0.099 | 0.048 | 0.058 | 0.075 | 0.081 | 0.096 | 0.067 | By Year: | | | | |
| | | | | | | | | ----- | | | | |
| Year: | | | | | | | Enrolled | Drops | | | | |
| 1996 | 1000 | | | | | 1000 | 99 | | | | | |
| 1997 | 241 | 660 | | | | | 901 | 55 | | | | |
| 1998 | 58 | 311 | 477 | | | | | 846 | 47 | | | |
| 1999 | 14 | 110 | 326 | 349 | | | | | 799 | 53 | | |
| 2000 | 3 | 34 | 148 | 311 | 250 | | | | | 746 | 53 | |
| 2001 | 1 | 10 | 56 | 173 | 263 | 190 | Graduates | 693 | 56 | | | |
| 2002 | 0 | 3 | 19 | 77 | 166 | 224 | 148 | 114 | 637 | 52 | | |
| 2003 | 0 | 1 | 6 | 30 | 82 | 154 | 198 | 153 | 471 | 38 | | |
| 2004 | 0 | 0 | 2 | 10 | 35 | 81 | 152 | 117 | 280 | 22 | | |
| 2005 | 0 | 0 | 0 | 3 | 13 | 37 | 88 | 68 | 141 | 10 | | |
| 2006 | 0 | 0 | 0 | 1 | 4 | 15 | 43 | 33 | 63 | 4 | | |
| 2007 | 0 | 0 | 0 | 0 | 2 | 5 | 19 | 15 | 26 | 1 | | |
| 2008 | 0 | 0 | 0 | 0 | 0 | 3 | 7 | 5 | 10 | 2 | | |
| 2009 | 0 | 0 | 0 | 0 | 0 | 0 | 3 | 2 | 3 | 1 | | |
| 2010 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | | |
| 2011 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | | |
| | | | | | | | | ----- | | | | |
| Survival and Dropout by Grade: | | | | | | Graduates | | Drops | | | | |
| Begin- | 1000 | 869 | 815 | 756 | 684 | 619 | 552 | 507 | 493 | | | |
| Drop- | 131 | 54 | 59 | 72 | 65 | 67 | 45 | | | | | |
| | | | | | | Total pup/hrs | | | | | | |
| Pup/hrs- | 1317 | 1129 | 1034 | 954 | 815 | 709 | 658 | 6616 | | | | |
| Average duration of study for graduates: | | | | 8.57 | | Pupil/years: | | 6616 | | | | |
| Average duration of study for drop-outs: | | | | 4.51 | | Output(grads): | | 507 | | | | |
| Average study time for the cohort: | | | | 6.75 | | Years invested: | | 13.05 | | | | |
| | | | | | | Efficiency: | | 1.86 | | | | |

**Annex 2 - Cohort Analysis Based Upon 1996 Flow Rates
Applied to 1997 Intake - Males**

| | | | | | | | | | | |
|----------|-------|-------|-------|-------|-------|-------|-------|----------|--|--|
| Rates: | Std 1 | Std 2 | Std 3 | Std 4 | Std 5 | Std 6 | Std 7 | | | |
| Promote: | 0.624 | 0.671 | 0.682 | 0.659 | 0.716 | 0.748 | 0.773 | | | |
| Repeat | 0.269 | 0.269 | 0.249 | 0.245 | 0.187 | 0.145 | 0.174 | | | |
| Dropout | 0.107 | 0.060 | 0.069 | 0.096 | 0.097 | 0.107 | 0.053 | By Year: | | |

