



Kingdom of Lesotho

# Kingdom of Lesotho

## Education Sector Strategic Plan 2005-2015



**Government of Lesotho**  
Ministry of Education and Training  
Maseru  
March 2005

## Vision

Basotho shall be a functionally literate society with well-grounded moral and ethical values; adequate social, scientific and technical knowledge and skills by the year 2020.

## Mission Statement

*To develop and implement policies which ensure acquisition of functional literacy among all Basotho and development of a productive, quality human resource base through education and training.*

## Sector Objectives

1. To improve access, efficiency and equity of education and training at all levels.
2. To improve the quality of education and training.
3. To ensure that curricula and materials are relevant to the needs of Lesotho, are consonant with the appropriate standards and gender responsive.
4. To ensure that both vocational-technical and non-formal education programs respond to the needs of industry and the communities in general.
5. To develop and implement a common system of regular collection and reporting of information on the current status and future demand and supply, and on priority educational areas in the country.
6. To progressively achieve the equivalence, harmonization and standardization of the education and training systems nationally, regionally and internationally.
7. To effectively participate in regional and international educational sector development initiatives.
8. To promote gender equality and ensure empowerment disadvantaged groups.
9. Address the challenges posed by HIV and AIDS in education and training.



## *Preface*

---

Our national Constitution stipulates that Lesotho shall endeavour to make education available to all and shall adopt policies aimed at ensuring that:

- a) education is directed to the full development of the human personality and sense of dignity and strengthening the respect for human rights and fundamental freedom;
- b) primary education is compulsory and available to all...; and
- c) fundamental education is encouraged or intensified as far as possible for those persons who have not received or completed their primary education.<sup>1</sup>

This Strategic Plan is a step towards fulfilling this constitutional obligation. We have come a long way, taking gigantic steps that have provided direction for the development of the country. Key documents like Vision 2020, Poverty Reduction Strategy and Public Sector Improvement and Reform Programme provide the focus into the long term future. Since the nation was consulted in different forums during their preparation, they represent the true aspirations of Basotho. Also, taken into consideration were the Education for All goals, Millennium Development Goals, international and regional conventions, treaties, protocols, agreements and declarations to which Lesotho fully subscribes.

The government is committed to providing universal free and compulsory primary education. In this regard, in 2000, free primary education was introduced in Lesotho on an annual incremental basis from standard one. At the point of this plan, we are already in standard six. In addition, nationwide consultations have commenced to amend the Education Act No. 10 of 1995 designed to improve the delivery of education and training and make primary education free and compulsory.

The envisaged economic development for Lesotho is dependent on the availability of highly skilled manpower. To achieve this, the government will adopt a new Technical and Vocational Education and Training or skills development strategy and policy which will revolutionise the skills profile of the Lesotho workforce thus promoting economic growth and alleviating poverty through provision of demand-driven training programmes. Other priority areas in this Strategic Plan include lifelong learning; early childhood development; and teacher development, supply and management. Cross cutting issues that affect education and training have been adequately addresses, especially, gender, HIV and AIDS.

The Plan has been developed based on Medium Term Expenditure Framework (MTEF). The first 3 years show the approved budget and the rest are projections. Certainly, this provides guidelines on the availability of resources. Hence, desirable decisions can be made confidently.

This Strategic Plan has been costed. What emerges is that the Government of Lesotho resource envelope is not sufficient to sustain the envisaged activities. Since the funding gap is indicated, our Development Partners will easily determine the areas to be considered for support. We look forward to their continued cooperation.

---

**M. K. Tsekoa MP**  
**Minister of Education and Training**

---

<sup>1</sup> *The Constitution of Lesotho*, Section 28



## Foreword

---



The Ministry of Education and Training acknowledges the invaluable contributions from all those who took part in the preparation of this Education Sector Strategic Plan (ESSP). Various programmes outlined their objectives and strategic activities that will be undertaken to accomplish the (ESSP). All these formed a skeleton on which this Strategic Plan was developed.

It is worth noting that this document took some time to develop. Several consultants made their inputs at one stage or another. We acknowledge their work very much because a working document was developed. This working document was given to the cooperating and development partners to critique. In September, 2004, a Donor Coordination Conference was held to provide opportunity for further inputs into the development of this Strategic Plan.

Following the conference, it emerged that some refinements still had to be made on the Strategic Plan before it could be printed. A working group of some MOET staff was set up to fine tune the Plan, so that It conforms with the Education for All declaration. Their commitment, despite several other engagements, has earned us this comprehensive document. This is commendable.

The responsibility to translate this plan into tangible results that will change the lives of Basotho lies in the hands all of us involved in the education sector with assistance from our development partners. The year 2005 marks the beginning of our joint march towards quality education for all.

Our success lies in our hands.

---

N. I. Kokome (Ms.)  
Principal Secretary for Education and Training  
March 2005



# Contents

<b>Contents.....</b>	<b>4</b>
<i>Acronyms.....</i>	8
<i>Tables and Figures.....</i>	10
<i>Introduction.....</i>	12
<b>Chapter 1 .....</b>	<b>14</b>
<b><i>Strategic Plan Context.....</i></b>	<b>14</b>
1.1 MACROECONOMIC AND SOCIAL CONTEXT.....	14
1.1.1 Performance.....	14
1.1.2 Macro-level Policies and Strategies.....	15
1.2 EDUCATION SECTOR CONTEXT.....	15
1.2.1 Conditions.....	15
1.2.2 Financing.....	17
1.3 ORGANISATIONAL STRUCTURE.....	17
<b>Chapter 2 .....</b>	<b>20</b>
<b><i>Mission, Goals and Objectives.....</i></b>	<b>20</b>
2.1 BACKGROUND.....	20
2.2 MISSION STATEMENT.....	25
2.3 VISION.....	25
2.4 EDUCATION POLICY.....	26
2.5 STRATEGIC GOALS AND OBJECTIVES.....	27
<b>Chapter 3 .....</b>	<b>30</b>
<b><i>Integrated Early Childhood Care and Development.....</i></b>	<b>30</b>
3.1 SITUATION ANALYSIS.....	30
3.2 MAIN POLICIES.....	32
3.3 CRITICAL CHALLENGES.....	32
3.4 OBJECTIVES AND STRATEGIES.....	32
3.5 ACTIVITIES AND TARGET INDICATORS.....	33
3.6 STRATEGIC SUMMARY OF ACTIVITIES.....	35
3.6.1 IECCD Policy.....	35
3.6.2 Increased Access.....	35
3.6.3 Equitable Access.....	36
3.6.4 Quality Improvement.....	37
3.6.5 Planning and Management.....	38
3.6.6 Gender Mainstreaming Gender and HIV and AIDS concerns in IECCD.....	38
3.7 COSTING OF IECCD PLAN.....	39
<b>Chapter 4 .....</b>	<b>40</b>
<b><i>Basic Education.....</i></b>	<b>40</b>
4.1 SITUATION ANALYSIS.....	40
4.1.1 Primary education.....	40
4.1.2 Junior Secondary Education.....	42
4.2 MAIN POLICIES IN BASIC EDUCATION.....	42
4.3 CRITICAL CHALLENGES.....	43
4.4 CRITICAL CHALLENGES.....	43



OBJECTIVES AND STRATEGIES .....	43
4.5 ACTIVITIES AND TARGET INDICATORS .....	44
4.6 STRATEGIC SUMMARY OF ACTIVITIES.....	49
4.6.2 <i>Free and compulsory quality basic education on equitable basis</i> .....	50
4.6.3 <i>Improved teaching and learning conditions in all schools</i> .....	51
4.6.4 <i>Provide a secure, healthy school environment</i> .....	51
4.6.5 <i>Facilitation of quality assurance systems and processes</i> .....	52
4.6.7 <i>Offer relevant curricula</i> .....	52
4.6.8 <i>Improve linkages with other Stakeholders</i> .....	53
4.7 <i>Critical Benchmarks for Achieving Basic Education for All</i> .....	53
4.8 <i>Costing for Basic Education</i> .....	55
<b>Chapter 5 .....</b>	<b>57</b>
<b><i>Secondary Education</i> .....</b>	<b>57</b>
5.1 SITUATION ANALYSIS .....	57
5.2 MAIN POLICIES .....	60
5.3 CRITICAL CHALLENGES .....	60
5.4 OBJECTIVES AND STRATEGIES .....	60
5.5 ACTIVITIES AND TARGET INDICATORS.....	61
5.6 STRATEGIC SUMMARY OF ACTIVITIES .....	64
5.6.1 <i>Improve Access to Secondary Education</i> .....	64
5.6.2 <i>Improve quality in secondary education</i> .....	64
5.6.3 <i>Develop an efficient management system for secondary education</i> .....	64
5.6.4 <i>Develop gender equity and parity within the Secondary Education System</i> .....	65
5.6.5 <i>Develop HIV and AIDS Mitigation Strategies in Secondary Education System</i> .....	65
5.6.6 <i>Improve partnerships among education service providers and stakeholders</i> .....	65
5.7 COSTING FOR SENIOR SECONDARY EDUCATION.....	66
<b>Chapter 6 .....</b>	<b>68</b>
<b><i>Technical and Vocational Education and Training</i> .....</b>	<b>68</b>
6.1 SITUATION ANALYSIS .....	68
6.2 MAIN POLICIES .....	71
6.3 CRITICAL CHALLENGES .....	72
6.4 OBJECTIVES AND STRATEGIES .....	72
6.5 ACTIVITIES AND TARGET INDICATORS .....	72
6.6 STRATEGIC SUMMARY OF ACTIVITIES.....	76
6.6.1 <i>Enhanced access to technical and vocational training</i> .....	76
6.6.2 <i>Quality improvement</i> .....	77
6.6.3 <i>Enhancing the Relevance of TVET programmes</i> .....	77
6.6.4 <i>Creating a supporting Institutional and Regulatory Regime</i> .....	77
6.6.5 <i>Reducing HIV and AIDS prevalence</i> .....	78
6.6.6 <i>Promotion of Partnerships in TVET Service delivery</i> .....	78
6.7 FUNDING FOR TVET.....	79
<b>Chapter 7 .....</b>	<b>80</b>
<b><i>Higher Education</i> .....</b>	<b>80</b>
7.1 SITUATION ANALYSIS .....	80
7.2 MAIN POLICIES .....	82
7.3 CRITICAL CHALLENGES .....	82
7.4 OBJECTIVES AND STRATEGIES .....	82
7.5 ACTIVITIES AND TARGET INDICATORS.....	83
7.6 STRATEGIC SUMMARY OF ACTIVITIES .....	85
7.6.1 <i>Increased Enrolments</i> .....	85

7.6.2 Improved quality of training programmes .....	85
7.6.3 Increased relevance of training programmes .....	85
7.6.4 Establishment of efficient and effective management systems .....	85
7.6.5 Integrating Gender in Higher education .....	86
7.6.6 Reducing HIV and AIDS prevalence levels.....	86
7.6.7 Effective partnerships in higher education in place .....	86
7.7 FINANCING FOR HIGHER EDUCATION .....	86
<b>Chapter 8 .....</b>	<b>88</b>
<i>Lifelong Learning and Non-Formal Education.....</i>	<b>88</b>
8.1 SITUATION ANALYSIS .....	88
8.2 MAIN POLICIES .....	89
8.3 CRITICAL CHALLENGES .....	89
8.4 OBJECTIVES AND STRATEGIES .....	90
8.5 ACTIVITIES AND TARGET INDICATORS.....	90
8.6 FINANCING OF LIFELONG LEARNING .....	92
<b>Chapter 9 .....</b>	<b>93</b>
<i>Teacher Development, Supply and Management.....</i>	<b>93</b>
9.1 SITUATION ANALYSIS .....	93
9.2 POLICIES .....	97
9.3 STRATEGY .....	98
9.4 CRITICAL CHALLENGES .....	98
9.5 ACTIVITIES AND TARGET INDICATORS.....	98
9.6 FUNDING FOR TEACHER EDUCATION AND SUPPLY.....	100
<b>Chapter 10 .....</b>	<b>102</b>
<i>Cross-cutting Issues and Activities.....</i>	<b>102</b>
10.1 INTRODUCTION .....	102
10.2 CURRICULUM AND ASSESSMENT .....	102
10.2.1 COSTING OF CURRICULUM DEVELOPMENT, ASSESSMENT AND EDUCATION SUPPORT .....	104
10.3 SPECIAL EDUCATION .....	105
10.4 GENDER IN EDUCATION .....	107
10.5 HIV & AIDS IN THE EDUCATION SECTOR .....	109
10.6 SPECIAL PROGRAMMES.....	113
10.6.1 UNESCO .....	113
10.6.2 Prince Mphahlele Award Scheme.....	114
10.7 COSTING FOR SPECIAL PROGRAMMES.....	115
<b>Chapter 11 .....</b>	<b>116</b>
<i>Institutional Capacity Considerations .....</i>	<b>116</b>
11.1 RATIONALE FOR INSTITUTIONAL CAPACITY STRENGTHENING.....	116
11.2 BUILDING EFFECTIVE AND EFFICIENT EDUCATION SECTOR .....	116
11.2.1 Decentralisation .....	116
11.2.2 Capacity Strengthening .....	117
11.2.3 Administrative and Support Services.....	120
11.3 ACTIVITIES AND TARGET INDICATORS.....	120
11.3.1 COSTING FOR INSTITUTIONAL AND SYSTEMS DEVELOPMENT .....	123
11.4 PLANNING CAPACITY .....	124
11.4.1 Reform of the Planning Unit .....	124
11.4.2 Budgeting and Financial Management Improvement .....	126
11.4.3 Efficiency and Cost-sharing Measures.....	128

11.4.4	Quality Assurance .....	128
11.4.5	Monitoring and Reporting .....	129
11.4.6	Accountability .....	130
11.4.7	Stakeholder partnerships.....	131
11.4.8	ACTIVITIES AND TARGET INDICATORS .....	132
11.4.9	COSTING FOR PLANNING, MONITORING AND EVALUATION PROGRAMME .....	137
<b>Chapter 12</b>	<b>.....</b>	<b>140</b>
<i>Implementation Framework</i>	<i>.....</i>	<i>140</i>
12.1	INTRODUCTION .....	140
12.2	PRIORITISATION AND PHASING OF THE STRATEGIC PLAN .....	140
12.2.1	<i>Prioritisation</i> .....	<i>140</i>
12.2.2	<i>Phasing</i> .....	<i>140</i>
12.3	STRATEGIC PLAN IMPLEMENTATION STRUCTURE.....	141
12.4	MONITORING, REPORTING AND EVALUATION .....	141
12.6	IMPLEMENTATION FRAMEWORK .....	145
<b>Chapter 13</b>	<b>.....</b>	<b>146</b>
<i>Costing and Financing of the ESSP</i>	<i>.....</i>	<i>146</i>
13.1	RATIONALE FOR ESSP COSTING AND FINANCING.....	146
13.2	COSTING METHODOLOGY .....	147
13.3	OVERALL ESSP COSTING .....	150
13.4	FUNDING GAP.....	151
13.5	ESSP FINANCING.....	153
<b>Log-frame: Strategic Plan Implementation Framework: 2005-2015</b>	<b>.....</b>	<b>154</b>





## Acronyms

ACL	Anglican Church of Lesotho
ADB	African Development Bank
ADF	African Development Fund
AGOA	Africa Growth Opportunities Act
AIDS	Acquired Immune Deficiency Syndrome
AIR	Apparent Intake Rate
ARVs	Anti-retroviral Drugs
CAC	Curriculum Advisory Committee
CEO	Chief Education Officer
CMA	Common Monetary Area
COSC	Cambridge Overseas School Certificate
DSTE	Diploma Secondary Technical Education
DTEP	Distance Teacher Education Programme
ECOL	Examination Council of Lesotho
EFA	Education For All
EMIS	Educational Management Information System
ESDP	Education Sector Development Project
EU	European Union
FPE	Free Primary Education
GDP	Gross Domestic Product
GEC	General Education Certificate
GER0	Gross Enrolment Ratio (Pre-School)
GER1	Gross Enrolment Ratio (Primary)
GER2	Gross Enrolment Ratio (Secondary)
GNI	Gross National Income
GNP	Gross national Product
GoL	Government of Lesotho
HIV	Human Immunodeficiency Virus
HQ	Headquarters
ICT	Information Communication Technology
IDA	International Development Association
IDM	Institute for Development Management
IECCD	Integrated Early Childhood Care and Development
IMF	International Monetary Fund
JC	Junior Certificate
LAPCA	Lesotho AIDS Programmes Coordinating Authority
LCE	Lesotho College of Education
LEC	Lesotho Evangelical Church
LHDA	Lesotho Highlands Development Authority
LHWP	Lesotho Highlands Water Project
LP	Lerotholi Polytechnic
MDGs	Millennium Development Goals
MOET	Ministry of Education and Training
MTEF	Medium-Term Expenditure Framework
NCC	National Craft Certificate
	National Curriculum Committee
NCDC	National Curriculum Development Centre



NER0	Net Enrolment Ratio (Pre-School)
NER1	Net Enrolment Ratio (Primary)
NER2	Net Enrolment Ratio (Secondary)
NFE	Non-Formal Education
NGO	Non Governmental Organisation
NIR	Net Intake Rate
NMDC	National Manpower Development Commission
NQF	National Qualifications Framework
NTTC	National Teacher Training College
NUL	National University of Lesotho
OVC	Orphans and vulnerable children
PCR1	Pupil Classroom Ratio (Primary)
PCR2	Pupil Classroom Ratio (Secondary)
PEMS	Parish Evangelical Missionary Society
PIEP	Primary In-service Education Programme
PLWA	People Living With AIDS
PRGF	Poverty reduction and growth facility
PRS	Poverty Reduction Strategy
PSC	Public Service Commission
PSLE	Primary School Leaving Examination
PTC	Primary Teachers' Certificate
R&D	Research and Development
RCC	Roman Catholic Church
RSA	Republic of South Africa
SACMEQ	Southern African Consortium on Measuring Educational Quality
SACU	Southern African Customs Union
SADC	South African Development Community
SWAp	Sector Wide Approach
TSD	Teaching Service Department
TTC	Technical Training Centre
TTI	Thaba-Tseka Training Institute
TVD	Technical and Vocational Department
TVET	Technical and Vocational Education and Training
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational Scientific and Cultural Organisation
UNICEF	United Nations Children Fund
UPE	Universal Primary Education
VAT	Value Added Tax
VCT	Voluntary Counselling and Testing



*Tables and Figures*

NO.	Tables in Text	Page
1	Public Recurrent Expenditure In Education (MOET Only)	19
2	IECCD Enrolments By Sex, Centres And Teachers 2000-2002	32
3	Full Cost Of Education Provision Under The Strategic Plan On IECCD	<del>39</del>
4	Enrolment Numbers Primary School (Boys, Girls), 1999-2003	41
5	Key Access Indicators For Primary Education 1999-2003	42
6	Primary Efficiency Indicators 1999 – 2002	43
7	Teachers In Primary Schools By Qualification And Sex, 1999-2003	43
8	Key Benchmark Indicators For Basic Education 2005 – 2015	54
9	Full Cost Of Education Provision Under The Strategic Plan On The Basic Education Budget	55
10	Full Recurrent Costs On Free Primary Education Provision Under The Strategic Plan Budget	56
11	Enrolment In Secondary Schools By Sex And Grade 1999-2003	57
12	Number Of Secondary Schools, Classrooms And Teachers 1999-2003	58
14	Key Benchmark Indicators On Access, Efficiency And Quality For Secondary Education 1999-2015	66
15	Full Cost Of Education Provision Under The Strategic Plan On The Senior Secondary Education Budget (In M1000)	67
16	Enrolment In TVET Institutions By Sex And Year 1998 – 2002	68
17	Enrolments In Technical/Vocational Schools By Type Of Courses 1999-2003	69
18	Percentage Pass Rates In Official TVD Examinations For National Craft Certificate	71
19	Full Cost Of The Strategic Plan On The Technical And Vocational Education Training Budget	79
20	Government Recurrent Expenditure On University Education, 1998-2002	80
21	Enrolment Projections For The Main Institutions Of Higher Institutions	85
22	Full Cost Of The Strategic Plan On The Higher Education Budget (In M1000)	87
23	Full Cost Of Education Provision Under The Strategic Plan On Lifelong Learning	92
24	Courses Offered By LCE For Teacher Training	93
25	Courses Offered By NUL For Teacher Training	94
26	Enrolment At Lesotho College Of Education By Programme, 1998-2002	94
27	Full Cost Of Teacher Development Supply And Management Under The Strategic Plan	101
28	Full Cost Of Education Provision Under The Strategic Plan On The Curriculum Development, Assessment And Education Support Budget	105
29	Full Cost Of Education Provision Under The Strategic Plan On The Special Programme Budget	<del>115</del>
30	Full Cost Of Education Provision Under The Strategic Plan On The Institutional Systems Development And Maintenance Budget	<del>124</del>
31	Full Cost The Strategic Plan On The Planning, Monitoring And Evaluation Budget	<del>138</del>
32	Overall Cost of Education Sector Strategic Plan	<del>150</del>
33	Share of Education Sector Programmes in the Education Sector Strategic Plan in Percentage	<del>151</del>
34	ESSP Recurrent Costs By Programmes -2005/6 - 2014/15	<del>149</del>
35	Percentage ESSP Recurrent Costs By Programmes For 2005/6 - 2014/15	<del>149</del>
36	Funding Gap By Education Sector Programmes For The Period 2005/6 - 2014/15	<del>152</del>
37	Share Of Education Sector Programmes In Funding Gap For The Period 2005/6 - 2014/15	<del>152</del>

Deleted: 40

Deleted: 6

Deleted: 5

Deleted: 9

Deleted: 2

Deleted: 3

Deleted: 3

Deleted: 50

Deleted: 4

Deleted: 5

<b>TABLES IN THE ANNEXURE</b>		<b>Page</b>
A-1	Number Of IECCD Centres, Children And Teachers By District, 2002	171
A-2	Important Statistics Secondary Schools Enrolment Levels And Number Of Teachers	171
A-3	Target Access Indicators For Primary And Secondary Schools (Percent)	171
A-4	Enrolment In Secondary Schools By Sex And Grade 1999-2003	172
A-5	Repetition Rate By Grade And Education Cycle	173
A-6	Share Of Sub-Programmes In Basic Education Programme (%)	173
A-7	Share Of Sub-Programmes In Senior Secondary Education Programme (%)	173
A-8	Share Of Sub-Programmes In Technical And Vocational Training Budget (%)	174
A-9	Share Of Sub-Programmes In Teacher Development, Supply And Management Budget	174
A-10	Share Of Sub-Programmes In Higher Education Budget (%)	175
A-11	Share Of Sub-Programmes In Cost Of The Strategic Plan On Lifelong Learning (%)	175
A-12	Share Of IECCD In Cost Of Education Provision Under The Strategic Plan On IECCD	175
A-13	Share Of Sub-Programmes In Special Programmes Budget (%)	176
A-14	Share Of Institutional And Systems Development And Maintenance Budget (%)	176
A-15	Share of Sub-programmes in curriculum development, assessment and education support Budget (%)	176
A-16	Share of SUB-PROGRAMMES in Planning, Monitoring and Evaluation Budget (%)	176
A-17	Projected Primary Enrolments 2004 – 2007	176

#### **FIGURES**

1	Number of Primary and Secondary Schools by ownership in 2002	17
2	MOET Organogram	20
3	IECCD Net Enrolment Ratio Projection 2007 – 2015	37
4	Inter-cycle Transition Rates from 1994 to 2003	59
5	Overview of Institutions offering the National Craft Certificate	71
6	Lecturers at Lesotho College of Education 1998-2002	95
7	Projected Cumulative AIDS Deaths among Teachers, 2000 – 2015	96
8	Typical Planning Unit's Functions	127
9	Strategic Plan Implementation Process	145

## *Introduction*

---

The Government of Lesotho envisages the provision of an equitable basic education to all the people as a key developmental goal. Basic education is seen as an essential part of social and economic development and is regarded by the Government as a fundamental human right. It is also seen as an essential pre-condition for mid-level employment and secondary and post-secondary education and training. In line with broad Government objectives, it is Government policy to move decisively towards enrolment expansion and retention in all the educational sub-sectors. The education sector is also striving to improve the quality of education by equipping schools and educational centres; reforming the curriculum; ensuring the provision of teaching and learning materials; investing in teacher training and professional development; and providing cost-effective and efficient teacher supervision and support. In its quantitative and qualitative improvements of the education sector, the Government counts on development partnerships with religious organisations, the private sector, NGOs, communities, and development partners.

This Strategic Plan is intended to provide the Ministry of Education and Training (MOET) with an effective long term planning instrument over the 2005 to 2015 period and it is divided into three parts. Part One gives the Strategic plan context and broad objectives. It starts with Chapter 1 that highlights, firstly, the macroeconomic and social context of Lesotho and, secondly, the broad overview of the education and training sector. Chapter 2, in turn, presents the Strategic Plan's Mission, Vision, Goals and Objectives that are founded on such global goals as Education for All (EFA) and MDGs as well as national ones (e.g. those in the Constitution, the PRS, and Vision 2020).

Part Two of the Plan covers the education sector's main strategic programmes and cross-cutting issues. Under each sub-sector, it presents a situation analysis, main policies, strategies, critical challenges, and planned activities (with target indicators) over the 2005-2015 Strategic Plan period. Chapters cover the Integrated Early Childhood Education (Chapter 3); Basic Education (Chapter 4); Secondary Education (Chapter 5); Technical and Vocational Education and Training (Chapter 6); Higher Education (Chapter 7); Non-Formal Education (Chapter 8); Teacher Development, Supply and Management (Chapter 9); and Cross-cutting Issues (Chapter 10) that includes Curriculum and Assessment, Special Education, Gender in Education, HIV and AIDS, and Special Programmes. Part Two ends with Chapter 11 on Institutional Capacity Considerations, focusing on the Government's policies, strategies and activities related to capacity building for the effective and efficient delivery of educational and training services.

Lastly, Part Three on Implementation Framework and Financing begins with Chapter 12 on Implementation Framework, presenting the Government's planned approaches for the execution of the Strategic Plan, covering such areas as implementation prioritisation, funding modalities, Strategic Plan implementation structure, monitoring, reporting and evaluation, and the implementation framework with a log frame. Part Three ends with Chapter 13 on the Costing and Financing of Plan.

Maseru  
March 2005

## PART ONE

# *Strategic Plan Context and Broad Objectives*



## *Strategic Plan Context*

### **1.1 Macroeconomic and Social Context**

#### 1.1.1 Performance

Lesotho, a largely mountainous and landlocked country, has a population of 2.2 million people and offers quite limited agricultural potential, mainly pastoral production. A considerable proportion of the male population is employed in South Africa's mining industry. Opportunities for enhanced industrial growth are evident, as demonstrated by the sizeable expansion in the largely export-oriented garment sub-sector that specialises mainly in textile, clothing and leather. There is also light manufacturing. Additions that are more recent are royalties from the Lesotho Highlands Water Project (LHWP) that generates electricity and exports water to South Africa. This large project has provided added stimulus to the country's economic diversification and explained, to a significant degree, the recorded economic growth during the mid-1990s onwards. In 2001, infrastructure and utilities were facilitated in the Thetsane Industrial Area of Maseru in an effort to create more jobs through textile industry investment. This initiative was partially motivated by export opportunities in the United States through the provisions of the African Growth and Opportunities Act (AGOA). Under the AGOA terms, Lesotho textiles and clothing have unlimited access to the US market, an opportunity that, in 2002, recorded a 40 percent increase in the exportation of these commodities. Investors from South Africa and East Asia are particularly being targeted, through special incentives, to establish textile and other labour-intensive industries that target the US market.

Lesotho has recorded a real annual average GDP growth rate over the 1980 to 2002 period. During the 1990s, the primary sectors (mainly agriculture and livestock) accounted for 20 percent of GDP while secondary sectors (including manufacturing and construction), and services accounting for 38 percent and 42 percent, respectively. Particularly during the mid-1990s, The IMF/World Bank-supported Structural Adjustment Programme (SAP) that was started in 1988 provided the requisite foundation for economic stability. GDP growth averaged 6.3 percent over the 1988 to 1997 period. Under SAP, the government budget deficit of 10 percent of GNP in 1987/88 was eliminated and the 1992/93-1997/98 period recorded an average budget surplus of 2.1. Inflation as measured by the Consumer Price Index also dropped by half during the same period. Similarly, in the 1988 to 1998 period, Lesotho recorded an annual average surplus of more than 8 months of import coverage, thus, indicating a positive external sector performance.

A major economic turnaround was witnessed in 1998 when the economy began to decline, as signalled by the 4.6 percent contraction of the gross domestic output against the 8 percent growth rate the previous year. The poor economic performance was sparked by the civil and political unrest of 1998. This condition was worsened by a number of factors that happened around the same time. They include the following:

- a) The 1996/97 effects of El Nino that adversely affected agricultural production.
- b) The winding down of the first phase of LHWP, resulting in an adverse effect on the building and construction sector.

- c) Continued labour retrenchment in the South African gold mines, resulting in the severe reduction in the number of Basotho migrant mine workers from 127,000 in 1989/90 to about 69,000 in 1999.
- d) Poorly performing manufacturing sector due to a slump in output as a result of productive capacity constraints.
- e) Under-performing state-dominated financial sector, particularly the Lesotho Agricultural Development Bank and the Lesotho Bank.
- f) Poorly performing state-owned utility companies, especially the telephone and electricity sub-sectors, further weaken investor confidence.

The effect of retrenchments of Basotho miners in South Africa resulted in the decline of their remittances from 62 percent of GNP in 1989/90 to 18 percent in 1998/99 and the economy has not yet fully recovered from the above difficulties. Poverty is highly concentrated in the largely rural and remote Mountain and Senqu River areas. In these areas, more than 80 percent of the population is classified as being poor or destitute. Urban poverty is also on the increase. The high rate of unemployment seems to explain, to a large degree, the phenomenal level of poverty prevalence in Lesotho.

### 1.1.2 Macro-level Policies and Strategies

To form the basis for addressing the main developmental challenges in Lesotho, the Government began in 2000 the process of developing a National Vision that takes a long-term perspective up to 2020, focusing on attaining, inter-alia, stable and united democracy, well developed human resource base, a strong economy, and technological advancement (See Chapter 2 for details). On the revenue side, the improvement of tax administration and the broadening of the tax net are among the strategies opted for. Value-added tax (VAT) was introduced in 2003/04 while the Central Bank of Lesotho sought to check broad money growth as well as strengthening its capacity in monetary control. Overall, as stated in the country's PRS, the main objective of the Government's comprehensive macroeconomic policy framework is to address the critical challenge posed by the high levels of poverty by providing the basis for sound and consistent macroeconomic management and improving public sector performance through aggregate fiscal discipline; concentrating public resources on a core set of activities which contribute significantly to a pro-poor growth; and improving operational efficiency.

With respect to the challenges being posed by the high level of unemployment, employment generation has been given top priority in the country's PRS. Market liberalisation that facilitates an enabling environment for private sector investment and growth, accompanied by legislative reforms, is seen as one way of creating employment opportunities. The under-exploited tourism potential is particularly being targeted in this regard.

## 1.2 Education Sector Context

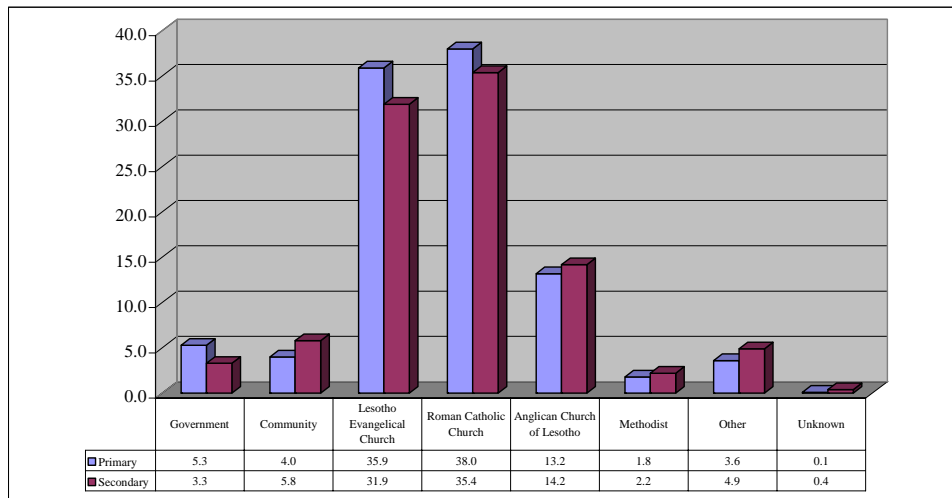
### 1.2.1 Conditions

There is great pressure for an expansion of education in Lesotho. Current statistics indicate that there are an increasing number of pupils that commence and conclude their primary education, particularly in the aftermath of the introduction of Free Primary Education. Huge disparities across districts are, nevertheless, observable. The majority of children from disadvantaged social groups, particularly in rural areas, are yet to access ten years of basic education. The Government is also quite concerned that the present curriculum is characterised by an excessive number of subjects that are fairly academic with minimum practical skills that are essential for the integration of graduates into the employment market. The Government further recognises that the



present system of evaluating examinations is potentially vulnerable to anomalies, which has resulted in high rates of repetition and dropouts. With regard to infrastructure provision, although the situation is improving, many schools, especially at the primary level, still go without adequate facilities. Figure 1 shows the schools ownership pattern in 2003, revealing the dominance of religious institutions.

**Figure 1: Number of Primary and Secondary Schools by ownership in 2002**



**Source:** Ministry of Education and Training, Lesotho's Education Statistics Bulletin, 1999-2003, Maseru, Planning Unit, Vol. 1.2003

It is noteworthy that despite the ownership pattern, almost all education personnel fall under Government employment through the MOET and are obliged to follow the Government's rules and regulations. All teachers government payroll are recruited through the Teaching Service. The Government pays teachers' salaries and extends subsidies to learners' fees, especially with respect to Free Primary Education (FPE), and the supply of teaching and learning materials.

Statistics show that girls are benefiting more than boys in primary and secondary school attendance mainly as a result of the latter's historical role as livestock herders (see Chapter Three). In this regard, Lesotho is in a unique position in Sub-Saharan Africa of having higher enrolment rates for girls in schools. Since FPE, nevertheless, there has been higher enrolment of boys in the lowland districts while girls remain preponderant in the mountain schools. At the National University of Lesotho (NUL), the only university, there are more female students (55 percent) than male students (45 percent). One noteworthy aspect, however, is that most female students at NUL are in what are generally considered to be 'soft' programmes.<sup>2</sup>

One of the most vexing challenges for Lesotho is the difficulty the average child from a poor family faces with respect to the transition from primary to secondary school. Only 73% of pupils who complete the primary cycle proceed to secondary education. The Government has established that the cost of both primary and secondary school access has in the past inhibited

<sup>2</sup> 66 percent of those enrolled in the Faculty of education are women. Similarly, they constitute 55 percent of the enrolment in the Faculty of Social Sciences. On the other hand, male students dominate the faculties of Law (52 percent), Science (72 percent) and Agriculture (66 percent)

enrolment of children from poorer families. The Government is equally concerned about the generally poor quality of education that is being delivered, a phenomenon that is explained principally by the high pupil-teacher ratios; inadequately trained teachers; weak and over-centralised school management systems; etc. More devastating, the education sector has been severely impacted by the HIV and AIDS.

### 1.2.2 Financing

The share of the education sector in total government spending has been on the increase over the years, with the sector claiming 29.9 percent of the government budget for the 2004/05 financial year. Lesotho's expenditure on education is higher than the average for comparable Sub-Saharan countries. In terms of the Government's apportionment of the budgetary allocation to the education sector, primary education takes the larger share. Total Government recurrent allocation to the Ministry of Education and Training over the period 2001/02 - 2005/06 is shown in Table 1.

Statistics that show trends in government expenditure per student reveal a phenomenally high inequity in the application of public funds across the different levels of learners. Whereas a TVET level learner received as much as 31 times more than the primary school pupil in 2001/02, this soared to 84 times for a student at university level. The trend has not changed significantly since.

### 1.3 Organisational structure

The current organisational structure of the Ministry of Education and Training is shown in Figure 2. The Minister of Education and Training is the *political* head of the Ministry and is assisted in this role by the Assistant Minister. The Principal Secretary is the *administrative* head of the Ministry and is assisted by the Deputy Principal Secretary. A number of councils, commissions, boards and committees with decision-making authority are answerable to the Minister through the Principal Secretary. The Ministry has 7 programmes/departments, each headed by a Chief Education Officer (CEO) or a Director. These are Primary,<sup>3</sup> Secondary,<sup>4</sup> Teaching Services,<sup>5</sup> Tertiary,<sup>6</sup> Curriculum Services,<sup>7</sup> Planning,<sup>8</sup> and Technical and Vocational Training.<sup>9</sup>

---

<sup>3</sup> Primary Department includes Early Childhood Care and Development.

<sup>4</sup> The Secondary Department includes Special Education and Supervision of Government Schools

<sup>5</sup> Teaching Services includes the Teaching Service Department and the Teaching Service Commission.

<sup>6</sup> The Tertiary Department also oversees the Lesotho Qualifications Authority

<sup>7</sup> Curriculum Services include the Lesotho Distance Teaching Centre, the School Supply Unit, the Non-Formal Education, and the Examination Council of Lesotho.

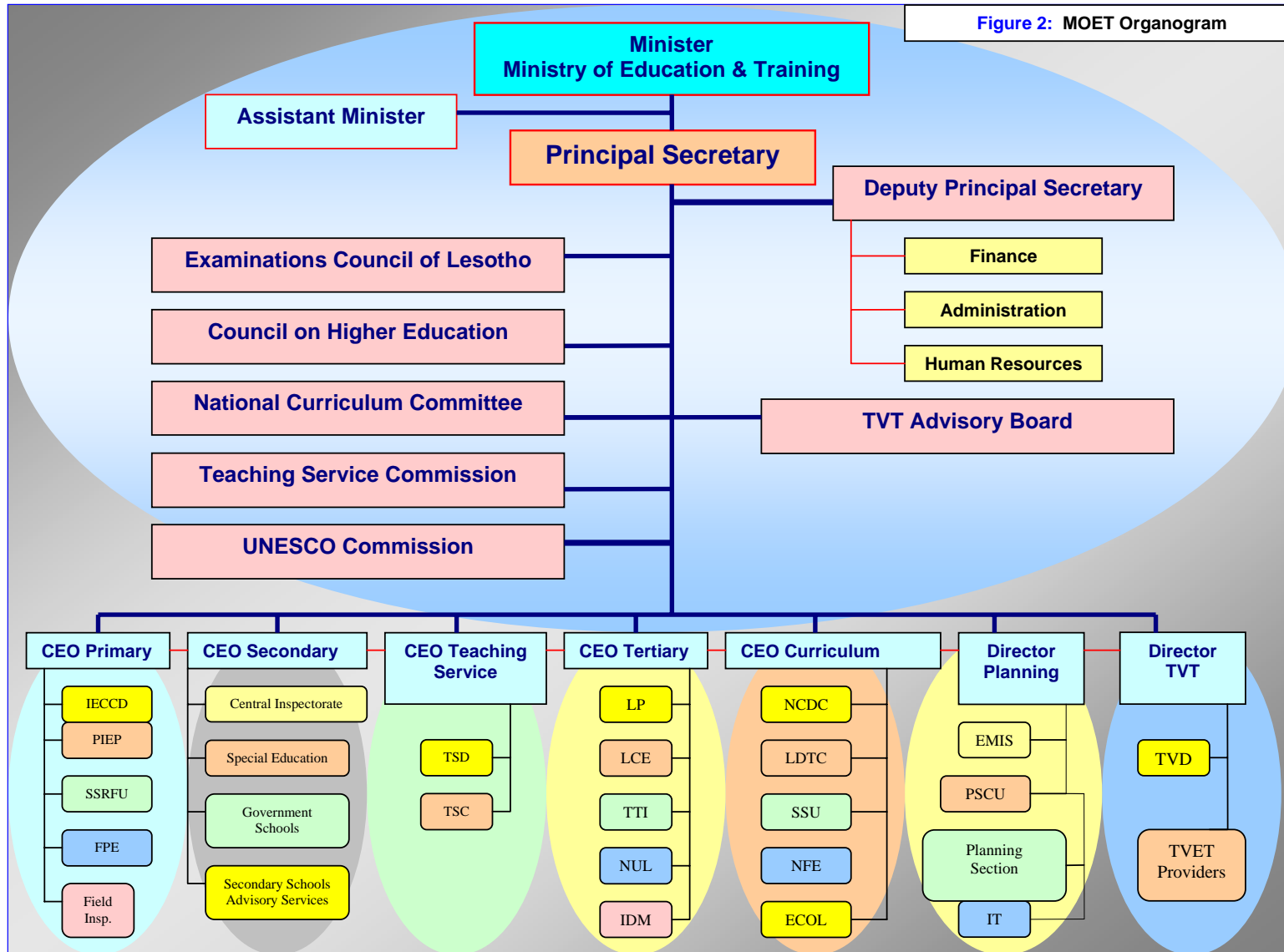
<sup>8</sup> Planning Department also includes the Project Support and Coordination Unit and Information Technology.

<sup>9</sup> Technical and Vocational Training oversees TVET providers.

**Table 1: Public Recurrent Expenditure in Education (MOET only)**  
(Maloti, 2003/4 constant prices)

<b>Program Area</b>	<b>2001/2</b>	<b>2002/3</b>	<b>2003/4</b>	<b>2004/5</b>	<b>2005/6</b>
	Revised	Estimate	Estimate	Estimate	Estimate
Administration and Management	9,050,571	9,050,571	11,876,830	11,726,920	23,367,120
Early Childhood Care & Development	1,231,930	1,231,930	1,220,700	1,081,400	2,712,110
Basic Education and Senior Secondary	473,966,139	550,552,194	<b>541,718,630</b>	<b>584,156,594</b>	<b>617,389,470</b>
<i>Of which: Primary</i>	289,885,461	367,560,085	381,085,380	417,356,894	430,737,280
<i>Of which: Secondary</i>	165,290,169	164,091,630	155,346,510	161,666,590	180,682,580
<i>Of which: Lifelong Learning</i>	5,797,357	5,797,357	5,286,740	5,133,110	5,969,610
<i>Of which: Other</i>	12,993,152	13,103,123			
Technical & Vocational Education	29,191,567	29,191,567	21,382,040	22,192,326	25,031,680
Teacher Education and Supply	25,796,982	25,746,921	23,991,610	26,918,240	27,347,220
Tertiary Education	131,281,874	131,281,874	119,100,250	118,757,770	123,385,850
Curriculum Assessment & Education Support	14,015,932	14,015,932	12,460,370	10,272,910	10,485,620
Strategic Planning, Monitoring and Evaluation	15,413,562	15,413,562	13,910,180	9,860,830	9,948,280
Special Education & Other programmes	2,089,989	2,089,989	2,171,290	9,354,480	12,304,040
<b>Total</b>	<b>702,038,545</b>	<b>778,574,540</b>	<b>747,831,900</b>	<b>794,321,470</b>	<b>851,971,390</b>
Real growth in recurrent education expenditure		11%	-1.6%	3%	3%
	<b>2001/2</b>	<b>2002/3</b>	<b>2003/4</b>	<b>2004/5</b>	<b>2005/6</b>
	<i>Revised</i>	<i>Estimate</i>	<i>Estimate</i>	<i>Estimate</i>	<i>Estimate</i>
Administration and Management	1.3%	1.2%	2%	1%	3%
Early Childhood Care & Development	0.2%	0.2%	0%	0%	0%
Basic Education and Senior Secondary	67.5%	70.7%	72%	74%	72%
<i>Of which: Primary</i>	41.3%	47.2%	51%	53%	51%
<i>Of which: Secondary</i>	23.5%	21.1%	21%	20%	21%
<i>Of which: Lifelong Learning</i>	0.8%	0.7%	1%	1%	1%
<i>Of which: Other</i>	1.9%	1.7%			
Technical & Vocational Education	4.2%	3.7%	3%	3%	3%
Teacher Education and Supply	3.7%	3.3%	3%	3%	3%
Tertiary Education	18.7%	16.9%	16%	15%	14%
Curriculum Assessment & Education Support	2.0%	1.8%	2%	1%	1%
Strategic Planning, Monitoring and Evaluation	2.2%	2.0%	2%	1%	1%
Special Education & Other programmes	0.3%	0.3%	0%	1%	1%
	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Source: Lesotho Public Expenditure Review of the Education Sector, Vol. II, Statistical Appendix (Final Draft), Maseru, February 2002 (updated)



## *Mission, Goals and Objectives*

### **2.1 Background**

The national and global context within which the objectives of this Strategic Plan have been developed ought to be understood from the outset. The Government of Lesotho has participated in a number of regional and international forums that focused on how best to improve education service provision and some of these have made an important impression on the manner in which the country has redefined its goals, objectives and priorities for the education sector. The regional initiatives in which Lesotho has participated include the Southern Africa Development Community (SADC) Protocol on Education and Training and the New Initiative for Africa's Development (NEPAD) Human Resource Development Initiative.

At the international level, the most important ones in terms of the considerable degree in which they have conditioned Lesotho's education policies are (a) the Education for All (EFA) initiative/process and the Millennium Development Goals (MDGs). EFA is essentially a worldwide initiative to make a giant step forward in improving basic education, based on the understanding that *education is a fundamental human right*. From the standpoint of the Government, the following EFA goals and targets agreed upon at the World Education Forum in Dakar in 2000 provided hope for the development of basic education in Lesotho and shall, thus, continue to guide policy actions in the fields of education and training:

- i) Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children;
- ii) Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete, free and compulsory primary education of good quality;
- iii) Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life-skills programmes;
- iv) Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults;
- v) Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality;
- vi) Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.<sup>10</sup>

In order to achieve these goals, it was agreed that EFA forums shall be strengthened at the national, regional and international levels. For Sub-Saharan African countries, of which Lesotho is part, the EFA goals are expected to be realized through strategizing at the national level,

<sup>10</sup> Dakar Framework for Action 2000

complemented by concerted action at the African regional level. Box 1 below summarises the objectives, strategies and targets that were formulated for this EFA Regional Framework for Action.

For Lesotho, the Jomtien EFA Conference and the Dakar Framework of Action are understood as being rooted in fundamental values about the basic human rights of every individual. These values include:

- a) justice, equity and fairness to all individuals;
- b) obligation of the society to the educational needs of all its people;
- c) the right of all people everywhere to basic education as a fundamental human right;
- d) fair and equitable treatment of all learners - infants, children, youth and adults;
- e) establishment of better learning environments;
- f) promotion of learning achievement as a significant measure of real education opportunities; and
- g) education as a basis for better living of individuals and communities.

Lesotho further understands that included in the broad vision of Dakar are such considerations as:

- a) the importance of political will and commitment to the goal of Education For All;
- b) attending to cost-effectiveness and improved efficiency in the educational system;
- c) promoting local empowerment and community action in educational provision;
- d) partnership in the development of education with all stakeholders;
- e) attention to girls' education and the education of disadvantaged groups;
- f) paying special attention to the training of teachers and improving their terms and conditions of service;
- g) making provision for child care and development, and
- h) allowing for private and voluntary funding sources for education.

Four major targets do capture the underlining spirit of Dakar EFA objectives in Lesotho, and these shall continue to be used as the primary point of reference in all interventions in the educational sector in the country. The first is *access*, which shall emphasize commitment to universal provision of opportunities for a defined minimum level of education. Although this principle is often taken to be principally concerned with opportunities for the school-age population, the Government of Lesotho maintains that it shall also embrace the provision for the adult population, which in the earlier years did not have access to such opportunities.

The second target is *equity*, which stresses the need to ensure that the distribution and utilization of opportunities in education would be fairly targeted in order to reach the disadvantaged groups in society. This target calls for specific measures and explicit strategies in favour of groups that had not been able to fully participate in the education process. Women, disadvantaged children, particularly Orphans and Vulnerable Children (OVCs), the extremely poor people found mainly in isolated mountain regions of the country, people with physical and learning disabilities, etc., are all specifically targeted to allow them to equitably enjoy the rights and opportunities that are offered by education.

<b>Box 1: EFA REGIONAL FRAMEWORK FOR ACTION</b>	
<b>1. Priority areas of focus</b>	<ul style="list-style-type: none"> <li>a) Improving access and equity</li> <li>b) Improving quality and relevance of education</li> <li>c) Institutional and professional capacity building</li> <li>d) Improving partnerships</li> </ul>
<b>2. Strategic Objectives</b>	<ul style="list-style-type: none"> <li>a) Transforming education for national and regional development goals with specific reference to social, cultural and economic and technological development</li> <li>b) Transforming curriculum content and improving relevance, quality and teaching methodologies with the need of learners in focus</li> <li>c) Transforming the role of the state and education system structures and functions for facilitating active participation of stakeholders in the lifelong learning processes</li> <li>d) Building capacity in educational leadership, management, research and information systems</li> <li>e) Strengthening partnerships with NGOs, civil society and development partners at community, and national, regional and international levels.</li> </ul>
<b>3. Basic strategies</b>	<ul style="list-style-type: none"> <li>a) Review and harmonisation of existing policies and legislation, focussed at rights of disadvantaged groups and the creation of a culture of lifelong learning</li> <li>b) Increase in financing and rationalisation of investment in education</li> <li>c) Development of national, sub-regional and regional institutional capacities</li> <li>d) Review of curricula and validation of African indigenous knowledge systems, values and skills</li> <li>e) Improvement of capacities for educational change</li> <li>f) Improvement of the teaching and learning environment, through development of materials, methodologies and social learning environments that are feasible, sustainable and relevant to the African learner</li> <li>g) Adoption of appropriate and cost-effective technologies, including reducing the dependence on imported materials and increasing the use of the oral tradition</li> <li>h) Promotion and support of Africa based educational research</li> <li>i) Development of genuine and sustainable partnerships</li> </ul>
<b>4. Targets</b>	<ul style="list-style-type: none"> <li>a) IECCD Programmes - double by 2006 offering safe and stimulating environments. 100% access for 3-6 age group by 2015</li> <li>b) Primary education - By 2015: 100% access; 80% completion rate, of which 90% start at secondary level</li> <li>c) Learning achievement - By 2015: all teachers have received initial training; operational in-service training programmes which are child-centred and gender-based.</li> <li>d) Enhancement of education of girls and women – Increase admission, completion and transition rates of girls and remove legislative barriers; create safe learning environments for girls; institutionalisation of action in relation to access; implement awareness raising campaigns and training.</li> <li>e) Reduction of adult literacy – Reduce illiteracy by 50%</li> <li>f) Expansion of basic education and skill training for out-of-school learners – Conduct studies in next 2 years to assess situation of out-of-school children; based on these studies design of NFE programmes; bridging gap between formal education and NFE.</li> <li>g) Development of HIV/AIDS programmes and mechanisms – life skills and HIV/AIDS education become part of education programmes; partnerships with civil society, media, communities; AIDS campaigning</li> <li>h) Improving management and governance – Use of ICT; decentralisation and participation through capacity building at a lower level; produce strategic plan on management.</li> <li>i) Increase budgetary allocation to education – By 2005: 7% of GDP spent on education; By 1010: 9%; international agencies should double their financial support</li> <li>j) Institutionalise the assessment and monitoring functions of the EFA team – Establishment of Regional EFA Consultative Council; By 2000: work plan on regular assessment and monitoring</li> </ul>

The third target regards *learning achievement*, which emphasizes the need to focus on well-defined learning accomplishments as a major outcome of the education process. In this Strategic Plan, this principle is strongly linked to *relevance, effectiveness* and *efficiency* which, together, help to define the *quality* aspects of education. Lastly, the issue of *partnerships* has emerged as an important consideration in educational service provision and is deriving its significance from the EFA and MDGs principles. As resources at the disposal of the Government dwindle against a tide of competing demands, the need to invite other providers to educational services is no longer just an option; it is an imperative. Partnerships and alliances in service provision are also founded on the principles of democracy and inclusiveness that call for the direct involvement of both providers of, and beneficiaries from, the education system not only in meeting the cost of provision but also in directly participating in decision-making processes. For Lesotho, the main partners include church organisations, the private sector, NGOs, CBOs, traditional leadership, communities, parents, and learners themselves. Included among stakeholders are development cooperating partners that shall be called upon not only to provide complementary financial resources but also technical assistance so that most, if not all the EFA goals are achieved by 2015.

The Millennium Development Goals have also set important targets that call upon the Lesotho's education sector to respond The MDGs - *Eradicate extreme poverty and hunger; Achieve Universal Primary Education; MDG Promote gender equality; combat HIV/AIDS, malaria and other diseases* - all set performance targets that are either directly related to educational service provision or the educational sector is indirectly expected to play an important facilitative role. The achievement of universal primary education, for example, does set targets that are related to the EFA goals and, in this sense, also sets the tempo for Lesotho in this area of intervention.

It is noteworthy that a number of important initiatives have been taken at the national level that, like at the international initiatives, significantly influenced the Government's current policies and strategies in the educational sector. At the apex of the national drive is the Constitution that stipulates, inter alia, that Lesotho shall endeavour to make education available to all and shall adopt policies aimed at ensuring that:

- d) education is directed to the full development of the human personality and sense of dignity and strengthening the respect for human rights and fundamental freedom;
- e) primary education is compulsory and available to all...; and
- f) fundamental education is encouraged or intensified as far as possible for those persons who have not received or completed their primary education.<sup>11</sup>

In addition to this, the Government's policy of Free Primary Education has been informed by the 1999 study on poverty that revealed the magnitude of the problem and the limited opportunity for the poor to access educational opportunities.

The Public Sector Improvement and Reform Programme Policy Framework (PSIRP) is another initiative at the national level that seeks to address the problems of inefficiencies in delivery, mismanagement of resources, unethical behaviour of public servants, weak control mechanisms, "ghost employees" and unbalanced staffing levels. The aim is to improve the quality and efficiency in the delivery of the public services through the right sizing of the public service, performance management application, concentration on core functions of expertise and through a coordinated approach to the management of Government business. The specific outcomes of the PSIRP include the improvement of decision-making processes; timely implementation of decisions; building of a professional and politically neutral public service; accountable

---

<sup>11</sup> *The Constitution of Lesotho*, Section 28



management; and timely and impartial administration of justice. The professionalisation and right sizing of the public service is among the planned activities, as is financial management reforms that would strengthen public expenditure management and fiscal policy formulation and monitoring in order to achieve greater efficiency and effectiveness in service delivery. The most relevant in the context of the education sector is the Education Sector Reform Programme, which focuses at improving and increasing access, quality and efficiency of the educational system, including some commitment to decentralisation.

The Lesotho National Vision 2020 is set in a manner that acknowledges the important role of the educational sector in achieving it. The Vision Statement is quite clear on this:

By 2020, Lesotho shall be a stable democracy, united prosperous nation at peace with itself and its neighbours. It shall have a healthy and *well-developed human resource base*. Its economy will be strong, its environment well managed and its technology well established [emphasis added].

It is clear from this Vision that the role of the educational sector in facilitating the development of the 'human resource base' cannot be overemphasized. Indeed, two of the main strategies of the National Vision 2020 directly relate to the education sector, namely,

*Well-developed human resource base*

Upgrading/establishing educational and training institutions; create research, science and technology institutions; reform curriculum/materials according to employment needs, more focussed at TVET; promote concept of mentoring of SMEs by big enterprises; adopt 3-stage approach: (i) provide incentives to retain good [personnel], (ii) formulate policy to develop high level expertise for export, (iii) explore possibilities of using expertise of Lesotho citizens abroad or working in international organisations; develop career guidance; engage in active talent search (incl. sports, arts and scientific research; promote social development; develop a national fund for Education and HRD; include Basotho culture and values in curriculum; promote special education and universal basic literacy.

*Technologically well equipped Lesotho*

Provide effective research for application of science and modern technology; allocate sufficient resources for research and development (R&D); allocate resources for implementation of ICT programme for schools and health institutions; promote IT applications; use IT to ensure information rich society.

Similarly, the Poverty Reduction Strategy Paper reiterates the Government's commitment to the development of the human resource base, again deriving encouragement from the EFA and MDGs. In the PRSP, it is stated that the "Government is convinced that investment in appropriate education is the single most important contribution that it can make to the long-term socio-economic development of the country. For this reason the education budget remains the highest of all ministries, and is set to grow over the next three years." The PRS sets five key objectives to be achieved over the period 2004/05 -2006/09, all of which are in line with the EFA targets, namely:

- a) expand and promote Early Childhood Care and Development (IECCD);
- b) ensure that all children have access to and complete quality basic and secondary education;
- c) develop and expand Technical and Vocational Education Training to cater for the economic needs of the country;

- d) strengthen non formal education programmes;
- e) increase access to tertiary education.

Lastly, the Government also recognises the strategic importance of Information Communication Technology (ICT) in national development, in general, and education service provision, in particular. It sees the existing knowledge or information gaps (the so-called *digital divide*) between itself and the advance world as a development constraint that needs to be addressed. At the level of strategy, the Government, the private sector, and researchers in tertiary institutions are expected to play their parts in transforming Lesotho into an ICT-literate society. In the area of *Human Resource Development*, the Government shall endeavour, in partnership with the private sector and learning/training institutions, to endeavour to train the requisite human resource that is needed in the IT and allied disciplines. In the area of electronic governance (*e-governance*), ICT can, and shall be deployed in the transformation of the education management and school systems.

The above international, regional and national context, complemented by the performance of the economy, in general, and the educational sector, in particular (as presented in Chapter One), form the basis of the education sector's Mission, Vision, Policies, Strategic Goals and Objectives. For operational purposes/convenience, this Strategic Plan covers the period 2005-2009 in the first instance. However, its targets go well beyond this period, up to 2015, so that the MDGs and EFA goals and targets are not lost sight of. In this regard, the Mission and Goals are essentially covering a 2005-2015 time span.

## **2.2 Mission Statement**

In the context of the global perspectives and targets, the Mission of the Ministry of Education and Training during the period 2005-2015 is:

To develop and implement policies which ensure acquisition of functional literacy among all Basotho and development of a productive, quality human resource base through education and training.

## **2.3 Vision**

The mission of the Ministry of Education and Training is:

Basotho shall be a functionally literate society with well-grounded moral and ethical values; adequate social, scientific and technical knowledge and skills by the year 2020.

In striving to attain its Mission and Vision, the Ministry of Education and Training shall be guided by the following ideals and values:

- a) Access
- b) Quality
- c) Equity<sup>12</sup>
- d) Relevance
- e) Service delivery: productivity, efficiency, effectiveness
- f) Intra and inter linkages
- g) Professionalism, integrity, transparency and accountability
- h) Social responsibility
- i) Democracy: devolution and decentralization

---

<sup>12</sup> This includes gender equality.

## **2.4 Education Policy**

The more global policy principle of the MOET, guided by the MDGs and EFA, is that basic education is an integral part of social and economic development and that it is a fundamental human right. It is also seen as an essential pre-condition for mid-level employment and secondary and post-secondary education and training, which is expected to create the practical skills and knowledge that will facilitate rapid and better integration of the population, men, women and children, into a unified society. In the context of this principle, the following are the broad policies of the MOET:

1. The Government shall pursue the achievement of universal and equitable access and completion to ten years of basic education. In this regard, the Government shall provide *free and compulsory* primary education *of a good quality* to all Basotho people.
2. Every pre-school child shall be provided with opportunities that enable him/her to develop physically, mentally, morally, spiritually, socially and emotionally in a free atmosphere and under healthy conditions. In this regard, the Government shall enable the provision of an integrated Early Childhood Care and Development (IECCD) in partnership with other stakeholders.
3. Access to secondary education shall be improved through the construction of additional schools, focusing more on remote areas and the densely populated districts.
4. Enrolment and completion at all levels of education shall be expanded and the minimum quality standards shall be raised while enhancing equity particularly for children from disadvantaged groups.
5. Basotho boys and girls shall be prepared for mid-level employment in the private and public sector through secondary education, technical and vocational training and life-long learning.
6. The quality of instruction shall be improved by focusing more teacher development towards learner-centred teaching methodologies.
7. Functional literacy education shall be promoted through non-formal education.
8. Assessment practices and student performance standards across the sector shall be reviewed and improved upon in order to secure quality education.
9. The quality of education shall be improved by equipping schools and educational centres with the requisite skills through investing in teacher training and professional development and providing improved teacher supervision and support.
10. Provision of and facilities such as teaching and learning materials as well as adequate school infrastructure, including classrooms, administrative facilities, libraries and laboratories.
11. Reforms of the curriculum at all levels of schooling and training shall be part of quality improvement and the strengthening of developmental relevance of the education system.
12. Effective partnerships with other stakeholders in educational services provision shall be developed, focusing on churches and other religious organisations, the private sector, NGOs, community-based organisations, traditional leadership, development cooperation partners, and individual education entrepreneurs. Local communities shall be empowered in the management of education through devolution of decision-making powers to local levels and provision of training where necessary.

13. The Government shall actively encourage the private sector to participate in educational services provision and training through public private partnerships.

### **2.5 Strategic Goals and Objectives**

*Strategic goals and objectives* are specific and measurable statements of all the necessary tasks that the MOET shall pursue in order to accomplish its Mission and Vision. It is these tasks that the MOET shall be held accountable for during the Strategic Plan period. The Ministry shall ensure that its strategic goals and objectives are *realistic* and *attainable* during the Strategic Plan period and within the resource envelope at the disposal of the Government and its partner stakeholders. In this regard, the following shall be the overall sector goals and objectives for the education sector over the 2005 to 2015 period:

1. To improve access, efficiency and equity of education and training at all levels.
2. To improve the quality of education and training.
3. To ensure that curricula and materials are relevant to the needs of Lesotho, are consonant with the appropriate standards and gender responsive.
4. To ensure that both vocational-technical and non-formal education programs respond to the needs of industry and the communities in general.
5. To develop and implement a common system of regular collection and reporting of information on the current status and future demand and supply, and on priority educational areas in the country.
6. To progressively achieve the equivalence, harmonization and standardization of the education and training systems in nationally, regionally and internationally.
7. To effectively participate in regional and international educational sector development initiatives.
8. To promote gender equality and ensure empowerment disadvantaged groups.
9. Address the challenges posed by HIV and AIDS in education and training.

Specific Strategic Focal Areas during the Plan period are presented in Box 2.

<b>Box 2: Specific Focal Areas during the Strategic Plan: 2005-2015</b>	
Strategic Focal Area	Description
<b>Strategic Focal Area 1</b> Administrative Service Reform and Overall Decentralisation Process	Ongoing reforms in the administrative service and a move toward decentralisation, including devolution of decision-making to the districts will underpin the development of the education sector up during the Strategic Plan period.
<b>Strategic Focal Area 2</b> Resource Allocation to the Education Sector and Teacher Education	In the face of a growing demand for education in the face of limited resources, a proper balance shall be sought regarding costs to be borne by the Government, parents and communities and external development partners/donors. The consolidation of the Medium Term Expenditure Framework (MTEF) shall assist towards this goal.
<b>Strategic Focal Area 3</b> Improving Infrastructure provision and management	Infrastructures, including school buildings shall continue to be rehabilitated and equipped. It is recognised by the Government that school and educational institution heads need to learn management and leadership techniques to improve the efficiency and effectiveness of the sector.
<b>Strategic Focal Area 4</b> Support to and Regulation of all Schools and Education Centres	As the number and type of schools and educational institutions and centres increase, and their locations become more dispersed, clear guidelines and support mechanisms shall have to be developed to maintain quality education.
<b>Strategic Focal Area 5</b> Support from Parents and Local Communities	To the extent that the success of decentralised forms of school governance and management depend on support from parents and local communities, support from these stakeholders shall be vigorously sought
<b>Strategic Focal Area 6</b> Involvement of External Cooperating Partners/Donors	Through well articulated plans of activities and improved resource management systems, the Government wishes to enlist the support of external development partners, focusing mainly on improving access and achievement in all educational institutions.
<b>Strategic Focal Area 7</b> Coordination of Planning for Education within and outside MOET	GOL realises that developments up to 2015 and beyond will need to be carefully coordinated so that they can support each other. An example of this is the integration between curriculum reform, teacher development, material development, renewing the support and inspection system and implementing new assessment approaches.

The activities/interventions that are presented in the rest of this Strategic Plan document shall be guided by the overall policy directions and the strategic goals and objectives presented above.

PART TWO

*Strategic Programmes and  
Cross-cutting Issues*



## *Integrated Early Childhood Care and Development*

### **3.1 Situation analysis**

The period of early childhood is between 0 to 6 years of age and is the time of greatest growth and development when the brain develops most rapidly; a period when walking, talking, self-esteem, vision of the world and moral foundations are developed. Care, as an element of Integrated Early Childhood Care and Development (IECCD), refers to a set of practices and actions that are provided by caregivers (families, communities, and services institutions) in order to ensure the child's survival, growth and development. It is the sum of the requisite enabling environment that promotes intellectual, spiritual, and psychosocial development of the child. It incorporates the development of life skills in children, and involves care at home and outside home where different activities and practices are undertaken according to the different ages of children. It also includes the early detection of disabilities that may necessitate early intervention.

The rationale for including IECCD as an integral part of the pre-schooling process is clearly evident. The early years of life are critical to the development of intelligence, personality and social behaviour. Research on brain development attests to the fact that if key mental, physical and social capabilities are not well developed from the start, and especially if neurological damage occurs, the learning potential is adversely affected. The child's growth and development is influenced by a combination of interrelated factors that constitute the overall environment and the basic needs of the child have to be met by ensuring appropriate nutrition, good health, and a loving and secure learning atmosphere. This calls for integrated comprehensive actions and interactions between the family, the schools, health centres, and the community. The Government of Lesotho recognizes the importance of the early years of life as a foundation for human development and lifelong learning. The 1991/92-1995/96 Education Sector Development Plan stipulated that all children from 2 to 6 years of age should have access to integrated early childhood education by the year 2000, a target that was not reached. The Government of Lesotho remains committed to supporting IECCD providers, especially for the pre-school years from 2 to 6 years.

The role of IECCD Unit at the MOET headquarters is basically facilitative and, thus, is not involved in direct delivery of field services. It is responsible for the following functions.

- a) planning of IECCD programme activities countrywide;
- b) policy formulation and implementation;
- c) establishment and regulation of IECCD centres;
- d) training of personnel involved in IECCD provision, including local committee members;
- e) monitoring, supervision and evaluation of IECCD activities;
- f) development of curricula;
- g) establishment of appropriate structures for implementation of the IECCD programme;
- h) feasibility and needs assessment studies; and
- i) social mobilisation, advocacy and infrastructure dissemination.

From the perspective of the MOET, the IECCD dividends include the following:

- a) *Impact on school achievement:* Children that are exposed to an effective IECCD are better equipped for the demands of the school system, including proven record of improved academic achievement. Thus, IECCD programmes enhance children's readiness for schooling.
- b) *Reduction of educational wastage:* IECCD activities reduce the number of repeat cases and failure rates, thus, allowing the system to optimally apply its limited resources to more school children.
- c) IECCD has strong gender implications as it enables women to work and participate in development activities while the children are being cared for. Moreover, to the extent that gender disparities and marginalization of girls start during early years, IECCD programmes can reduce gender inequalities by providing a fair and equitable start to both girls and boys.

The population of children aged 3-5 years, which is the official age at IECCD Centres, was estimated at slightly over 147,000 in 2002 of which 41,469 were enrolled in different IECCD centres as illustrated in Table-2 below. The total number of children enrolled in IECCD centres increased from 30,540 IN 2000 to 41,469 in 2002 <sup>13</sup>, an increase of 35.8%. Furthermore, the number of IECCD centres declined from 2219 in 2000 to 1856 in 2002 (a decline of 16.4%). Female enrolments were slightly higher than males in only 2000. In subsequent years, there was a higher male than female enrolment. the number of teachers also increased by 23.1%, from 1,636 in 2000 to 2,041 in 2002. It is noteworthy that there are still many centres in Lesotho that are not registered with IECCD. In an attempt to increase access, the Ministry, through its IECCD Unit, embarked on testing a home-based approach in 2002 with a total of 439 children. While it is clear that home-based care opens opportunities to the poorest children, its sustainability is still to be proven.

**TABLE 2: IECCD ENROLMENTS BY SEX, CENTRES AND TEACHERS 2000-2002**

IECCD Enrolments	2000	2001	2002
<b>Total</b>	30,540	34,507	41,469
<i>Males</i>	15,216	17,284	21,520
<i>Females</i>	15,324	17,223	19,949
<i>% Increase in enrolments</i>	-	13%	21%
<i>No. of Centres</i>	2219	1888	1856
<i>Teachers</i>	1636	2309	2041
<i>Child: Teacher ratio</i>	19	15	20

Source: Ministry of Education and Training, Lesotho's Education Statistics Bulletin, 1999-2003, Maseru, Planning Unit, Vol. 1.2003

The enrolment at IECCD centres differ in different districts (see Table A-1 in the Annex). The urban centres have the highest levels of enrolment, with metropolitan Maseru alone accounting for 28.8% of the national enrolment, followed by Leribe with 15.3%. The poor mountain regions have continued to enrol fewer pre-school children as was the case with Qachas Nek, which only had 5 percent share of total enrolment in 2002 IECCD's share of Government total budget allocation, is extremely low, at only 0.35% in 2001/02.

<sup>13</sup> The increase in IECCD enrolment in 2002 may be attributed to a large degree to the emergency food aid that was provided to early childhood in this year.



### **3.2 Main Policies**

#### **EFA Goal No. 1: Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.**

In 1998, the Government decided to develop an IECCD policy framework that is linked to the overall national development goals. The policy framework that sets the IECCD vision, mission, objectives and strategies is founded on the position that the period of life between 0-6 years of age is crucial in human development. The Government further recognises that such a framework would facilitate the advancement of the rights of the child. In this regard, the following are the policy objectives of IECCD in Lesotho:

- a) Provide a system of guidelines and standards and a mechanism to put the rights and needs of all children at the centre of national development.
- b) Mobilise, advocate for, and empower all the stakeholders at different levels to enable them to fully support and participate in various IECCD approaches.
- c) Provide a legal structure where people from the grassroots to the national level will participate in the planning, monitoring and evaluation of the IECCD programme and other related activities.
- d) Ensure that research, piloting of activities and documentation of best practices in IECCD are done, and that, based on the findings, the IECCD programme is improved and high quality services maintained.
- e) Create a trust fund to ensure a regular, permanent flow of funds for IECCD services.

### **3.3 Critical Challenges**

In the light of the above, the following are the critical challenges during the Strategic Plan period:

- a) Accelerating inclusive access to IECCD
- b) Improving the quality of IECCD programme.
- c) Capacity building and empowerment of all stakeholders, particularly the private sector and NGOs to assume an enhanced role in IECCD services provision through training and upgrading of knowledge and skills
- d) Mobilisation of the requisite resources for IECCD through, inter alia, improved collaboration and networking/partnerships among and between local and international stakeholders
- e) Establishment of an appropriate and sustainable IECCD organisational structure at national and district levels

### **3.4 Objectives and Strategies**

The IECCD programmes will involve a massive mobilisation at the national level, and will include educating parents, families and communities about the holistic view of child development. Centre and home-based sustainable approaches will be included and will accommodate flexible options for IECCD. Particular emphasis will be placed on the most deprived and underprivileged children, i.e. those living in difficult socio-economic conditions and at risk and OVCs. A National Early Childhood Care and Development Council will be formed by the Government to coordinate the work of IECCD. It will have a wide representation of all stakeholders at national and local levels. The strategies shall be built on a comprehensive, multi-dimensional approach, including health, nutrition, education and psychosocial elements. They are as follows:

- a) The role of the Government in IECCD direct involvement shall be maintained at the bearable minimum and shall largely be facilitative rather than direct provisioning. This shall entail the need for capacity building and empowerment of stakeholders through training and upgrading of knowledge and skills (i.e. through using IECCD directory of human resources, certification of trainees, accreditation of training centres, decentralisation of resource centres, M&E of training programmes, establishing a body for coordination of training efforts, pre-and in-service training by LCE and NUL, in-service training by IECCD workshops).
- b) Social mobilisation and advocacy with all stakeholders for effective participation and support of the IECCD programme and inclusion of all children, especially those orphaned by HIV/AIDS.
- c) Collaboration and networking among and between local and international stakeholders for effective and efficient resource utilisation under IECCD programmes.
- d) Involving communities in the creation, implementation and sustainability of IECCD activities in order to forge partnership and linkages for ensuring high quality IECCD Programme.
- e) Establishing an appropriate organisational structure at national and district levels in order to facilitate the consolidation and expansion of IECCD programme.
- f) Providing monitoring and permanent evaluation mechanisms (including maintaining a database on IECCD, data collection by collaborating ministries, M&E activities built into all IECCD activities, review of current legislation, study to provide more complete documentation about the situation of young children).
- g) Accelerating inclusive access to IECCD
- h) Improving the quality of IECCD programme.
- i) Increasing management capacity of IECCD programme.
- j) Mainstreaming gender in IECCD activity.
- k) Addressing the HIV and AIDS challenges in IECCD.

### 3.5 Activities and Target Indicators

The matrix below highlights the planned activities during period 2005-2015.

STRATEGIC GOAL	STRATEGIC OBJECTIVES	2005-2015 TARGETS	ACTIVITIES
<b>1. Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children</b>	1.1 To provide policy guidelines and minimum standard for an effective nationwide IECCD programme	1.1 IECCD Policy approved by 2006	1. Secure the approval of the IECCD policy
	1.2 To expand and promote IECCD	2.1 40% IECCD NER for 3-6 age group attained by 2007 and 70% by 2015	1. Increase government resource allocations to IECCD 2. Expand IECCD complimentary approaches countrywide
		2.2 Attach pre-schools to at least all existing GOL / Community primary schools by 2007 and all primary schools by 2015	1. Streamline the Child Development Centres registration process
			2. Provide support for pre-schools attached to existing GOL / Community primary school

	1.3 To provide equitable access to IECCD facilities	3.1 70% IECCD access by disadvantaged groups, including orphaned and vulnerable children (OVCs) attained by 2015  3.2 Provide 100% equitable access to IECCD facilities by 2015	1. Provide subsidy to all OVCs from needy families, as well as to children with mental disability 2. Strive to attain inclusive access to IECCD by expanding opportunities in the less covered areas, particularly those in the disadvantaged mountain regions 3. Ensure the integration of children with special educational needs, including OVCs in IECCD programmes
			4. Develop and run programmes for children with special talents
2. <b>Improve the quality of IECCD programmes.</b>	2.1. To improve the quality of IECCD programme	2.1.1 Significant child achievement rates attained by 2015	1. Undertake studies on improving child performance under IECCD and take appropriate measures
			2. Expose caregivers/facilitators to training opportunities that are offered regionally and internationally
			3. Train all unqualified IECCD facilitators
		2.1.2 Significantly improved IECCD curriculum by 2015	1. Develop inclusive integrated curriculum
			2. Develop Teachers' Guides
			3. Produce and procure materials for children of minority (e.g. Xhosa, Ndebele, Baphuthi, etc.)
	2.2. To increase the planning and management capacity of IECCD at the headquarters and districts	2.2.1 A better managed and decentralised IECCD programme achieved by 2015	4. Translate policy document into Sesotho
			5. Introduce e-schooling in IECCD
			6. Attend to the health aspects of the child, including children with disabilities
			1. Monitor and coordinate implementation of IECCD Policy
		2. Transfer the function of IECCD curriculum development to NCDC	
		3. Enhance the human resource base of the IECCD Department and at the district level.	
	2.2.2 Participation of stakeholders in IECCD significantly increased	1. Run countrywide IECCD advocacy workshops at community levels	
	2.2.3 IECCD planning and management functions streamlined by 2015	1. Incorporate statistical data on child care and development into annual educational statistical data	
		2. Develop enrolment indicators and train caregivers and field staff on how to capture these indicators	

STRATEGIC GOAL	STRATEGIC OBJECTIVES	2005-2015 TARGETS	ACTIVITIES
	2.3. To increase the role of the private sector in IECCD	2.3.1 Private sector's participation in IECCD programmes significantly enhanced by 2015	1. Exploration of the incentive structures and other activities to entice more involvement of the private sector in IECCD programmes
	2.4. To mainstream gender and HIV and AIDS in IECCD activity	2.4.1 Gender and HIV and AIDS fully mainstreamed into the IECCD programmes by 2015	1. Review the IECCD curriculum to be gender sensitive and incorporate HIV and AID education 2. Develop guidelines for IECCD providers that incorporate gender and HIV/AIDS in decision-making and planning <i>processes</i>

### 3.6 Strategic summary of activities

#### 3.6.1 IECCD Policy

##### *Securing the approval of the IECCD policy*

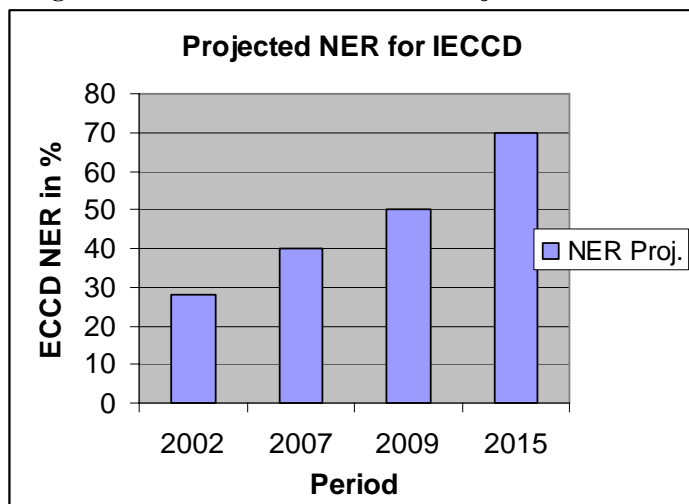
The MOET has developed the IECCD policy. This shall be further reviewed and refined and subsequently submitted to the Cabinet for approval by end of 2006. Once approved, the Policy shall serve as the basis for future interventions with respect to the IECCD programmes and activities. The Ministry shall allocate sufficient funds to prepare ground for the approval of the IECCD Policy.

#### 3.6.2 Increased Access

##### *Increase IECCD government resource allocations*

As the PRS stipulates, expanding and promoting IECCD, "from a poverty reduction point of view ... is considered to be highly important." In this regard, the Government shall allocate additional resources to start covering some of the costs of the schools, particularly feeding of children in the mountain areas. Additional support earmarked in the PRS and which shall require additional funding during the 2005-2015 Strategic Plan period include the provision of structures, staffing and guidelines and standards to ensure that an effective nationwide IECCD programme is in place; developing and providing inclusive learning and teaching materials and equipment for promoting a home-based approach; and ensuring the integration of children with special educational needs in IECCD programmes. While some of these activities shall be borne from the usual funding of IECCD, specific targeted interventions shall be included in annual plans and resources accordingly sought from other sources. The Ministry aims at achieving the net IECCD enrolment rate of 40% by 2007 and 70% by the year 2015, from 32.5 percent in 2003. Furthermore, the Ministry is putting in place various interventions to ensure that children that are registered in Child Care Centres remain in there until they are registered in Standard 1. Figure 3 gives the IECCD target access indicators.

**Figure 3: IECCD Net Enrolment Ratio Projection 2007 - 2015**



Source: MOET

***Expand IECCD complimentary approaches countrywide***

The Ministry shall take measures to promote the related interventions that complement, in a sustained manner, the IECCD programmes countrywide. These shall include the extension of parental education on IECCD, focusing on home-based approaches to child care and development. The support shall include the provision of learning and teaching materials as well as equipment for promoting the home-based approach. The input of communities, the private sector and development cooperation partners shall be specifically enlisted for these supplementary actions.

***Streamline the Child Development Centres registration process***

As part of the Ministry’s efforts to expand and promote IECCD and achieve a 70 percent access for 3-6 age group by 2015, the regulatory and legislative regime under which IECCD activities are undertaken shall be streamlined. As part of this, the Ministry shall ensure that the requirement to register child care centres are gazetted and work towards the registration of unregistered centres.

***Attach IECCD centres to every GOL/Community primary school***

In order to expand access, especially to the poorer mountain regions, the Government shall explore the attachment of IECCD centres to every primary school. This shall be started on a pilot basis in Government schools before expansion countrywide. During the period 2005-2015, IECCD centres shall be attached to existing primary schools.

**3.6.3 Equitable Access**

***Provide subsidy to disadvantaged children***

Mindful of the high poverty prevalence levels, the Government shall provide subsidies to children from poor homes that register their children into child care centres. The subsidy shall target mainly children that are orphaned, disabled, neglected and children from needy families

***IECCD expansion to disadvantaged areas***

The Government shall make special effort to extend IECCD activities to disadvantaged areas, particularly the poorer mountain regions. Partnerships with local communities, NGOs and CBOs shall be particularly targeted for this. One of the ways in which expansion shall be achieved is through the attachment of the IECCD programme to already existing primary schools.

***Integration into IECCD of children with special needs***

The Government shall undertake a study to establish the magnitude of the challenge of addressing children with special disabilities and design the best strategies on how to integrate them into the IECCD programmes. They include children that are visually impaired, the hard of hearing, physically disabled, OVCs, and the neglected children ('street children'). Better structured partnership modalities between the Government and other caregivers (existing and potential) shall be vigorously sought.

**3.6.4 Quality Improvement**

***Child Performance improvement studies***

The Ministry shall initiate performance improvement studies with a view to seeking the best methods of ensuring improved child performance under IECCD. Appropriate measures shall then be taken to address the situation accordingly.

***Further advanced training for Caregivers and training for unqualified IECCD facilitators***

The Government shall expose caregivers/facilitators to training opportunities that are available regionally and internationally on how best to provide care and pre-schooling. Similarly, the Government shall provide training opportunities to all unqualified IECCD facilitators by 2009. The Government shall negotiate with LCE and NUL in offering both in-service and pre-service IECCD training as well as facilitating the mounting of special training workshops for IECCD caregivers and facilitators.

***Development of integrated curriculum***

The Ministry shall review the pre-school curriculum in collaboration with LCE, NUL, and NCDC with a view to ensuring that it is responding to the main challenges that the average pre-school child, taking into accounts the gender and HIV and AIDS considerations.

***Produce and procure materials for children of indigenous minority language groups***

In its effort to accommodate all the children in the IECCD activities, the Ministry shall produce and procure materials for children of minorities (e.g. Xhosa, Ndebele, Baphuthi, etc.) to enable them better access existing knowledge using their main language of communication.

***Translating policy document into Sesotho***

The Ministry shall translate all policy and strategy documents that are relevant to IECCD activities into the local Sesotho language to ensure better comprehension of their contents by more children. Once translated, the documents shall be widely circulated.

### 3.6.5 Planning and Management

#### ***Monitor and coordinate implementation of IECCD Policy***

The Government shall develop monitoring indicators and oversee the implementation of the IECCD Policy once it has been approved. Furthermore, mechanisms shall be developed that would enable IECCD stakeholders to better coordinate and harmonise their interventions

#### ***Transfer the function of curriculum development to NCDC***

In its rationalisation process, the Ministry shall transfer the functions of IECCD curriculum development to the NCDC. This shall facilitate a better bridge between pre-school and primary school curriculum. In this regard, the Government shall ensure that adequate resources are made available for this process to be smooth.

#### ***Enhance the IECCD human resource base***

The Government is concerned that there is currently a high concentration of IECCD human resource in urban centres to the disadvantage of other districts. Moreover, the management of IECCD activities are still over-centralised with little district level involvement. Consequently, the headquarters is overstretched. In the short-term, there is need to fill human resource gaps at the centre while, in the medium-term, more decentralised management system have to be established so that the district and sub-district level providers are given the latitude to make decisions that best respond to the felt needs in their respective localities. In this regard, the Ministry shall, during the Strategic Plan period, enhance the human resource base of the IECCD Department at the headquarters as well as those at the district level. Offices shall, thus, be established at the district level.

#### ***Countrywide IECCD advocacy workshops at community levels***

To facilitate the establishment of effective alliances in the provision of childcare and development under the IECCD programme, the Government shall organise and run a series of workshops and seminars that target the community. The workshops shall focus on the IECCD principles, values and Government policy and how best to engage the community and other stakeholders in the provision of child-friendly pre-school activities.

#### ***Incorporate IECCD statistical data into national databases***

In order to ensure that IECCD statistical information is fully taken advantage of in policy making pertaining to child care, education and welfare, the Ministry shall ensure that it is incorporated into the annual educational statistical data from 2006 onwards.

#### ***Develop enrolment indicators***

The Ministry shall develop IECCD enrolment indicators that are disaggregated by age, gender and location. The aim is to ensure that appropriate interventions are taken that are sensitive to the peculiarities and special needs of the targeted children. Furthermore, the Ministry shall train caregivers and field staff on how to capture and apply these indicators in their day-to-day monitoring of their activities.

### 3.6.6 Gender Mainstreaming Gender and HIV and AIDS concerns in IECCD

To the extent that mainstream gender and HIV and AIDS in the IECCD decision-making and planning processes is considered by the Government as essential, the Ministry shall ensure that this is taken into account, particularly during the revision of curriculum and in childcare activities.