| Year: | | | | | | | | Enrolled | Drops | |
|-------|------|-----|-----|-----|-----|-----|-----------|----------|-------|----|
| 1996 | 1000 | | | | | | | 1000 | 107 | |
| 1997 | 269 | 624 | | | | | | 893 | 55 | |
| 1998 | 65 | 322 | 451 | | | | | 838 | 48 | |
| 1999 | 16 | 117 | 327 | 330 | | | | 790 | 50 | |
| 2000 | 4 | 38 | 153 | 308 | 237 | | | 740 | 53 | |
| 2001 | 1 | 12 | 59 | 176 | 259 | 180 | Graduates | 687 | 55 | |
| 2002 | 0 | 4 | 21 | 80 | 167 | 220 | 140 | 108 | 632 | 51 |
| 2003 | 0 | 1 | 7 | 32 | 84 | 155 | 194 | 150 | 473 | 38 |
| 2004 | 0 | 0 | 2 | 12 | 36 | 83 | 152 | 117 | 285 | 23 |
| 2005 | 0 | 0 | 0 | 3 | 15 | 37 | 90 | 69 | 145 | 11 |
| 2006 | 0 | 0 | 0 | 1 | 4 | 16 | 44 | 34 | 65 | 5 |
| 2007 | 0 | 0 | 0 | 0 | 2 | 5 | 19 | 15 | 26 | 1 |
| 2008 | 0 | 0 | 0 | 0 | 0 | 3 | 7 | 5 | 10 | 2 |
| 2009 | 0 | 0 | 0 | 0 | 0 | 0 | 3 | 2 | 3 | 1 |
| 2010 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| 2011 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |

| | | | | | | | | | | |
|---------|--------------------------------|------|------|-----|-----|-----|-----|--------------|-----|-------|
| | Survival and Dropout by Grade: | | | | | | | Graduates | | Drops |
| Begin- | 1000 | 846 | 750 | 696 | 621 | 576 | 523 | 500 | 500 | |
| Drop- | 154 | 96 | 54 | 75 | 45 | 53 | 23 | | | |
| | | | | | | | | Total pup/yr | | |
| Pup/yr- | 1355 | 1118 | 1020 | 942 | 804 | 699 | 649 | 6587 | | |

| | | | |
|--|------|-----------------|-------|
| Average duration of study for graduates: | 8.60 | Pupil/years: | 6587 |
| Average duration of study for drop-outs: | 4.48 | Output(grads): | 500 |
| Average study time for the cohort: | 6.63 | Years invested: | 13.17 |
| | | Efficiency: | 1.88 |

**Annex 3 - Cohort Analysis Based Upon 1996 Flow Rates
Applied to 1997 Intake - Females**

| Rates: | Std 1 | Std 2 | Std 3 | Std 4 | Std 5 | Std 6 | Std 7 | By Year: | | |
|--|-------|-------|-------|-------|-------|-----------------|-----------|--------------|-------|----|
| Promote: | 0.699 | 0.773 | 0.779 | 0.770 | 0.795 | 0.802 | 0.770 | | | |
| Repeat | 0.210 | 0.191 | 0.174 | 0.174 | 0.138 | 0.110 | 0.154 | | | |
| Dropout | 0.091 | 0.036 | 0.047 | 0.056 | 0.067 | 0.088 | 0.076 | | | |
| Year: | | | | | | | | Enrolled | Drops | |
| 1996 | 1000 | | | | | | | 1000 | 91 | |
| 1997 | 210 | 699 | | | | | | 909 | 53 | |
| 1998 | 51 | 300 | 505 | | | | | 856 | 48 | |
| 1999 | 12 | 103 | 324 | 369 | | | | 808 | 52 | |
| 2000 | 3 | 32 | 142 | 314 | 265 | | | 756 | 56 | |
| 2001 | 1 | 9 | 53 | 169 | 267 | 201 | Graduates | 700 | 57 | |
| 2002 | 0 | 3 | 17 | 74 | 164 | 228 | 157 | 121 | 643 | 53 |
| 2003 | 0 | 1 | 6 | 27 | 79 | 153 | 203 | 157 | 469 | 37 |
| 2004 | 0 | 0 | 2 | 10 | 32 | 79 | 152 | 117 | 275 | 22 |
| 2005 | 0 | 0 | 0 | 3 | 12 | 34 | 87 | 67 | 136 | 11 |
| 2006 | 0 | 0 | 0 | 1 | 4 | 13 | 40 | 31 | 58 | 4 |
| 2007 | 0 | 0 | 0 | 0 | 2 | 5 | 16 | 12 | 23 | 1 |
| 2008 | 0 | 0 | 0 | 0 | 0 | 3 | 7 | 5 | 10 | 2 |
| 2009 | 0 | 0 | 0 | 0 | 0 | 0 | 3 | 2 | 3 | 1 |
| 2010 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| 2011 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Survival and Dropout by Grade: | | | | | | | | Graduates | Drops | |
| Begin- | 1000 | 893 | 887 | 817 | 745 | 656 | 574 | 512 | 488 | |
| Drop- | 107 | 6 | 70 | 72 | 89 | 82 | 62 | | | |
| | | | | | | | | Total pup/yr | | |
| Pup/yr- | 1277 | 1147 | 1049 | 967 | 825 | 716 | 665 | 6646 | | |
| Average duration of study for graduates: | | | | | 8.51 | Pupil/years: | | | 6646 | |
| Average duration of study for drop-outs: | | | | | 4.59 | Output(grads): | | | 512 | |
| Average study time for the cohort: | | | | | 6.84 | Years invested: | | | 12.98 | |
| | | | | | | Efficiency: | | | 1.85 | |