### 3.7 Costing of IECCD Plan

It should be noted that the costing structure assumes that government will not provide IECCD per se, bar for the addition of IECCD centres to some schools, and the support through the Unit in the MOET through training of IECCD providers and subsidies to needy children. The operating costs for IECCD which include some incentives for schools to attach pre-school centres have been introduced from the 2005/06 financial year and will be gradually increased through the plan period. This notwithstanding, there will be a 70% funding gap in 2005/06 going down to about 52% towards the end of the plan period as shown in Table-3. This excludes inputs of private players and cost-sharing contributions. The capital allocation for this programme goes mainly towards development of curricular materials, research and expansion of services to disadvantaged groups. The cost for training integrated early childhood care givers is incorporated in the teacher development component.

**Table 3: Full cost of education provision under the strategic plan on IECCD (in M1000)**

	2005/6	2006/7	2007/8	2008/9	2009/10	2014/15
<b>Recurrent Costs</b>						
Manpower Costs	2,500	3,500	4,500	5,500	6,500	7,500
Operating Costs	5,000	5,500	6,000	6,500	7,000	7,500
Other Recurrent Costs	50	60	70	80	90	100
<b>Capital costs</b>						
Expansion of existing and establishment of new ECCD centres	3,000	4,000	5,000	6,000	7,000	8,000
Surveys, Teaching and learning materials	300	400	500	600	700	800
Subsidies to OVCs, children from needy families and children with special needs	40,000	50,000	60,000	70,000	80,000	90,000
Health materials and courses	50	60	70	80	90	100
<b>Total Cost of ECCD</b>	<b>50,900</b>	<b>63,520</b>	<b>76,140</b>	<b>88,760</b>	<b>101,380</b>	<b>114,000</b>
<b>Available GOL Recurrent resources</b>	<b>2,712</b>	<b>4,461</b>	<b>7,618</b>	<b>8,761</b>	<b>10,075</b>	<b>11,586</b>
<b>Available GOL Capital resources</b>	<b>549</b>	<b>739</b>	<b>681</b>	<b>750</b>	<b>825</b>	<b>907</b>
<b>Funding Gap</b>	<b>47,639</b>	<b>58,320</b>	<b>67,841</b>	<b>79,250</b>	<b>90,481</b>	<b>101,507</b>
<b>% of ESSP Funding</b>	<b>6</b>	<b>8</b>	<b>11</b>	<b>11</b>	<b>11</b>	<b>11</b>
<b>% of Funding Gap</b>	<b>94</b>	<b>92</b>	<b>89</b>	<b>89</b>	<b>89</b>	<b>89</b>





### 4.1 Situation Analysis

Basic education is defined to cover ten years of continuous learning in line with the SADC Protocol on Education and Training. This comprises seven years of primary and the first three years of secondary education.

#### 4.1.1 Primary education

Enrolment rates are among the important indicators that offer a picture on the degree to which the education system is meeting demand. For the period 1974-1994, the number of primary schools as well as pupils increased on a consistent basis. The economic difficulties from the mid 1990s resulted in significant declines in enrolment. The introduction of Free Primary Education (FPE) in 2000, starting with Grade 1, resulted in a dramatic rise in intake and overall enrolment, which increased from 364,951 in 1999 to 410,745 in 2000; a rise of 12.5 percent. Much of the increase was due to increased intake in grade 1. Enrolment continued to increase in 2001, 2002 and 2003 though at a much slower rate than expected. Table 4 shows the actual number of boys and girls that were enrolled in primary school over the period 1999-2003. The increase in the number of schools was mainly due to the establishment of new community-based schools by the Government under FPE

**Table 4: Enrolment Numbers and Primary School (Boys, Girls), 1999-2003**

<b>Primary Enrolments</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>
Total	364,951	410,745	415,007	418,668	429,720
Males	176,365	202,760	206,665	209,024	214,746
Females	188,586	207,985	208,342	209,644	214,974
Number of schools	1,272	1,283	1,295	1,333	1,355
% Change in enrolments	-1.3	12.5	1.1	0.9	2.6

Source: Ministry of Education and Training, Lesotho's Education Statistics Bulletin, 1999-2003, Maseru, Planning Unit, Vol. 1.2003

As a result of FPE there has been a growth in both the Net Enrolment Rate (NER) and the Gross Enrolment Rate (GER) from 60.2% and 106.5% in 1999 to 85 and 124.9% in 2003 respectively (see Table 5). The high GER is mainly explained by enrolment of over-age pupils as well as the high repetition rates, while the former explains the high Apparent Intake Rate from 2000. All of these indicators have to converge towards 100% by 2015 as access and efficiency are improved. In spite of increases in enrolment figures, the increase in repetition and the subsequent decrease in completion rate over this period, as shown in Table 6, is a cause for concern.

**Table 5: Key Access Indicators for Primary Education 1999-2003**

Years	Gross Enrolment			Net Enrolment			Pupil Teacher Ratio	Apparent Intake Rate (AIR)			Net Intake Rate (NIR)		
	Males	Females	Total	Males	Females	Total		Male	Female	Total	Male	Female	Total
1999	102.3	110.7	106.5	56.6	63.8	60.2	44.4	103.9	105.0	104.5	26.8	28.3	27.5
2000	118.1	122.6	120.3	78.7	85.3	82.0	47.9	210.9	190.8	200.9	26.8	26.8	26.8
2001	120.6	123.2	121.9	79.5	85.4	82.7	47.4	150.0	134.0	142.1	63.2	63.2	63.2
2002	122.7	124.9	123.8	81.1	87.0	84.0	47.0	129.2	121.0	125.1	61.7	61.7	61.7
2003	128.3	125.9	124.9	82.0	88.1	85.0	46.2	124.9	118.0	121.5	60.2	60.2	60.2

Source: Ministry of Education and Training, Lesotho's Education Statistics Bulletin, 1999-2003, Maseru, Planning Unit, Vol. 1.2003

**Table 6: Primary Efficiency Indicators 1999 – 2002**

Year	Promotion Rate				Repetition Rate				Dropout Rate				Completion Rate			
	'99	'00	'01	'02	'99	'00	'01	'02	'99	'00	'01	'02	'99	'00	'01	'02
Male	69.5	71.3	70.9	-	21.8	20.7	21.6	24.1	8.6	7.9	7.4	6.4				
Female	76.4	77.8	78.3	-	16.8	16.4	17.4	18.7	5.5	6.6	4.2	3.2				
Total	73.0	74.6	74.6	76.5	19.3	18.6	18.5	21.4	7.1	7.3	5.8	4.8	59.3	66	64.5	57.5

Source: Ministry of Education and Training, Lesotho's Education Statistics Bulletin, 1999-2003, Maseru, Planning Unit, Vol. 1.2003

In 2003, the pupil classroom ratio was estimated at 67:1 and the pupil teacher ratio at about 46:1. About a quarter of primary school, pupils did not have seats in 2003 and there was an average of six books per pupil. The class size envisioned by the MOET by 2015 is 40 pupils all seated and a minimum of five books per pupil covering core subjects. Whereas the MOET has run a fairly successful textbook rental scheme at primary education since the early 1980s, there is need to open up the book market by changing the textbook provision system from one prescribed book to a range of approved books in order to improve quality and reduce the cost of provision of books by giving schools choices. The Government is also determined to continue to provide other teaching learning materials, facilities and services that will enhance the quality of life and education of primary school pupils.

The shortage of qualified teachers as well as overcrowding in classrooms is among the factors that contribute to the low quality and efficiency of primary education. However, the total number of teachers increased steadily, more than doubling from 4,139 in 1974 to 8,908 in 2002. But the number of qualified teachers has not increased proportionately as a percentage of all teachers during this period. There also have been important gains in the pupil teacher ratio. As of 2002, for example, there was an average of 47 pupils for every teacher, down from 52.7 in 1974. Despite these trends, the ratio is still well above the desired 40:1 set by the MOET, compounded by the inequitable distribution of teachers between and within regions and schools. The ratio of pupils per qualified teacher was even higher at 69:1 in 2003. The poor quality of teaching and learning was revealed in the Southern African Consortium on Measuring Educational Quality (SACMEQ) survey carried out in 2001 and the Baseline Study on attainment in numeracy and literacy carried out in 2003. Both studies revealed that the majority of primary school pupils in Lesotho do not attain the minimum expected levels of competency at both grades three and six. The role played by inadequately trained teachers in this low achievement cannot be overstated.

The MOET has committed itself to improving the quality of primary education through upgrading of teacher qualifications to at least diploma level. Table 7 shows the increase in the number of unqualified primary school teachers since 1999 as result of an ever-escalating demand for more teaching personnel to fill in new positions and vacancies from retirement and death. The output of trained teachers from the Lesotho College of Education has not been able to keep up with this ever increasing need for qualified teachers. Gender disparities are also observed within the primary school teaching personnel. In 2003, nearly four out every five teachers were females.

**TABLE 7: TEACHERS IN PRIMARY SCHOOLS BY QUALIFICATION AND SEX, 1999-2003**

	Degree		Certificate & Diploma		Unqualified		Total	
	Males	Females	Males	Females	Males	Females	Males	Females
1999	253	1549	854	3760	523	1286	1630	6595
2000	240	1571	807	3744	653	1563	1700	6878
2001	239	1578	824	3917	683	1521	1746	7016
2002	229	1517	828	3892	746	1696	1803	7105
2003	229	1514	783	3733	924	2111	1936	7358

Source: Ministry of Education and Training, Lesotho's Education Statistics Bulletin, 1999-2003, Maseru, Planning Unit, Vol. 1.2003

Over the years, the Government overall budgetary allocation to primary education has increased, with teachers' salaries accounting for as much as 95 percent of total primary recurrent budget in 1998/99. The Recurrent budgetary allocation to primary education increased from M182.2 million in 1999/2000 to 404.7 million 2004/05.

#### 4.1.2 Junior Secondary Education<sup>14</sup>

The Transition rate from primary to junior secondary has been increasing steadily from 61% in 1998 to 73% in 2003. With respect to junior secondary education which is part of basic education, in 2002, 79 of the 224 registered schools had classes up to Form C (Junior Secondary only) and 145 had classes from Form A to Form E. There was a consistent increase in secondary school enrolment over the period 1974-2002, with girls dominating throughout the period. Table A-2 in the Annex gives important statistics on number of secondary schools, classrooms and teachers during the period 1999-2003.

In terms of performance, roughly two-thirds of all those taking the JC exam pass the examinations. Roughly half of all pupils who make it to Form A reach Form C, while 36% pass the JC examination. Of all of those entering Form A, only 21% reach Form E, and only 8% obtain the Cambridge Overseas School Certificate (COSC) i.e. for every 1,000 pupils that enter secondary education, only 92 complete Form E and pass their COSC, giving a phenomenally high overall wastage.

#### 4.2 Main Policies in Basic Education

**EFA Goal 2: Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete, free and compulsory primary education of good quality.**

<sup>14</sup> Note that although this section intends to give the background only to the first three years of secondary education that is part of basic education, the current management and infrastructure provisions make it difficult to separate these three levels from the other two forms at secondary level (i.e. Forms D and E). Hence, much of the statistics in this section refer to the entire secondary school level.

The overall goal of the Government's policy for basic education is to contribute to the reduction of poverty in Lesotho through the provision of a sustainable, improved, quality assured, universal *free and compulsory* primary education. This provision will gradually be extended to junior secondary education. In this context, the strategic objectives of basic education during the period 2005-2015 are as follows:

- a) Ensure that all children have access to and complete 10 years of quality basic education.
- b) Improve all aspects of the quality of basic education to ensure opportunity for excellence and achievement of measurable learning outcomes by all.
- c) Develop an efficient secondary education system.
- d) Develop a policy framework for a unified and continuous basic education system that provides opportunities for learners with special needs and otherwise disadvantaged learners.
- e) Develop a decentralised management and delivery system for basic education that support greater community participation.
- f) Develop curricula and modes of assessment, which ensure the human, practical and vocational relevance of basic education.
- g) Eliminate gender disparities in primary and secondary education and achieving gender equality in basic education.
- h) Create a child friendly school environment that is healthy, tolerant, gender sensitive and respects children's rights.
- i) Promote a culture of research and information capturing, analysis and sharing to influence decision-making and policy formulation on basic education.
- j) Provide opportunities for pupil participation in extra-curricular activities that promote development in sports and culture.

#### **4.3 Critical Challenges**

The following are the critical challenges during the 2005-2015 Strategic Plan period:

- a) Mobilisation of the required financial and human resources to provide free and compulsory basic education at a time when global aid flows to developing countries are on the decline.
- b) Addressing the low efficiency rate
- c) Quality assurance as numbers in basic education grow
- d) Sustaining adequate levels of teachers against a high attrition rate due to factors that include unattractive conditions of service for teachers and the HIV and AIDS pandemic.
- e) Integrating skills development in the curriculum.
- f) How best to enhance the role of the private sector in service provision.
- g) Forge relationships with NGOs and civil society in education.

#### **4.4 Critical Challenges**

##### **Objectives and Strategies**

In the light of the performance of the basic education sub-sector presented above, Government will continue to focus on the following:

- a) *Access*: Improved access, enrolment and completion of basic education
- b) *Equity*: Development of equality of opportunity and equity of achievement

- c) *Quality*: Improvement in the quality of teaching, the learning process and nature of classroom interaction
- d) *Relevance*: Development of a curriculum and modes of assessment which ensure the human, practical and vocational relevance of basic education
- e) *Delivery*: Simultaneous development and decentralisation of the existing infrastructure and human resource base which supports the delivery of basic education
- f) *Linkages*: Creation of appropriate linkages between primary education and other sub-sectors, including Non-formal education, in order to ultimately establish sector-wide planning.

The strategies above shall be complemented by the following:

- a) Phased elimination of fees at the primary and junior secondary levels
- b) Expanding the supply of trained teachers, while responding to capacity problem faced by the country's only teacher education college, mainly through the Distance Teacher Education Program (DTEP);
- c) Developing an integrated national framework for curriculum and assessment that will equip Basotho children with necessary literacy, numeracy and survival skills, and will enable assessment results to inform policy decisions;
- d) Strengthening the role of School Committees/Boards in all schools so as to enhance parental and community involvement; and
- e) Enhancing the frequency and impact of school inspection.

#### **4.5 Activities and Target Indicators**

To achieve the set objectives, the Ministry shall continue, in a more enhanced manner, the activities in the matrix below.

STRATEGIC GOAL	STRATEGIC OBJECTIVES	2005-2015 TARGETS/INDICATORS	ACTIVITIES
Secure increased access through the provision of free, compulsory basic	1.1 To achieve Universal and equitable Basic Education	1.1.1 NER in basic education increased from 85% in 2003 to 90% by 2007 and 100% by 2015	1. Expand the Free Primary Education Programme to Universal Basic Education
		1.1.2 Reduce the PCR from 65:1 in 2003 to 55:1 in 2007 and to 40:1 to 2015	2. Construct additional classrooms and schools and renovate existing classrooms
			3. Enacting of law on Compulsory Basic Education

STRATEGIC GOAL	STRATEGIC OBJECTIVES	2005-2015 TARGETS/INDICATORS	ACTIVITIES
education on equitable basis		<p>1.1.3 Reduce numbers of pupils per qualified teacher from 69:1 in 2003 to 60 in 2009 and to 40 in 2015</p> <p>1.1.4 Transition rate from primary to secondary increased from 73% in 2003 to 78% in 2007, to 100% by 2015</p> <p>1.1.5 Lower Secondary education gross enrolment increased from 34.5% in 2003 to 60% in 2007, 85 in 2015</p> <p>1.1.6 Average walking time to schools reduced to less than one hour by 2015</p>	<p>4. Community campaigns on Education For All, urging people to ensure that all school-going age children are enrolled and retained in schools</p> <p>5. Increase output from pre-service and distance teacher education programmes</p>
	1.2 Equitable access to basic education	<p>1.2.1 Gender parity achieved in primary education by 2007, in secondary education by 2009.</p> <p>1.2.2 Geographic disparities in access to basic education reduced to 5% variance by 2007 and 1% variance by 2005</p>	<p>1. Develop policy guidelines on inclusive education that provides for the integration of learners with special needs, OVCs, indigenous language minorities and religious minorities.</p> <p>1. Specifically target enrolments of children with special needs, OVCs and minorities.</p>
2. Provision of quality basic education	2.1 To improve the quality of basic education to ensure opportunity for excellence and achievement of measurable learning outcomes	2.1.1 All pupils in primary provided with basic stationery.	1. Provide gender responsive and relevant teaching and learning materials for quality basic education
		2.1.2 All learners in primary and junior secondary provided with textbooks for core subjects by 2007 and for all subjects by 2015	2. Provide textbooks through the Textbook Rental Scheme
		2.1.3 Policy on repetition and transition developed and operational by 2007	3. Develop, disseminate and enforce a policy on repetition and transition in all public basic schools
		2.1.2 Reduce pupil teacher ratio from 46 in 2003 to 41 in 2007 and to 40 by 2015.	4. Create additional teaching positions to cater for increased enrolments
	2.1.3 A review of basic education curriculum completed by 2007 and fully operational by 2015	1. Review basic education curriculum and integrate practical/technical subjects into the school programmes	
	2.1.4 Average scores of		

STRATEGIC GOAL	STRATEGIC OBJECTIVES	2005-2015 TARGETS/INDICATORS	ACTIVITIES
		<p>national achievement tests in primary (3&amp;6) Maths, English and Sesotho improved by at least 15% by 2015</p> <p>2.1.5 Learning achievement for basic education improved to 50% in 2009 and 70% by 2015.</p> <p>2.1.6 Performance in national achievement tests improved by 20%, on average, by 2009 and by a further 40% by 2015</p> <p>2.1.3 A review of teacher education curriculum completed by 2007 and fully operational by 2015</p> <p>2.1.4 Modes of assessment that ensure the human, practical and vocational relevance of basic education put in place by 2015</p> <p>2.1.5 Quality assurance systems and processes in place by 2009 and fully operational by 2015</p>	<p>2. Periodically review basic education curricula to ascertain relevance to evolving societal needs, including the requirements of children with mental and physical disabilities</p> <p>3. Provide relevant teaching and learning materials for quality basic education</p> <p>1. Review of teacher-training curricula to incorporate life long skills and technical and vocational elements in basic education</p> <p>2. Provide curriculum delivery tools that ensure mastery of literacy and numeracy skills in the first two years of basic education</p> <p>3. Review and develop instructional materials that are responsive to changing technological needs of the country</p> <p>1. Develop and implement an assessment policy for practical and vocational components of the basic education curriculum</p> <p>2. Develop and implement an assessment policy for practical and vocational components of the basic education curriculum</p> <p>3. Develop and enforce implementation of a policy on continuous assessment of learners in all public schools</p> <p>1. Undertake regular, purposeful supervision and inspection of schools to ensure quality education delivery</p>
			<p>2. Provide quality pre-service education for teachers at basic education level in line with the demand for teachers on established pupil teacher ratios</p>

STRATEGIC GOAL	STRATEGIC OBJECTIVES	2005-2015 TARGETS/INDICATORS	ACTIVITIES
			3. Provide in-service training for serving teachers to ensure quality delivery of basic education (See Chapter 9 for details)
<b>3. Improvement of the efficiency of the school system at basic education level</b>	3.1 To develop an effective management and delivery system for basic education	3.1.1 Enabling policy environment for decentralised delivery of basic education in place by 2009 and significantly devolved to school level by 2015	1. Develop a decentralisation Policy for the education sector
			2. Build management capacity at school level
			3. Develop infrastructure at district and local level to support decentralised management
			4. Expand, strengthen and decentralize school supervision and support services.
			5. Promote a culture of research information capturing, analysis and sharing to inform decision-making and policy formulation
		3.1.2 Well developed local level education management systems in all basic schools in place by 2015	1. Increase the management capacity at district and local level for improved efficiency in service delivery for basic education
			2. Empower district and local government structures for greater decision-making on basic education issues
			3. Build management capacity at school level
			4. Build capacity for district-based support to basic education in facilities development, school supervision and teacher support
			5. Provide management training programmes for principals, deputy principals and heads of departments.
		6. Review policy on book supply at basic education level to broaden and decentralise supply and contain costs	



STRATEGIC GOAL	STRATEGIC OBJECTIVES	2005-2015 TARGETS/INDICATORS	ACTIVITIES
		3.1.3 Efficiency gains in service provision in place by 2015	<ol style="list-style-type: none"> <li>1. Institutionalise Multi-grade teaching approach where necessary and appropriate</li> <li>2. Provide regulations to guide promotion and transition to reduce repetition and dropout.</li> <li>3. Optimise the use of existing facilities in educational</li> <li>4. maximise teacher class contact time</li> </ol>
	3.2 To improve pupil/student performance	3.2.1 Overall, average performance in national achievement test at primary level in Math and Languages improved significantly by 2015.	<ol style="list-style-type: none"> <li>1. Develop, disseminate and enforce a policy on repetition and transition in all public basic schools.</li> <li>2. Support and develop approaches for teaching and learning Math and languages</li> </ol>
	3.3 To secure a healthy and environmentally hospitable school conditions	3.3.1 Infrastructure, health, sporting and recreational facilities improved significantly by 2015	<ol style="list-style-type: none"> <li>1. Develop and implement a school health programme in all schools</li> </ol> <p>Review school supervision and management regulations to make them more protective of children's rights</p> <ol style="list-style-type: none"> <li>2. Provide amenities in schools such as safe drinking water, kitchens, and toilets</li> <li>3. Develop a national schools policy on sports</li> <li>4. Develop basic school facilities for sports and formalise linkages with the Ministry responsible for sports.</li> </ol>
<b>4. Enhancement of partnership in basic education services provision</b>	4.1 To achieve expanded partnership among service providers	4.1.1 Effective partnerships among all stakeholders in the basic education sub-sector in place by 2015	<ol style="list-style-type: none"> <li>1. Empower parents and communities by increasing their active involvement in school management.</li> <li>2. Establish and run a national consultative forum for basic education development</li> </ol>

STRATEGIC GOAL	STRATEGIC OBJECTIVES	2005-2015 TARGETS/INDICATORS	ACTIVITIES
			3. Develop an education information and communication strategy  4. Rollout an information campaign to school communities on topical issues in education including gender sensitivity, environmental education, and citizenship education, population and family life education and school health  5. Enhance the participation of NGOs and civil society in the provision, monitoring and assessment of basic education programmes
<b>5. Mainstream HIV and AIDS in basic education</b>	5.1 To significantly reduce HIV and AIDS prevalence levels among pupils/students and teachers at basic education level	5.1.1 Significantly reduced HIV and AIDS prevalence levels by 2015	1. Infuse HIV and AIDS awareness in all aspects of school life 2. Incorporate HIV and AIDS education in the school curriculum 3. Conduct/Commission regular studies on the impact of HIV and AIDS on the basic education sub sector
<b>6. Mainstream gender in basic education</b>	6.1 To eliminate gender disparities in primary and secondary education and achieving gender equality in basic education by 2015.	6.1.1 An education system that is free of gender disparities in place by 2015	1. Develop an education sector gender policy 2. Ensure gender sensitivity of curricula content, teaching and learning materials in basic education and sensitise school communities on gender issues 3. Monitor indicators on gender disparities on basic education on an annual basis

#### **4.6 Strategic summary of activities**

##### 4.6.1 Policy development and reform

###### ***Develop Policy Guidelines on inclusive education***

The Government shall develop policy guidelines on inclusive education, focusing on how best to integrate learners with special needs, indigenous language minorities and religious minorities. The Guidelines shall serve as the point of reference to all interveners in the school system.

###### ***Development of policy on repetition and progression***

Considering the opportunity costs that are borne by the Government resulting from the high repetition rates, MOET shall develop, disseminate and enforce a policy on repetition and progression in all public basic schools. The issues that shall be addressed will include the designing of approaches on improving the transition rate from lower to upper basic education.

### ***Development of education sector gender policy and gender mainstreaming for schools***

The Government shall develop a gender policy for schools. The policy, to be approved by 2006, shall ensure that equal opportunities are extended to all sexes in learning achievements as well as in teaching and school management and that gender sensitivity of curricula content, teaching and learning materials in basic education are taken care of. Indicators on gender disparities on basic education shall be monitored on an annual basis.

#### **4.6.2 Free and compulsory quality basic education on *equitable* basis**

##### ***Expand Free Primary Education Programme to Universal Basic Education***

The MOET has undertaken to progressively assume financial responsibility for books, stationery, maintenance, and utility costs at the primary level, a responsibility that was assumed in 2000, beginning with Standard 1 and adding a Standard each succeeding year, thus, completing the process in 2006. Under FPE, participating schools (more than 90 percent of the targeted schools) shall not charge school fees for those Standards whose non-teacher costs were being supported by the Ministry of Education and training. In addition, the Ministry will continue with school feeding for as many children as resources may allow, prioritising the most vulnerable children, particularly OVCs. The additional support from the Government would come in the form of goods, services and professional support. The FPE policy shall be reviewed every two years to ensure that it is responsive to evolving socio-economic and demographic realities of Lesotho as well as the resource conditions at the disposal of the Government and its main stakeholders in education services provision at this level.

##### ***Construct additional classrooms/schools***

In order for the Government to meet the quantitative challenges of FPE, it shall provide resources for the construction of more basic schools and the expansion of classrooms in already existing schools. Furthermore, the Government shall renovate existing classrooms in existing schools with priority being given to remote areas and the densely populated districts. In addition, special attention shall be given to the construction of schools for children with special needs. A policy framework shall be developed for a unified and continuous basic education system that provides opportunities for learners with special needs and otherwise disadvantaged learners.

##### ***Community campaigns on Education For All (EFA)***

The Government shall continue to popularise primary education through advocacy for free and compulsory primary education through the medium of public campaigns and publications. Through the community campaigns, the Government hopes to enlist the needed community and civil society involvement in advocacy for basic education by encouraging parents to permit their children to take advantage of educational opportunities opened for them.

##### ***Legislation on Compulsory Basic Education***

In order to persuade families to recognise basic education as a fundamental right of all children and to assist in its enforcement, the Ministry shall facilitate the legislative backing of this policy through the enactment of a law that will make at least primary education compulsory. Through this law, the Government shall be better equipped to mobilize communities to ensure that all school-going age children are enrolled and retained in schools.

#### 4.6.3 Improved teaching and learning conditions in all schools

##### ***Provision of learning materials***

The Government shall provide additional resources to meet the expanding demand for relevant teaching and learning materials so as to secure quality basic education. The involvement of other stakeholders in education services provision shall be sought.

##### ***Increasing teaching positions***

The Government shall explore the best ways to create additional teaching positions to cater for increased enrolments and to fill the places caused by the HIV and AIDS pandemic. The training of more teachers and the facilitation of training opportunities to untrained/unqualified teachers shall form the main approach to meeting the rising demand for teachers.

##### ***Development and enforcement of policy on continuous assessments***

In order to improve the quality of teaching and learning, the Ministry shall develop and implement a policy on continuous assessment of learners in all public schools during the Strategic Plan period. This shall ensure that weak learners that need additional professional attention are identified early and support extended in a more focused manner.

#### 4.6.4 Provide a secure, healthy school environment

##### ***Facilitation of secure, healthy and environmentally hospitable school conditions***

Mindful of the current conditions in the average school in the country, the Government shall strive to achieve secure, healthy and environmentally hospitable conditions in places of learning. In this regard, a series of activities shall be embarked upon with the involvement of the pupils/students themselves, teachers, the community and other stakeholders. These activities shall include the development and implementation of a school health programme in all public schools; the provision of amenities in schools such as safe drinking water, kitchens, offices and toilets; and the development of a national schools policy on sports. The Ministry shall coordinate more closely with the other relevant bodies (both government and non-government) that specialise in given fields so that professional advice and expertise is extended to the Ministry.

##### ***Infusing awareness of HIV and AIDS in aspects of school life***

It is the Government's plan to make schools centres for sexual and reproductive health education, including aspects of HIV/AIDS and both care and prevention interventions shall particularly be targeting the most severely affected age groups in the school system (currently 6-19 olds) and most infected sex group (females). Teachers shall also be targeted so as to minimise the adverse impact on education service delivery of the currently very high teacher attrition rates due to HIV and AIDS (See Chapter 9 under Teacher Management and Supply for more details). The Ministry shall also design an effective system of attending to the health and emotional needs of the surging number of infected and affected teachers and pupils/students through, inter alia, the facilitation of cost-effective and manageable care and counselling facilities/services. The Ministry shall periodically cost the implications of the high prevalence levels of HIV and AIDS among education personnel and design appropriate response mechanisms with regard, but not limited, to how best to fill the human resource gaps. During the Strategic Plan period, the Ministry shall also incorporate HIV and AIDS in the school curriculum and conduct/commission studies on the impact of HIV and AIDS on the basic education sub sector.

#### 4.6.5 Facilitation of quality assurance systems and processes

##### ***Improve the quality and intensity of school supervision and inspection***

In its effort to improve the qualitative aspects of education service delivery, the Ministry shall undertake regular, purposeful supervision and inspection of schools to ensure quality education. This shall entail the facilitation of more resources (human, financial and technical) in order to ensure wider quality inspection/supervision coverage.

##### ***Improvement of quality of teaching***

The Government shall provide quality pre-service education for teachers at basic education level, focusing on, *inter alia*, the target of 40:1 pupil teacher ratio and the provision of in-service training for serving teachers to ensure quality delivery of basic education and the facilitation of opportunities for higher education for teachers.

#### 4.6.6 Development of the education sector decentralisation programme

##### ***Prepare Decentralisation Policy for the Education Sector***

The Government shall institute a Taskforce to prepare the Decentralisation Policy for the entire MOET and facilitate its approval by the Government. To accomplish the idea of decentralisation, the Government shall build the requisite financial and administrative management capacities at the school level. The infrastructures at district and local levels that are required to support a decentralised management system shall be improved. As an integral part of the decentralised mode of service delivery, the Ministry shall facilitate the empowerment of district and local government structures and officials for greater decision-making on basic education issues. Capacity building programmes in the acquisition of skills required for management of facilities,, school supervision and teacher support shall be developed.

##### ***Enhance management capacity at school level***

The Government recognises the need for capacity building in education management at the school level. School heads at the basic education level do not only have low formal education but most of them lack formal training in education management. In its effort to strengthen school level management capacity, the Government shall provide management training programmes for principals, deputy principals and heads of departments. The inadequacies of school heads in education management skills requires exposing them to skills and knowledge that can improve their capacity for innovation, imagination and creativity in handling problems related to policy, planning and management of education at the local level. This shall cost-effectively be done through carefully structured seminars and workshops that would expose senior officers at the district level to special training programmes in financial management, administrative management, human resource management, preventive maintenance, etc.

#### 4.6.7 Offer relevant curricula

##### ***Curriculum review***

The Ministry shall review the basic education and teacher-training curricula to incorporate technical and vocational elements in basic education and in order to secure quality assurance, develop and implement an assessment policy for practical and vocational components of the basic education curriculum. The Government shall also periodically review basic education curricula to ascertain relevance to evolving societal needs and challenges. Instructional materials shall also be reviewed regularly to ensure that they respond positively to the changing technological world in order to bridge the 'digital divide.' The Government shall also ensure that the Ministry, through the basic education curriculum, facilitates and strengthens the inclusion of lifelong skills.

#### 4.6.8 Improve linkages with other Stakeholders

##### *Enhancement of partnerships*

The Government recognises that many of its planned interventions over the period 2005-2015 would not be realised fully without the involvement of other partners in education service provision. In this respect, the Ministry shall empower parents and communities by increasing their active involvement in school management. The national consultative forum for basic education development shall be established and institutionalised. The Government will also enhance the role of civil society in the provision and monitoring of basic education.

#### **4.7 Critical Benchmarks for Achieving Basic Education for All**

Table 8 shows trends from 1999 to 2003 and targets for 2007 and 2015 in levels of Primary Gross Enrolment Ratios (GER1), Net Enrolment Ratio (GER1), and Apparent Intake Ratio (AIR1); it also shows projected targets for 2007 and 2015. Through the strategic interventions above, these key indicators are expected to converge towards 100% by 2015.

**Table 8: Key Benchmark Indicators for Basic Education 1999 - 2015**

Primary Education Level		1999	2000	2001	2002	2003	2004 <sup>15</sup>	Targets	
								2007	2015
<b>A. Access</b>									
1. GER1									
	Males	102.3	118.1	120.6	122.7	123.8	126.2	115	100%
	Females	110.7	122.6	123.2	124.9	125.9	127.0	115	100%
	<b>Total</b>	<b>106.5</b>	<b>120.3</b>	<b>121.9</b>	<b>123.8</b>	<b>124.9</b>	<b>126.6</b>	<b>115</b>	<b>100%</b>
2. NER1									
	Males	56.6	78.7	79.5	81.1	82	81	88%	100%
	Females	63.8	85.3	85.4	87	88.1	86	92%	100%
	<b>Total</b>	<b>60.2</b>	<b>80.2</b>	<b>82.7</b>	<b>84</b>	<b>85</b>	<b>83</b>	<b>90%</b>	<b>100%</b>
3. AIR1									
	Males	103.9	210.9	150.0	129.2	124.9	151.4	115%	100%
	Females	105.0	190.8	134.0	121.0	118.0	182.9	105	100%
	<b>Total</b>	<b>104.5</b>	<b>200.9</b>	<b>142.1</b>	<b>125.1</b>	<b>121.5</b>	<b>167.0</b>	<b>110</b>	<b>100</b>
4. NIR1									
	Males	26.8	63.2	61.7	60.2	61.3	58.3		
	Females	39.4	65.1	62.8	62.5	63.0	60.2		
	<b>Total</b>	<b>33.0</b>	<b>64.1</b>	<b>62.2</b>	<b>61.3</b>	<b>62.1</b>	<b>59.2</b>	<b>75</b>	<b>100</b>
		<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2007</b>	<b>2015</b>
<b>B. Efficiency Rates</b>									
1. Completion									
	Total	59.3	66	64.5	57.5	64.9		83%	100%
2. Repetitions									
	Males	22.8	23.2	22.6	24.1	25.3	20.7		
	Females	17.7	18.1	17.4	18.7	19.2	15.4		
	<b>Total</b>	<b>20.1</b>	<b>20.6</b>	<b>19.9</b>	<b>21.4</b>	<b>22.3</b>	<b>18.0</b>	<b>14%</b>	<b>7%</b>
3. Drop outs									
	Males	8.6	7.9	7.5	6.4				
	Females	5.5	6.6	4.2	3.2				
	<b>Total</b>	<b>7.1</b>	<b>7.3</b>	<b>5.9</b>	<b>4.8</b>			<b>3%</b>	<b>1%</b>
4. Transition rate (prim. – sec.)									
			-	-	66.8	75.0		78.0	100
<b>C. Quality Indicators</b>									
a)	Pupil: Teacher Ratio		44	48	47	47	46	40	40
b)	Pupil: Qualified Teacher Ratio						69	60	40
c)	Pupil :Classroom Ratio					63	65	55	40
d)	National Performance Level in Numeracy at Grade 6					49%		55%	80%
e)	National Performance Level in Sesotho Literacy at Grade 6					58%		65%	90%
f)	National Performance Level in English Literacy at Grade 6					45%		50%	85%

<sup>15</sup> The 2004 figures are based on preliminary census analysis

## 4.8 Costing for Basic Education

The cost of education provision in this strategic area is approximately 65% funded over the first three years of the MTEF. The cost of increased access to primary and junior secondary is the major contributor to additional resource requirements even with target reduced repetition and dropout rates. While the phased introduction of FPE has been the biggest contributor to increasing resource requirement since 2000, from 2007 increasing access to secondary education will be a major contributor. The highest cost item of increasing access to basic education is the personnel and infrastructure costs as shown in Table 9. The cost of improving teacher qualifications and, the cost of providing bursaries to vulnerable children in junior secondary are also major cost items. Besides teachers' salaries, the aggregated incremental cost of FPE (broken down in Table 10) is the biggest contributor to the basic education budget at 30% (see Table-4 in the Annex). Since the FPE budget covers a range of services managed under different programmes, some transaction costs related to FPE are borne right across the programmes of the education sector. Table 10 also shows that school feeding accounts for the biggest non-salary cost for primary education, though it is expected to decrease in real terms with anticipated increase in food security envisaged in the Poverty Reduction Strategy.

**Table 9: Full cost of education provision under the strategic plan on the Basic Education Budget (in M1000)**

FINANCIAL YEAR	2005/6	2006/7	2007/8	2008/9	2009/10	2014/15
<b>Recurrent Costs</b>						
Basic Education Administration	240	268	286	315	346	398
Primary Teacher's Salaries	238,314	241,510	251,239	276,363	303,999	349,599
Scholarships from NMDS	35,819	54,289	73,775	73,775	73,775	73,775
Free Primary Education	292,903	326,103	346,848	376,559	409,136	444,883
Schools Self-Reliance and Feeding Unit	1,728	2,319	2,476	2,724	2,996	3,445
Subvention to Primary Schools	2,530	2,766	3,809	4,190	4,609	5,300
Cost of Improved Teacher Qualification	49,000	58,000	136,000	144,000	148,000	150,000
HIV and AIDS Activities	10,000	15,000	15,000	15,000	15,000	15,000
<b>Capital costs</b>						
Bursaries	2,141	22,500	23,625	24,806	26,047	27,349
Provision of primary education Facilities & infrastructure	171,270	186,159	205,124	225,636	248,200	285,430
Schools Self-Reliance	150	160	180	198	218	250
Cost of Gender Activities	238	251	265	279	-	-
<b>Total Cost of Basic Education Strategic Plan</b>	<b>804,332</b>	<b>909,325</b>	<b>1,058,627</b>	<b>1,143,845</b>	<b>1,232,326</b>	<b>1,355,430</b>
<b>Available Resources (Recurrent)</b>	<b>441,373</b>	<b>490,178</b>	<b>580,603</b>	<b>625,048</b>	<b>670,503</b>	<b>729,680</b>
<b>Available Resources (Capital)</b>	<b>72,757</b>	<b>108,355</b>	<b>105,343</b>	<b>110,610</b>	<b>116,141</b>	<b>127,755</b>
<b>Funding Gap</b>	<b>290,201</b>	<b>310,791</b>	<b>372,681</b>	<b>408,187</b>	<b>445,682</b>	<b>497,995</b>
<b>% of ESSP Funding</b>	<b>64</b>	<b>66</b>	<b>65</b>	<b>64</b>	<b>64</b>	<b>63</b>
<b>% of Funding Gap</b>	<b>36</b>	<b>34</b>	<b>35</b>	<b>36</b>	<b>36</b>	<b>37</b>



**Table 10: Full Recurrent costs on Free Primary Education Provision under the Strategic Plan Budget (in M1000)**

FINANCIAL YEAR	2005/6	2006/7	2007/8	2008/9	2009/10	2014/15
<b>Recurrent Costs</b>						
New Teachers' Salaries & allowances	100,000	105,000	110,250	115,763	121,551	127,628
Travel and Transport	1,961	2,069	2,183	2,292	2,406	2,527
Pupils' and Teachers' stationery	20,412	22,985	27,450	31,568	36,303	41,748
Maintenance of Classrooms	2,268	2,393	2,525	2,651	2,783	2,923
School Feeding Scheme	155,623	179,916	189,811	208,793	229,672	252,639
Purchase of Textbooks	10,427	11,000	11,606	12,186	12,796	13,435
Support for sport and cultural school activities	431	510	620	713	820	943
Public campaigns on free and compulsory primary education	250	620	710	817	939	1,080
Primary School Leaving Examination	1,000	1,050	1,103	1,158	1,216	1,276
Other Overhead costs	531	560	591	621	652	684
<b>Total Cost of Free Primary Education</b>	<b>292,903</b>	<b>326,103</b>	<b>346,848</b>	<b>376,559</b>	<b>409,136</b>	<b>444,883</b>
<b>Available Resources (Recurrent)</b>	<b>188,626</b>	<b>214,327</b>	<b>225,708</b>	<b>236,993</b>	<b>248,843</b>	<b>261,285</b>
<b>Funding Gap</b>	<b>104,277</b>	<b>111,776</b>	<b>121,140</b>	<b>139,566</b>	<b>160,293</b>	<b>183,598</b>
<b>% of ESSP Funding</b>	<b>64.40</b>	<b>65.72</b>	<b>65.07</b>	<b>62.94</b>	<b>60.82</b>	<b>58.73</b>
<b>% of Funding Gap</b>	<b>35.60</b>	<b>34.28</b>	<b>34.93</b>	<b>37.06</b>	<b>39.18</b>	<b>41.27</b>





## Secondary Education

### 5.1 Situation analysis

Like for primary schools, most secondary schools are owned by churches in Lesotho. Of the 224 registered secondary schools in 2002, 79 had classes up to Form C (Junior Secondary only) and the rest had classes from Form A to Form E.<sup>16</sup> Due to limited space, only about 70 percent of pupils that pass primary school leaving examinations (PSLE) enter Form A, indicating that secondary schools currently only accommodate as little as 13.5 percent of all pupils that entered Standard 1. Table 11 below gives actual enrolment numbers for secondary school during the 1999 to 2003 period. Unlike most other African countries, Table 11 shows that there are more females registered in secondary schools than males, a state of affairs that is similar to what obtains at the primary school level. The boys' traditional role as animal herders principally explains this state of affairs. Notwithstanding this, one area that greatly concerns the Government regards the significant decline in the number of enrolled students in Form E as opposed to the number that enrolls in Form A. Table 11 further shows that although grade-specific enrolment has risen over time, it drastically dropped for both sexes from Form A to Form E. The high cost of secondary education is often given as the main reason why enrolment levels at senior secondary remain quite low. The reduced number of Forms D and E classes also explains the rather stringent process of selection that leaves out a good number of students that passed the qualifying examination for Form D.

Form	1999		2000		2001		2002		2003	
	Males	Females	Males	Females	Males	Females	Males	Females	Males	Females
A	9535	12749	9656	12705	10678	14059	11301	14925	11328	14625
B	8077	11297	8215	11015	8170	10462	8743	11588	9455	12090
C	6220	8122	5908	7742	6456	8211	6355	7929	6563	8428
D	4111	5687	4797	6229	5237	6644	5381	6759	5454	6926
E	2894	3749	2961	3764	3685	4317	3687	4462	3821	4414
<b>Total</b>	<b>30833</b>	<b>41604</b>	<b>31537</b>	<b>41455</b>	<b>34226</b>	<b>43693</b>	<b>35467</b>	<b>45663</b>	<b>36621</b>	<b>46483</b>

Source: Ministry of Education and Training, Lesotho's Education Statistics Bulletin, 1999-2003, Maseru, Planning Unit, Vol. 1.2003

On the demand side, it is noteworthy that the most important reasons for non-enrolment and non-attendance include the following:

- a) Cost of schooling
- b) Family commitments such as those pertaining to girls look after their siblings and boys looking after livestock.

<sup>16</sup> Note that there are no separate High Schools in Lesotho that offer Forms D and E only, thus, making the separate treatment of basic school (Standard 1 up to Form C) and high school (senior secondary) rather difficult and often artificial. Thus, much of the generalizations and statistics regarding 'secondary school' education made in this section of the Strategic Plan often also cover junior secondary school which has already been treated earlier in Chapter Four on Basic Education. In terms of management structure, MOET is still organized along primary and secondary school categorization with CEOs in charge of each one of the two levels. The Government is yet to harmonise the MOET structure to better accommodate the 'basic education' aspect.

- c) Low or lack of income
- d) Weather (specifically in the Mountains)

With HIV and AIDS pandemic, non-attendance by girls is expected to even go higher because they are expected to take up additional responsibilities in the household in terms of caring for the sick. It is worth noting that with deepening poverty in Lesotho, particularly in the rural areas as more Basotho men are retrenched from South African mines, many families can no longer afford to pay the fees demanded by schools. Although MOET provides bursaries for the needy students, particularly the orphans, limited resources restrict the number of beneficiaries.

In terms of the human resource base, the number of secondary school teachers has increased consistently over the years, rising six-fold from 567 in 1974 to 3,384 in 2002. At the same time, the proportion of unqualified teachers in secondary schools decreased steadily to only 10.4 percent in 2002, down from 36.6 in 1974. It is equally noteworthy that secondary schools have generally been better catered for with respect to key facilities than primary schools. Table 12 below shows the level of provision of secondary education for the period 1999 to 2003.

**Table 12 Number of Secondary Schools, Classrooms and Teachers 1999-2003**

Inputs	1999	2000	2001	2002	2003
<b>Total enrolments</b>	72,437	72,992	77,919	81,130	83,104
<b>Males</b>	30,833	31,537	34,226	35,467	36,621
<b>Females</b>	41,604	41,455	43,693	45,663	46,483
<b>Number of schools</b>	214	216	217	224	228
<b>Pupil: Classroom ratio</b>	37	37	39	39	39
<b>Number of classrooms</b>	1,981	1,960	2,020	2,103	2,127
<b>Number of Teachers</b>	3,175	3,198	3,290	3,384	3,470
<b>Qualified</b>	2,738	2,765	2,937	2,992	3,093
<b>Unqualified</b>	437	433	353	392	377
<b>Pupil: teacher ratio</b>	23	23	24	24	24

Source: Ministry of Education and Training, Lesotho's Education Statistics Bulletin, 1999-2003, Maseru, Planning Unit, Vol. 1.2003

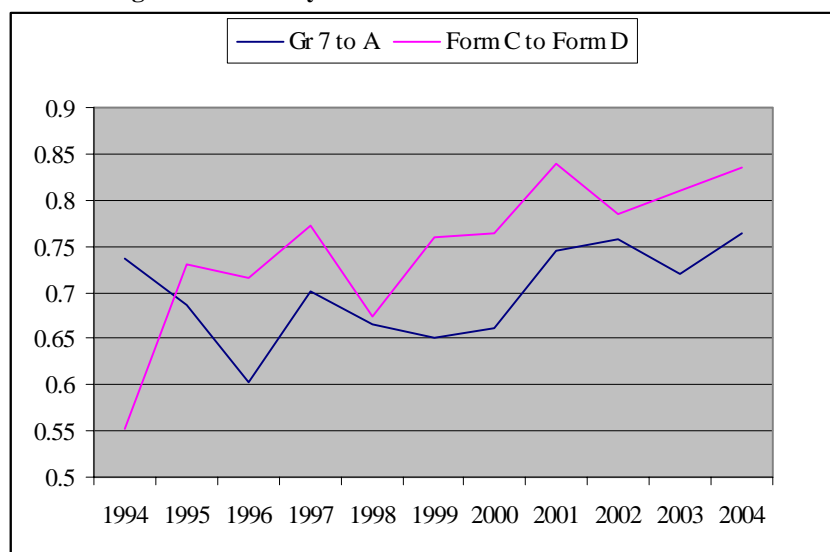
With respect to Government spending on secondary education, teachers' salaries, as in the case of primary education, take up a disproportionate share of the state funding (Table 13 ).

Table13: Recurrent Budget on Secondary Education, by Subprogram and Object of Expenditure (millions of Maloti)					
	Budget 2000/01	Budget 2001/02	Budget 2002/03	Budget 2003/04	Budget 2004/05
Secondary Teachers' Salaries	111.7	122.0	153.7	154.7	161.4
<b>Secondary Administration</b>					
Personnel emoluments	0.1	0.2	0.2	0.2	0.2
Travel	0.0	0.0	0.0	0.0	0.0
Operating Costs	0.1	0.1	0.1	0.1	0.1
Special expenditure	0.0	0.0	0.0	0.1	0.1
<b>Central Inspectorate</b>					
Personnel emoluments	1.5	1.6	1.6	1.6	1.6
Travel	0.9	1.0	1.4	0.6	0.6
Operating Costs	1.8	1.8	1.6	0.7	0.7
Special Expenditure	0.1	0.1	0.1	0.2	0.2
<b>Lesotho High School</b>					
Personnel emoluments	0.0	0.0	0.0	0.0	0.0
Travel	0.1	0.2	0.2	0.1	0.1
Operating Costs	3.5	3.5	2.9	3.0	3.0
Special Expenditure	0.2	0.2	0.2	0.1	0.1
<b>Total</b>	<b>120.0</b>	<b>130.7</b>	<b>162.0</b>	<b>161.4</b>	<b>168.1</b>

Source: Ministry of Education and Training, (updated from the Public Expenditure Review, March 2002)

The Examination Council of Lesotho (ECOL) administers the Cambridge Overseas School Certificate (COSC) examination for the High Schools, which the MOET is in the process of localising. The COSC national pass rate is steadily improving from a low 19 percent in 1982 to 46 percent in 2001. Repetition rates during the period 1994-2003 are given in Table A-7 in the Annex. Transition rates from Standard 7 to Form A, and from Form C to Form D have been increasing steadily since 1994 as shown in Figure 4. Of all students that are enrolled in Form A, only 8 percent obtain the Cambridge Overseas School Certificate (COSC) at the end of their high school education, an indication of an acceptably high wastage rate of more than 90 percent.

Figure 4: Inter-cycle Transition Rates from 1994 to 2003



Source: Draft Country Status Report: Education Sector (2005, GOL and World Bank)

## 5.2 Main Policies

The Government's overall policy for secondary education during the 2005-2015 shall focus on the following:

- a) Improvement of access to secondary education.
- b) Ensuring that the quality of secondary education is at acceptable level to meet local and international experiences.
- c) Developing an efficient secondary education system.
- d) Ensuring gender equity and parity within the secondary education system.
- e) Mainstreaming HIV and AIDS awareness in the education system.

In realising these policy goals, the Government shall, during the earlier part of the Strategic Plan period, focus more on redressing the low quality of the system through consolidation, rationalisation and efficiency improvements with only a limited amount of expansion.

## 5.3 Critical Challenges

Given the current state of affairs in the secondary education system, the following shall constitute the critical challenges during the Strategic Plan period 2005-2015:

- a) Improvement of the quality of secondary education in a manner that would make it more responsive to the national needs.
- b) Extension of FPE to universal basic education would entail the need to provide additional space to accommodate all Standard 7 pupils into the first three years of secondary education.
- c) Improvement of the quality of delivery so as to minimise wastage and enhance efficiency. Decentralisation of service delivery shall constitute an important element of strive for efficiency gains.
- d) Improvement of access to senior secondary education on equitable terms.

## 5.4 Objectives and Strategies

Taking into account the above state of affairs in the secondary school sub-sector, the core objective of the Government, according to the PRS, is to "ensure that all have access to and complete quality basic and secondary education." Although the Government strategies on Secondary Education in Lesotho do not differ much from Primary Education, the emphasis at the secondary school level has been more on redressing the low quality and increasing efficiency. In the context of the above, the strategic objectives of MOET on secondary education during the Strategic Plan period are as follows:


- a) *Improve access to Secondary Education*
  - o Improve transition rate from lower to upper basic education.
  - o Expand school infrastructure and teaching resources (including human resources) to accommodate the demands from the FPE policy and, consequently, universal basic education.
  - o Increase the number of schools with special needs facilities.
  - o Diversify the provision of formal education to cater for all ability levels.
- b) *Ensure that the quality of secondary education is at acceptable level to meet local and international experiences*
  - o Continue improving teaching and learning conditions in all schools.
  - o Improve teaching and learning processes in all schools.
  - o Diversify curriculum and assessment of technical and practical subjects in line with Vision 2020 and PRS.

- Improve achievement rates at secondary completion level.
- c) *Develop an efficient Secondary Education System*
  - Minimise wastage.
  - Expand, strengthen and decentralize supervision and support services.
  - Continuously develop appropriate management practices in schools.
  - Build management and competency capacity of all inspectors and support staff.
  - Up-grade the level of office equipment and utilities to match the current ICT demands.
- d) *Develop gender equity and parity within the Secondary Education System*
  - Achieve gender equity by 2009 and gender parity.
- e) *Develop HIV and AIDS awareness in the Education System*
  - Establish structures for the effective coordination of HIV and AIDS activities within the sector.
  - Incorporate HIV and AIDS issues in the school curriculum.
  - Promote workplace interventions to maximise continued labour force participation.

### 5.5 Activities and Target Indicators

In the context of the above strategic objectives, the Ministry will continue with, and/or initiate the activities in the matrix below during the Strategic Plan period.

STRATEGIC GOAL	STRATEGIC OBJECTIVES	2005-2015 TARGETS	ACTIVITIES
<b>1. Achieve maximum access by all to secondary school education</b>	1.1 To improve Access to Secondary Education	1.1.1 Improved transition rate from lower to secondary education to 90% by 2015	1. Expand and improve facilities in existing schools to cater for other children with special needs 2. Reduce parental fees
		1.1.2 Training facilities in schools with special needs increased by 50% in 2015	1. Establish a second additional special school 2. Establish two schools in the north and south regions
		1.1.3 Diversified provision of formal education to cater for all ability levels	1. Reinforce provision of private studies for all learners in addition to face-to-face teaching and learning activities
<b>2. Achieve quality secondary school education</b>	2.1 To improve Quality in Secondary Education	2.1.1 Improved teaching and learning conditions in all schools by 2015	1. Continue to increase intake into teacher training institutions to match the level of demand in schools 2. Support library development in schools where this is required
		2.1.2 Achieve a 1:25 teacher/pupil ratio by 2009	3. Provide textbooks through the Textbook Rental Scheme
			4. Develop an appropriate system of distributing basic education graduates into secondary schools

			5. Mobilise financial support to introduce book rental system and other teaching learning materials in schools
		2.1.3 Improved teaching and learning processes in all schools by 2015	1. Improve the quality of schooling through teacher training and availability of teaching and learning materials
			2. Provide opportunities for remedial lessons for slow learners
			3. Develop an ICT policy and strategy for secondary schools
			4. Facilitate the procurement of ICT equipment for schools and monitoring offices
			5. Design appropriate models for continuous practical assessment and profiling and train practical subject teachers and principals on the new assessment models
			
<b>STRATEGIC GOAL</b>	<b>STRATEGIC OBJECTIVES</b>	<b>2005-2015 TARGETS</b>	<b>ACTIVITIES</b>
		2.1.4 Diversified curriculum and assessment of technical and practical subjects in place by 2015	1. Consult industry and the labour market to ensure that curriculum is responsive to national human resource requirements.
<b>3. Achieving efficient administration, financing and management structures</b>	3.1 To develop an efficient management system for Secondary Education	3.1.1 Minimised wastage by 50% by 2009 and by 100% by 2015	1. Expand, strengthen and decentralize supervision and support services
			2. Build management and competency capacity of all inspectors and support staff
			3. Improve the quality of schooling through teacher training and availability of teaching and learning materials
			4. Review of school policies that influence the standards of instruction, assessment and transition criteria
		3.1.2 Appropriate management systems and practice in schools well established by 2015	5. Increase opportunities to learn and improve teaching processes by lengthening the school year
			1. Draw a prioritised training plan
			2. Review the management training programmes for principals, deputy principals and heads of departments and take appropriate actions to improve service delivery

			3. Undertake staff audit on the basis of which recruitment and redeployment of staff shall be made
			4. Conduct a training needs assessment of all officers and prioritise training needs
			5. Implement full-scale training of all education officers and inspectors on the new inspection style
			6. Facilitate post-graduate training for inspectorate officers
			7. Implement accountability tool/system in all secondary schools
			8. Draw a performance appraisal schedule to include all officers
			9. Train school principals in financial management
STRATEGIC GOAL	STRATEGIC OBJECTIVES	2005-2015 TARGETS	ACTIVITIES
<b>4. Achieve gender equality</b>	4.1 To develop gender equity and parity within the Secondary Education System	4.1.1 Attained gender equity and gender parity	1. Develop and disseminate a gender policy
			2. Ensure that there is parity in enrolments between males and females
			3. Revise curricula to make it gender responsive
<b>5. Eliminate HIV AND AIDS from the school system</b>	5.1 To strengthen HIV and AIDS mitigation in the Education System	5.1.1 Structures for the effective coordination of HIV and AIDS activities within the sub-sector well established and operational by 2015	1. Develop and implement the HIV and AIDS co-ordination programme of intervention by the MOET
			2. Establish the HIV and AIDS co-ordination unit and engage appropriate staff
			3. Incorporate HIV and AIDS issues in the teacher training and school curricula
			4. Implement improved HIV and AIDS workplace intervention guidelines in all schools
			5. Liaise with the Ministry of Health and the HIV and AIDS Commission to establish relevant structures dealing with HIV and AIDS in the education sector
			6. Conduct training programmes for teachers, principals and school boards on addressing HIV and AIDS and its impact in the school environment
			7. Establish support systems in schools for children affected by HIV and AIDS
<b>6. Build effective partnerships in service delivery</b>	6.1 Improve partnerships among	6.1.1 Consultative structures for enhanced dialogue	1. Commission a study on how best to engage communities in resource mobilisation for the educational system



	education service providers and stakeholders	among service providers operational by 2009 and enhanced partnerships registered by 2015	<ol style="list-style-type: none"> <li>2. Increase parents' and communities' active involvement in school management</li> <li>3. Design effective coordination and harmonisation mechanisms between the MOET and development cooperating partners in the area of education support and development.</li> </ol>
--	--	--	--

**5.6 Strategic summary of activities**

**5.6.1 Improve Access to Secondary Education**

During the period 2005-2015, the Government shall work towards the improvement of access to secondary school education. The target is three-pronged, namely, to improve the transition rate from lower to secondary education from 82 percent in 2003 to 95<sup>17</sup> percent in by 2015; Increase by 20 percent the training facilities in those schools with special needs, particularly in the poorer mountain regions; and diversify the provision of formal education to cater for all ability levels, including those that are disadvantaged as a result of physical disabilities or financial/economic conditions.

Furthermore, the Ministry shall ensure that as many students that are enrolled in Form D onwards remain in school until they complete Form E. Where financial need is established to be the main reason for failure to complete, such cases shall be addressed through, inter alia, regulation and reduction of fees. Chapter Ten gives some performance indicator targets. In terms of actual activities, the Ministry shall facilitate distance learning for all learners, in addition to face-to-face teaching and learning activities. The Government shall also expand and improve the facilities in existing schools and establish additional schools for all children with different abilities, mindful of the need for gender responsiveness and the need to target more the disadvantaged regions.

**5.6.2 Improve quality in secondary education**

One of the Government's strategic objectives shall be the improvement of quality in secondary schools, targeting improved teaching and learning conditions in all schools; improved teaching and learning processes in all schools. In terms of actual activities, the Government shall strengthen quality training through the supply of qualified teachers so that student/teacher ratios are reduced. This shall entail increasing intake into teacher training institutions to match the level of demand in schools. Total teacher requirements have been given in Chapter Four.

In addition to filling the gap for teachers, the Government shall provide more resources for educational materials, including library resources; ensure that education graduates form NUL are fairly distributed in existing schools; taking advantage of what ICT offers in terms of learning and communications; development of effective continuous assessment systems; and being responsive to the demands of the labour market by revising the curricula to integrate technical/vocational skills training.

**5.3.3 Develop an efficient management system for secondary education**

In its effort to run the education system efficiently, the Government shall invest in the minimisation of wastage and the enhancement of effective management systems. In terms of actual activities, the Government shall invest time and financial resources in the extension,

<sup>17</sup> The rate of transition is expected to be affected by the planned expansion of intake and completion of junior secondary as part of basic education for all and transition from Forms C to D is like to deep before taking off again.

strengthening, and decentralising its supervision functions and support services. Through training at different levels, the Governments shall strengthen the management and competency of all school inspectors and support staff. The review of school policies that influence the standards of instruction, assessment and transition criteria shall be done. Similarly, the Ministry shall implement the new accountability tool/system in all secondary schools and a performance appraisal system shall be operationalised to cover all officers.

#### 5.6.4 Develop gender equity and parity within the Secondary Education System

The Government's aim at this level is to attain gender equity and gender parity in the secondary school system. As an important first step during the Strategic Plan period, the Government shall develop and disseminate widely the Gender policy of the education sector. In implementing the sector's gender policy, the Ministry shall ensure that there is parity in enrolments between males and females and the secondary school curricula shall be made more gender responsive in order to better address the gender challenges that still face the country, in general, and the education sector, in particular.

#### 5.6.5 Develop HIV and AIDS Mitigation Strategies in Secondary Education System

The Government's main target at this level is to have a well established and functional structure for the effective coordination of HIV and AIDS activities within the education sector. In this regard, among the Ministry's priority over the period 2005-2015 shall be the development and implementation of the HIV and AIDS co-ordination programme of intervention. As part of the implementation facilitative process, the Ministry shall establish the HIV and AIDS co-ordination unit and engage appropriate staff. The incorporation of HIV and AIDS issues in the teacher training and school curricula shall be among the activities, as will be the implementation of improved HIV and AIDS workplace intervention guidelines in all secondary schools. The Government shall also conduct training programmes for teachers, principals and school boards on how best to address HIV and AIDS and its impact in the school environment.

#### 5.6.6 Improve partnerships among education service providers and stakeholders

The Government's aim here is to establish effective consultative structures for enhanced dialogue among service providers in the education sector. The targeted activities during the Strategic Plan period shall include the commissioning of a study on how best to engage communities in resource mobilisation for the educational system. The aim is to ensure that communities are better organised in the provision of the requisite resources for secondary education. The involvement of communities in school management shall be enhanced and the level of community and private sector involvement in the life of schools. As an integral part of its partnerships enhancement, the Ministry shall pay particular attention during the period 2005-2015 by increasing effective coordination and harmonisation mechanisms between the Government and development cooperating partners/donors in the area of education support and development. The dialogue architecture shall be developed that would enable the Government to better enlist the input (financial, technical and technical assistance) of collaborators that support the education sector. Modalities of donor funding as well as monitoring and reporting mechanisms shall be developed as part of the partnership strengthening process.

**Table-14: Key Benchmark Indicators on Access, Efficiency and Quality for Secondary Education 1999-2015**

INDICATORS		1999	2000	2001	2002	2003	Targets	
							2007	2015
<b>A. Access</b>								
1 GER2								
	Males	25.5	25.8	27.9	29.0	30.1	55	85
	Females	35.4	34.9	36.6	38.8	39.1	65	85
	<b>Total</b>	<b>30.4</b>	<b>30.3</b>	<b>32.2</b>	<b>33.6</b>	<b>34.5</b>	<b>60</b>	<b>85</b>
2. NER2								
	Males	12.8	14.5	16.4	17.2	17.9	22	50
	Females	22.3	24.2	26.3	27.0	27.0	28	50
	<b>Total</b>	<b>17.5</b>	<b>19.2</b>	<b>21.3</b>	<b>22</b>	<b>22.4</b>	<b>25</b>	<b>50</b>
<b>B. Efficiency</b>								
Transition rate (prim. – sec.)			58.0	66.0	68.8	63.5	78.0	100
Transition from JC to Senior Sec.			69.8	77.3	73.0	74.8	80	90
<b>C. Quality</b>								
Pupil: Teacher Ratio (PTR)		23	23	24	24	25	25	25
Pupil: Classroom Ratio (PCR)		37	37	39	39	40	40	40
School Certificate pass rate		44.0	42.9	45.0	46.2	52	60	70

### 5.7 Costing for Senior Secondary Education

The costing of Senior Secondary Education is complicated by the fact that despite a policy departure to define basic education to include junior secondary, a majority of schools offer junior and senior secondary education, making it difficult to separate costs towards senior secondary. Nonetheless, teachers' salaries at an average of 68% (see Table A-7 in the Annex) will continue to account for the biggest share of costs. Table 15 shows a persistent funding gap of about 35% over the plan period. The diversification of subjects at this level to include vocational and technical subjects will contribute significantly to the additional costs of qualified teachers and teaching support materials. Provision of bursaries to orphaned and vulnerable children will also require substantial additional resources estimated at just less than M20 million by 2010.

**Table 15: Full cost of education provision under the strategic plan on the Senior Secondary Education Budget (in M1000)**

FINANCIAL YEAR	2005/6	2006/7	2007/8	2008/9	2009/10	2014/15
<b>Recurrent Costs</b>						
Senior Secondary Administration	334	446	476	524	576	662
Post Primary Teachers' Salaries	181,430	200,000	220,000	242,000	266,200	292,820
Lesotho High School	3,526	3,747	3,999	4,399	4,839	5,565
Subvention to other Schools	3,393	3,747	4,285	4,714	5,185	5,963
Bursaries Secondary	5,000	5,000	7,000	7,700	8,470	9,741
Scholarships from NMDS	5,000	10,000	15,000	16,500	18,150	20,873
Secondary Ed. Support Material	7,000	7,000	9,000	9,900	10,890	12,524
Cost of improved teacher qualifications	20,000	21,000	22,050	23,153	24,310	25,526
HIV and AIDS Activities	3,000	10,000	10,000	10,000	10,000	10,000
<b>Capital costs</b>				-	-	-
Senior Secondary Administration	13,570	18,510	21,510	23,661	26,027	29,931
Lesotho High School	3,000	3,150	3,308	3,473	3,647	3,829
Bursaries Secondary	5,000	7,500	7,500	8,250	9,075	10,436
Secondary Ed. Support Material	11,000	6,000	8,000	8,800	9,680	11,132
Provision of infrastructure facilities (e.g. Labs, classrooms, ICTs etc)	10,000	10,500	11,025	11,576	12,155	12,763
Cost of Gender Sensitive Activities	100	75	79	84	87	90
<b>Total Cost of Senior Secondary Education</b>	<b>271,353</b>	<b>306,675</b>	<b>343,232</b>	<b>374,733</b>	<b>409,290</b>	<b>451,853</b>
<b>Available GOL Recurrent resources</b>	<b>160,078</b>	<b>182,658</b>	<b>204,267</b>	<b>223,222</b>	<b>244,034</b>	<b>268,570</b>
<b>Available GOL Capital resources</b>	<b>13,653</b>	<b>18,516</b>	<b>18,990</b>	<b>19,940</b>	<b>20,937</b>	<b>23,030</b>
<b>Funding Gap</b>	97,621	105,501	119,974	131,571	144,320	160,252
<b>% of ESSP funded</b>	<b>64</b>	<b>66</b>	<b>65</b>	<b>65</b>	<b>65</b>	<b>65</b>
<b>% of Funding Gap</b>	<b>36</b>	<b>34</b>	<b>35</b>	<b>35</b>	<b>35</b>	<b>35</b>



## *Technical and Vocational Education and Training*

### **6.1 Situation Analysis**

Given Lesotho's unique geographic situation and limited employment opportunities, the Government recognizes the importance of adapting its training policies to produce workers with marketable skills that will make the trainees competitive in both the local and regional markets. The Department of Technical and Vocational Training (TVET) of the MOET is the umbrella regulatory body that aims to improve the quality of delivery systems and mechanisms through curriculum development; inspection and assessment; accreditation of programmes and institutions; administration of trade tests to determine skills proficiency levels of workers; support in terms of provision of workshops and equipment, training of staff at TVET institutions and schools; and continual assessment of skills need. Presently, there are eight TVET institutions in Lesotho.<sup>18</sup> Thaba-Tseka Technical Institute (TTI) is recognised as a sub-programme of the MOET because it is government owned while the other six institutions that are church owned receive Government budgetary support for teacher salaries. The Lerotholi Polytechnic (LP) assumed autonomy from 2002 and receives an annual subvention from the MOET. A number of private providers exist in the field of TVET including informal training and traditional apprenticeship.

Table 16 below illustrates enrolment levels over the 1999 to 2003 period. The overall enrolment increased from 1722 in 1999 to 1837 in 2003, an increase of 16.1%. The gender disaggregated enrolment by year shows that, unlike what obtains in the primary and secondary levels of education, the proportion of males enrolled was higher than that of their female counterparts.

**Table 16: Enrolment in TVET Institutions by Sex and Year 1998 – 2002**

Years	1999	2000	2001	2002	2003
Total	1722	1859	1939	1859	1837
Males	877	966	1050	1040	1010
Females	845	893	889	819	827
% Change in enrolments	14.1	8.0	4.3	-4.1	-1.2
Number of schools	8	8	8	8	8
Teachers	165	170	161	162	166
Males	79	91	82	85	87
Females	56	79	79	77	79

Source: Ministry of Education and Training, Lesotho's Education Statistics Bulletin, 1999-2003, Maseru, Planning Unit, Vol. 1.2003

<sup>18</sup> These are Bernarda, Bishop, Leloaleng Trade School, Lerotholi Polytechnic, St. Elizabeth, St. Mary's Home, TTI, and Technical School of Leribe. While Lerotholi Polytechnic School offers mainly Post-COSC courses with a few post-JC Courses, the other seven offer mainly post PSLE and post JC courses.

The number of teachers in TVET institutions increased from 165 in 1999 to 170 in 2000, an increase of 5.5%. Thereafter there was a notable decline from 170 in 2000 to 166 in 2003. During the period, there were predominantly more male teachers than their female counterparts. Teachers who held a diploma/certificate plus Technical Training constituted 68.0% of all teachers, while those who held Degree plus Technical/Training qualifications and Degree only were 16.9% and 6.4% of all teachers respectively.

Table 17 further shows the range of courses offered in different TVET institutions between 1999 and 2003. The profile of the courses that are offered under TVET are varied, with Home Economics, preferred predominantly by females, registering the largest numbers over the 1999-2003 period, followed by the male-dominated Brick Laying, Mechanical Engineering and Carpentry ranked third.

Type of Course	1999	2000	2001	2002	2003
Architecture	33	34	51	51	51
Auto Electrics	0	0	10	10	10
Basic Electronics	8	10	0	0	0
Bricklaying	183	262	237	229	230
Business Studies	59	59	60	120	121
Carpentry	116	107	162	161	155
Civil Engineering	36	38	54	54	54
Commercial Studies	97	57	0	0	0
Dressmaking	15	15	15	37	37
Electrical Engineering	49	52	55	92	58
Electrical Installation	121	135	132	96	131
Fitting and Turning	41	38	45	45	45
Home Economics	595	681	655	423	424
Marketing	20	20	24	44	44
Mechanical Engineering	46	51	53	47	47
Motor Mechanics	142	154	174	163	148
Panel Beating	31	32	32	31	31
Plumbing	97	74	84	88	84
Secretarial Studies	0	0	60	120	121
Tailoring	15	15	15	25	25
Welding	8	8	9	9	9
Leather Works	10	17	12	14	12
<b>Total</b>	<b>1722</b>	<b>1859</b>	<b>1939</b>	<b>1857</b>	<b>1837</b>

Source: Ministry of Education and Training, Lesotho's Education Statistics Bulletin, 1999-2003, Maseru, Planning Unit, Vol. 1.2003

Generally, the Ministry recognises the existence of major challenges that have to be addressed during the Strategic Plan period 2005-2015 and beyond. In its recent document,<sup>19</sup> the Ministry has acknowledged the following factors that continue to compromise the realisation of the TVET mission:

- a) TTI's are under-funded and under-performing.
- b) Lack of confidence by employers in Trades Training Institute (TTI) graduates, demonstrated by the very low placement rates.
- c) Absence of planning for TVET in the form of national, industry or institutional skills development plans, through which skills requirements can be identified. This has resulted in training being largely supply-driven.

<sup>19</sup> Ministry of Education and Training (2004), The development of a new technical and vocational education and training strategy and policy, Cabinet Information Paper, March

- d) Unregulated and stagnated apprenticeship scheme.
- e) Weak governance and management of TVET at national and institutional level with private participation in the TVET Board being largely symbolic.
- f) Limited training tailored to the needs of small business and the informal sector.
- g) Weak quality assurance.
- h) No TVD accreditation system

Recognising these challenges, the Government has challenged TVET institutions to seek alternative sources of revenue to complement state subventions. Presently, the main TVET funders are:

- a) Government at the level of meeting salaries (to two of them), bursaries to students, support towards examinations and inspection
- b) Private sources
- c) Students' tuition, and boarding fees
- d) Income generating activities
- e) Donor support

The National Craft Certificate (NCC) and national diplomas are presently the only certificates that TVD officially awards. Figure 5 shows the colleges that offered NCC in different fields during 2003. Performance in NCC examinations, as shown Table 18, is quite low, with pass rates averaging 48 percent in 2002 and 47 percent in 2003.

**Figure 5: Overview of Institutions offering the National Craft Certificate**

	Automotive	Bricklaying & Plastering	Carpentry & Joinery	Electrical Installation	Business 1 & 2	Secretarial 1 & 2	Pattern Cutting, Dress Making and Tailoring	Home Science Intermediate	Home Science Advanced
1. Lerotholi Polytechnic									
2. Technical School of Leribe									
3. Technical Institute of Leloaleng									
4. Thaba Tseka Technical Institute									
5. Bishop Allards Vocational School									
6. St Mary's Home Economics School									
7. St. Elisabeth's Training Institute									
8. Bernada Home Economics School									

**Table 18: Percentage pass rates in official TVD examinations for National Craft Certificate**

% Pass of those who actually sat the NCC exams		
Institution	2002	2003
1. Lerotholi Polytechnic	32	62
2. Technical School of Leribe	30	27
3. Technical Institute of Leloaleng	35	31
4. Thaba Tseka Technical Institute	37	83
5. Bishop Allards Vocational School	27	29
6. St Mary's Home Economics School	29	19
7. St. Elisabeth's Training Institute	73	76
8. Bernada Home Economics School	29	78
Average Figures	48	47

Source: Ministry of Education and Training

## 6.2 Main Policies

The 1984 Act is currently still the official statement of policy. Nevertheless, MOET, under the on-going process of developing a new policy, aspires to make TVET in Lesotho more demand-driven and flexible, focusing on, inter alia, the following policy directions:

- a) Facilitating increased access/enrolments in TVET.
- b) Reforming the curricula and qualifications systems to make them more responsive to industry needs as well as improving scope for self-employment for income generation. This shall entail putting in place a demand-led, customer-focused and diversified TVET system with top priority being given to *skills development* through infusing entrepreneurship in all training programmes.
- c) Reforming the TVET system's governance and finance with a view to increasing the autonomy of the training institutions.
- d) Create opportunities for sustainable funding that is premised on increased role of the private sector in TVET services provision. This also entails the facilitation of stronger stakeholder participation in TVET through effective Public-Private-Partnership (PPP) arrangements.



The issue of *skills development* is assumed a particularly high priority in the GOL's PRS and this is to be reflected in the TVET policies. The development of skills as a priority ought to be understood against the background of the current problems within the labour market. Lesotho's labour force is growing at an average of 25,000 new entrants per annum while the employment absorptive capacity is limited to about 9,000 annually. Employment problems have, for some time, been exacerbated by the substantial reduction in opportunities for migrant miners in South Africa, once Lesotho's principal source of formal sector employment. To correct this state of affairs, the Government recognises that skills development, focusing mainly on the more technical fields, would offer alternative livelihood opportunities for school graduates in both the formal and informal sectors.

### **6.3 Critical Challenges**

In view of the current conditions in the TVET system, the following shall constitute the critical challenges during the period 2005-2015 Strategic Plan:

- a) Approval of the new national policy on TVET
- b) Reconstituting of the TVET structure to make it responsive to the labour market demands and to the creation of self-employment.
- c) Facilitation of the entry of the private sector into the TVET system and assume dominance while the state retracts into a more facilitative role.

### **6.4 Objectives and Strategies**

- a) Increasing TVET total enrolment.
- b) Increasing equity in TVET system by enrolling more women and other disadvantaged groups, particularly in more technical fields.
- c) Reviewing and diversifying TVET programmes to make them more responsive to the needs of country and industry, including those of the informal sector and small-scale sectors.
- d) Achieving high level of excellence in the quality of TVET programmes.
- e) Putting in place an effective TVET governance structure.
- f) Improving the funding position of TVET institutions through cost-clearing fees and enhanced entry of the private sector and other stakeholders in the provision of TVET programmes.
- g) Mainstream HIV and AIDS in TVET programmes.

### **6.5 Activities and Target Indicators**

In the light of the above, The Ministry maintains that a more radical approach is required to the restructuring of the TVET system and put it in good stead to better enlist private sector entry into service provision at this level. The following are the targets and planned activities during the Strategic plan period.

Strategic Goal	Strategic Objectives	2005-2015 Targets	2005-2009 Activities
<b>1. Access to technical and vocational training enhanced Equitably</b>	1.1 To increase access to Quality Technical and Vocational Education and Training for all Basotho	1.1.1 Total enrolment increased by 40% by 2009 and by a further 50% by 2015	1. Build additional workshops and classrooms that are accessible even to physically handicapped children
			2. Encourage private sector to establish or expand training centres.
	1.2 To implement targeted equity programmes for the marginalized groups	1.2.1 Total enrolment in the more technical fields increased by 70% for women and disadvantaged groups by 2015	3. Design, develop and run flexible programmes with multiple entry and exit points.
			4. Develop and implement bridging courses for potential graduates with low pass marks.
<b>2. The Quality of TVET programmes improved significantly</b>	2.1 To improve the quality of TVET programmes.	2.1.1 TVET programmes that cater for the special needs of the country and industry developed, expanded and improved by 2015	1. Restructure the TVET system through a complete overhaul of the legislative, regulatory and institutional structures and processes to make both the management and course offerings demand-driven in a manner that is responsive to the needs and requirements of both the labour market and those of local communities.
			2. Following the TVET structural and organizational overhaul, work towards the reduction of the number of TVET providers to 2-3 "larger" outfits that the state would support and upgrade, in the short-term, before they are weaned off and given organizational and fiscal autonomy.
			3. Develop and endorse a nationally approved approach for curriculum development and review the roles and responsibilities for the current structures that are responsible for TVET curriculum development.
			4. A national technical teacher training programme must be developed and implemented. The programme must support competency based learning.
			5. Develop and operationalise a market-responsive training programme for TVET teachers and instructors as well as for TVD staff.
			6. Explore the merits of competency-based modular training approach and adopt this when appropriate
			7. Identify new qualifications/programmes in collaboration with the private sector

Strategic Goal	Strategic Objectives	2005-2015 Targets	2005-2009 Activities
	2.2 To attain quality assurance at the level of TVET providers and graduates	2.2.1 Excellence in the quality of TVET programmes attained by 2015	<p>8. Develop regulations that regulate apprenticeships and industrial training/attachment but that are sensitive to the conditions of young people with physical disabilities</p> <p>1. Define a national module accreditation structure and subsequently put in place a new provider and instructor accreditation system</p> <p>2. Establish a National Vocational Qualifications Framework (NVQF) that will ensure that qualifications are recognised and accepted by employers</p> <p>3. Establish National Quality Assurance Framework.</p> <p>4. Reform and re-orientate the existing TVET curriculum to comply with new standards as defined in consultation with industry/employers (through a consultative process) with a focus on learning from similar regional and international norms</p>
			<p>3. Standardise the entry criteria and qualifications for all TVET programmes and modules as a way of securing uniform recognition of graduate's qualifications</p> <p>4. Develop a nationally-administrated summative examination approaches that allow for practical and project based assessment</p> <p>5. Develop instruments that streamline the many different assessment approaches in existence (NCC, Trade Tests; Provider Assessment and Foreign Assessment) into one unified assessment system.</p> <p>6. Facilitate the linking up of TVET providers in Lesotho with regional training institutions that offer quality training programmes.</p>
<b>3. The Relevance of TVET programmes significantly enhanced</b>	3.1 To facilitate <i>skills development</i> in response to labour market requirements	3.1.1 Closer link between TVET programmes and market requirements achieved by 2015	1. Undertake needs assessment to inform TVET provision
			2. Conduct tracer studies on TVET graduates
			3. Review the curriculum of all TVET courses to make them more demand-driven
	3.2 To offer TVET programmes that promote self-employment	3.2.1 Informal sector-relevant programmes offered to a significant number of learners by 2015	<p>1. Design special training programmes that address the production requirements of the various categories of informal sector operators so that there is greater preparedness for self employment upon graduation.</p> <p>2. Integrate trading skills in the TVET programmes to ensure that informal sector operators can better dispose of their products in both the national and regional markets through cross-border trade to generate more income</p>

Strategic Goal	Strategic Objectives	2005-2015 Targets	2005-2009 Activities
<b>4. A supporting Institutional and Regulatory Regime for TVET activities functional</b>	4.1 To improve the TVET governance and management system to make it more responsive to the country's training needs	4.1.1 An effective TVET governance structure in place by 2007 and functioning efficiently by 2015	<ol style="list-style-type: none"> <li>1. Facilitate greater decentralisation of TVET systems and greater institutional autonomy.</li> <li>2. Review, revise and operationalise the TVT Act and ensure that the new TVET legislation clearly specifies the legal status, mandate, relationships and composition of TVET provider 'Boards' and where employers/business and labour shall assume a prominent functional role.</li> <li>3. TVD shall develop Guidelines/requirements for registration and accreditation of all TVET providers (training institutions) and seek the development of enabling legislation to make registration of training centres compulsory.</li> <li>4. TVD to facilitate a comprehensive system of registration and accreditation of all TVET providers</li> </ol>
			<ol style="list-style-type: none"> <li>5. TVD to facilitate a comprehensive system of registering all TVET trainers (teachers and instructors)</li> <li>6. Design appropriate and private sector-led TVET financing models that would secure a stronger and more sustainable financial resource base when the Government progressively reduces its subventions to TVET institutions.</li> <li>7. Review and align the current TVD staff structure to the emerging structural and institutional challenges that come with improved access, equity, efficiency, relevance and decentralised mode of training services delivery that encourages enhanced partnerships with the private sector.</li> <li>8. Introduce e-governance in TVET programmes through more utilisation of ICT</li> <li>9. Accord TVET providers with the status of autonomous institutions with limited and carefully targeted financial support from the state and with full right to develop, manage and disburse any institutional income in accordance with the budget approved by their own Boards.</li> <li>10. Improve TVET providers' staff competencies through well planned, and targeted training and through accreditation (for both management and teaching staff)</li> </ol>
	4.2 To improve the Funding base and modalities	4.2.1 The funding position of TVET institutions significantly improved by 2015	<ol style="list-style-type: none"> <li>1. Develop the financial mobilisation and financial management capacities of the managers of TVET providers through special training programmes and study visits to institutions outside the country with well functioning systems</li> <li>2. Design appropriate TVET financing models that would guide the development by all state-supported TVET providers of Financing Plans</li> </ol>

Strategic Goal	Strategic Objectives	2005-2015 Targets	2005-2009 Activities
			<ol style="list-style-type: none"> <li>3. Encourage TVET providers to gravitate progressively towards cost-recovery tuition and other fees as long as there is a financing gap from alternative sources of revenue.</li> <li>4. Link the TVET providers' state funding to performance of the provider. The Ministry shall develop the criteria for assessing 'good performance.'</li> <li>5. Develop comprehensive resource mobilisation options and strategies from within the TVET system, focusing on the Government, private sources, students' fees (for conventional and short-duration courses), and income generating activities</li> <li>6. Develop the strategy for a coordinated external resource mobilization for TVET institutions</li> </ol>
<b>5. HIV and AIDS cases reduced</b>	5.1 To curb HIV and AIDS prevalence in TVET institutions	5.1.1 HIV and AIDS prevalence levels in TVET institutions significantly reduced by 2015	<ol style="list-style-type: none"> <li>1. Develop policy and operationalise guidelines on HIV and AIDS.</li> <li>2. Provide HIV and AIDS prevention support to TVD and TVET institutions.</li> <li>3. Intensify HIV and AIDS awareness campaigns and support.</li> <li>4. Build the capacity of teachers and instructors to integrate HIV and AIDS issues into TVET programmes.</li> </ol>
<b>6. Partnerships in TVET Service delivery enhanced</b>	6.1 To promote partnership in the provision of TVET programmes	6.1.1 The private sector and other stakeholders more involved in TVET activities by 2015	<ol style="list-style-type: none"> <li>1. Invite the private sector operators in selected sectors to establish 'Training Centres of Excellence' for their respective trades. Special incentives shall be explored to entice the private sector to set up these centres.</li> <li>2. Increase the contribution of cooperating partners to curriculum development and infrastructure investment</li> <li>3. Equip members of the TVET providers 'Boards' with the requisite knowledge, skills and motivation to productively contribute to the financial and structural well-being of the institutions</li> <li>4. Engage communities, through dialogue, to inform the TVET system of their requirements through formal and non-formal approaches to training.</li> </ol>

## 6.6 Strategic summary of activities

### 6.6.1 Enhanced access to technical and vocational training

The Government shall strive to increase equitable access to existing TVET institutions by raising the current levels of enrolment by 40 percent by 2009 and by a further 40 percent by 2015. This shall be achieved through the construction of additional workshops and classrooms in existing institutions. The role of the private sector shall be enhanced in both the expansion of existing centres and in the establishment of new ones. With regard to equitable access, the Government shall take an affirmative action to encourage women to register in the so-called 'hard' technical programmes such as engineering and related fields. Persons with physical disabilities shall

particularly be targeted, especially those in poorer rural areas where opportunities for gainful employment are scarce.

#### 6.6.2 Quality improvement

Given the relatively low quality of TVET programmes, the Government shall ensure that training providers are facilitated to cater for the special needs of the country and industry. The Government recognises that, given the present structure of the TVET system, this cannot be achieved. As a first step, therefore, the Government shall restructure the TVET system through a complete overhaul of the legislative, regulatory and institutional structures and processes to make both the management and course offerings demand-driven in a manner that is responsive to the needs and requirements of both the labour market and those of local communities. The reduction of the number of TVET providers to 2-3 “larger” outfits is envisaged as part of the reorganization process. In terms of the actual improvement of the programme offerings, a nationally approved approach for curriculum development shall be undertaken and the roles and responsibilities for the current structures that are responsible for TVET curriculum development shall be reviewed to align them to the emerging qualitative and quantitative challenges. Excellence in the quality of TVET programmes shall be attained through, inter alia, the development of the national module accreditation structure and subsequently a provider and instructor accreditation system. The establishment of the National Qualifications Framework (NQF) shall also be effected as part of the quality assurance effort of Government. The existing TVET programmes shall be reviewed so that they comply with new standards that shall be set through a consultative process that shall include the involvement of industry/employers. Emulation of ‘good practices’ from other regional and international technical and vocational training institutions shall be part of the quality improvement strategy.