Annex 4 - EFA Assessment Technical Committee Members

1. Ms. Mats'eliso Letsunyane.....MOE - Primary Education
2. Ms. 'Motseng. Maema.....MOE - Planning Unit
3. Ms. Agnes Mothibeli.....MOE - Planning Unit
4. Mr. Molapi E. Sebatane (Dr).....NUL - Institute of Education
5. Ms. Lifelile M. Matsoso.....NUL - Faculty of Education
6. Ms. Pulane J. Lefoka.....Lesotho Educational Research Association
7. Mr. Chepha M. Makoele.....MOE- Curriculum Development
8. Mr. Thabang Pulumo.....MOE - Technical/Vocational Education
9. Ms. Mailane Semoko.....MOE - Non-Formal-Education
10. Mr. Moeketsi Motjoli.....MOE - Early Childhood Development
11. Ms. Evelyn M. Phae.....MOE - Special Education

Annex 5 - References

Bellamy, C. (1999). *The State of World's Children 1999*. (UNICEF).

Bureau of Statistics and UNICEF. (1998). *Exposing Geographic Inequality*. Maseru: CLF Printers.

Fullan M.G. (1991). *The Meaning of Educational Change*. New York: Teachers College Columbia University.

Government of Lesotho and UNICEF. (1998). *Strengthening Basic Education in Lesotho*. Unpublished proposal submitted to the World University of Canada

Government of Lesotho. (199). *Sixth National Development Plan 1996/97 - 1998/99*. Maseru: Government Printer.

Government of Lesotho. (1996). *Population: A strategic Programme of Action*. Maseru:

International Consultative Forum on Education For All - Education for All. *The year 2000 Assessment - Technical Guidelines*.

Lefoka, J.P. & Matsoso, LM (1999). *An Evaluation of the ECCD Training Programme*. Maseru: UNICEF - Lesotho

Lefoka, J.P. & T. Swart (1995) *An Evaluation of the Early Childhood Unit of the Ministry of Education, Lesotho*. (Unpublished Research Report) Ministry of Education Lesotho

Matsoso, L.M. (1996) - *An Evaluation of the Early Learning Specialization Project at the National Teacher Training College*. Maseru: UNICEF - Lesotho.

Ministry of Education, Sports and Culture and UNICEF. (1998). *Free Primary Education: The Malawi Experience 1994 - 98*.

Ministry of Education. (1992). *Education Sector Development Plan 1991/92 - 1995/96*. Maseru: Government Printer.

Ministry of Education. (1997). *Education Sector Development Plan 1998/99 - 2000/2001*. Maseru: Government Printer.

Ministry of Education, Sports and Culture (1982). *The Education Sector Survey: Report the Task Force*. Maseru: Government Printer.

Ministry of Finance and Economic Planning. (1996). *Pathway Out of Poverty: An Action Plan*. Maseru: Government Printer.

Ministry of Education (1993). *Integrating Children with Special Education Needs into Regular Primary Schools in Lesotho*. Maseru: Government Printers.

Ministry of Education (1997). *Indicators for Educational Planning and Policy Formulation in primary education*

Ministry of Education. *Statistical Year books (1990 - 1997)*

Reimers, F., McGinn, N., & Wild, K. (1995). *Confronting future challenges: Educational information, research and decision-making*.

Sauvageot, C. (1992). *Primary Education in Lesotho: Indicators 1992*. Paris: Institute of International Education Planning.

UNESCO. (1994). *World Declaration on Education for All and Framework for Action to Meet Basic Learning Needs*. Paris: UNESCO.