#### 6.6.3 Enhancing the Relevance of TVET programmes

In its effort to enhance the relevance of TVET, closer link between the programmes being offered and labour market requirements shall be pursued so that training in these areas is demand-driven. To achieve this, TVD shall initiate the process of undertaking a needs assessment whose results shall inform TVET providers regarding what the market requires. Tracer studies shall also be conducted to further inform the level of demand for TVET graduates, itself an important source of policy decisions. The TVET curriculum shall subsequently be reviewed to make it responsive to the needs of the labour market as well as community requirement. With respect to the latter aspect, TVET programmes are expected to respond positively to the demands of the informal sector as this is closely linked to the small-scale productive sector that, in the average developing country, offer opportunities for self-driven indigenous entrepreneurial development. At this level, the Government shall facilitate a hospitable environment to design special training programmes that shall focus on the production requirements of the various categories of informal sector operators. The integration of trading/commercial skills in the TVET programmes shall be done to ensure that informal sector operators can acquire the required knowledge and skills to be able to better dispose of their products in the national, regional and international markets.

#### 6.6.4 Creating a supporting Institutional and Regulatory Regime

The Government recognises that the degree to which it is able to facilitate the needed changes in the TVET system is dependant on the existence of a supportive institutional, regulatory and legislative system. The TVET governance and management system would, therefore, be improved to make it more responsive to the country’s training needs and the facilitation of greater decentralisation and greater institutional autonomy is seen in this context. At the centre of this ‘restoration’ of the TVET system is the TVD staff structure. In its present shape, this structure

needs to be strengthened quantitatively and qualitatively in order to make it more professionally responsive to the emerging structural and institutional challenges that come with improved access, equity, efficiency, relevance and decentralised mode of services delivery that calls for effective partnerships with the private sector. As a first step, the Government shall review, revise and operationalise the TVT Act and ensure that the new legislation clearly specifies the legal status, mandate, relationships and composition of TVET provider 'Boards.' The required resources for TVET activities shall also be sought through a more facilitative institutional and regulatory system. In this respect, the Government shall design appropriate and private sector-led TVET financing models that would secure a stronger and more sustainable financial resource base for TVET activities.

As part of the institutional capacity strengthening effort, the Government shall also accord TVET providers with the status of autonomous institutions with limited and carefully targeted financial support from the state. TVET providers shall also be extended the right to develop, manage and disburse any institutional income in accordance with the budget, as approved by their own Boards. The capacity of TVET providers to mobilise financial resources internally and externally shall be strengthened as part of the reform effort. TVET financing models shall be developed to complement human resource development in the field of financial mobilisation and management. Government financial support shall be reduced gradually as the private sector entry is encouraged to fill the gap. Any support from the Government to TVET institutions shall be based on 'good performance' criteria to ensure that any state subventions are optimally offered and help maximize the realization of the national goals of enhanced access, equity, quality, efficiency and relevance in education and training.

#### 6.6.5 Reducing HIV and AIDS prevalence

The Government shall work towards the curbing of HIV and AIDS in all TVET institutions, focusing on the development and operationalisation of HIV and AIDS policy for these institutions. Awareness campaigns and well as direct mitigation activities shall be part of the activities and the sub-sector's contribution to the national drive to minimise the impact of the pandemic. The Government shall also build the capacity of TVET teachers and instructors to integrate HIV and AIDS issues into TVET programmes.

#### 6.6.6 Promotion of Partnerships in TVET Service delivery

The Overall policy of the Government is to increasingly reduce state direct involvement in actual service delivery in TVET programmes and, instead, facilitate the smooth entry of the private sector and other stakeholders in this field. By way of strategy, the Government shall invite the private sector operators in selected sectors (e.g. textiles, tourism, building and construction, trade) to establish '*Training Centres of Excellence*' for their respective trades. Cooperating partners shall also be invited to contribute to curriculum development design and infrastructure investment. At the institutional level, the Government shall equip members of the TVET providers 'Boards' with the requisite knowledge, skills and motivation to productively contribute to the financial and structural well-being of the institutions. Communities shall also be engaged, through dialogue, to inform the TVET system of their training requirements through formal and non-formal approaches to training.

## 6.7 Funding for TVET

The envisioned expansion of access to TVET, especially the expansion of facilities will require substantial increase to this sub-sector during the plan period. While the increased role of the private sector in this process should minimise dependence of public funding, the overall funding gap as shown in Table 19, will be as high as 74% from 2006 to 2009. The inclusion of additional facilities and capital requirements for expansion of existing institutions such as Lerotholi Polytechnic and Thaba-Tseka Training Institute means that approximately 35% of the plan can be funded from Government resources over the plan period.

**Table 19: Full cost of education provision under the strategic plan on the Technical and Vocational Education Training Budget (in M1000)**

	2005/6	2006/7	2007/8	2008/9	2009/10	2014/15
<b>Recurrent Costs</b>						
Technical and Vocational Department	4,100	5,799	7,618	8,380	9,218	10,600
Thaba Tseka Technical Institute	4,000	5,000	6,000	6,600	7,260	8,349
Lerotholi Polytechnic	17,000	20,000	25,000	25,000	25,000	25,000
HIV and AIDS Activities	5,000	5,000	5,000	5,000	5,000	5,000
<b>Capital costs</b>						
Technical and Vocational Department	2,000	5,000	6,000	6,600	7,260	8,349
Thaba Tseka Technical Institute	5,000	10,000	11,000	12,100	13,310	14,641
Lerotholi Polytechnic	10,000	10,000	10,000	11,000	12,100	13,915
Provision of TVET infrastructure facilities	2,000	50,000	56,000	63,000	14,000	14,000
<b>Total Cost of TVET Strategic Plan</b>	<b>49,100</b>	<b>110,799</b>	<b>126,618</b>	<b>137,680</b>	<b>93,148</b>	<b>99,854</b>
<b>Available GOL Recurrent resources</b>	<b>21,070</b>	<b>25,059</b>	<b>30,533</b>	<b>31,486</b>	<b>32,534</b>	<b>34,265</b>
<b>Available GOL Capital resources</b>	<b>5,106</b>	<b>3,864</b>	<b>3,530</b>	<b>3,707</b>	<b>3,892</b>	<b>4,281</b>
<b>Funding Gap</b>	<b>22,924</b>	<b>81,876</b>	<b>92,555</b>	<b>102,487</b>	<b>56,721</b>	<b>61,309</b>
<b>% of ESSP Funded</b>	<b>53</b>	<b>26</b>	<b>27</b>	<b>26</b>	<b>39</b>	<b>39</b>
<b>% of Funding Gap</b>	<b>47</b>	<b>74</b>	<b>73</b>	<b>74</b>	<b>61</b>	<b>61</b>



*Higher Education***7.1 Situation Analysis**

Higher education in Lesotho is expected to supply high level human resource for the world of work. A number of higher education institutions exist in Lesotho. The Lesotho College of Education (LCE) trains primary school teachers and junior secondary teachers at both pre-service and in-service training levels. The Government's actual recurrent expenditure on LCE increased from 12.4 million Maloti in 1998/99 to 15.7 in 2000/01 fiscal year. Also, in order to improve its efficiency, the College has slowly been turned into an autonomous institution. The Government's decision to enhance the College's administration and management as well as the upgrading of certificate programmes to diploma level necessitated the rise in state allocation to the College. Capital expenditure for LCE has largely been confined to the upgrading of physical facilities.

The National University of Lesotho (NUL), the highest academic institution in the country, is committed to be a centre of excellence in the country and envisages in its Strategic Plan to address both quantitative and qualitative aspects of its service delivery. The strengthening of its management operations is particularly targeted in this regard. Cost containment measures are also under implementation to ensure that this highest institution of learning in the country is operating on a sound economic footing. More women than men are enrolled as students in the University. In terms of Government expenditure on university education, Table 20 shows that, during the 2001/02 fiscal year, the Government has allocated M176 million for university education, including a direct grant of M106 million to NUL and M70 million worth of bursaries for university students. The Government also extends loan bursaries to students at universities in RSA and elsewhere. In essence, NUL is funded almost entirely by the Government. Chapter 9 gives more details on NUL and LCE with respect to their contribution to teacher supply.

**Table 20: Government Recurrent Expenditure on University Education, 1998-2002**  
(in millions of Maloti)

	Actual 1998/99	Actual 1999/00	Budget 2000/01	Actual 2000/01	Budget 2001/02
Grant to NUL	87.5	87.5	91.6	91.6	105.9
Bursaries for University Students	56.2	63.7	64.3	62.4	69.8
At NUL	19.1	25.8	32.5	31.5	35.2
In RSA	34.5	35.8	30.5	29.6	33.1
Elsewhere	2.6	2.1	1.3	1.3	1.5
Total - University Education	143.7	151.2	155.9	154.0	175.7
(of which: NUL)	106.6	113.3	124.1	123.1	141.1

Another higher education institution is Lerotholi Polytechnic (LP) which is traditionally classified to come under TVET. The Polytechnic's current academic programmes, its enabling legislation and its vision of becoming a university collectively justify its treatment as a higher education institution. Currently an autonomous institution, LP has three Schools that offer diverse fields at

diploma and certificate levels. These are the School of Technology,<sup>20</sup> the School of Built Environment,<sup>21</sup> and the School of Commerce and Applied Studies.<sup>22</sup> It is LP's desire, as expressed in its current strategic plan, to be "a leading institution in the country and the region that offers the highest quality of programs that are relevant to the market, and equip their graduates with the skills that will make them more self-reliant and self-sufficient." With a vision of becoming "a leading, self-sustaining and responsive university of science and technology university by 2015," LP aspires to be acknowledged for its excellent programs and services.

Notwithstanding LP's vision, a review of the 2002/2003 operational plan by the Polytechnic itself revealed some challenges in the institution's capacity to implement the planned activities. The main constraints identified include high staff attrition, inadequate funding, and inadequate infrastructure. There is also recognition of the need to restructure its programmes so that they are responsive to the technological and industrial developments in Lesotho.

It is the Government's position that higher education institutions have to rationalize the composition of their expenditures and explore complementary ways of enhancing their self-generated revenue base. Increasing student enrolment in these institutions shall be given priority in this regard. The reconstruction and refurbishment of LCE student hostels has opened opportunities for increased enrolment. Similarly, NUL, under its new management, has embarked on a cost containment strategy that include the exploration of opportunities for the diversification of its revenue base beyond Government funding through, for example, income generating projects such as research and new investments in real estate. The expansion of student hostels around the fairly isolated Roma Campus would not only lead to enrolment expansion but also to the minimization of physical insecurity for students, (particularly females) who have to make sub-optimal accommodation arrangements outside campus in a generally rural environment.

In terms of the governance structure for higher education, the Higher Education Bill envisages the provision of a legal framework for the regulation of higher education in Lesotho and specifically focuses on the establishment, governance and funding of a Council for Higher Education (CHE). This new body has the following main responsibilities:

- a) Monitoring and implementing of policy on higher education institutions.
- b) Advising the Minister on every aspect of higher education, including quality promotion and assurance; research; structure and planning of the higher education system; mechanisms for allocation of public funds; appropriate incentives/sanctions; student bursaries; governance of the higher education institutions and systems
- c) Through the Higher Education Quality Committee: promoting quality assurance; audit QA mechanisms in higher education institutions; accrediting higher education programmes; monitoring and evaluating performance of academic programmes
- d) Publishing information on higher education developments on a regular basis and promoting access of students to higher education

---

<sup>20</sup> Covers mechanical engineering, electrical engineering, electrical installation, automotive, auto-electric, panel beating and spray painting, and welding

<sup>21</sup> Covers civil engineering, construction studies, bricklaying and plastering, plumbing and sheet metal work, and carpentry and joinery

<sup>22</sup> Covers business studies, secretarial studies, marketing and salesmanship, tailoring, and dressmaking

Apart from the establishment of the CHE, the Higher Education Bill addresses governance and funding issues in relation to public and private higher education institutions as well as the provision of quality assurance in higher education.

### **7.2 Main Policies**

The following shall constitute the main policies for the higher education sub-sector during the Strategic Plan period 2005-2015:

- a) Increased access (on equitable basis) to higher education.
- b) Improve the relevance of higher education to make it responsive to the demands of the Labour market.
- c) Improve efficiency in institutions of higher learning.
- d) Mainstream gender, HIV and AIDS in higher education curriculum and activities.

### **7.3 Critical Challenges**

- a) Enhancing the quality of higher education through well programmed and structured curriculum improvement.
- b) Improving the developmental relevance of higher education.
- c) Addressing the structural/infrastructure expansion of institutions of higher learning to facilitate quality and secure learning environment.
- d) Improving management efficiency and effectiveness in higher learning institutions.
- e) Expanding the involvement of the private sector in the provision of higher education programmes.
- f) Enhancing ICT capacity and e-governance.

### **7.4 Objectives and Strategies**

In the light of the policies and challenges above, the Government's strategies during the period 2005-2015 in the area higher education are as follows:

- a) Invest in infrastructure development and rehabilitation for higher education institutions.
- b) Review the curriculum.
- c) Establish national quality assurance mechanisms for higher education sub-sector.
- d) Establish national accreditation mechanisms for the higher education sub-sector.
- e) Improve management efficiency and effectiveness.
- f) Ensure collaboration among institutions of Higher Learning locally, regionally and internationally
- g) Mainstream gender in higher education programmes
- h) Mainstream HIV and AIDS interventions
- i) Enhance effective partnerships among higher education stakeholders

## 7.5 Activities and Target Indicators

In the light of the above, the following shall be the 2005-2015 strategic goals, targets and planned activities in the area of higher education.

STRATEGIC GOAL	STRATEGIC OBJECTIVES	2005-2015 TARGETS	ACTIVITIES
<b>1. Enhanced opportunities for accessing quality higher education by Basotho people</b>	<b>1.1</b> To increase access to higher education	<b>1.1.</b> Enrolments increased by 30% by 2010 and by a further 40% by 2015	1. Upgrade, expand and/or extend the existing institutions as necessary
			1. Construct additional infrastructure (classrooms, lecture theatres, laboratories, library facilities, student hostels, etc) as per the requirements of each institution of higher education
			2. Increase intake at NUL, LP, LCE & other tertiary institutions
STRATEGIC GOAL	STRATEGIC OBJECTIVES	2005-2015 TARGETS	ACTIVITIES
<b>2. Good quality higher education</b>	<b>2.1</b> To achieve high standards in higher education	<b>2.1.1</b> The quality of training programmes improved significantly by 2015	1. Determine the human resource gaps and training needs of the different levels of higher education institutions and embark on well-structured training programmes
			2. Establish national quality assurance mechanisms for higher education
			3. Establish national accreditation mechanisms for higher education
			4. Adopt and implement quality assurance mechanisms
			5. Prepare higher education staff development plan
			6. Establish the ICT requirements of institutions of higher learning and facilitate the acquisition of the needed hardware, software and training requirements
			7. Develop qualifications framework
<b>3. Improved relevance of higher education</b>	<b>3.1</b> To improve the developmental relevance of higher education	<b>3.1.1</b> The relevance of training programmes increased significantly by 2015	1. Revise curricula to reflect national human resource needs.
			2. Diversification of programmes
<b>4. Improved management efficiency and</b>	<b>4.1</b> To improve management efficiency and	<b>4.1.1</b> Management systems that are	1. Provide training of personnel in the identified emerging areas

<b>effectiveness of higher education institutions</b>	effectiveness in institutions of higher learning	efficient and effective in place by 2015	2. To cut costs, negotiate with the Government of South Africa (under the Joint Bilateral Co-operation Commission) for low-fee access for Basotho to South African universities.
			3. Implement inter-library loan policy guidelines
			4. Ensure collaboration among institutions of Higher Learning locally, regionally and internationally
			5. Develop constitution of the association of heads of institutions
			6. Increase the application of ICT in institutional planning, financial management, monitoring and reporting
<b>5. Address gender concerns</b>	5.1 To fully mainstream gender in higher education programmes	5.1.1 Gender issues fully integrated in Higher education programmes by 2015	1. Review curricula to ensure that it is responsive to gender 2. Work out interventions that minimise gender stereotypes for/in particular study disciplines
<b>STRATEGIC GOAL</b>	<b>STRATEGIC OBJECTIVES</b>	<b>2005-2015 TARGETS</b>	<b>ACTIVITIES</b>
			3. Strive to attain gender parity in enrolments for courses in higher education institutions
<b>6. Reducing and ultimately eliminating HIV AND AIDS in higher education institutions</b>	<b>6.1</b> To mainstream HIV and AIDS interventions	<b>6.1.1</b> HIV and AIDS prevalence levels in higher education institutions reduced significantly reduced by 2015.	1. Develop and operationalise policy guidelines on HIV and AIDS issues in institutions of higher learning
			2. Formulate HIV and AIDS strategic plan
			3. Establish HIV and AIDS guidance and counselling centres at each of the higher education institutions
			4. Sensitise and mobilise higher education institutions to develop their respective capacities to effectively implement HIV and AIDS workplace programmes.
			5. Establish and strengthen HIV and AIDS awareness creation activities (help line, radio broadcast, brochure/pamphlets)
<b>7. Proactive partnerships among stakeholders in place</b>	7.1 To enhance effective partnerships among higher education stakeholders	7.1.1 Effective partnerships in higher education in place by 2015	1. Establish strong partnerships and consultative mechanisms between institutions of higher learning and the private sector, NGOs and the community
			2. Establish strong modalities for dialogue between the Government and cooperating partners/donors that support higher education

## 7.6 Strategic summary of activities

### 7.6.1 Increased Enrolments

The Government shall strive to increase the number of students that are enrolled in the country's main institutions of higher education, particularly at NUL, LCE and LP. The activities shall include the upgrading and expansion of the existing infrastructure. This would entail the need for each institution of higher learning to develop a physical development/restoration plan, cost this, and mobilise resources to meet the capital development components of their annual work plans. The mobilisation of money from the private sector and cooperating partners/donors shall be made based on elaborate physical development plans. The work shall cover the construction of additional infrastructure (classrooms, lecture theatres, laboratories, student hostels, etc) and preventive maintenance programmes. These developments shall facilitate increased student intake at NUL, LP and LCE. The actual targets shall be based on the progress made with respect to both physical infrastructure expansion and the availability of sufficient training personnel. Table 21 gives projected student enrolment levels over the period 2005-2009 for NUL, LCE, and LP.

	Base	Projected					
	2003	2004	2005	2006	2007	2008	2009
NUL	4,076	5,160	6,087	6,956	7,996	9,234	10,629
LCE	1,752	2,074	2,540	2,900	3,200	3,500	3,800
Lerotholi Polytechnic	600	700	1005	1330	1455	1680	1905

### 7.6.2 Improved quality of training programmes

The Ministry shall strive to improve the quality of training in all institutions of higher learning and, in this regard, the Government shall explore the best ways to create additional teaching positions in higher education institutions to cater for increased enrolments. As part of the quality improvement effort, the Government, in collaboration with the respective institutions, shall establish national accreditation mechanisms for higher education and shall use these to complement other initiatives to enhance quality assurance in higher education institutions. Furthermore, the Government shall establish the ICT requirements for each institutions of higher learning and facilitate the acquisition of the needed hardware, software and training requisites.

### 7.6.3 Increased relevance of training programmes

In its effort to realign the training programmes in institutions of higher learning to the human resource needs of Lesotho, the Government shall facilitate the revision of their curricula. The involvement of the private sector, NGOs and other stakeholders in the reorientation of curricula in these institutions shall be vigorously sought.

### 7.6.4 Establishment of efficient and effective management systems

Recognising that the Strategic Plan's qualitative and quantitative targets shall not be achieved without effective management systems in institutions of higher education, the Government shall make resources available to enable these institutions develop and implement effective staff development programmes/plans that shall focus primarily on the provision of training of personnel in the needy management areas. Strong collaborative links with other institutions of learning both within the country, regionally and international shall be explored in this regard. The adoption of ICT in institutional planning, financial management, monitoring and reporting shall be pursued to enable the sub-sector to be at the cutting edge of emerging technological innovations in management systems.

#### 7.6.5 Integrating Gender in Higher education

The Government shall ensure that the review of higher education programmes shall be responsive to gender and interventions that minimise gender stereotypes in the choice of study disciplines. Similarly, the Government shall strive to attain gender parity in enrolments for courses in higher education institutions so that all, both male and females, receive equal opportunities.

#### 7.6.6 Reducing HIV and AIDS prevalence levels

Considering that the age group of students in higher education institutions is highly infected with the HIV and AIDS pandemic, the Government shall develop and operationalise policy guidelines on HIV and AIDS issues in these institutions and the HIV and AIDS strategic Plan shall be developed during the Strategic Plan period. The Government shall also urge management in all these institutions to establish HIV and AIDS guidance and counselling centres and the needed capacities to better manage the associated problems shall be top priority.

#### 7.6.7 Effective partnerships in higher education in place

The Government recognises the value of improving its partnership with other stakeholders in the higher education sub-sector so as to ensure that their positions are reflected in the manner the sub-sector is evolving. The private sector, in particular, has a special interest in the calibre of higher education graduates and a closer link at this level would provide important information regarding the labour market demand for this trained human resource. At another level, the form of relationship between the Government and cooperating partners/donors is equally important and the modalities of interaction could have important implications with respect to how the sub-sector is funded. The refinement of the Government-donor relationship in the sub-sector shall, therefore, be done.

### 7.7 Financing for Higher Education

The main cost driver in tertiary education is the construction of additional facilities for higher education institutions. The provision of bursaries to additional tertiary students associated with increased enrolment is also significant, as is the increase in the subvention associated with higher student numbers. Whereas, these bursaries provided from the National Manpower Development Secretariat budget do not have a direct impact on the budgetary allocation of the MOET, they are part of national expenditure on education. While the award of bursaries for individual learners in higher education is to be reviewed with in tent to strengthen cost recovery in higher education, the need to expand teacher education and in information and communication technology skills will require subsidies to tertiary learners. Over the 2005/6 - 2009/10 ESSP period the average funding gap of about 40% shown in Table 22 will prevail assuming there is no drastic decrease in the government budget allocation for higher education. Yet the short-fall has to be addressed mainly through cost-sharing and private public partnership initiatives.

**Table 22: Full cost of education provision under the strategic plan on the Higher Education Budget (in M1000)**

	2005/06	2006/7	2007/8	2008/9	2009/10	2014/15
<b>Recurrent Costs</b>						
Higher Education Administration	458	446	476	490	505	555
Institute of Development Management	2,016	2,141	2,285	2,354	2,424	2,667
National University of Lesotho	120,000	126,000	132,300	138,915	145,861	153,154
Scholarships from NMDS	300,000	300,000	300,000	300,000	300,000	300,000
Council on Higher Education	912	981	1,047	1,078	1,111	1,222
HIV and AIDS Activities	5,000	5,000	5,000	5,000	5,000	5,000
<b>Capital costs</b>						
Institute of Development Management	11,000	12,100	13,310	14,641	16,105	18,521
National University of Lesotho	50,000	60,000	70,000	10,000	10,000	10,000
Council on Higher Education	900	500	500	515	530	583
Cost of ICT and Transformation Programmes	25,000	55,000	45,000	20,000	20,000	-
<b>Total Cost of Higher Education</b>	<b>515,286</b>	<b>562,168</b>	<b>569,918</b>	<b>492,993</b>	<b>501,536</b>	<b>491,702</b>
<b>Available Recurrent resources</b>	<b>299,870</b>	<b>304,198</b>	<b>308,776</b>	<b>313,486</b>	<b>318,430</b>	<b>323,818</b>
<b>Available GOL Capital resources</b>	<b>17,145</b>	<b>6,074</b>	<b>6,414</b>	<b>6,735</b>	<b>7,071</b>	<b>7,778</b>
<b>Funding Gap</b>	<b>198,270</b>	<b>251,897</b>	<b>254,729</b>	<b>172,773</b>	<b>176,034</b>	<b>160,105</b>
<b>% of ESSP Funded</b>	<b>62</b>	<b>55</b>	<b>55</b>	<b>65</b>	<b>65</b>	<b>67</b>
<b>% of Funding Gap</b>	<b>38</b>	<b>45</b>	<b>45</b>	<b>35</b>	<b>35</b>	<b>33</b>



## *Lifelong Learning and Non-Formal Education*

### **8.1 Situation Analysis**

The guiding principle of non-formal education (NFE) is to foster good and meaningful life to all citizens by developing an informed and skilled citizenry through the provision of non-formal educational programmes and support services running throughout one's life. The Government maintains that NFE is a catalyst of development which can be used in the dissemination of information, promotion of new acquired skills, introduction and facilitation of change and the articulation of innovative drive within any organized society. This is ultimately to achieve the stimulation of a lifelong learning society and thereby reducing the levels of illiteracy and poverty.

NFE in Lesotho addresses the demand for less-formal training and retraining among disadvantaged groups such as herd boys, out of school youths, adults who missed on formal education, and retrenched miners. In 1999, full-time participation in formal education was only 45.8% of the school-age population (i.e. 6-24 years) and one third of Basotho youth and adults are illiterate. In this regard, non-formal education is a vehicle towards improving literacy in Lesotho. Lifelong Learning and Life skills sub-programme which is an integral part of NFE focuses on adult literacy. It is an important goal for the EFA Programme of which Lesotho is a part and forms an important economic goal as increased adult literacy is associated with better agricultural productivity as well as better health standards.

The MOET offers non-formal education courses through Lesotho Distance Teaching Centre (LDTC). The Institute of Extra Mural Studies (IEMS), which is part of the National University of Lesotho, offers adult education. Main NFE providers in Lesotho are the NGO's (e.g. the Lesotho Association of Non-Formal Education - LANFE), the community, private individuals and some church organizations.

NFE providers in Lesotho offer a wide range of programs and support services that include:

- a) Literacy and numeracy for adults and out of school youths
- b) Continuing Education
- c) Community Education which encompasses environmental issues, health, population and family life education, gender equality, agricultural and extension education, rural development, leadership, human rights education and disaster management
- d) Business/Commercial, Technical and Vocational Education
- e) Professional and Managerial Skills development
- f) Guidance and Counselling.

From the above list, it is clear that NFE, when effectively managed and funded, can offer a viable strategy in the education of all citizens as it informs all to be aware of the environment within which they live. By gaining functional literacy skills, citizens can readily access information and skills that will facilitate their participation in the social, economic and political development of their country. The Government maintains that NFE is an important tool which can be used in poverty alleviation through the provision of skills for self-employment as well as for job creation.

Through NFE, citizens can be better informed to cope with life challenges, both nationally as well as globally.

The Non-Formal Education Department of the MOET oversees and coordinates all NFE activities in the country. LDTC develops the training modules and distributes the materials to the learning posts. It also disseminates information through the media. Total Government recurrent expenditure on NFE has remained over the years at an average of 0.77% since 1998/99, catering mainly for salaries of professional and administrative staff. There are hardly any capital expenditure outlays for NFE.

## **8.2 Main Policies**

**EFA Goal 3: Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life-skills programmes;**  
**EFA Goal 4: Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults;**

The NFE policy goals are given as follows in the NFE Policy that was released in 2001:

- a) To provide literacy, functional literacy education and ICT literacy to adults and youths, focusing more on *Skills Development*.
- b) to eradicate ignorance and poverty through the provision of income generation skills aimed at self employment and job creation
- c) to provide productive occupational and managerial skills to Basotho people for the purpose of promoting and enhancing efficiency of high quality work.
- d) to sustain environmental and social conditions which enhance the quality of life, produce responsible citizenship and an ordered society.
- e) to enhance self-reliance and self-sufficiency at individual and at national levels so as to reflect the country's cultural heritage and national aspiration.
- f) to promote creativity in the provision of life skills so as to enhance full participation in societal development.
- g) to guarantee healthy living and the reduction of mortality rate among the Basotho people through the provision of NFE programmes that address primary health care delivery system, eradication of diseases and the creation of awareness about HIV and AIDS.

## **8.3 Critical Challenges**

The following shall constitute the critical challenges during the Strategic Plan over the period 2005-2015:

- a) How best to mobilise more direct involvement of the private sector and other non-state actors in the provision of literacy and functional literacy as the Government's role is progressively reduced to a facilitative one.
- b) How best to secure healthy living and the reduction of mortality rate among the Basotho people through the provision of NFE programmes that address primary health care, in general, and HIV and AIDS, in particular.
- c) How to promote self-reliance and self-sufficiency at individual level through more effective integration of vocational and technical skills in NFE.

#### 8.4 Objectives and Strategies

The Government shall continue to use NFE as a conduit for the dissemination of information, promotion of new acquired skills, introduction and facilitation of change and the articulation of innovative ideas. In terms of strategies, the focus during the Strategic Plan period shall be on the following:

- a) Complete and approve the NFE policy.
- b) Establish a fully-fledged NFE department.
- c) Develop a comprehensive NFE curriculum covering various issues such as agriculture, community development, entrepreneurship, environment, and health, including STIs and HIV and AIDS.
- d) Ensure that out of school youth and adults are enrolled in the alternative basic education programmes.
- e) Improve delivery capacity of Lifelong Learning.
- f) Create links with formal education programmes in order to share existing infrastructure and expertise.

Notwithstanding the importance of the above tasks, the role of the Government in NFE shall be principally *facilitative* rather than direct provision. In this regard, the NFE Department in MOET shall primarily be to coordinate the NFE activities in the country. In the draft NFE policy, the Government envisages the establishment of NFE National Council that “shall be responsible for the formulation, approval and amendment of NFE policies for implementation by the NFE Department in collaboration with NFE providers in Lesotho.” MOET, through the NFE department and in collaboration with other ministries, shall coordinate NFE activities while non-governmental providers shall offer NFE programme. NFE institutional providers shall source funds for their own activities from various sources while Government grants-in-aid shall be provided on limited scale to motivate good performers in the sub-sector. NGOs and commercial/industrial organizations operating in Lesotho shall be encouraged to extend financial support towards NFE programmes.

#### 8.5 Activities and Target Indicators

To achieve the set objectives, the Ministry shall undertake the following activities during the Strategic Plan period 2005-2015:

STRATEGIC GOAL	STRATEGIC OBJECTIVES	2005-2015 TARGETS	ACTIVITIES
<b>1. Attain 100% literate society</b>	1.1 To provide literacy education to Basotho youths and adults	1.1.1 Level of functional literacy increased from about 67% in 2003 to 70% by 2007 and 90% by 2015	1. Undertaking a national needs assessment survey on the status of literacy level in Lesotho
			2. Launching and intensifying a National Mass Literacy campaign programme
			3. Providing learner support services for the learners that are enrolled in alternative primary education programmes
			4. Increasing access by strengthening existing centres and establishing more Community Learning Centres in the ten districts.
			5. Offering training and re-training programmes for literacy providers

		6. Developing and upgrading relevant materials for literacy and post literacy programmes
		7. Create links with formal education programmes in order to share existing infrastructure and expertise. (Classrooms, Resource Centres, and Teachers)

STRATEGIC GOAL	STRATEGIC OBJECTIVES	2005-2015 TARGETS	ACTIVITIES
<b>2. Attain 100% functional literacy with life and survival skills</b>	2.1 To facilitate <i>skills development</i> in order to develop entrepreneurship among Basotho people	2.1.1 Ignorance and poverty reduced significantly by 2015 through skills development aimed at self employment and job creation.	1. Initiating and strengthening collaboration with technical and vocational institutions for the provision of skills to NFE clientele.
			2. Promoting and supporting informal village apprenticeship programmes for skills acquisition e.g. Roadside mechanics, carpentry, joinery etc.
			3. Facilitating the process of training of trainers in all relevant occupational skills.
			4. Provision of financial support in terms of grants-in-aid, for graduates of the various forms of functional literacy education Programmes
			5. Designing of training opportunities for men and women in areas such as knitting, sewing, marketing and accounts
			6. Provision of NFE programmes that address primary health care delivery system, eradication of diseases and the creation of awareness about HIV and AIDS
<b>3. Attain a gender-responsive NFE</b>	3.1 To promote Gender Awareness	3.1.1 Achieve near-total awareness of gender issues by 2015	1. Encouraging NFE programmes to be gender sensitive
			2. Initiate occupational/vocational skills that target women as a means of promoting economic empowerment
			3. Encouraging and supporting programmes on legal literacy to sensitize and educate women about their rights generally in the society.

<b>4. Increased involvement in agricultural and other productive activities for enhanced livelihood</b>	4.1 To eradicate poverty and promote self-sufficiency	4.1.1 Productive occupational and managerial skills transferred to a significant number of the people by 2015	1. Imparting productive skills in the poor in a variety of skills in accordance with the resource endowment and comparative advantage of the different districts and locations.
---	---	---	---

## 8.6 Financing of Lifelong Learning

The provision of Lifelong Learning services as envisaged in the Strategic Plan is 43% funded in the first year, increasing to 46% by 2009/10 as shown in Table 23. From 2008/09 the funding gap is expected to widen as alternative learning opportunities at basic education level are expanded to all the districts. This trend is driven by additional enrolment, and the cumulative cost driven by the increased provision of entrepreneurial training in the literacy programme. These two interventions are the main cost items. The current costing does not take into account possible cost recovery.

**Table 23 Full cost of education provision under the strategic plan on Lifelong Learning (in M1000)**

	2005/6	2006/7	2007/8	2008/9	2009/10	2014/15
<b>Recurrent Costs</b>						
Manpower Costs	2,000	3,000	4,000	5,000	6,000	8,000
Operating Costs	4,000	6,000	8,000	10,000	12,000	15,000
Other Recurrent Costs	1,000	2,000	3,000	4,000	4,000	4,000
<b>Capital costs</b>						
Expansion of existing and establishment of new LLL centres	4,000	6,000	8,000	8,000	8,000	8,000
Literacy & numeracy surveys, Teaching and learning materials	500	700	900	1,000	1,200	1,500
Training in productive occupational and managerial skills	500	800	1,000	1,300	1,600	2,000
Train additional literacy teachers	300	500	800	1,000	1,200	1,500
Health materials and courses	100	300	600	900	1,200	1,500
<b>Total Cost of Lifelong Learning</b>	<b>12,400</b>	<b>19,300</b>	<b>26,300</b>	<b>31,200</b>	<b>35,200</b>	<b>41,500</b>
<b>Available GOL Recurrent resources</b>	<b>4,900</b>	<b>7,700</b>	<b>10,500</b>	<b>13,300</b>	<b>15,400</b>	<b>18,900</b>
<b>Available GOL Capital resources</b>	<b>470</b>	<b>764</b>	<b>780</b>	<b>819</b>	<b>860</b>	<b>903</b>
<b>Funding Gap</b>	<b>7,030</b>	<b>0,836</b>	<b>5,020</b>	<b>7,081</b>	<b>18,940</b>	<b>21,697</b>
<b>% of ESSP Funding</b>	<b>43</b>	<b>44</b>	<b>43</b>	<b>45</b>	<b>46</b>	<b>48</b>
<b>% of Funding Gap</b>	<b>57</b>	<b>56</b>	<b>57</b>	<b>55</b>	<b>54</b>	<b>52</b>

## *Teacher Development, Supply and Management*

### **9.1 Situation Analysis**

Teachers constitute the single most important human resource input in the education system and account for a large proportion of public expenditure. Their development through education and training, employment and management has been recognised by the Government as a key priority in the national quest of Education for All in the plan period.

The first teacher training colleges were established by missionaries and at independence there were seven, namely, St. Joseph's Training College (for males), St. Mary's Training College (for females), Mazenod Training College, Hermitage Training College, Morija Training College (for males), Morija Girls College (for females) and St. Catherine's Training College<sup>23</sup>. The Government closed the seven church owned teacher training colleges in 1975 and established the National Teacher Training College (NTTC), now Lesotho College of Education (LCE).

The NTTC was offering mainly the Primary Teachers' Certificate (PTC) and the Secondary Teacher's Certificate (STC). In an attempt to provide skills for unqualified teachers, some of whom did not have the school leaving certificate, college introduced the Lesotho In-service Education for Teachers (LIET) Course which would lead to ultimate certification. Some teachers managed only to complete one or two modules of the course (LIET I and LIET II) and have continued to serve as teachers. The college also introduced a technical education certificate for secondary schools.

In its quest to improve both the quality and quantity of its teacher output, the LCE has reformed its programmes replacing the certificate programmes with diploma programmes demanding higher entrance requirements. There has also been an increase in intake in both pre-service and in-service programmes. Through a Distance Teacher Education Programme (DTEP) introduced in 2002, the LCE offers a four-year diploma for unqualified, serving teachers. The DTEP programme was introduced to mitigate the escalating number of unqualified teachers in primary schools especially due to the increased need for teachers following the introduction of Free Primary Education. Table 24 shows details of the teacher training programmes at LCE.

<b>NTTC/LCE</b>	<b>Entrance level</b>	<b>Duration</b>	<b>Teaching at</b>	<b>Comment</b>
PTC	JC	3 years	Primary School	Phased out
Dip. Prim. Ed	COSC	3 years	Primary School	For School leavers
Dip. Ed. Prim	PTC	3 years	Primary School	For PTC holders
DTEP	COSC	4 years	Primary School	Started in 2002
DTEP	PTC	3 years	Primary School	Started in 2003
STC	COSC	3 years	Junior Secondary	Being phased out
Dip. Tech. Ed	COSC	3 years	Junior & High School	Technical subjects

Source: Lesotho College of Education

<sup>23</sup> The church teacher-training colleges were converted into High Schools.

The National University of Lesotho (NUL), through the Faculty of Education (FED), provides pre-service teacher education programmes at both undergraduate and postgraduate levels for secondary schools. These include four-year Bachelor of Education (B.Ed) degree and Bachelor of Science Education (B.Sc.Ed.). The University also offer a Bachelor of Education (primary) on a part-time basis, and its first output is expected at the end of 2005. Diploma programmes are also offered by the University in Agriculture (Dip.Agric.Ed.) and in Science (Dip.Sci.Ed.). At post-graduate levels the courses are a Postgraduate Diploma in Education (PGDE), Master of Arts in Education (M.A.Ed.), Master of Education (M.Ed.) Master of Science Education (M.Sc.Ed.) and Doctor of Philosophy (Ph.D.). The enrolment of the FED increased from 562 in 1999 to 747 in 2002. Table 25 below shows the programmes offered by the

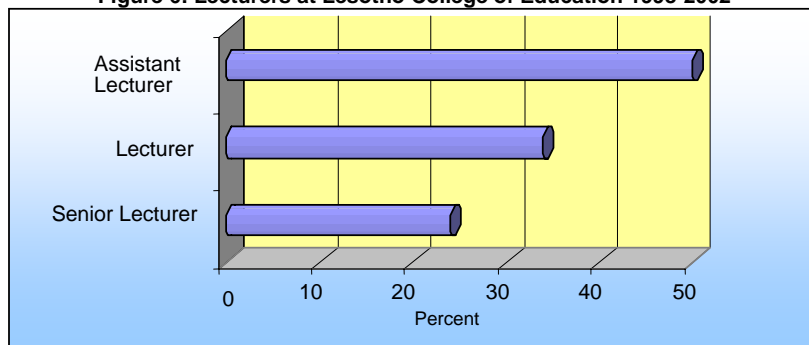
Tables 25 show details of the teacher training programmes at NUL.

<b>NUL</b>	<b>Entrance level</b>	<b>Duration</b>	<b>Teaching at</b>	<b>Comment</b>
Dip. Ag. Ed	COSC (2nd class)	3 years	Junior and High School	2 yrs at LAC
Dip. Sc. Ed	COSC	3 years	Junior and High School	
B. Sc. Ed	COSC	4 years	Junior and High School	
B. Sc. Ed	Dip. Sc. Ed	2 years	Junior and High School	Reduces # Dip. Sc. Ed
B. Ed	COSC	4 years	Junior and High School	
MA. Ed	B. Ed	2 years	Supervisory roles	Reduces # B.Ed
PGDE	BA /BSc	1 years	Junior and High School	

Source: University of Lesotho

A number of positive quantitative and qualitative developments are worth noting. Table 26 shows that the total enrolment at the LCE increased from 925 in 1998 to 1739 in 2002. Female students' higher share of enrolments is also noteworthy from the table. Figure 6, shows the proportions of the different categories of LCE teaching staff in 2002, revealing that the number of assistant lecturers is almost twice as high as that of the senior lecturers. Although the pass rate in all the training programmes in the College is quite high, the large number of assistant lecturers has implications for the quality of teaching which necessitates capacity building.

		<b>Primary Teachers Certificate</b>	<b>Secondary Teachers Certificate</b>	<b>Diploma in Primary</b>	<b>Diploma Primary Education.</b>	<b>Diploma In Technical Education</b>	<b>Diploma Secondary Education</b>	<b>Total</b>
<b>1998</b>	Males	55	84	20	27	41	0	227
	Females	282	197	144	74	1	0	698
<b>1999</b>	Males	85	88	19	0	35	0	227
	Females	378	195	143	0	5	0	721
<b>2000</b>	Males	37	102	24	57	46	0	266
	Females	153	227	129	194	1	0	704
<b>2001</b>	Males	1	126	23	45	125	0	320
	Females	23	226	141	5	284	0	679
<b>2002</b>	Males	167	37	22	41	166	100	533
	Females	333	89	58	4	478	144	1206

**Figure 6: Lecturers at Lesotho College of Education 1998-2002**

Source: Ministry of Education and Training, Lesotho's Education Statistics Bulletin, 1999-2003, Maseru, Planning Unit, Vol. 1.2003

Regarding teacher supply the Government's concern is focused principally at quantitative and qualitative improvements. The historical deficit of qualified teachers at primary and secondary levels has been exacerbated in recent times by increased enrolments and the high attrition rate. At the *quantitative level*, it is noteworthy that while teacher training has expanded, the demand for teachers still exceeds supply. The situation analysis in the IECCD, basic, secondary and TVET in previous chapters revealed the magnitude of the problem. The impact of under-qualified and unqualified teachers has a noticeable impact on the quality of education.

At the *qualitative level*, the government recognizes that without sufficient, qualified and well-motivated teachers, most of the quality targets in this Strategic Plan would be difficult to achieve. The situation of teacher shortage and the subsequent high teacher turnover can only create an even higher need for *Continuing Professional Development (CPD)* to re-skill teachers on innovative pedagogic approaches, immersing challenges in curricula, social issues, new technologies and management practices. The Government acknowledged the need for improved coordination and planning of CPD programmes informed by regular needs analyses.

Whereas, at basic education and secondary levels, a majority of teachers are government employees, their management at school and at national level is shared responsibility of the government and school proprietors, especially churches that own the majority of schools. The partnership in teacher management between the MOET, Churches and teacher formations, entrenched in the Education Act, requires further refinement with greater clarity of roles and responsibilities. The current absence of a clear career structure for teachers has a generally demotivating effect on an average teacher at different levels of the education system. The resultant lack of upward mobility of teachers within the profession continues to affect the attractiveness of the profession and principally explains the high attrition rates, particularly at primary schools. Notwithstanding this, significant progress has been registered in the area of improving teacher education. In 2003, 67.3% of primary school and 89.3% of secondary school teachers were fully qualified. At post-primary level, the high proportion of unqualified teachers has resulted in expatriate personnel accounting for 10% of teaching establishment. The imperative to significantly increase the output levels in teacher education programmes will remain high in the plan period if reasonable standards have to be achieved in IECCD, primary and secondary levels of education. Such expansion has to occur in a context a well defined teacher training policy



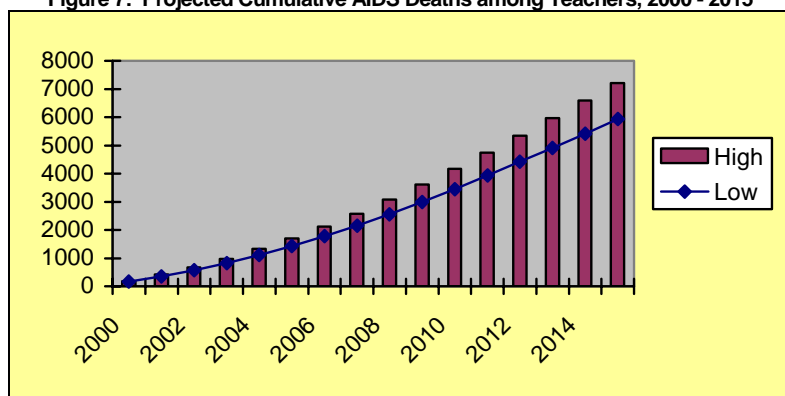
based on the principles of quality programming, cost-effectiveness and improved working conditions of teachers.

Improving the conditions of service for teachers has been made more urgent than before in the light of the consequence of one of the priority goals for the sector, namely, increasing access and quality for basic education, as it can only be met with increased supply - and retention - of teachers. The quality goal of reducing student teacher ratios also entails the need to train more teachers to attain the Government’s PTR goal of 40:1 at primary level. The associated goal of raising the level of teacher qualifications has a direct effect on demand for teacher education and it is in this context that there is added justification for increased Government subsidy to teacher education programmes within institutions such as NUL and LCE.

In its effort to improve the quality of teachers, the Government has placed considerable value on in-service training as an important aspect of teachers’ continuing professional development. In this regard, various institutions continue to contribute to the in-training of teachers. They include the Institute of Development Management (IDM), teachers’ organizations and other Ministry of Education departments, NUL education units (the Faculty of Education and the Institute of Education) and LCE. Individuals and groups of consultants are sometimes commissioned by MOET to offer short in-service courses for teachers on specific topics. The NUL Faculty of Education, through its Induction Programme, for example, runs regular short-term in-service training workshops for fresh graduate teachers.

The qualitative and quantitative impact of HIV and AIDS on teachers has been estimated to be high. The projections from the impact assessment study show that, in 2003, teacher prevalence was 27 percent and 22 percent for high and low prevalence projections, respectively, and that this will peak in 2007 at 30 percent and 25 percent respectively, before it stabilises from 2008 to 2010, and thereafter slowly decline. The assessment further revealed that for the low prevalence projection, AIDS-related deaths among teachers amounted to approximately 2 percent of the teacher population in 2003, increasing to 2.5 percent in 2015. For the high prevalence projection, AIDS related deaths amount to approximately 2% of the teacher population in 2003, increasing to 3% in 2015. These deaths are over and above the normal death rate within the population of teachers and they substantially add to the high attrition levels currently being suffered by the profession in recent years, estimated at around 7 percent for primary and 10 percent for secondary teachers. Figure 7 presents projected cumulative deaths that are related to AIDS among teachers in Lesotho.

**Figure 7: Projected Cumulative AIDS Deaths among Teachers, 2000 - 2015**



Source: Impact Assessment of HIV/AIDS on the Education Sector in Lesotho, November 2003

Although there may be a corresponding reduction in the number of school-going age population as a result of HIV and AIDS, the rising death rate among teachers still means that additional teachers will have to be trained to meet the sectoral projections especially in the light of the anticipated increases in student numbers resulting from EFA, FPE and universal basic education goals.

## **9.2 Policies**

**EFA Goal 6: Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.**

During the Strategic Plan period 2005-2015, the Mission of the Ministry in the area of teacher education and supply is to promote excellence in the offering of diverse and national development-oriented teacher education and training programmes. It encourages greater involvement of stakeholders, good governance and efficient and effective system of administration and financing of teacher education. Co-ordination of quality programmes facilitated by well qualified, motivated, and appropriately skilled human resource forms the cornerstone of teacher education and training endeavours. In the context of this Mission, the following shall constitute the policy objectives of the Government in the area of teacher supply and management:

### *Teacher Supply:*

- a) Strive to meet the national quantitative requirements of the educational system through increased output of pre-service teacher education in order to achieve the goals of FPE, MDGs, and EFA.
- b) Facilitate and provide quality and development-oriented teacher education programmes.
- c) Achieve a co-ordinated teacher education and training, which caters for other ministries and other providers of training.
- d) Support an environment conducive for provision of teacher education and training.
- e) Provide opportunities for specialised education and training of teachers in the areas of IECCD and early primary education and HIV and AIDS education, life skills, population and family life education, and environmental education.
- f) Accelerate teacher development by improving access to teacher education and training for school-leavers, unqualified and under-qualified teachers.
- g) Facilitate greater and more effective involvement of other key stakeholders in teacher education and training.

### *Teacher Management*

- a) Improve efficiency in teacher development and management
- b) Put in place an efficient and effective system of administration and financing of teacher education through, inter alia, the introduction of e-governance.
- c) Put Performance Management system for teachers in place
- d) Improve professional quality and effectiveness of both pre-service and in-service teacher education.
- e) Improve school management.
- f) Improve of career Structure for teachers in the different sub-sectors of teaching/training.
- g) Improve efficiency in the processing of teachers' emoluments and benefits

### 9.3 Strategy

- a) Establish a national system of accreditation of providers and courses/certificates.
- b) Ensure equitable distribution of resources across the different sub-sectors of teacher training.
- c) Develop and maintain a database for In-service (INSET)/Continuing Professional Development (CPD).
- d) Support the provision of diversified training and learning experiences that include open and distance learning courses and part time courses.
- e) Develop and put in place an effective and efficient monitoring and evaluation system, including the introduction of Performance Management System for teachers.
- f) Establish a representative National Standard Body that will oversee the development of national standards for teachers, setting up of minimum standard facilities for registration of schools and training institutions, accreditation of providers and programmes, realignment of education and training programmes with counterpart programmes in the SADC region, professionalism of the teaching service, compliance with legislation governing education and training, etc.
- g) Develop an improved system of registration for teachers.
- h) Improve efficiency in the processing of teachers' emoluments and benefits.
- i) Review of structural relationships within the Teaching Service
- j) Setting up of Teacher In-Service Unit within the Teaching Service.
- k) Closing gender gap in the Teaching Service

### 9.4 Critical Challenges

- a) Meeting the national requirements for teachers in the light of FPE, MDGs, and EFA goals.
- b) Improving the Career Structure for teachers
- c) Increasing the involvement of the private sector in teacher supply.
- d) Support a conducive environment for provision of teacher education and training
- h) Putting in place an efficient and effective system of managing and financing of teacher education

### 9.5 Activities and Target Indicators

In the context of the above, the following shall constitute the main interventions in the area of teacher education and supply during the period 2005-2015:

STRATEGIC GOAL	STRATEGIC OBJECTIVES	2005-2015 TARGETS	ACTIVITIES
<b>1. Attain quantitative improvements in teacher supply</b>	1.1 To achieve adequate supply of teachers	1.1.1 Fill 80% of required posts 2010 and 100% by 2015	1. Recruitment of sufficient teachers to meet the quantitative and qualitative targets
			2. Expand learning facilities for trainee teachers at NUL and LCE
			3. Expand enrolment of student teachers at NUL
			4. Expand enrolment of student teachers at LCE

			5. Expand Distance Teacher Education programme
--	--	--	--

STRATEGIC GOAL	STRATEGIC OBJECTIVES	2005-2015 TARGETS	ACTIVITIES
			6. Offer more scholarships for studies in the region for teacher training
			7. Mobilise more resources from the private sector and development cooperating partners/donors for teacher training programmes
			8. Facilitate diversified training and learning that shall include distance learning courses and part time courses.
	1.2 To enhance the quality of teacher education	1.2.1 Significantly improved quality education by 2015	1. Review and/or design programmes that respond to the country's development requirements, focusing on the putting in place of appropriate curriculum
			2. Ensure that teacher education curricula follow practical approaches to meet individual and societal concerns.
			3. Ensure that teacher education programmes equip students with skills that enable them to initiate and implement interventions that are in line with national development.
			4. Monitor programmes to ensure that they are responsive to critical emerging issues.
<b>2. Improve the quality of teacher management</b>	2.1 To put in place effective management and quality assurance systems for teacher education and supply	2.1.1 Programmes that respond to the country's development requirements significantly expanded by 2015	1. Establish an Oversight body on quality control and quantitative improvements in teacher supply
			2. Establish the Teacher In-Service Unit within the Teaching Service
			3. Design and implement Performance Management System for teachers at different levels
			4. Ensure that supply and demand of qualified teachers/trainers meets the demand of high population growth resulting from the adoption of the policy of universal basic education.
			5. Introduce of e-governance in teacher management
<b>3. Improve the motivation of teachers</b>	3.1 To enhance the status, morale and professionalism of teachers	3.1.1 Motivated and satisfied teachers in the teaching service by 2015	1. Develop a framework that ensures that teachers/trainers at all levels develop professionally.
			2. Develop a clear career structure for teachers
			3. Have in place a co-ordinated In-service (INSET) / Continuing Professional Development
			4. Establish a national system of accreditation of providers and courses/ certificates.
			5. Develop an improved system of registration for teachers.
			6. Improve efficiency in the processing of teachers' emoluments and benefits
			7. Establish a database for In-service (INSET)/ Continuing Professional Development (CPD).

STRATEGIC GOAL	STRATEGIC OBJECTIVES	2005-2015 TARGETS	ACTIVITIES
<b>4. Diversify the types of service providers</b>	4.1 To facilitate greater and involvement of other key stakeholders in teacher education and training.	4.1.1 Private sector and community involvement in the provision/funding teacher training significantly increased by 2015.	1. Put in place a diversified efficient and effective system of managing and financing teacher education
			2. Mobilise more resources from the private sector and communities for teacher education
			3. Provide incentives for private sector entry into teacher training support/provision
<b>5. Reduced incidence of HIV and AIDS among teachers</b>	5.1 To mainstream HIV and AIDS in teacher education, supply and management	5.1.1 HIV and AIDS prevalence levels among teachers reduced significantly by 2015	1. Integrate HIV and AIDS issues in teacher education curriculum
			2. Intensify HIV and AIDS messages among trainee teachers
			3. Facilitate testing and counselling facilities in all teacher training institutions
<b>6. Increased parity in enrolment among men and women in teacher training programmes</b>	6.1 To expand the enrolment of men in the teaching profession	6.1.1 Men's enrolment in teacher training programmes increased by 20% by 2009 and by 50% by 2015	4. Encourage males to enrol in teacher education programmes, especially at primary level.

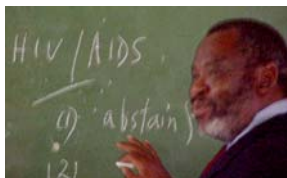
### **9.6 Funding for Teacher Education and Supply**

The main cost factor in the full cost of teacher education and supply services derive from other strategic areas such as expansion, early childhood development, basic and senior secondary education, which will require additional teachers. The other significant item is the provision for additional infrastructure and development of programmes at the LCE. The increase in the teaching personnel requires improvement in Human Resource Management and e-Governance capacity in the Teaching Service Commission and Teaching Service Department, which will require some increase in funding. The steady increase in recurrent budget costs is mainly driven by the increased intake and enrolment, improved learner/educator ratios and the impact of HIV and AIDS envisaged in other strategic areas.

A degree of efficiency savings is built into the costing, in that the continued training of the baseline service provision educator numbers need to happen at 20% less cost. The biggest cost driver in this strategic area over 2005/6 = 209/10 period is towards teacher development at LCE (46% recurrent and 22% capital inclusive of DTEP as shown in Table 27 below (also refer to Table A-15 in the Annexes). The average 81% funding gap in this area over the plan period is mainly in teacher development as some costs are subsumed under other programmes such as higher education, institutional capacity building and other beneficiary programmes.

**Table 27: Full cost of Teacher Development Supply and Management under the strategic plan (in M1000)**

	2005/6	2006/7	2007/8	2008/9	2009/10	2014/15
<b>Recurrent Costs</b>						
Teaching Services Administration	209	223	238	250	262	289
Teaching Service Commission	1,000	2,000	3,000	3,150	3,308	3,638
Teaching Service Department	4,000	5,000	6,000	6,300	6,615	7,277
Lesotho College of Education	21,000	23,100	25,410	27,951	30,746	33,821
School Based Support & Advisory Service	1,574	2,319	2,476	2,600	2,730	3,003
In - Service Training (primary & sec.)	10,000	12,000	18,000	18,900	19,845	21,830
HIV and AIDS Activities	4,000	4,000	4,000	4,000	4,000	4,000
<b>Capital costs</b>						
Lesotho College of Education	25,000	50,000	60,000	20,000	21,000	23,100
Production of 2000 new primary & 1000 Secondary education teachers p.a.	108,000	108,000	108,000	113,400	119,070	125,024
Distance Teacher Education Program	3,000	6,000	10,000	10,500	11,025	12,128
Review of Teacher education Training Curricula	3,000	4,000	5,000	2,000	2,000	2,000
<b>Total Cost of Teacher Ed., Support &amp; Supply S/Plan</b>	<b>180,783</b>	<b>216,642</b>	<b>242,124</b>	<b>209,051</b>	<b>220,601</b>	<b>236,107</b>
<b>Available Resources (Recurrent)</b>	<b>29,248</b>	<b>34,049</b>	<b>41,387</b>	<b>44,205</b>	<b>47,254</b>	<b>51,699</b>
<b>Available Resources (Capital)</b>	<b>1,354</b>	<b>1,909</b>	<b>1,945</b>	<b>2,042</b>	<b>2,144</b>	<b>2,358</b>
<b>Funding Gap</b>	<b>150,181</b>	<b>180,684</b>	<b>198,793</b>	<b>162,803</b>	<b>171,203</b>	<b>182,049</b>
<b>% of ESSP Funded</b>	<b>17</b>	<b>17</b>	<b>18</b>	<b>22</b>	<b>22</b>	<b>23</b>
<b>% of Funding Gap</b>	<b>83</b>	<b>83</b>	<b>82</b>	<b>78</b>	<b>78</b>	<b>77</b>



## *Cross-cutting Issues and Activities*

### **10.1 Introduction**

In this Strategic Plan, the following are considered as key cross-cutting issues:

- a) Curriculum and Assessment
- b) Special Education
- c) Gender in Education
- d) HIV and AIDS pandemic
- e) Administrative and Support Services
- f) Special Programmes

The Strategic Plan's activities during the period 2005-2015 are presented below under these cross-cutting issues.

### **10.2 Curriculum and Assessment**

**EFA Goal 6: Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.**

The Government recognises the need for regular curricular review to ensure the relevance, flexibility and affordability of school curricula. The Government established the National Curriculum Development Centre (NCDC) in 1980 to facilitate the development of curriculum that responds to the learners' and the country's needs. The NCDC works through national subject panels comprising representatives of teachers, teacher-training institutions, the Inspectorates, teacher associations and subject specialists. The National Curriculum Committee (NCC), upon recommendation from the NCDC, advises the Minister of Education and Training on all school curriculum matters. The NCC is a widely representative statutory body including senior government officials, representatives of tertiary institutions, teacher associations and school proprietors. Through these two mechanisms, the curriculum development process has representative of a wide spectrum of stakeholders.

All curriculum materials intended for use in the schools must be approved by the government on the advice of the NCC. Instructional materials are prescribed or recommended by the Government and provided to schools. At primary level, as part of Free Primary Education, the MOET School Supply Unit (SSU) provides a range of curricular materials including textbooks, science kits and mathematical instruments. The primary curriculum is somewhat overloaded with ten compulsory subjects<sup>24</sup> though only five (Sesotho, English, mathematics, science and social studies) are examined in the PSLE.

The curriculum in secondary schools is guided by the government policy of diversification that ensures that, in addition to the core subjects such as Sesotho, English, mathematics and science, there is a selection of practical subjects comprising agriculture, basic handicrafts, woodwork, metalwork, technical drawing, home economics and business education. The Government's aim

<sup>24</sup> Sesotho, English, mathematics, science, social studies, agriculture, home economics, health & physical education, arts (fine art & music) and religious education.

here is to help to prepare students for the world of work. . Other subjects offered at secondary level include history, geography, development studies and religious education. The liberty that schools have in the selection of additional subjects often leads to overloaded curricular in some schools.

As part of addressing the outstanding challenges in this area, an initiative to reform Curriculum and Assessment is a key component of the Second Education Sector Development Project (ESDP II). The threefold objective of this component is to develop an integrated national framework for curriculum and assessment for primary and secondary education; design and carry out a pilot national assessment for a selected sample of Standard 3 and Standard 6 students in Math, English and Sesotho; and upgrade the Examination Council of Lesotho (ECOL) and strengthen its capacity to enable it to carry out its mandate and enforce national examinations and certification standards in an effective and efficient manner.

Despite earlier setback in the reform initiatives in the curriculum and assessment sub-sector, a number of positive developments have been acknowledged as noteworthy. Firstly, some groundwork has been done towards the development of an integrated National Framework for Curriculum Development and Assessment. Secondly, a Baseline Pilot National Assessment for a selected sample of Standard 3 and Standard 6 students in Math, English and Sesotho was also conducted and produced important results and lessons for future action. Thirdly, in the area of capacity strengthening, the Project facilitated the twinning agreement between ECOL and the Scottish Qualifications Authority (SQA) through which the former has received training opportunities, regular visits, and support towards the development of national assessment, thus, enhancing the Ministry’s professional capacity in developing and implementing valid and reliable national examinations. In this respect, the twinning arrangement has enhanced technical support to further develop Lesotho’s system of assessment in line with the country’s needs and international best practices. The ultimate goal is to reform the system to localise all school curricula and examinations, especially the COSC, to ensure greater responsiveness of examinations to national needs, and to entrench the pivotal role of assessment and evaluation mechanisms in improving the quality of teaching and learning.

In the light of the above, the strategic objectives of the MOET in the area of Curriculum and Assessment are as follows:

- a) Develop suitable curricula and instruction materials to meet the needs of Lesotho;
- b) Disseminate curricula and instructional materials to schools;
- c) Devise an evaluation system for curriculum activities and for assessment of students’ learning;
- d) Facilitate collaboration among institutions in matters related to curriculum and assessment;

In the context of the above, the following shall constitute the main interventions in the area of Curriculum and Assessment during the Strategic Plan period:

STRATEGIC OBJECTIVES	2005-2015 TARGETS	ACTIVITIES
1. To provide a facilitative policy environment for curriculum development and assessment	1.1 Functional Curriculum and Assessment Policy in place by 2006	1. Develop the Curriculum and Assessment Policy
		2. Develop an integrated national framework for curriculum and assessment for basic and senior secondary schools



<b>2. To make the curriculum more relevant to the needs of the country.</b>	2.1 Curricula and instruction materials redesigned and meet the needs of Lesotho	1. Conduct needs assessment to determine priority areas and emerging issues
		1. curriculum at both primary and secondary level and make it <ol style="list-style-type: none"> <li>Developmentally-relevant</li> <li>Gender sensitive</li> <li>Responsive to the HIV and AIDS challenges</li> <li>Sensitive to the requirements of learners with disabilities</li> </ol>
		2. Localize curriculum and examinations for senior secondary
		3. Review existing curriculum and assessment of practical subjects
<b>3. To make curriculum accessible</b>	3.1 Curricula and instructional materials effectively being disseminated to schools by 2015	1. Develop and disseminate curriculum and assessment packages
	3.2 Language policy in curriculum and assessment issues approved and implemented by 2009	1. Develop a curriculum language policy for different levels of education to render curricular materials accessible to educators and learners.
<b>STRATEGIC OBJECTIVES</b>	<b>2005-2015 TARGETS</b>	<b>ACTIVITIES</b>
<b>4. To devise an evaluation system for curriculum activities and for assessment of students' learning</b>	4.1 An effective evaluation/assessment system in place by 2015	1. Monitor educational System performance through public examinations and surveys continuously
		2. Periodically carry out national assessments
		3. Sensitise Teacher Training Institutions towards inclusion of assessment in their curriculum for pre-service and in-service
<b>5. To collaborate with other institutions on matters related to curriculum</b>	5.1 Diversified network of partners in curriculum development and assessment in place by 2015	1. Explore and enter into curriculum and assessment collaborative links with ministries of education in the region and internationally
		2. Strengthen collaboration with other regional and international qualifications / examinations authorities

### 10.2.1 Costing of Curriculum Development, Assessment and Education Support

The issue of enthusing relevance in curricula from IECCD to Senior Secondary create a great need for activity in curriculum development. Though some of the curriculum development exercises will be funded from the respective programmes, the NCDC and ECOL will need a great deal of capacity to deal with curriculum and assessment issues especially those related to the new policy framework. Each of these are 60% funded as shown in Table 28, with a great deal of cost sharing and cost recovery opportunities to make up for their short-falls. Yet the funding gap will have to be addressed significantly in the first two years of this plan when most critical activities are to be resumed.

**Table 28: Full cost of education provision under the strategic plan on the Curriculum Development, Assessment and Education Support Budget (in M1000)**

	2005/06	2006/7	2007/8	2008/9	2009/10	2014/15
<b>Recurrent Costs</b>						
Curriculum Administration	300	600	900	945	992	1,091
Curriculum Development	6,000	7,000	8,000	8,400	8,820	9,702
Examination Council of Lesotho	3,000	4,000	5,000	5,250	5,513	6,064
School Supply	3,000	5,000	8,000	8,400	8,820	9,702
HIV and AIDS Activities	3,000	3,000	3,000	3,000	3,000	3,000
<b>Capital costs</b>						
Curriculum Development	2,000	5,000	6,000	6,300	6,615	7,277
Examination Council of Lesotho	2,000	4,000	6,000	6,300	6,615	7,277
<b>Total Cost of Curriculum Development, Assessment and Support Strategic Plan</b>	<b>19,300</b>	<b>28,600</b>	<b>36,900</b>	<b>38,595</b>	<b>40,375</b>	<b>44,112</b>
<b>Available GOL Recurrent resources</b>	<b>10,710</b>	<b>13,720</b>	<b>17,430</b>	<b>18,197</b>	<b>19,001</b>	<b>20,691</b>
<b>Available GOL Capital resources</b>	<b>1,563</b>	<b>3,372</b>	<b>3,047</b>	<b>3,200</b>	<b>3,360</b>	<b>3,696</b>
<b>Funding Gap</b>	<b>7,027</b>	<b>11,508</b>	<b>16,423</b>	<b>17,199</b>	<b>18,014</b>	<b>19,725</b>
<b>% of ESSP Funded</b>	<b>64</b>	<b>60</b>	<b>55</b>	<b>55</b>	<b>55</b>	<b>55</b>
<b>% of Funding Gap</b>	<b>36</b>	<b>40</b>	<b>45</b>	<b>45</b>	<b>45</b>	<b>45</b>

### 10.3 Special Education

The main objective of the Special Education programme is to advocate the integration/inclusion of learners with special educational needs/disabilities into the regular school system at all levels in order to enable them to acquire appropriate life skills and education. The learners include those who have physical and sensory impairments as well as those with learning difficulties, the gifted and talented, intellectually disabled/mental retardation and those with behavioural disorders. Notwithstanding this, the MOET recognises the need for support to specialised schools to cater for learners with extreme needs, for who care and development is provided. The Government recognises that these learners require special educational facilities over and above what mainstream schools offer. To handle these responsibilities, the Special Education Unit was established in 1991 and focuses on four fields, namely, visual impairment, hearing impairment, physical disability and intellectual impairment. The integrative approach, that is preferred for the majority of learners at all levels of education, require a conscious effort on the side of Government to develop educational facilities, curriculum materials and assessment mechanisms that are accessible and user friendly to learners with special needs. The need for training educators and other caregivers for learners with special needs has been recognised and needs to be an integral part of the capacity building in the education sector.

During the period 2005-2009, the Special Education programme will carry out the following activities, guided by the specified targets

STRATEGIC OBJECTIVES	2005-2015 TARGETS	ACTIVITIES
1. To increase the provision of education of children with SEN/disability	1.1 Have a Special Education Policy in place by 2006	1. Conduct a needs assessment study on the current needs and gaps within the Special Education Programme
		2. Develop Special Education Policy through a review of the current special education policies, drawing some lessons from the experiences of other countries

<b>2. To increase access for children with SEN/disability</b>	2.1 Significantly increase access for children with SEN/disability by 2015	1. Integrate more schools into the Special Education programme.
		2. Provide targeted bursaries to learners with special needs to ensure full access to quality educational opportunities.
		3. Make classrooms, toilets and other school facilities physically accessible to learners with disabilities
		4. Facilitate the establishment of three resource centres to cater for children with visual impairment, hearing impairment and mental retardation
	2.2 Accelerate inclusion/integration of children with SEN/ disabilities from 4.8% to 20% by 2009 and to 40 % by 2015	1. Carry out feasibility studies to determine the level of demand for secondary education for learners with SEN/disabilities and select schools for integration.
		2. Build capacity for 20 percent of secondary schools to integrate learners with SEN/ disabilities
		3. Provide in-service training for 100 teachers per year in different areas of special needs
<b>STRATEGIC OBJECTIVES</b>	<b>2005-2015 TARGETS</b>	<b>ACTIVITIES</b>
	2.3 700 teachers trained per year on SEN identification and assessment skills	1. Intensify community awareness campaigns targeting families that have children with disabilities
		2. Train teachers in identification and assessment skills
<b>3. To improve the performance of Special Education Unit for efficient service delivery</b>	3.1 Enhanced capacity of the Special Education Unit by 2015	1. Improve the management capacity and quality of Special education
		2. Build capacity of the special education programme with the Education Sector
		3. Collect and analyse statistical data of children with SEN/disability
		4. Include special education component in teacher training and in technical vocational institutions
		5. Advocate for the inclusion of Special Education Programmes in all educational institutions
		6. Conduct a study to determine the appropriate educational provision for children with severe mental retardation, including the possibility of establishing a school specifically for children with physical and mental disabilities
	3.2 Human resource in the Special Education Unit increased and decentralised by 2015	1. Create the following posts: a) 4 assistant inspectors to be responsible for specific disability categories b) Itinerant Sp. Ed. teachers (1 per 10 primary schools) and 1 per 15 Secondary schools) c) 6 Technical Officers -1 per region (as Braillists & O&M instructors) & 1 per region (as Sign language interpreter)
<b>4. To mainstream Gender and HIV and AIDS in Special Education programmes</b>	4.1 HIV and AIDS and Gender mainstreamed into all Special Education Programmes by 2015	1. Revise the Special Education Teacher Training Package to include HIV and AIDS and Gender
		2. Print materials on HIV and AIDS in Braille edition
		3. Create awareness among children/learners with disabilities on HIV and AIDS, child abuse and equip them with assertive skills through workshops, media campaign, peaceful demonstrations, etc.
		4. Mainstream gender in all the programmes of the Special Education Unit

#### 10.4 Gender in Education

**EFA Goal 5: Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality.**

The Government's position on gender as an overarching and cross-cutting challenge is well articulated in the PRS, thus:

The Government is striving to fulfil a vision of an inclusive and participatory society that will motivate Basotho [from] all walks of life. Achieving greater equality of the sexes at home, at work and within the larger community is a critical part of the effort. This entails uplifting both men and women. Gender equity is...a holistic approach to ensuring that both sexes contribute equal effort to the development of their homes and their communities, receive [equal] protection and treatment before the laws of the land and share [equal] entitlements or opportunities society has to offer. This has such far reaching and cross-cutting consequences that it is not possible to compartmentalise gender equity as a distinct sectoral programme. Rather, Government wishes to ensure that all efforts and interventions are gender-sensitive and are always approached with the above ideals in mind.

Despite the impressive advances made by women in educational attainments, unequal gender relations are still a dominant feature in Lesotho. The Lesotho society's patrilineal and patriarchal system continues to subordinate women to men and the customary laws classify women as minors that are perpetually subjected to the guardianship of their male counterparts. School curriculum also continues to perpetuate gender stereotypes. Consequently, women's rights are marginalised and their educational advantage over men does not translate into economic, political and social empowerment. Although the current law on land matters (the Land Act of 1979) is gender neutral in its provisions, customary practice still offers this valuable asset to the head of the household, traditionally a man.

Gender disparities in Education persist at all levels reflecting a numerical preponderance of females in enrolments and numbers of educators at all levels with Technical and Vocational Education being the exception. Following the introduction of Free Primary Education, however, national enrolment figures showed remarkable narrowing of the gender gap at that level, reaching near parity by 2003. Nevertheless, the primary enrolments in the lowlands districts showed marginally higher enrolment for boys while girls remained dominant in the mountain areas. Other qualitative measures of equity reflect gender stereotypes in the choice of school subjects and careers, particularly at secondary education level. The Gender Audit of the Education Sector conducted in 2003 by the MOET in collaboration with UNICEF, identified a need to clarify gender policies in the areas of:

- Governance, management, legal and policy framework in education,
- Curriculum and learning materials,
- Participation in education,
- School environment and sanitation facilities, and
- Human resource management – recruitment, training and promotion.

In response to the above gender-related challenges, the Government's commitment towards gender equality finds expression in the 1993 Constitution under Section 26, (i) and Section 30 (a). At a more practical level, the Department of Gender in the Ministry of Gender, Youth, Sports and Recreation is working on the action plan for the Gender and Development Policy that has

benefited from extensive consultations as well as from agreements and principles adopted at international conventions such as the 1995 Convention on the Elimination of all forms of Discrimination Against Women (CEDAW); the Beijing Platform of Action; the International Conference on Population and Development; The SADC Declaration on Gender and Development; etc. In 1997, the Government established a Law Reform Commission that was mandated to review discriminatory laws; the drafting of the Married Persons' Equality Bill of 2000; the Children Protection and Welfare Bill of 2004; and the Sexual Offences Act are products of this initiative.

To achieve the set objectives, the MOET shall undertake the following activities during the period 2005-2015 Strategic Plan:

STRATEGIC OBJECTIVES	2005-2015 TARGETS	ACTIVITIES
<b>Attain gender equity and parity in the educational system</b>	Eliminate gender disparities in primary and secondary education by 2015	1. Implement the Gender and Development Policy
		2. Promote gender-sensitive equitable access to, and participation in, education and training
		3. Develop a gender-responsive curriculum and learning support materials
		4. Create a learning environment that is healthy, safe, responsive and free of gender-based violence.
		5. Target and protect the interest of the girl- and boy-child and persons with disabilities, particularly those in less resource endowed rural mountain areas and the urban poor.
		6. Mainstream gender equity in the education sector through the forging of effective and inclusive partnerships with other stakeholders.
		7. Design appropriate mechanisms for periodically monitoring of those interventions that target the bridging of gender gaps within the education sector.
		8. Establish a Technical Committee on Gender to oversee the monitoring of gender mainstreaming during the Strategic Plan implementation period
		9. Develop an Implementation Plan for gender mainstreaming
		10. Establishment of Gender Focal Points in learning institutions
		11. Review of gender discriminatory legislation
		12. Address the impact of HIV and AIDS on OVCs school attendance through well-targeted interventions.

In order to address the gender concerns above, the various sub-sectors presented in this Strategic Plan have included in their activities a number of interventions that are specific to their areas of concern. At the more generic level, the following strategies and activities shall be undertaken during the Strategic Plan period:

*(a) Implementation of the National Gender and Development Policy*

The Gender and Development Policy will be implemented during the Strategic Plan period. The policy objectives include ensuring equal opportunities and participation of both males and females in the development process. The Government shall work towards the improvement of networks among all stakeholders in the implementation of the Gender and Development Policy and relevant institutions and structures such as the National Steering Committee and the Department of Gender shall be empowered to play a strategic role in both interventions and

advocacy. In particular, the MOET shall establish a “Technical Committee on Gender” to plan and oversee gender mainstreaming activities within the sector. The Committee shall, as a first step, develop an implementation plan for gender mainstreaming activities within the education sector.

*(b) Establishment of Gender Focal Points*

These Focal points shall target specific areas of concern in such sectors as education and health. In the education sector, a number of interventions/structures have already been identified under each sub-sector in this Strategic Plan. In the Ministry of Health and Social Welfare, the Government shall continue to facilitate the adoption and implementation of the National Reproductive Health Policy and the establishment of youth-friendly corners that shall mainstream gender concerns. Moreover, in an effort to systematically mainstream gender in national development planning and implementation, the Government shall ensure that all planning units at national and district levels will have gender focal points.

*(c) Review of gender discriminatory legislation*

The Ministry will review and reform all pieces of legislation that possess gender biases in education and those that continue to marginalise women from equal participation in the economic, social and political life of the country. Customary laws shall be particularly targeted in this respect, and so will be the Education Act.

*(d) Review of the Recruitment System*

The process of recruitment, placement and promotions within the MOET shall be reviewed and made gender responsive to appropriately benefit both women and men. Affirmative action shall be instituted to ensure that more women are elevated to senior management positions in the entire educational system.

*(e) Facilitation of gender-responsive statistics and planning*

All the education statistics, including national examination results, shall be disaggregated by gender and presented and analysed in this manner. Moreover, in order to better equip the Ministry’s planning and budgeting systems to positively respond to gender sensitivity, capacity building and gender sensitisation workshops shall be organised for various managers, curriculum developers, school principals, school management committees and other stakeholders. For these activities to be effective, the Ministry shall enlist the needed political will and commitment from the country’s political leadership so that one of the EFA goals, that is eliminating gender disparities in primary and secondary education by 2005, and achieving gender equity in education by 2015, is realised.

*(f) Mainstreaming gender into the curricula*

The MOET shall subject all textbooks to gender analysis using the *ABC of Gender Analysis Tool* and required revisions implemented. Gender mainstreaming shall also be effected at the teacher education level and all trainers, trainees and in-service teachers and curriculum developers shall undergo gender training and sensitisation.

### **10.5 HIV & AIDS in the Education Sector**

The problem of HIV and AIDS pandemic has steadily been worsening over the years in Lesotho, affecting mostly young people of school-going age. Preliminary data<sup>25</sup> estimates that sero-

---

<sup>25</sup> Source: Impact Assessment of HIV/AIDS on the Education Sector in Lesotho, November 2003

prevalence rate in the country increased from 26 percent in 1999 to 31 percent in 2002, with infected children between zero and 14 years old estimated by UNICEF to be 27,000 in 2002.

Considering the high HIV and AIDS prevalence rate among teenagers and the large number of teenage pregnancy among school age children, the challenge for the education sector is considerable. Current preliminary projections warn that the impact on the school-going children will be severe. HIV and AIDS affects school-going population in three ways: (a) infected women and men die prematurely and, thus, have less children; (b) women's fertility is reduced due to the HIV infection; and (c) about 30 percent of children born to infected mothers are likely to be infected and most of them die before they reach school going age. A recent impact assessment of HIV and AIDS on the education sector revealed that in the absence of HIV and AIDS, the school-going age population aged 0 - 19 is projected to continue to grow from 848,000 in 2001 to 1,141,000 in 2010 and 1,142,000 in 2015. When considering the impacts of HIV and AIDS, the population continues to grow until 2008, after which a slow decline in population numbers is projected as a result of deaths and the reduction in total fertility rates that occur. The estimated impact of HIV and AIDS on teachers is discussed in Chapter 9.

In the light of the above state of affairs, the resolve of the MOET to tackle the HIV and AIDS pandemic is unshaken and is reflected in a number of activities that have been identified in this Strategic Plan under the different education sub-sectors. As the Ministry's Draft HIV and AIDS Manual that was released in 2003 states,

*Good quality education...is in itself a powerful weapon in the fight to contain HIV and AIDS. Because schools are both educational environments and adult workplaces, the Ministry of Education has realised the need to develop, support and protect those who learn and work within them. The Ministry of Education is concerned about HIV and AIDS as it weakens the whole education system and creates new experiences within the system.*

At the more general level, the Government recognises HIV and AIDS as a cross-cutting multi-sectoral development challenge and the National Policy on HIV and AIDS Prevention, Control and Management, released in 2000, provides a framework for the formulation of plans to fight, in a coordinated and harmonised way, against the pandemic by different stakeholders. The National AIDS Strategic Plan, covering a three-year period, has been developed. It clarifies the national response to the HIV/AIDS pandemic in Lesotho. The strategic aims in the plan relate to reducing the prevalence of HIV/AIDS by 5%, delaying sexual activities by adolescents, increasing the use of condoms, assisting all people living with HIV/AIDS through support, counselling and care, organising care for 50% of the AIDS orphans, reducing spread of HIV/AIDS, realising positive behavioural change, establishing and implementing a gender sensitive policy, conducting a baseline study. The nine related strategic objectives of the National AIDS Strategic plan are:

- a) To establish structures for the effective coordination of the multi-sectoral National AIDS programme.
- b) To mobilise adequate resources for the National AIDS Programme.
- c) To significantly strengthen the information, education and communication programmes.
- d) To provide support to the infected and affected with a view to significantly mitigating the impact of the epidemic.
- e) To involve the youth in all AIDS Programmes.
- f) To drastically reduce the high rate of sexually transmitted diseases.
- g) To intensify surveillance and testing of HIV/AIDS.
- h) To regularly monitor and periodically evaluate the National AIDS Programme.

- i) To conduct baseline study/update on stated strategic aims.

The Government has put in place a number of structures that include the establishment of the Lesotho AIDS Programmes Co-ordinating Authority (LAPCA), and has developed a National Strategic Plan to address the problem. The Government has further committed 2 percent of its 2003/04 resources to “arrest the spread of HIV and AIDS infections through prevention and education campaigns; give support to people living with HIV and AIDS; implement the use of anti-retroviral drugs; give support to the increasing number of orphans.” In close collaboration with other stakeholders that include associations of employers, NGOs, the private sector, civil society, and development partners, the Government is set, through a scaled up fight, to reduce the HIV prevalence rate from 31 percent in 2002 to 25 percent by 2007. Box 3 gives the Government’s strategies and institutional framework for the fight against HIV and AIDS, as expressed in the PRS.

### **Box 3: Fight against HIV and AIDS: The National PRS Approach**

#### **Strengthen the institutional and policy framework**

It is evident that progress has been made, but not to the levels required for all-out combat against the disease. For this reason eight specific activities have been selected that will form an important part of the PRS implementation period. During this time Government will:

- implement the National Policy on HIV/ AIDS Prevention, Control and Management (2000);
- review the existing institutional needs;
- review legislation (such as the Labour Code) and identify gaps for amendments or new legislation;
- mobilise financial and human resources to fight the pandemic;
- establish National Aids Commission and strengthen its Secretariat.
- conduct HIV and AIDS impact assessments for the entire Civil Service;
- introduce core-streaming of HIV and AIDS in all GOL departments;
- establish clear linkages between GOL, the churches, traditional leaders, NGOs and CHAL institutions for a combined fight against the spread of HIV.

#### **Combat the spread of HIV and AIDS**

This strategy is considered to be of utmost importance as it is the only one which can preserve those not yet infected from the pain and suffering of those who already are. It seeks to expand the ‘window of opportunity’ thus saving young lives. Under this strategy Government will:

- conduct HIV and AIDS awareness campaigns based on Knowledge, Attitudes and Practices (KAP) and Impact Assessment surveys;
- provide and distribute condoms free of charge and through social marketing;
- implement the Prevention of Mother to Child Transmission (PMCT) programme;
- establish stand-alone Voluntary Counselling and Testing (VCT) sites as an entry point for HIV prevention and care.

#### **Develop effective support systems to mitigate impact on affected households**

Whether households are prepared to admit to HIV and AIDS being a cause of death or not, it is apparent from the infection levels that a large proportion have had to cope with the nursing and then burying of sick members. These households, particularly those who are left impoverished by the loss of a productive member, urgently need special care and support. Over the next few years the focus will, therefore, be on:

- designing and providing nutritional packages for vulnerable groups, including mothers practicing exclusive breast feeding;
- devising labour saving strategies for intensive and integrated agriculture focusing on homesteads (land immediately around the home);
- providing for orphans through access to education (fee exemptions), nutritional packages, health care, preferably through families and communities;



- mobilising women support groups and faith based organisations to provide assistance to orphans and vulnerable children.

#### **Develop effective support systems for infected persons**

For those who are already infected by the virus Government is determined to prolong their lives as far as possible. Not only is this humane but it also makes eminent economic sense: in many cases, it is likely to be far more expensive to replace a skilled person (such as a school teacher) than it is to provide the critical anti-retrovirals (ARVs) needed to prolong his or her life. Naturally, these should be provided in a sensible and carefully planned manner, closely linked to VCT services, and in accordance with the policy framework. Over the next few years Government will:

- provide ARVs in accordance with HIV and AIDS policy;
- provide micro-nutrient supplements to Persons Living With AIDS (PLWA);
- mobilise communities to expand and increase voluntary support groups;
- improve supply and quality of Community Home Based Care (CHBC) kits to support groups;
- work with NGOs and CBOs to provide advice and support to infected persons.

**Source:** Government of Lesotho, *Poverty Reduction Strategy Paper 2004/05 – 2006/07*, Maseru, 2004

In the context of the above and guided by the PRS approach, the following shall constitute the main interventions over the period 2005-2015 in the area of HIV and AIDS in the education sector:

STRATEGIC OBJECTIVES	2005-2015 TARGETS	ACTIVITIES
<b>1. To strengthen the education sector's institutional and policy framework for HIV and AIDS interventions</b>	1.1 A well functioning HIV and AIDS institutional and policy framework in place by 2015	1. Implement those aspects of the National Policy on HIV and AIDS Prevention, Control and Management that are best handled by the education sector
		2. Review the existing education sector's institutional needs and strengthen them with a view to better manage the HIV and AIDS challenges
		3. Review the education legislation and identify gaps that compromise more direct attention being given to HIV and AIDS problems and effect the required amendments and/or enact new legislation
		4. Mobilise financial and human resources to fight the pandemic within the education sector
		5. Introduce core-streaming of HIV and AIDS in all education sub-sectors and activities
		6. Establish clear linkages between the Ministry, teachers, management, students/pupils, the churches, traditional leaders, and NGOs for a combined fight against the spread of HIV.
<b>2. To combat the spread of HIV and AIDS</b>	Significantly reduce the HIV infection rate among pupils/ students and teachers by 2015	1. Make schools focal points for reproductive health education, including aspects of HIV and AIDS and its link to gender.
		2. Conduct HIV and AIDS awareness campaigns within the education sector based on Knowledge, Attitudes and Practices (KAP) and Impact Assessment surveys
		3. Target interventions (both prevention and care) to the most severely affected age groups in the school system, paying particular attention on the minimisation of new infections
		4. Design effective strategies to address the impact on education service delivery of high teacher attrition rates due to HIV and AIDS, focusing more on effective approaches to replenishments of lost human resource and matching of current and projected teacher supply to rising (current and projected) demand

		5. Design an effective system of attending to the health and emotional needs of the surging number of infected and affected teachers and pupils/students through, inter alia, the facilitation of cost-effective and manageable care and counselling facilities/services
<b>STRATEGIC OBJECTIVES</b>	<b>2005-2015 TARGETS</b>	<b>ACTIVITIES</b>
		6. Periodically cost the implications of the high prevalence levels of HIV and AIDS among education personnel and design appropriate response mechanisms with regard, but not limited, to how best to fill the resource gaps.
		7. Continue to provide and distribute condoms free of charge and through social marketing
		8. Introduce firm regulations against the girl-child sexual assault/harassment within the school system
		9. Establish in every educational institution Voluntary Counselling sites as an entry point for HIV prevention.
		10. Provide counselling facilities that target girls considering the high teenage pregnancy rate.
<b>3. To develop effective support systems for infected pupils, students and teachers</b>	3.1 Effective support systems that target both learners and teachers in place by 2015	1. Provide the critical anti-retroviral (ARV) drugs to those that need them and in accordance with HIV and AIDS policy
		2. Provide micro-nutrient supplements to persons living with AIDS
		3. Mobilise communities to expand and increase voluntary support groups
		4. Improve supply and quality of Community Home Based Care (CHBC) kits to support groups
		5. Work with NGOs and CBOs to provide advice and support to infected persons
		6. Mobilise support groups and faith-based organisations to provide assistance to orphans and vulnerable children within the education system
<b>4. To Provide educational opportunities for orphaned and vulnerable children</b>		1. Provide educational bursaries for orphaned and vulnerable children

## 10.6 Special Programmes

Special Programmes in the Education Sector UNESCO and Prince Mohato.

### 10.6.1 UNESCO

With Respect to UNESCO, the strategic objectives during the period 2005-2009 shall be as follows:

- a) Review the legislation which set up the National Commission in order to improve its operations
- b) Improve the delivery capacity of the Commission
- c) Facilitate the implementation of resolutions made at UNESCO's International and Intergovernmental Conferences and Conventions
- d) Enhance the role of the National Commission in the Poverty Reduction efforts at the grassroots
- e) Strengthen the role of the National Commission in the fight against HIV and AIDS

- f) Develop the Commission's human resource
- g) Play an enhanced role in Lesotho's poverty alleviation strategy

In the context of the above, the following shall constitute the Strategic Plan objectives and activities for UNESCO.

STRATEGIC OBJECTIVES	2005-2015 TARGETS	ACTIVITIES
<b>1. To improve the effectiveness and efficiency of UNESCO</b>	1.1 The capacity of the Commission improved	1. Review the Order that set up the National Commission for UNESCO and examine the structure and function of the National Commission
		2. Create 2 more positions of Programme Coordinators (Culture & Communications)
		3. Procure funds for office space, furniture and equipment
		4. Create an Assistant Administrative Officer position
		5. Train staff
		6. Computerize the library
	1.2 Enhanced implementation of resolutions made at UNESCO's international and intergovernmental conferences and Conventions	1. Carry out the following activities as follow-up and implementation of UNESCO's Conferences and Conventions: <ul style="list-style-type: none"> <li>a) Disseminate information,</li> <li>b) Organise meetings with stakeholders</li> <li>c) Establish National focal Points and Committees,</li> <li>d) Draw up National Plans and Strategies</li> <li>e) Disseminate the services available at the National Commission widely</li> </ul>
<b>2. To enhance the relevance of UNESCO</b>	2.1 The role of the Commission in the Poverty Reduction efforts enhanced	1. Play an enhanced role in Lesotho's poverty alleviation strategy
<b>3. To mainstream HIV and AIDS in the Commission's activities</b>	3.1 Strengthened role of the National Commission in the fight against HIV and AIDS	1. Set up an HIV and AIDS Resource Centre within the National Commission
		2. Develop a library collection on HIV and AIDS
		3. Disseminate information on HIV and AIDS

#### 10.6.2 Prince Mohato Award Scheme

The following are the strategic objectives of Prince Mohato

- a) To increase the number of young people participating in the award programme
- b) To train more adult helpers
- c) To build management and competence.
- d) To encourage young people to know their HIV status

In the context of the above, the following shall constitute the Strategic Plan objectives and activities for Prince Mohato.

STRATEGIC OBJECTIVES	2005-2015 TARGETS	ACTIVITIES
1. To expand access to the award	1.1 More people accessing the award by 2015	1. Ensure that institutions, community policing, youth groups, and NGOs take part in the Award Programme to improve access to award programme
		2. Popularise the Award Scheme among young people
		3. Acquire more equipment for the office and expeditions
2. Train more adult helpers	2.1 The number of trained adult helpers increased by 30 people per year	1. Conduct training of trainers workshops
3. Improve the effectiveness of activities	3.1 More awareness of the Mohato Award Scheme enhanced	1. Forge national and regional youth exchange programmes
		2. Improve dissemination of activities through news letter and the use of the electronic media
4. Address the challenges of HIV and AIDS	4.1 HIV and AIDS messages integrated into the Award Scheme	1. Use drama to communicate HIV and AIDS messages

### 10.7 Costing for Special Programmes

Whereas most of the costs towards the special programmes as cross-cutting areas are provided for in the various programmes of the education sector, some activities related to policy development, monitoring and coordination are costed below. Special Education is the major cost drivers in this area accounting for almost half of all costs. The institutional strengthening of this programme with concomitant personnel and facilities requirement at national and institutional levels will require both recurrent and development budget support as shown in Table-29.

**Table 29: Full cost of education provision under the strategic plan on the Special Programmes Budget (in M1000)**

	2005/06	2006/7	2007/8	2008/9	2009/10	2014/15
<b>Recurrent Costs</b>						
Special Education	1,344	2,409	2,666	2,933	3,372	4,047
UNESCOM	934	981	1,047	1,152	1,324	1,589
Prince Mohato	400	500	600	700	800	900
Lifelong Learning	7,000	11,000	15,000	19,000	22,000	27,000
IECCD	7,550	9,060	10,570	12,080	13,590	15,100
HIV and AIDS Activities	1,000	1,000	1,000	1,000	1,000	1,000
<b>Capital costs</b>						
Special Education	5,000	15,000	15,000	5,000	5,000	-
Prince Mohato	1,000	2,000	3,000	4,000	5,000	6,000
Lifelong Learning	5,400	8,300	11,300	12,200	13,200	14,500
IECCD	43,350	54,460	65,570	76,680	87,790	98,900
<b>Total Cost of Special Programmes</b>	<b>72,978</b>	<b>104,710</b>	<b>125,753</b>	<b>134,744</b>	<b>153,077</b>	<b>169,036</b>
<b>Available Recurrent resources</b>	<b>12,760</b>	<b>17,465</b>	<b>21,618</b>	<b>25,805</b>	<b>29,461</b>	<b>34,745</b>
<b>Available Capital resources</b>	<b>1,019</b>	<b>1,503</b>	<b>1,461</b>	<b>1,534</b>	<b>1,611</b>	<b>1,772</b>
<b>Funding Gap</b>	<b>59,200</b>	<b>85,742</b>	<b>102,674</b>	<b>107,405</b>	<b>122,005</b>	<b>132,519</b>
<b>% of ESSP Funding</b>	<b>19</b>	<b>18</b>	<b>18</b>	<b>20</b>	<b>20</b>	<b>22</b>
<b>% of Funding Gap</b>	<b>81</b>	<b>82</b>	<b>82</b>	<b>80</b>	<b>80</b>	<b>78</b>

## *Institutional Capacity Considerations*

### **11.1 Rationale for Institutional Capacity Strengthening**

The Government of Lesotho has recognised that the institutional framework within which a plan is implemented ultimately determines the prospects of its success. This Strategic Plan has presented the Government's aim to improve the conditions in the education sector, focusing on both quantitative and qualitative considerations that include issues around access, quality, efficiency and equity in the provision of education. Given the many institutional and human resource capacity limitations that still face the education sector as revealed in the respective chapters of this Strategic Plan, the Government has decided to place institutional reforms and capacity strengthening as part of its strategic goals during the period 2005-2015. In this regard, concerted effort shall be made during the implementation of this Strategic Plan to build the requisite capacities, guided by the following objectives:

- a) Strengthening capacity of the MOET through the review of the management structure and reporting systems.
- b) Through the Ministry's MTEF, continue re-orienting the sector Budget to the financing of core functions, and to eventually integrate government and donor funding within a Sector-wide Approach (SWAp).
- c) Integration of government budget resources and donor resources within a mutually-agreed MOET programme of activities as defined in this Strategic Plan and guided by the EFA goals and MDGs.
- d) Emphasising efficiency, transparency and realism in the design and implementation of the Strategic plan.
- e) Fostering a sense of co-operation and partnership with all stakeholders through regular consultation and reporting while firmly maintaining control and leadership within MOET.
- f) Developing and/or strengthening of mechanisms for measuring sector performance.
- g) Recognition of the importance of consensus on education policy, reform activities and objectives between the Government, cooperating partners/donors and other stakeholders through, *inter-alia*, formal and informal consultation to ensure that there is common understanding on both the processes and instruments of Strategic Plan implementation.
- h) To establish a monitoring and evaluation system that ensures timely interventions during implementation as well as providing information on sector performance by reconstituting and strengthening the Planning Unit and the School Inspectorate.
- i) Recognition of decentralisation as an important way of enlisting the interest and participation of local stakeholders at district, local and school levels in line with the Local Government structures to be established from 2005.

### **11.2 Building Effective and Efficient Education Sector**

#### **11.2.1 Decentralisation**

In its effort to improve service delivery through institutional capacity strengthening, the MOET shall strive to put in place an *effective* and *efficient* education delivery system. This shall be

founded on a decentralised mode in partnership with local authorities, and target the untapped resources and skills. By the end of this Strategic Plan period, the Government anticipates that educational service delivery shall be fully managed and monitored by decentralised institutions with the Ministry Headquarters providing only technical support and guidance through District Offices. While the modalities of decentralising authority to the lower levels are to be clearly refined, this may be initiated in a phased manner with more decision-making powers and resource management devolved to lower levels of governance as capacity is enhanced. Under the decentralised mode, districts shall handle their respective funds covering local procurement of materials, maintenance of facilities, district-level capacity building, etc. More authority shall be extended to school committees and boards in the fields of planning and expenditure management.

Significant inroads have already been registered in the Ministry's commitment to decentralisation by way of the building of District Resource Centres and legalising school boards and committees under the Education Act of 1995. Similarly, more departments of the MOET have representation in the districts. Notwithstanding the successes thus far, the Ministry recognises that the reform that would prepare opportunities for enhanced decentralisation calls for the management of change beyond what has been achieved so far. New skills and added responsibilities for education managers at all levels are, therefore, needed especially since, presently, most of the managers have no formal training in education management. The efficiency and effectiveness demanded by the decentralisation process will, therefore, call for significant investments in management abilities of CEOs, District Education Officers, Inspectors, School Principals and members of the School Boards and Committees. In this regard, the Ministry plans to make training in education management an integral part of the Strategic Plan and a well programmed human resource development scheme shall be developed and implemented.

To empower lower level structures to assume added devolved responsibilities, MOET shall also address the improvement of the education management capacity of staff at the district level. In particular, the Ministry shall target the improvement of knowledge and skills of lower level personnel in education decision making, policy analysis, budgeting and expenditure control, education strategic planning and implementation, supervision, human relations, and data collection, analysis and utilisation. Viewed within the context of SWAp, capacity building at this level shall also entail developing sector-specific strategic capacities *both* inside and outside government institutions. Thus, community leaders, school committees / boards and civil society shall also be targeted to enable them to meaningfully participate in education service delivery.

### 11.2.2 Capacity Strengthening

The capacity building and retention component of this Strategic Plan has been identified as a priority area and is planned to include amongst others the following activities (a) human resource development and management; (b) improve management culture and styles within a decentralised context; and (c) institutionalise stakeholder engagement and networks in educational services delivery. Rapid and comprehensive restructuring of the Ministry at all levels, within the context of the Public Sector Improvement and Reform Programme (PSIRP), shall constitute a priority intervention. The Ministry's first priority for institutional capacity development is, thus, to establish a dependable management structure at the headquarters that is sufficiently equipped to marshal the policy and strategic reforms that are needed for the entire education sector. The Ministry's institutional capacity to manage the Strategic Plan's implementation processes depend on the existence of a highly motivated management at the headquarters that would provide policy and strategy direction. The reform and capacity enhancement of the Ministry's headquarters is, thus, crucial.

In view of the above, the Government shall focus on the following capacity enhancement interventions:

*(a) Senior Management Capacity Strengthening*

The MOET management capacity will be strengthened through the provision of short- and long-term training for senior and middle-level managers in the following areas:

- procurement procedures and financial management,
- strategic planning, management and policy development, and
- sector specific competencies (curriculum, school supervision etc.).

MOET officers shall be attached to relevant institutions, nationally, regionally and internationally in order to enable them to keep abreast of new developments and best practices. Senior MOET officials shall also be provided with opportunities to undertake research and publish on issues that are related to their work.

*(b) Inspectorate Reform*

The legislated function of the Inspectorate is to periodically inspect schools. At present, the Inspectorate has three types of inspections, namely, panel inspections, management inspections and subject inspections. Although a full-scale inspection of every secondary and high school is required every two years, this legal requirement is currently not being fulfilled due to a host of factors, including the current nature of the Inspectorate's structure and the limited number of inspectors/field officers to. MOET is also concerned that the management inspection and the subject inspection are also limited in scope. For example, in the six years from 1996 to 2001, the Central Inspectorate undertook only seven full-scale (panel) inspections and serious delays in submitting inspection reports to the schools are evident.

In the absence of sufficient inspection coverage, combined with the generally poor quality of reporting, MOET is concerned that school improvement is unlikely to occur. The Ministry maintains that evaluations made by school inspectors ought to be useful both to schools themselves and to the central decision-makers at the sector headquarters. It is expected that the process should provide detailed information about the performance of the education system as well as information that helps teachers, principals, School Boards and Advisory School Committees to better manage their respective schools. When well managed, school inspections should provide the requisite information that is essential for informed interventions in curriculum development/review, school management reforms, and teacher development. In addition, well managed school inspection processes should provide useful insights for taking appropriate decisions regarding school buildings/infrastructure, safety, nutrition and feeding programmes, school enrolments and the effect of increased access to quality basic education, retention rates, repetition rates and school finances. Box 4 presents some of the key problems identified with the current state of school inspections.

**Box 4: Some of the identified problems with the current state of school inspections**

- Primary school inspections are done by education officers (EOs) without expertise in primary education and staff induction is haphazard.
- Most school inspections do not include evaluation of the quality of education provided.
- There is no follow-up of inspection recommendations and inspectors experience difficulties enforcing compliance matters.
- Inspectors and EOs do not have a liaison relationship with schools due to minimal communication.
- Although the Field Inspectorate is physically located in the districts, most decisions are made at headquarters including financial management.
- Centralisation of the secondary Inspectorate places them further away from schools.
- There is virtually no communication between the Field (primary) and Central (secondary) Inspectorates.
- The technical Education Inspectors for post-primary schools function independently from the Central Inspectorate.
- Inspection reports are not used to inform Ministry decision-making or policy development.
- Inspectors and Education Officers have had little or no training about evaluation principles and theory.
- In-service training for Inspectors and EOs is *ad hoc* and not informed by needs analyses.
- The number of inspections is below acceptable levels.

Source: Multiserve, March 2002, Review of the school inspectorates of the Kingdom of Lesotho (modified)

Against the above background, MOET has embarked on inspectorate reforms that are aimed at addressing some of the challenges presented above. The primary aim is to ensure that school inspections result in system-wide improvements in the quality of education in Lesotho. In this regard, the following recommendations from MOET’s commissioned study are being considered as part of the inspectorate reform process:

- (i) Redefining the roles of CEO (Secondary) and CEO (Primary) so that one is responsible for school supervision and improvement and the other for national support and development activities.
- (ii) Removing the positions of Chief Inspector (Field) and Chief inspector (Central) and the establishment of three Regional Chief Inspectors (based at Ministry headquarters) responsible for the management of field teams in a set of districts.
- (iii) Decentralising the Central Inspectorate.
- (iv) Assignment of inspectors of schools to regions/districts according to the workload.
- (v) Putting in place a performance management system that ensures that inspectors are held accountable for meeting their tasks.
- (vi) Establish clear reporting guidelines and schedules
- (vii) Maintenance of up-to-date statistical records regarding schools and the activities of the Inspectorate in schools.
- (viii) Facilitate adequate staffing.
- (ix) Develop well-structured and targeted training programme for inspectors.
- (x) Facilitation of effective follow-up of inspection report
- (xi) Determine the form and scale of decentralisation with respect to the devolution of inspection responsibilities.

*(c) Provision of adequate office accommodation*

MOET shall provide adequate office accommodation for its Headquarters. It shall also expand existing facilities at district level to provide workspace to accommodate increased activities.

*(d) Improvement of school Management*



The Education Act 1995 provides for the establishment of Management Committees<sup>26</sup> and Advisory School Committee for Primary schools, and School Board for post-primary schools whose responsibilities include the supervision, management and running of schools.. Additionally, churches are required to appoint Educational Secretaries who coordinate the educational work of church schools, liaise with the MOET and perform duties that are assigned by the Minister. For Government and Community schools this role is performed by a Supervisor.

In spite of the existence of the above structure that is facilitated by legislation, MOET recognises the need for capacity building in education management at the school level. The need to review the educational legislation to, among others, improve and enhance the role of school committees and boards in the running of schools has been recognised. Presently, most principals are yet to benefit from formal training in education management. The Ministry shall address the inadequacies of principals in education management skills by exposing them to skills and knowledge that can improve their capacity for innovation and creativity in handling issues related to policy, planning and management of education at the local level. Other school-level managers (Heads of Departments, bursars, etc) are also going to be exposed to special training programmes in financial management, administrative management, human resource management, preventive maintenance, etc.

*(e) Improvement of infrastructure provision*

It is MOET's policy that the scale of activity and operational focus of infrastructure and educational materials that represent new and on-going activities shall be provided, resources allowing, and will be re-aligned to the education sector's new priorities as defined in this Strategic Plan.

### 11.2.3 Administrative and Support Services

The Government's strategic objectives in the area of administrative and support services are twofold. Firstly, it is to provide timely and accurate financial information to MOET management. Secondly, to provide administrative and technical support that would enable smooth and effective operations of the education sector. In this regard, over the period 2005 – 2015 Strategic Plan, MOET shall focus on the following activities:

- a) Improvement of staffing capacity of MOET Accounts department,
- b) Improvement of the disbursement systems,
- c) Improvement of the Ministry's procurement system,
- d) Strengthening of the Government construction and maintenance capacity,
- e) Strengthening the Education Facilities Unit,
- f) Development and implementation of an infrastructure development plan based on an Education Geographic System,
- g) Implementation of Human Resource Development Plan

### **11.3 Activities and Target Indicators**

Against the above background, the following shall constitute the 2005-2015 Strategic Plan objectives and activities for the institutional capacity strengthening interventions of the MOET.

---

<sup>26</sup> Each School Board and Management Committee consists of representatives of the proprietor, parents, teachers, Chiefs (under whose jurisdiction the schools fall) and the principal.

STRATEGIC OBJECTIVES	2005-2015 TARGETS	ACTIVITIES
<b>1. To restructure and strengthen the education sector</b>	1.1 A decentralised MOET functioning efficiently by 2015	1. Commission a comprehensive review of MOET with a view to recommending the new decentralised structure, including redefine the educational sub-sectors and restructuring of the management structure at both the headquarters and district levels
		2. Decentralise teacher management services to the districts
STRATEGIC OBJECTIVES	2005-2015 TARGETS	ACTIVITIES
		3. Decentralise financial management services to district and school level.
		4. Decentralise MOET human resource management services to the district
		5. Expand existing facilities at district level to provide workspace for increased staff.
		6. Align the MOET management structure at district level with the local government structures
	1.2 MOET headquarters restructured by 2009 and well functioning by 2015	1. Restructure the MOE Administration department to clearly reflect the Human Resource Management Unit, Training Unit, Staff Welfare Unit, Accounts Unit, Transport Unit, etc.
		2. Undertake the following reviews: <ul style="list-style-type: none"> <li>a) How best to implement the Basic Education structure that presently spans between the primary and junior secondary sub-sectors</li> <li>b) The role and institutional home of Technical and Vocational Education and Training (TVET)</li> <li>c) The institutional home of Lerotholi Polytechnic in the light of the legislation that extends autonomy to it</li> <li>d) The School Supervision and Management Regulations</li> <li>e) The Teaching Service Regulations</li> <li>f) The hardship allowance and other incentives for teachers serving in difficult areas of the country</li> </ul>
		3. Establish the following: <ul style="list-style-type: none"> <li>a) Develop the policy on Higher Education</li> <li>b) A Welfare Department in MOET to provide services on HIV/AIDS, Counselling, and other personnel welfare issues</li> <li>c) A fully-fledged Department of Tertiary Education</li> <li>d) Legal Department for MOET</li> <li>e) Transform Education Planning Unit into a fully-fledged Education Planning and Research Department</li> </ul>

		4. Develop the following policies: a) Policy on HIV and AIDS for the education sector b) Teacher education and development policy c) Information and Communication Technologies (ICT) Policy for the Education Sector
STRATEGIC OBJECTIVES	2005-2015 TARGETS	ACTIVITIES
	1.3 Enabling legislation reviewed and amended by 2007 to accommodate new policy orientations and capacity strengthening efforts	1. Review the 1995 Education Act to incorporate new policy directions and lessons learned since its enactment 2. Review legislation establishing the National Commission for UNESCO
<b>2. To build the needed management capacities for effective delivery of education services</b>	2.1 The capacity of MOET senior management and support staff fully strengthened by 2015	1. Facilitation of short- and long-term training for senior and middle-level managers of MOET in procurement procedures, financial management, ICT, human resource management, strategic planning and management, and policy and development. 2. Seconding MOET officers to national, regional and international institutions to learn 'best practices'.
	2.2 All Personal and Private Secretaries of Ministers Senior Management trained in Office Management, IT and Public Relations within one year of recruitment.	1. Facilitation of research and publishing opportunities for senior-level staff 2. Train Senior Secretarial Staff in Office Management, Information Management, and Public Relations.
	2.3 Improvement of infrastructure provision by 2015	1. Construct more office accommodation at MOET Headquarters. 2. Expand infrastructure facilities at district level to accommodate increased activities.
	2.4 Improvement of school Management in place by 2015	1. Build education management skills of school heads and inspectors of school in areas of policy, planning and management of education at the local level. 2. Offer school-level officers special training programmes in financial management, administrative management, human resource management, preventive maintenance, etc.
<b>3. To strengthen administrative and support services</b>	3.1 Smooth and effective operations of MOET in place by 2015	1. Improve the capacity of MOET Accounts department through staffing and modernisation/computerisation of accounting operations
		2. Improve MOET payment systems
		3. Improve the Ministry's procurement system
		4. Provide senior managers of the MOET with adequate transport, and office space and requisites

	5. Strengthen the facilities construction and maintenance capacity
	6. Strengthening the EFU
	7. Develop and implement the MOET infrastructure development plan
	8. Computerise the administration support services
	9. Implement the Ministry's Training Plan
	10. Adopt e-governance

### ***11.3.1 Costing for Institutional and Systems development***

The provision of adequate office accommodation at MOET headquarters and in the districts is the single biggest contributor to the cost of this strategic area. The total cost of activities related to institutional systems development and sustainability over the strategic period 2005/06 to 2009/10, amounts to the tune of M1,075,077,000 of which 79% or M850,000,000 goes to feasibility and construction of MOET headquarters building complex including provision of initial furniture and equipment. About 21% (M225, 766,140) goes to institutional capacity building and strengthening of the MOET, development and maintenance of management systems and improved service delivery. These costs are spread annually over the strategic plan period as reflected in Table 30 in absolute terms.

Table 30 reveal that the expected available GOL recurrent resources for institutional and systems development and maintenance over the period 2005/06 – 2009/10 amount to M185,273,000 or 17% of the total cost of institutional and systems development and maintenance. The expected available GOL capital resource is to the tune of M19, 640,000, which constitutes only 2% of the total costs. Therefore, the expected funding gap amounts to M870, 163,000 which constitutes 81% of the total cost of institutional and systems development and maintenance. The MOET intends to pursue public private partnerships to meet the financing short-fall for office accommodation.

**Table 30: Full cost of education provision under the strategic plan on the Institutional Systems Development and Maintenance Budget (in M1000)**

	2005/06	2006/7	2007/8	2008/9	2009/10	2014/15
<b>Recurrent Costs</b>						
Central Administration and Management	9,415	11,027	11,617	12,779	14,057	16,165
District Management	7,855	9,992	11,426	12,569	13,825	15,899
HIV-AIDS Coordination	2,000	2,000	2,000	2,000	2,000	2,000
HIV and AIDS Programme	6,097	11,846	12,921	14,213	15,634	17,980
<b>Capital costs</b>						
Central Administration and Management	1,000	1,000	1,000	1,100	1,210	1,392
District Management	3,420	3,920	3,920	4,312	4,743	5,455
HIV-AIDS Coordination	2,671	2,670	2,670	2,937	3,231	3,715
Expansion of Education Headquarters complex	140,000	300,000	300,000	10,000	10,000	-
<b>Total Cost</b>	<b>172,458</b>	<b>342,455</b>	<b>345,554</b>	<b>49,909</b>	<b>64,700</b>	<b>62,605</b>
<b>Available Resources (Recurrent)</b>	<b>17,757</b>	<b>24,406</b>	<b>26,575</b>	<b>29,092</b>	<b>31,862</b>	<b>36,431</b>
<b>Available Resource (Capital)</b>	<b>2,973</b>	<b>4,390</b>	<b>3,894</b>	<b>4,089</b>	<b>4,294</b>	<b>4,723</b>
<b>Funding Gap</b>	<b>151,729</b>	<b>313,659</b>	<b>315,085</b>	<b>116,728</b>	<b>28,545</b>	<b>21,452</b>
<b>% of ESSP Funded</b>	<b>12</b>	<b>8</b>	<b>9</b>	<b>22</b>	<b>56</b>	<b>66</b>
<b>% of Funding Gap</b>	<b>88</b>	<b>92</b>	<b>91</b>	<b>78</b>	<b>44</b>	<b>34</b>

## 11.4 Planning Capacity

### 11.4.1 Reform of the Planning Unit

MOET recognises that there is need to review the structure of the Ministry in view of the emerging challenges brought about by the declining quality of education and the EFA and FPE quantitative improvements. The Government decision to decentralise educational services management and provision also calls for structural reorientations at the Ministry headquarters and at the districts and school levels. The demand to broaden the partnerships in education and training further justifies the review of the organisational and management structure of MOET. New positions may have to be created in line with new demands. At the centre of the needed changes is the Planning Unit that is expected to assume an even more important facilitative responsibility for planning and marshalling the resources needed for implementing the Strategic Plan. The present lack of capacity of the MOET to provide accurate and up-to-date educational statistics that is vital for policy development and decision-making is being addressed. The Ministry also lacks adequate well-trained and motivated staff in planning, budgeting, statistics, and information management. Presently, the flow of information from MOET to the public and other stakeholders is weak and needs to be strengthened.

In view of the above, the Ministry recognises that the capacity of its Planning Unit has to be strengthened, paying particular attention on the following:

- Clearer definition of its institutional functions and line responsibilities,
- Enhancement of technical know-how among its personnel,
- Clear definition of the form and extent of its interaction with other departments/units within MOET,

- d) Strengthened capacity to release accurate education statistical information in a timely manner, and
- e) Enhanced functional leadership and professional support.

During the Strategic Plan period, the Planning Unit's core functions shall be clarified, focusing attention on the following typical line responsibilities:

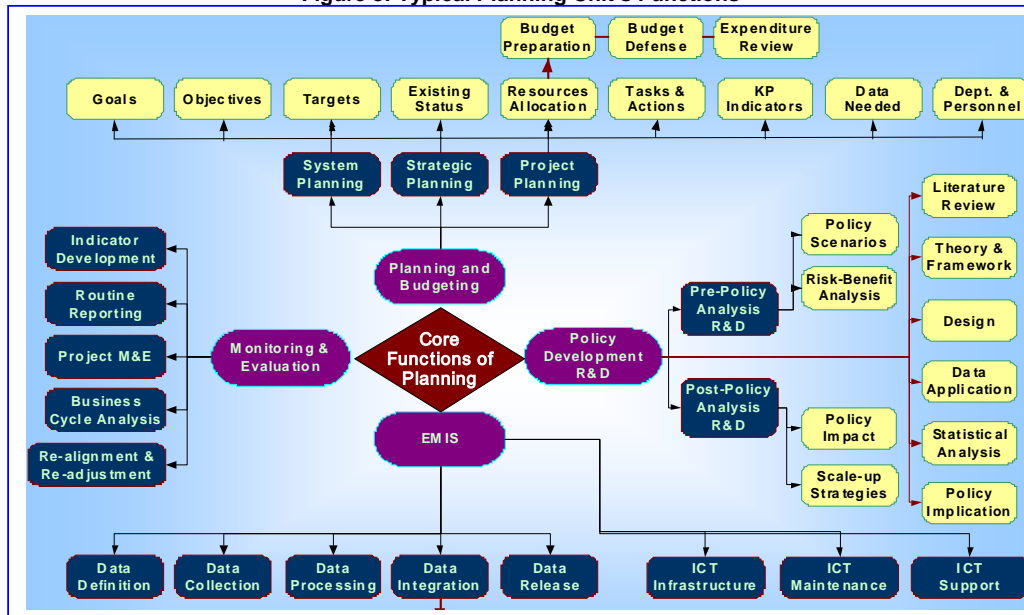
- a) Planning and Budgeting
- b) Contribution to policy development through pre-policy research and analysis
- c) Monitoring and Evaluation
- d) Education management information system

The Unit's education sector planning function shall include school age cohort analysis and forecast; system development capacity and projection; sector budgetary resource estimates; the development of sectoral program indicators; project planning (school sites selection plan, teacher training plan, curriculum development plan, and capital investment project plan); and cost-benefit analysis. Monitoring and evaluation is also an important line responsibility that the Planning Unit shall assume. The Planning Unit's capacity to develop performance indicators shall be enhanced, and so shall be reporting and information sharing functions. MOET's current initiatives to strengthen the Education Management Information System (EMIS) shall be continued, focusing on the Planning Unit personnel's capacity for data definition, collection, processing and integration. Once these capacities are built and strengthened in a sustainable manner, the competence of the Planning Unit in sectoral planning, budgeting, policy research and analysis, monitoring and evaluation, and information management is expected to be enhanced. Figure 8 shows the typical functional responsibilities of a planning department.

For the Planning Unit to effectively assume the responsibilities above, MOET shall take a number of correctional actions. Firstly, the leadership in the Planning Unit shall be strengthened in a manner that would inculcate leadership based on performance management instead of reactive and administrative control. This would entail not only a much clear definition of the functional responsibility of the Unit but also the equipping of the management of the department with the requisite skills and knowledge in planning in the education context. Once this is done, the Ministry would have succeeded in putting in place output-oriented or indicator-based management style that would boost the professional creativity of the Unit's personnel. Rule-based professional and administrative relationship and interaction between the Planning Unit and the other MOET departments shall also be facilitated.

The Planning Unit shall also assume a strategic position in the cultivation of the Ministry's much sought out partnerships with other stakeholders. In the context of this, the implementation of the Strategic Plan activities are expected to be a product of collective action and collaboration between government, co-operating partners and the other stakeholders under the guidance of a restructured and strengthened Planning Unit of MOET.

**Figure 8: Typical Planning Unit's Functions**



Source: Hua, H., 2004, proposed core functions, roles, expectations and structure of Education Planning Unit (Draft), Maseru

#### 11.4.2 Budgeting and Financial Management Improvement

Given the generally slow utilization rate of budgeted resources, the MOET shall work towards the identification of main constraints (institutional, procedural, human resource limitations, etc.) to budget execution. MOET shall also identify the appropriate processes and key variables for monitoring and designing accounting mechanisms that meet the informational needs of the identified monitoring systems. The specification of the roles of different MOET offices in the budgeting process and in tracking public expenditures shall also be made clearer in order to secure a more informed and inclusive budgeting and expenditure control system. To do this meaningfully, it is Government intension to progressively integrate external resources into its budgets. This calls for the alignment of the timing of donor pledges with each other and to the Government budget cycle. It also means the need to progressively merge the present parallel financial management structure that separates Government-funded recurrent budget from 'projects' most of which being externally-funded. This would allow off-budget resources to be better streamlined into sector planning and resource accountability system.

The Sector-wide Approaches (SWAp) attempt to bring donor support to a sector within a common management and planning framework for implementing agreed sector strategy. It's most important feature is that it brings the sector budget back to the centre of policy-making and unifies expenditure management in pursuit of agreed sector objectives. The Government, thus, supports SWAp mechanisms to the extent that they attempt to introduce more coherence in the planning and implementation of development interventions at the sector level. The reasons why the Government accommodates SWAp are multi-fold. Firstly, the Government believes that the efficacy of external assistance is better realized when donors operating in the same field/sector collaborate and harmonize their efforts and build local institutional capacities in the areas of planning, implementing, monitoring and evaluating programmes. Secondly, experience elsewhere has shown that the proliferation of uncoordinated donor projects has placed overwhelming

functional stress on the country's overstretched government bureaucracy. Under SWAp, effective partnerships have emerged, incorporating broad-based stakeholders *beyond* governments.

In the light of the analysis above, the Government intends to pursue the following strategies in the areas budgeting and financial management:

1. To prevent the proliferation of conditions imposed by individual donors on the Government, cooperating partners shall limit their conditionality to the commonly agreed framework, which would guide their individual operations. In this respect, MOET shall facilitate the development of a *Joint Statement of Intent* between the Government and the sector's cooperating partners/donor that would state areas of cooperation and collaboration.
2. The Government shall continue its effort of strengthening its policy-relevant management information systems so as to secure data integrity in planning, budgeting and financial reporting. Through its Education Management Information System (EMIS), MOET shall take advantage of existing advances in IT solutions, focusing on hardware and software acquisition; skills enhancement through training; and communications infrastructure improvement. The role of cooperating partners/donors is particularly required at this level.
3. The Government expects its cooperating partners to programme grants over a multi-year timeframe and concurrently make multi-year funding commitments to enable MOET to better plan its medium term macroeconomic and fiscal projections in the context of MTEF. This would also reduce transaction costs; allow allocation efficiency in education sector spending; increase predictability of aid flows; enhance the effectiveness of sector management; improve monitoring and evaluation; and strengthen financial accountability.
4. In order to fill the major gaps in economic statistics pertaining to the flow of grants to the education sector, all cooperating partners are requested, on agreed regular basis, to make full disclosure of their respective external assistance to the education sector and using reporting formats that are compatible with the MOET's public financial management system. To facilitate this, the Planning Unit of MOET shall develop the standard reporting format.
5. The timing of cooperating partners' financial commitments and disbursements as well as their review processes shall be aligned with MOET's budget cycles and any deviations from this expectation shall be maintained to the bearable minimum.
6. MOET would continue to strengthen its approach to sectoral planning behind PRS, MDGs, Vision 2020, and EFA. This shall mean that all cooperating partners shall formally adopt PRS and this Strategic Plan as the primary guide in their support to the education sector during the period 2005 - 2015.
7. As part of the decentralization deepening process, district-level offices shall be empowered as centres of lower-level education sector development and delivery. Resources shall, therefore, be directed towards this level to enable them handle responsibilities pertaining to education service provision.



8. The Government shall facilitate a more coordinated policy, legislative and regulatory regime for non-state actors in education and training so that their operations are better recorded and their roles fully acknowledged as important partners.
9. MOET's information and data generation capacity shall be strengthened so that accurate, reliable, timely, and user-friendly data that is required for both MOET performance monitoring and broader aspects of policy analysis is readily available. The Ministry recognizes that regional governments' capacity in economic forecasting, programming and strategic planning also depends on the availability of timely and reliable data. The human resource capacity building in this area is to be achieved primarily through training (short- and long-term professional studies; study tours; secondments; training workshops; and on-the-job training).
10. The Government shall ensure that the procedures and timetables for the Education Sector Development Project shall be synchronized with the monitoring and annual reviews of this Strategic Plan so that progress at the ESDP level feeds into the overall Strategic plan performance assessment. The need to dovetail the activities of ESDP into the Strategic Plan calendar and indicators is essential given the fact that the former is not only a sectoral programme/project but, more importantly, it brings together MOET, donors and other stakeholders under consultative frameworks that seek agreement on monitorable indicators for the education sector. ESDP process also includes the conducting of routine reviews whose outcomes are very important for this Strategic Plan's progress.

#### 11.4.3 Efficiency and Cost-sharing Measures

The Government recognises that the prospects for cost sharing and cost-recovery in education are quite limited in Lesotho as a result of the persistently high poverty levels. Notwithstanding this, there is recognition that efficiency gains could still be achievable, particularly in high school, TVET and higher education through cost-sharing school fees, better utilisation of teaching staff, reduced unit costs in infrastructure and learning materials, and improved school planning and management. The potential for partnerships with the private sector at these levels of education and training, through leasing of land, encouragement for local companies to invest in educational facilities, tax incentives, and teacher provision/sharing all provide opportunities for efficiency gains in educational services provision. Relationships with traditional partners such as churches would also be reviewed to optimally share the cost of education. Nevertheless, the financing gap, at least for now, shall continue to demand the involvement of cooperating partners/donors. Another key strategy that MOET shall pursue regards greater efficiency in the deployment and utilisation of teachers and classroom space, including multi-grade teaching and double shift schools. Teachers will be utilised more efficiently in terms of maximising their class contact time in each subject area.

#### 11.4.4 Quality Assurance

One of MOET's greatest challenges during the 2005-2015 Strategic plan period is to enhance the overall quality of education and training in terms of improved learning outcomes. The quality of education shall be assessed through:

- ◆ pupils' performance in the school certificate examination and the targets shall be monitored through continuous assessment and by tracking surveys to determine where school graduates have gone after Form E,
- ◆ regular assessments using, inter alia, competency-based tests,

- ◆ the Primary School Leaving Examinations, JC examinations and Overseas School Certificate (COSC) which shall be reviewed to ensure that they continue to provide quality and efficiency indicators of the education sector,
- ◆ periodically conducted National Assessment Surveys of Learning Achievement that inform the Government of the learning achievement levels and how they change over time in the context of various inputs and contextual issues.

In terms of inputs, curriculum at different levels of education and training shall be assessed and, when necessary, revised to ensure learners' optimal performance. This will be supplemented by improved and revised teachers' guides and learning materials. Comprehensive in-service training of teachers and regular monitoring by inspectors shall also be pursued. Complementary to this, the MOET shall work towards the improvement of materials provision to pupils and teachers and a decentralised procurement and distribution system for textbooks is expected to assist in reaching the targeted pupil book ratios.

During the first two years of the Strategic Plan, a major review of the entire education sector will be made, focusing more on curriculum reform and stronger linkages between life skills at basic education level, training centres under TVET, higher education and the world of work. As part of this exercise, MOET shall develop a framework of competencies that shall be dovetailed into the different levels and courses that the sector is offering across the different institutions. As part of the Ministry's stress on practical programmes and the desire to bridge the 'digital divide,' such fields as design and technology and ICT shall receive emphasis in this regard. As part of the Ministry's emphasis on relevance and as an integral part of the curriculum review process, all high schools shall be required to develop pre-vocational skills and competencies alongside the core subjects. In addition to this, psychosocial life skills such as assertiveness, gender equality, human rights and governance shall be included together with the other cross-cutting issues such as HIV/AIDS, nutrition and environmental education. Teacher education curriculum as well as the syllabi for in-service training programmes shall integrate these new areas. Consequently, changes in teaching style, especially with life skills, will have to be effected.

Quality assurance in educational and training programmes shall be attained through, inter alia, the development of the national module accreditation structure and subsequently a provider and instructor accreditation system particularly in the more practical fields such as those being offered under TVET. The establishment of the National Qualifications Framework (NQF) shall also be effected as part of the quality assurance effort MOET and the establishment of the Lesotho Qualification Authority (LQA) is envisaged. Quality assurance and accreditation guidelines shall also be developed to serve as the national point of reference in educational service provision. The emulation of 'good practices' from other regional and international educational and training institutions shall be part of the quality assurance strategy of the Ministry.

#### 11.4.5 Monitoring and Reporting

MOET recognises the critical importance of monitoring and reporting to the success of this Strategic plan. A special section is presented in Chapter 12 on Monitoring, Reporting and Evaluation. Suffice to note here that the following shall constitute the MOET strategies during the period 2005-2015 in the area of monitoring and reporting:

1. This Strategic Plan shall remain the reference point for monitoring the performance of the education sector. Consequently, the following tenets shall guide action:

- a) In monitoring education sector performance, the Government and donors shall use the performance indicators that are included in this Strategic Plan. This shall continue to entail the tracking of changes in the overall sectoral performance, focusing on impact on access, equity, quality, efficiency and relevance. Where there is genuine need for the introduction of additional monitoring and/or accountability indicators, these shall be added only with the approval of MOET.
  - b) A common monitoring framework shall be agreed upon between the Government and all major stakeholders, including the country's cooperating partners, and the performance indicators shall always be kept simple, specific, measurable, time-bound, achievable, realistic, and easily verifiable.
  - c) The Government would ensure that sector and project reporting and monitoring requirements under ESDP shall feed into the Strategic Plan's overall reporting and monitoring system and that their timing is synchronized with key planning cycles, including the Ministry's budget process and the Strategic Plan's annual progress reviews.
2. Donors shall rely on the Government's financial reporting and monitoring system and would work towards the simplification of these.
  3. Impact Monitoring System shall be strengthened, focusing on (a) the improvement of the relevance and adequacy of the collected data; (b) the timeliness and quality of processing, analysis and publication/dissemination; and (c) the utilization of impact monitoring results in policy-making and resource allocation. In this regard, the monitoring and reporting functions of all the education sub-sectors shall be reviewed to heighten their profile in MOET and to align them better with EFA goals and ideals so that it can more effectively monitor the *impact/outcomes* (not just outputs) of the Government's interventions in the education sector.
  4. The reporting and monitoring communication infrastructure (both hardware and software) shall continue to be strengthened through dial-up connections and access to the Internet. In this regard, MOET shall continue with its on-going enhancement of data/information sharing through the Internet and Wireless Local Area Networks.

#### 11.4.6 Accountability

An effective and well supported auditing function is as one of the most important oversight systems that ensure that public resources, including those originating from cooperating partners, are accounted for. An audit is essentially an ex-post review of the implementing organization's or project's financial statements, financial systems, records, transactions and operations performed by professional accountants for the purpose of providing assurance of accountability, giving credibility to the financial statements and other management reports, identifying weaknesses in internal controls and financial systems, and making appropriate recommendations for improvements. In the average developing country, ministries have internal audit units that undertake a 100 percent compliance validation of all payments in their sphere of control. Independent audits by qualified auditors also provide a valuable additional resource and assurance on the reliability of financial reports.

Presently, although it is subjected to the Auditor General's audits, an Internal Audit function has only recently been introduced to the MOET and will require strengthening especially in readiness for the SWAp approach to financial receipts, reporting and management. Complementary to this, MOET shall ensure that bookkeeping systems are according to the regulations and directives that

govern financial administration in the public sector. Through capacity strengthening, MOET shall ensure that the preparation of financial reports adheres to acceptable accounting standards. The International Public Sector Accounting Standards (IPSASs) issued by the International Federation of Accountants shall serve as an important reference point and the Ministry shall take advantage of these in their accountability enhancement effort. The Ministry shall ensure that financial reporting shall be done at all levels (headquarters, districts and institutions/schools) and that this shall be undertaken on a monthly, quarterly, semi-annual and annual basis. The causes of delays in submitting financial reports shall be addressed as these, in turn, compromise speedy auditing of accounts.

Procurement systems are also an important component of accountability that the MOET shall address. The Government procurement system, largely, conforms to an acceptable international standard on the procurements of goods. The procurement system currently being used by MOET for projects is in line with the procurement guidelines of the World Bank, the ADB and many bilateral donors. MOET's procurement system shall continue to strive to achieve value for money, non-discrimination, transparency, and accountability.

In terms of strategy, MOET shall, during the Strategic Plan period, adhere to the principles and directives of the Public Sector Improvement and Reform Programme in the area of financial accountability, focusing on the following:

1. Explore the possibility of establishing a fully fledged internal audit department within the Ministry. Once established, the development of a comprehensive manual in the areas of financial audit, control audit, performance audit and special investigation shall be facilitated. Training materials shall also be developed to facilitate the provision of intensive training on the application of the manuals. Other interventions in this area shall include the following:
  - a) Strengthen capacity in the area of computer audit and other techniques through recruitment of qualified staff and comprehensive training to meet these capacity requirements.
  - b) Cultivate institutional linkages/network with other audit institutions.
2. OFAG shall conduct project audits in accordance with international auditing standards. In this respect, enhanced effort shall be made to develop and strengthen national audit capacity, systems and procedures.
3. MOET shall review the existing enabling regulations and legislation to ensure that an internal audit department is established in a manner that would allow the Ministry to provide transparent, credible and efficient audits that secure the required information for timely actions.

#### 11.4.7 Stakeholder partnerships

The Government recognises the strategic importance of partnerships in education services delivery. Guided by the 1995 Education Act, the education sector functions through a network of partnership arrangements between the Government, school proprietors (mainly church groups), and the local communities/parents. The Act provides for the involvement of stakeholders other than Government in School Advisory and Management Committees at both the primary and secondary school levels. The Act shall be reviewed to clarify further the roles of the various stakeholders in the provision of education and to be more inclusive of civil society dialogue, planning and implementation of educational programmes under this Plan. The Government meets

teachers' salaries, instructional materials and infrastructure also designs and develops the curriculum that is used in schools and sets both policy and standards. This raises legitimate questions regarding the real meaning of 'ownership' of the school system in Lesotho and does have long-term implications on how the Government's planned physical expansions of schools to enhance enrolments could best be handled. It is increasingly becoming obvious that the operational, if not legislative, relationship between the state and churches with respect to school operations has to be defined.

In this regard, MOET shall use every opportunity to build and nurture networks among the cooperating stakeholders in the education sector. Presently, while there exist considerable opportunity for alliances and more direct forms of interaction among stakeholders in the education sector, the nature and degree of partnerships are, with a few exceptions, still largely informal. It is clear that a number of private sector operators have entered the educational sector but their links to the government system are quite weak. In some cases, the schools are not registered and, thus, operate illegally. Communities, parents, learners, the private sector, NGOs, Community-based organisations, faith-based organisations and the country's cooperating partners/donors collectively constitute important players in the functional network of educational service stakeholders. The role of donors is particularly important in this regard. As more and more cooperating partners enter the educational sector, a better coordinated and harmonized effort is essential to optimally realize the sector goals. The elaboration of the relationship between the Government/MOET and owners of schools, particularly church organisations, shall be pursued during the Strategic Plan period in order to facilitate better partnerships.

The role of the private sector in education and training, focusing on Public-Private-Partnerships (PPP) in educational services provision shall be enhanced. The role of the private sector in those areas where the state is expected to assume less of a provisioning and more of a facilitative function<sup>27</sup> shall be enhanced through a combination of incentives and the creation of an environment conducive for non-state actor entry and operations.

#### **11.4.8 Activities and Target Indicators**

Against the above background, the following shall constitute the 2005-2015 Strategic Plan objectives and activities for planning and monitoring and evaluation interventions of the MOET.

STRATEGIC OBJECTIVES	2005-2015 TARGETS	ACTIVITIES
1. To build the planning capacity of MOET	1.1 A restructured, well-functioning and effective Planning Department in place by 2007 at the latest	1. Restructure the Planning Unit and re-name it as Planning Department
		2. Define more clearly the Planning Department's: <ol style="list-style-type: none"> <li>a. institutional functions and line responsibilities</li> <li>b. the form and extent of its interaction with other departments/units within MOET.</li> </ol>
		3. Strengthen the leadership of the Planning Department to improve its professional support to its key functions
		4. Enhancement of technical know-how among its personnel
		5. Recruiting and train additional planners and EMIS staff
		6. Complete the upgrading of EMIS, e.g. the Educational Geographical Information System (EGIS) and the Educational Facilities Management Facilities

<sup>27</sup> These include in the main TVET, IECCD, Lifelong Learning and higher education.

		<p>7. Improve the data dissemination function of the Planning Department through speedy releases of statistical data and preparation and dissemination of statistical policy briefs</p> <p>8. Train staff on monitoring, reporting and evaluation skills</p> <p>9. Review the implementation of the Medium Term Expenditure Framework (MTEF)</p> <p>10. Explore the utilisation of Sector-wide Approach (SWAp) in planning and resource utilisation</p> <p>11. Strengthen the capacity of the Planning Department in the area of active stakeholder partnership creation.</p>
<p><b>2. To build the institutional capacity of MOET to enable it discharge its mandate more effectively</b></p>	<p>2.1 Capacity building programmes put in place by 2015</p>	<p>1. Facilitate enhanced commitment to <i>teamwork</i> among MOET managers at the headquarters</p> <p>2. Move decisively towards rapid and comprehensive restructuring of the Ministry at all levels</p> <p>3. Establish a dependable management structure at the headquarters with the capacity to spearhead the policy and strategic reforms, including decentralisation</p> <p>4. Strengthen the Ministry's information dissemination function and public relations.</p> <p>1. Strengthen planning systems and capacities in terms of:</p> <p>a) human and institutional capacity improvement</p> <p>b) inculcating improved management culture and styles within a decentralised context</p> <p>c) putting in place a system that accommodates the formation of active stakeholder engagement and networks</p>
<p><b>3. To strengthen budgeting and financial management capacities of MOET</b></p>	<p>3.1 Well functioning decentralised financial management services to district and school levels by 2015</p>	<p>1. Recruit qualified accounting staff</p> <p>2. Develop an integrated financial management system for the education sector</p> <p>3. Train existing staff in accounts and automated accounting systems</p> <p>4. Provide timely, accurate and reliable financial information</p> <p>5. Provide IT equipment and software for accounting and stores purposes</p>
<b>STRATEGIC OBJECTIVES</b>	<b>2005-2015 TARGETS</b>	<b>ACTIVITIES</b>
		<p>6. Train district level officials in financial planning, management and expenditure control/tracking</p> <p>7. Decentralize accounting and stores systems to the districts</p>
	<p>3.2 Revenue collection significantly enhanced by 2015</p>	<p>1. Encourage autonomous and quasi-autonomous learning/training institutions to charge cost-recovery fees for the services that they offer</p> <p>2. Encourage autonomous and quasi-autonomous learning/training institutions to diversify their revenue bases in order to reduce their dependence on state subventions</p> <p>3. Enhance revenue management and collection systems</p>
	<p>3.3 Well established, reliable and</p>	<p>1. Review MOET's budgeting and expenditure control processes in order to improve its accuracy and dependability as a planning tool in the context of MTEF</p>

	efficient budgeting process and expenditure tracking in place by 2015	2. Study the main constraints (institutional, procedural, human resource limitations, etc.) to budget execution with a view to improving the absorptive capacity of the budgeted resources by MOET.
		3. Strengthen, through restructuring, the financial reporting processes within MOET as well as accounting mechanisms so as to meet the informational needs of the Ministry's monitoring systems.
		4. Progressively integrate external resources into the MOET through the merger of the present parallel financial management structure so that off-budget resources are streamlined into sector planning and resource accountability system.
		5. Progressively adopt the Sector-Wide Approach (SWAp) in financial resource receipt, management, reporting, and monitoring. Begin this with entering into a Statement of Intent (SOI) that would be updated every three years and which shall define the Government and development partners' commitment to SWAp.
		6. Strengthen the Ministry's EMIS, exploiting the opportunities offered by IT solutions, focusing on hardware and software acquisition; skills enhancement through training; and communications infrastructure improvement.
		7. Strengthen the financial and operational reporting systems so as to secure policy-relevant information. IT solutions shall be used in the strengthening of reporting processes.
STRATEGIC OBJECTIVES	2005-2015 TARGETS	ACTIVITIES
4. To design a strategy for external resource mobilisation from both the traditional donors and those that are yet to join the sector.	4.1 Resource flow from into the education sector from more cooperating partners significantly increased by 2009	1. Hire a consultant to design a strategy for external resource mobilisation for the Strategic Plan, focusing on the following: <ul style="list-style-type: none"> <li>a) review of the existing donors' aid modalities and procedures</li> <li>b) determine the general expectations of existing and potential donors with respect to what should be in place before financial commitments could be made/enhanced</li> <li>c) establish the sub-sectoral donor preferences</li> <li>d) recommend the donor-MOET consultation and coordination/harmonisation structure that would best allow for effective receipt and management of external resources</li> </ul>

		2. Negotiate with sector cooperating partners/donors to programme grants to the education sector over a multi-year timeframe and concurrently make multi-year funding commitments to enable MOET to better plan its medium term macroeconomic and fiscal projections in the context of MTEF.
<b>5. To design efficiency and cost-sharing measures</b>	5.1 Sources of education and training funding diversified from local institutions and learners	1. Commission a study to look at the best options of diversifying resource generation from within Lesotho, focusing on, but not limited to efficiency gains with respect to resource mobilisation and cost saving in the following areas: a) fees in high school, TVET and higher education b) greater efficiency in the deployment and utilisation of teachers and support staff c) exploitation of multi-grade teaching d) maximisation of teacher class contact time e) better utilisation of classroom space and other facilities f) reduced unit costs in construction and learning materials g) improved school planning and management h) increased private sector entry in education/training provision i) better sharing of responsibilities between MOET and the school 'owners,' mainly church institutions.
<b>6. To move decisively with inspectorate reforms</b>	6.1 Significant system-wide improvements in the quality of education in Lesotho through improved school inspections	1. Rationalise the structure of MOET in the areas of school inspection, focusing on possible restructuring of the current responsibilities of Chief Education Officers (CEOs) in charge of Primary and Secondary education as well as those of Chief Inspector (Field) and Chief inspector (Central) 2. Determine the form and scale of decentralisation with respect to the devolution of inspection responsibilities.
<b>STRATEGIC OBJECTIVES</b>	<b>2005-2015 TARGETS</b>	<b>ACTIVITIES</b>
		3. Facilitate adequate staffing.
		4. Decentralise the Central Inspectorate and assign inspectors of schools to regions/districts
		5. Put in place a performance management system that ensures that inspectors are held accountable for meeting their tasks.
		6. Establish clear reporting guidelines and schedules
		7. Develop well-structured and targeted training programme for inspectors.
<b>7. To secure quality assurance for the education and training programmes</b>	7.1 Overall quality of education and training significantly enhanced in	1. Review the entire education sector, focusing more on curriculum reform and stronger linkages between life skills at basic education level, training centres under TVET, higher education and the world of work. 2. Motivate teachers through comprehensive institutionalisation of career progression structure



	terms of improved learning outcomes	<ol style="list-style-type: none"> <li>3. Continue monitoring learner's performance through Primary School Leaving Examinations, JC examinations and Overseas School Certificate (COSC)</li> <li>4. Conduct periodic National Assessment Surveys of Learning Achievement</li> <li>5. Assess and revise curriculum to ensure learners' optimal performance.</li> </ol>
		<ol style="list-style-type: none"> <li>6. Revise teachers' guides, learning materials and review the curriculum for in-service teacher training to ensure that they meet MOET's standards.</li> <li>7. Improve materials provision to pupils and teachers through decentralised procurement and distribution system for textbooks.</li> <li>8. All high schools to develop pre-vocational skills and competencies alongside the core subjects.</li> <li>9. Include psychosocial life skills cross-cutting issues such as HIV/AIDS, nutrition and environmental education in school curriculum and teacher education</li> <li>10. Develop the national module accreditation structure and a provider and instructor accreditation system</li> <li>11. Establish the National Qualifications Framework (NQF)</li> <li>12. Establish the Lesotho Qualification Authority (LQA)</li> <li>13. Develop quality assurance and accreditation guidelines to serve as the national point of reference in educational service provision.</li> </ol>
<b>8. To strengthen the Monitoring and Evaluation (M&amp;E) and reporting functions of MOET</b>	8.1 A well-functioning M&E system in place by 2015	<ol style="list-style-type: none"> <li>1. Strengthen the capacity of MOET to fully capture the total public expenditure for the education sector through enhancing the lower-level organs' ability to submit accurate expenditures and revenues reports on time</li> <li>2. Develop and agree on a common reporting and monitoring framework and the performance indicators. In this regard, ESDP reporting and monitoring systems shall be synchronised with Strategic Plan's reporting and monitoring system</li> <li>3. Progressively move away from manual to computer-based automated data recording and streamline budget head classifications</li> <li>4. Strengthen impact monitoring system and increase the utilization of impact monitoring results in policy-making and resource allocation.</li> </ol>
<b>9. To strengthen the MOET accountability system</b>	9.1 A functional internal auditing system in place by 2006	<ol style="list-style-type: none"> <li>1. Establish Internal Audit Department</li> <li>2. Once the Internal Audit Department has been established, develop a comprehensive manual in the areas of financial audit, control audit, performance audit and special investigation</li> <li>3. Strengthen capacity in the area of computer audit through recruitment of qualified staff and comprehensive training</li> <li>4. Develop institutional linkages/network with other audit institutions.</li> <li>5. Review existing enabling regulations and legislation to ensure that MOET internal audit system would provide transparent, credible and efficient audits</li> </ol>

	12.2 An efficient procurement system in place by 2006	<ol style="list-style-type: none"> <li>1. Strengthen the efficiency of the MOET procurement system, focusing on achieving value for money, non-discrimination, transparency, and accountability while ensuring that it is executed expeditiously to so as to avoid costly delays.</li> <li>2. Create and maintain an electronic fixed asset register</li> <li>3. Maintain an up-to-date inventory for MOET</li> </ol>
<b>10. To strengthen stakeholder partnerships</b>	10.1 A well established and effective stakeholder network in place by 2015	<ol style="list-style-type: none"> <li>1. Facilitate the bringing together of communities, parents, learners, the private sector, NGOs, Community-based organisations, and the country's cooperating partners/donors into an effective network of education service providers that dialogue often in areas of mutual concern.</li> </ol>
		<ol style="list-style-type: none"> <li>2. Develop a better coordinated and harmonized structure in through which resources from cooperating partners are mobilized, received/reported, utilized, monitored, and impact evaluated.</li> </ol>
		<ol style="list-style-type: none"> <li>3. Review the tripartite relationship between the government, the churches and communities in the provision of education and work towards the development of a Memorandum of Understanding between the Ministry and the owners of schools to redefine roles, responsibilities and modalities of interaction</li> </ol>
		<ol style="list-style-type: none"> <li>4. Enhance the role of the private sector in education and training, focusing on Public-Private-Partnerships (PPP) in educational services provision</li> </ol>

#### **11.4.9 Costing for Planning, Monitoring and Evaluation programme**

Special attention is paid to the costing of activities related to policy development, research and analysis, planning, monitoring and evaluation. Under the SWAPs, the integration of recurrent and development budgets will necessitate the review of the Project Support and Coordination Unit in relation to other MOET programmes by 2007, with a view to rationalise costs and build capacity. Table 31 shows the total cost of planning, monitoring and evaluation over the period 2005-2010 amounts to the tune of M 268,228,000 which constitute 44% of the expected available GOL resources. Table A-20 reveals that most recurrent costs in percentage terms are associated with inspectorate activities while most capital cost are associated with the restructuring of the Planning Unit, policy development, and data collection through Geographic Information and System and Education Management Information System.

**Table 31: Full cost of education provision under the strategic plan on the Planning, Monitoring and Evaluation Budget (in M1000)**

	2005/06	2006/7	2007/8	2008/9	2009/10	2014/15
<b>Recurrent Costs</b>						
Primary Inspectorate	6,000	7,000	8,000	8,400	8,820	9,702
Secondary Inspectorate	4,000	5,000	6,000	6,300	6,615	7,277
Project Support and Coordination Unit	500	1,000	2,000	-	-	-
Education Planning, Monitoring and Research	3,000	5,000	7,000	7,700	8,470	9,317
<b>Capital costs</b>						
Primary Inspectorate	3,000	5,000	8,000	8,400	8,820	9,702
Secondary Inspectorate	2,000	4,000	6,000	6,300	6,615	7,277
Project Support and Coordination Unit	10,000	15,000	15,000	-	-	-
Education Planning, Monitoring and Research	10,000	12,000	15,000	15,750	16,538	18,191
<b>Total Cost Planning, M &amp; E</b>	<b>38,500</b>	<b>54,000</b>	<b>67,000</b>	<b>52,850</b>	<b>55,878</b>	<b>61,465</b>
<b>Available GOL Recurrent resources</b>	<b>9,450</b>	<b>12,600</b>	<b>16,100</b>	<b>15,680</b>	<b>16,734</b>	<b>18,407</b>
<b>Available GOL Capital resources</b>	<b>9,999</b>	<b>10,117</b>	<b>9,575</b>	<b>10,053</b>	<b>10,556</b>	<b>11,612</b>
<b>Funding Gap</b>	<b>19,051</b>	<b>31,283</b>	<b>41,325</b>	<b>27,117</b>	<b>28,588</b>	<b>31,447</b>
<b>% of ESSP Funded</b>	<b>51</b>	<b>42</b>	<b>38</b>	<b>49</b>	<b>49</b>	<b>49</b>
<b>% of Funding Gap</b>	<b>49</b>	<b>58</b>	<b>62</b>	<b>51</b>	<b>51</b>	<b>51</b>

PART THREE

*Implementation Framework and  
Financing*

## *Implementation Framework*

---

---

### **12.1 Introduction**

The Vision of the Ministry of Education and Training is “*Basotho shall be a functionally literate society with well grounded moral values and adequate scientific and technical skills by the year 2020.*” In order to realise this Vision, the MOET has formulated this ten-year Strategic Plan that covers the period 2005-2015. In terms of many of its targets, the Plan takes into account the strategic targets of the Millennium Development Goals (MDGs), Education For All (EFA), and Universal Basic Education (UBE). This Chapter aims to provide the basis for a coordinated approach during the implementation of the Strategic Plan and enlists the involvement, in an inclusive manner, of various stakeholders.

In implementing the Strategic Plan, the MOET shall target five strategic outputs and all interventions shall use these as the principal reference point towards the attainment of the sector’s Mission. These are:

- a) Access
- b) Equity
- c) Quality
- d) Efficiency
- e) Relevance

### **12.2 Prioritisation and Phasing of the Strategic Plan**

#### **12.2.1 Prioritisation**

In implementing the Strategic Plan, resource allocation prioritisation shall be guided, primarily by the EFA principle that takes basic education as a human right. In this regard, the attainment of universal basic education shall constitute the top-most priority, beginning with access to quality Free Primary Education. In this respect, the provision of *free, compulsory* and *quality* primary education shall be top priority at the level of Government resource allocation. The delivery of *skills development* through improvement in the quality and relevance of education shall constitute the second most important priority. In this regard, the reorganisation/restructuring of TVET to align it to the emerging challenges of an expanding economy, focussing on skills-based human resource development shall be particularly targeted. As a preparatory process towards this ideal, the school curriculum shall be enriched with technical and vocational subjects that would better prepare the graduates to the world of work and productivity. The strengthening of comprehension of mathematics and sciences, to the extent that these are essential for enhanced technical orientation of primary and secondary school graduates, shall be given priority. The role of other stakeholders, particularly the private sector, in service provision in education and training shall be vigorously pursued for both the improvement of the relevance of the school system and the need to harness available resources in the improvement of educational services delivery.

#### **12.2.2 Phasing**

While the extent that the speed of the Strategic Plan implementation shall be dependant on resource availability (both human and financial), the actual phasing of interventions shall be defined in Annual Work Plans. Notwithstanding this, the reorganisation of the Ministry, including the

decentralisation of functions to the district levels, shall receive top priority during the early stages of the implementation of the Strategic Plan.

### **12.3 Strategic Plan Implementation Structure**

In the spirit of partnership and information sharing, MOET management shall, firstly, orient all officers within the Ministry to the contents and process of the Strategic Plan. After this, secondly, the Strategic Plan shall be disseminated to local and external stakeholders, defining its main components/targets, and enlisting support for those targets. The functional relationships of different stakeholders shall be further redefined and the modalities of cooperation agreed upon through consultative processes.

The magnitude of the challenges identified in this Strategic Plan mean that its implementation has to be a product of collective action and collaboration between the Government, co-operating partners/donors, the private sector, and the other stakeholders under the guidance of the MOET Principal Secretary, supported by the strengthened Planning Unit of the Ministry. In this regard, the Strategic Plan's implementation, supervisory, and monitoring structure shall be developed in a manner that would provide guidance in (a) strategy direction; (b) activities coordination; (c) implementation sequencing; (d) the monitoring of implementation; and (e) periodic impact assessments. The Ministry shall ensure that crosscutting issues that are usually not housed in any particular department of unit shall be accommodated through the consultative mechanisms that shall guide the implementation of the Strategic Plan. These include the more over-arching aspects of human resource development, educational relevance, decentralisation, equity/gender, HIV and AIDS, and advocacy/sensitisation.

The existing programmes/departments shall constitute the Strategic Plan's implementation organs and the existing committees under the various programmes shall be realigned to the targeted goals, objectives and activities of the Strategic Plan. In this regard, by internalising the strategic plan implementation into the existing MOET structures, only very few committees/forums may be established, especially those that aspire to bring cooperating partners and other stakeholders closer to MOET at the level of implementation and monitoring the Strategic plan activities. It is, nevertheless, noteworthy that the Ministry, as it is restructured and strengthened in the context of the on-going public sector reforms, new systems may emerge that could alter the implementation structure of the Strategic Plan. At the national consultative level, the National Forum for Education shall be established that shall bring together all partners in educational services provision to review the Strategic Plan bi-annually.

There will be Annual Work Plans that shall define in detail the sub-sectoral activities, functional responsibilities of the various players, annual targets, and the Ministry's resource envelopes as they annually become known from the Government budget. Moreover, in order to better integrate Government resources with those derived from cooperating partners, the Ministry shall strive to synchronise donor pledges to the Ministry's financial cycle, an aspect that would be a feature of the SWAp approach. The consultative mechanisms between the Ministry and the cooperating partners/donors in the education sector shall be developed around the SWAp principles highlighted above.

### **12.4 Monitoring, Reporting and Evaluation**

Effective reporting and monitoring of the activities of a strategic plan are critical functions of delivery. Firstly, these processes provide essential data and insights for drawing lessons, priority setting and forward planning. Secondly, they offer the assurance that funds are used for agreed purposes. Financial reporting, in particular, entails the recording of financial information/data that

relates to management and project/programme resources with a view to maintaining an account of how and where the resources are applied. Good quality financial reporting is critical to the effective implementation of the Strategic Plan and to accountability in the use of resources. Equally noteworthy, the integrity of MOET's financial reporting has a bearing on the degree to which cooperating partners may have faith in the system before they can consider providing increased resource support to the education sector, in general, and getting involved in SWAps, in particular. There is a distinction between *implementation monitoring* that involves oversight at the level of processes and the registered progress with respect to the timely use of the budgeted resources; and *results monitoring*, which concerns the measurement of results and the attainment of the set objectives. MOET is interested in both.

In the light of the above, MOET shall work towards strengthening the reporting and monitoring systems in a way that would allow it to fully capture the total public expenditure for the education sector whether Government or donor-funded. To expedite this process, MOET shall work towards ensuring that lower-level organs submit their expenditures and revenue reports on time by demanding timely submissions and by progressively moving away from manual to computer-based automated recording. The streamlining of budget classifications (particularly between recurrent and capital expenditure) would also improve the integrity of consolidated data. In order to improve upon the reporting and monitoring functions during the Strategic Plan period, the following shall constitute the MOET strategies during the Strategic Plan period 2005-2015

1. This Strategic Plan shall remain the reference point for monitoring the performance of the education sector. Consequently, the following tenets shall guide action:
  - a) In monitoring education sector performance, the Government and cooperating partners shall use the performance indicators that are included in this Strategic Plan. This shall entail the tracking of changes in the overall sectoral performance, focusing on impact on access, equity, quality, efficiency and relevance. Where there is genuine need for the introduction of additional monitoring and/or accountability indicators, these shall be added only with the approval of MOET.
  - b) A common monitoring framework shall be agreed upon between MOET and all major stakeholders, including the country's cooperating partners, and the performance indicators shall always be kept simple, specific, measurable, time-bound, achievable, realistic, and easily verifiable.
  - c) MOET would ensure that sector and project reporting and monitoring requirements under ESDP shall feed into the Strategic Plan's overall reporting and monitoring system and that their timing is synchronized with key planning cycles, including the Ministry's budget process and the Strategic Plan's annual progress reviews.
2. Cooperating partners shall rely on the Government's financial reporting and monitoring system and would work towards the simplification of these.
3. Impact monitoring system shall be strengthened, focusing on (a) the improvement of relevant data collection; (b) the timeliness and quality of processing, analysis and publication/dissemination; and (c) the utilization of impact monitoring results in policy-making and resource allocation. In this regard, the monitoring and reporting functions of all the education sub-sectors shall be reviewed to heighten their profile in MOET and to align them better with EFA goals and ideals so that it can more effectively monitor the *impact/outcomes* (not just outputs) of the Government's interventions in the education sector. The strengthening of the Planning Unit in this respect shall receive priority attention.

4. The reporting and monitoring communication infrastructure (both hardware and software) shall continue to be strengthened through dial-up connections and access to the Internet. In this regard, MOET shall continue with its on-going enhancement of data/information sharing through the Internet and Wireless Local Area Networks.

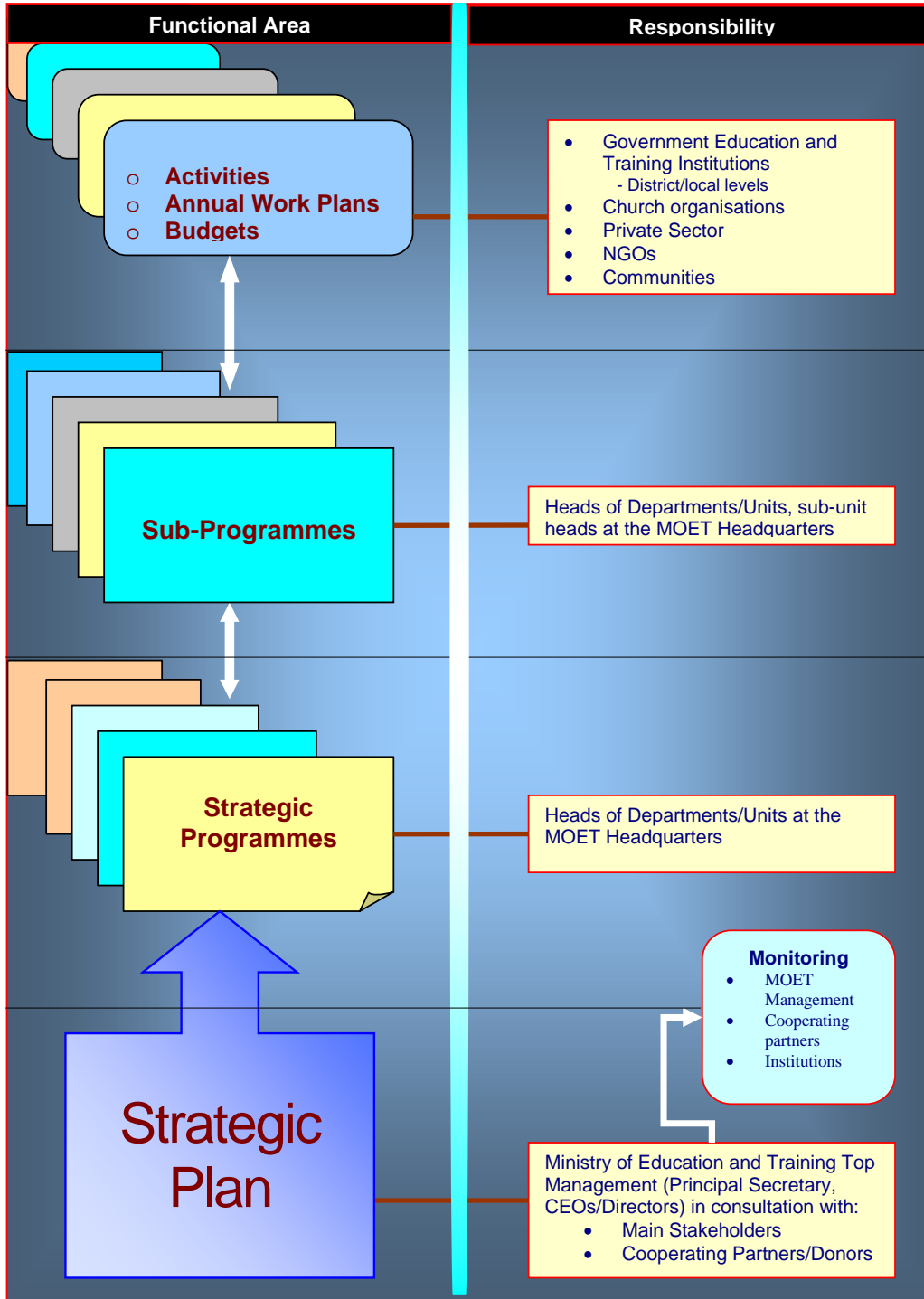
At the more practical level, the monitoring processes shall use, as the main point of reference, the indicators and targets that are defined in this Strategic Plan's Implementation Framework (see below) as well as in the more detailed *Annual Work Plans* that shall operationalise the Strategic Plan. The regular meetings of the top and middle management staff of MOET will secure the monitoring of planned activities on a day-to-day basis. To enlist the input of participation of cooperating partners in monitoring the implementation of the Strategic Plan, MOET shall institute Joint Strategic Plan Reviews (JSPRs) every six months. Monitoring will also be carried out as one of the main functions of the District Education Offices and respective managements and boards at the school/learning institution levels. Each monitoring body shall produce quarterly reports that will include details of progress, financial expenditure profiles and actions to be taken forward. The quarterly reports will form the basis of the Ministry's Annual Reports on the Strategic Plan that shall be shared with all other stakeholders. The results of each Annual Work Plan will be reflected in the MOET Annual Reports and the overall progress will be tracked against the objectives, indicators and targets as set in this Strategic Plan. A Mid-Term Evaluation of the Strategic Plan shall be carried out in the fifth year of the Plan implementation (i.e. 2010). This evaluation will include an impact assessment of the main activities of the Strategic Plan, set against the Ministry's overall goals and sub-sector goals and objectives within the 2005-2015 timeframe. Figure 9 presents a rough guide to the Strategic Plan implementation process.

5. The following selection of indicators will be used to assess ESSP implementation progress during joint annual consultative meetings between GOL – MOET and development partners:

- a) **Access indicators:** these include, amongst others, gross enrolment ratio, net enrolment ratio, apparent intake ratio, net intake ratio.
- b) **Efficiency indicators:** promotion, transition, repetition, dropout and completion rates.
- c) **Quality indicators:** these include amongst others, pupil : teacher ratio, pass rates, national performance per subject per grade, pupil : classroom ratio, pupil : qualified teacher ratio, pupil : textbook ratio per subject per grade
- d) **Financial indicators:** these include, inter alia, budgetary performance indicators with respect to revenue, recurrent and capital. These also include absorptive capacity indicators such as funds utilization rates and triggers.
- e) **Output indicators / contract performance indicators:** these include, amongst others, indicators relating to consultancies, goods and equipment, civil works, service delivery.



Figure 9: Strategic Plan Implementation Process



## **12.6 Implementation Framework**

Taking into account the above considerations, the Strategic Plan *Implementation Framework* constitutes the basis for Strategic Plan implementation and defines the broad output targets; performance indicators; means of verifying achievements; and who shall be the main actor during implementation. This Framework's performance indicators are useful for establishing the Plan's outputs and form the basis of impact /outcome assessment. The Framework is presented in generic terms and should be read in conjunction with the strategic objectives, goals and activities that are presented in detail under each sub-sector and cross-cutting issues under the respective Chapter of the Strategic Plan.

The Implementation Framework shall form the basis for developing *Annual Work Plans* at levels of implementation. The Annual Work Plan shall guide actual implementation while the Strategic Plan only presents strategic goals and objectives as well as indicative activities. Annual Work Plans shall be prepared at the operational/functional levels (e.g. at the Ministry headquarters for those activities of strategic nature, at the educational institutional level, at the district level, etc.). All the activities that shall be implemented annually shall focus of the realisation of one or more of the Strategic Plan's four strategic outputs, namely, access, equity, quality, efficiency and relevance. As a general guide, *Annual Work Plans* shall give the following details:

- a) Sub Sector objectives/ targets
- b) Programme and its strategic objective(s)
- c) Main activities covering the Strategic Plan period (2005-2015)
- d) Sub activities, giving yearly activities to be identified by each level of implementation
- e) Budget (giving source: GOL, pool/donor and /or other source)
- f) Timeline for the specific year
- g) Annual Target
- h) Implementation modality

The Strategic Plan Implementation Framework for the period 2005-2015 is presented in the log frame matrix in the following pages. In the matrix, sub-sector outputs are presented under the main Strategic Plan outputs of Access/Equity, quality, and relevance. The matrix begins with the more generic outputs that are planned for the Strategic Plan period, guided by the 2015 targets.

## *Costing and Financing of the ESSP*

---

---

### **13.1 Rationale for ESSP Costing and Financing**

Prior to the development of this ESSP the conventional way of determining the costing and financing of recurrent and development programmes was based firstly, on the historical expenditure patterns, actual expenditures and projected out-turns. The budget allocation process was not taking into account policy reforms, structural changes and emerging development needs and challenges. Secondly, the budget allocations were done based on available resources on the part of recurrent expenditure while on the part of capital expenditure GOL would allocate actual and fictitious resources. Fictitious resources are that part of the budget allocation for which the GOL is yet to mobilize resources externally and for which no commitment has been secured from any development and cooperating partner. This led to an element of uncertainty as to whether a development programme would be fully or partially implemented. The GOL capital budget allocations were done on a project by project basis and on a donor by donor basis. Since most of the projects were donor driven, different donor policies, management, operational and reporting procedures had to be followed and the GOL had to respond to the business cycles of different development and cooperating partners. All these led to problems of lack of coordination, time management and disorder in planning and managing the national development process, inefficiency and ineffectiveness in implementation of development projects and programmes. Thirdly, different Lesotho economic and social sectors were operating in an ad hoc manner, without robust sectoral policies and strategies. This made it difficult for development and cooperating partners to channel their resources properly by synchronizing their policies with those of the GOL, especially when they were developing country support strategy programmes.

In order to correct the above mentioned situation the GOL – MOET decided to develop an The costing methodology takes cognizance of the fact that the Strategic Plan is in conformity with the national Constitution and education sector wide strategic plan as a main policy document with a detailed education sector investment programme covering the period 2005/6 to 2014/15. The plan is expected to be realized through medium term expenditure framework using sector wide approach, public expenditure management and public expenditure review

The methodology of costing and financing the Lesotho Education Sector Strategic Plan (ESSP) is based on the Government of Lesotho (GOL) policy of providing accessible, relevant and high quality education for all in the country. The methodology takes into account proper and sector wide planning and implementation of focused and targeted development programmes. The methodology takes cognizance of the fact that the ESSP is reinforcing the Free Primary Education (FPE) Strategy with respect to provision of packages for teaching and learning materials, core textbooks, school feeding, school infrastructure facilities, school maintenance and qualified teachers. The methodology also takes into account the fact that the ESSP serves as an important guide to the Ministry's activities and it provides basic input to the development and implementation of Medium Term Expenditure Framework (MTEF), Sector-Wide Approach (SWAP), Public Expenditure Management and Public expenditure Review (PER).

The costing and financing methodology takes cognizance of the fact that the Strategic Plan is in conformity with the national constitution and legislation, the Lesotho Vision 2020, Lesotho Poverty Reduction Strategy (PRS), the Public Sector Improvement and Reform Program (PSIRP), Education for All, the Millennium Challenge Account, Millennium Development Goals (MDGs) and other education and training related, regional and international protocols, treaties, agreements, declarations and conventions. The costing methodology takes into account the fact that the strategic plan is a product of widespread and comprehensive consultations, covering different consulting firms, grassroots communities, different GOL ministries and departments, civil society, NGOs, the private sector, development and cooperating partners.

An ESSP – SWAP donor coordination conference was held successfully in Maseru Lesotho in September 2004. During the conference, the ESSP document and the SWAP Study report were presented in detail. In-depth discussions and comprehensive consultations took place. The discussions and consultations included, amongst others, the successfully on-going reforms regarding development and implementation of Medium Term Expenditure Framework (MTEF) and Public Expenditure Review (PER). Towards the closure of the conference, a Statement of Intent for economic cooperation was signed between development partners and GOL – MOET. One of the major conclusions and recommendations of the conference was that there should be greater predictability of internally and externally mobilized resource flow into the education and training sector, guided by the Strategic Plan priorities. This would best be realized through agreeing on financial commitments over a multi-year timeframe, accompanied by multi-year funding commitments to enable MOET better plan its medium term macroeconomic and fiscal projections in the context of MTEF. This would also reduce transaction costs; allow allocation efficiency in public spending; increase predictability of aid flows to the sector; enhance the effectiveness of MOET financial management; improve reporting, monitoring and evaluation; and strengthen domestic accountability.

### **13.2 Costing Methodology**

The costing methodology has been enriched by the comments, tit-bits of advice, conclusions and decisions made during the September 2004 ESSP – SWAP donor coordination conference. The crux of the costing methodology is as follows:

**Firstly**, the linkages and integration of ESSP and MOET MTEF figures were established. The rationale and philosophy behind this is that the ESSP is practically realized through development and implementation of three-year rolling MTEF programmes using, amongst others, Sector Wide Approaches. For this reason, the first three years of the Plan (2005/06 – 2007/08), available resources are based on approved financial estimates.

**Secondly**, since on the one hand the MOET recurrent budget MTEF figures are based on recurrent budget sectoral ceilings set by the Ministry of Finance and Development Planning (MOFDP); and on the other hand the MOET capital budget MTEF figures are based on the overall national capital budget ceiling also set by MOFDP, the ESSP costs are adjusted by GOL sectoral financial capability factor, i.e. what the GOL actually affords over a sectoral submission, or sectoral programme cost contribution factor. This is computed as the amount allocated to a programme in the MTEF budget submission over the overall MTEF budget submission of the Ministry in a particular category of expenditure (e.g. capital) in a particular financial year. The cost contribution factor is used mainly to determine capital expenditure while financial capability factor is used to determine recurrent expenditure. For example, since the financial capability factor used to determine available annual recurrent budget is 0.7, this implies that the GOL is expected to be able

to afford only 70% of the expected annual ESSP recurrent costs throughout the education sector strategic plan period as reflected in Table 32 and Table 33 respectively.

**Thirdly**, the figures on National Manpower Development Secretariat (NMDS) cover bursaries for all educational levels except IECCD and Non Formal Education. Of the total financial resources allocated to NMDS by MOFDP for bursaries, M300 million goes to senior secondary education, TVET and higher education while the remainder goes to basic education (i.e. primary and junior secondary) every year during the period 2005/6 to 2014/15.

**Fourthly**, whereas the MOET MTEF budget submission was constrained by ceilings set by MOFDP, the ESSP figures are on the higher side thus reflecting the actual recurrent and capital needs of the MOET. This helps to better determine the scope and magnitude of the funding gap requirements. Activities emanating from the ESSP that are not part of the current budget lines are indicated and costed separately under each programme.

**Fifthly**, the costing for activities of cross-cutting nature is explicitly expressed in individual education sector programmes. For example, HIV and AIDS activities are costed under every programme except Planning, Monitoring and Evaluation which is taken care of under Institutional and Systems Development and Maintenance Programme. The HIV and AIDS activities include, amongst others, the following:

- HIV and AIDS policy development and implementation
- Revision of curricula to incorporate HIV and AIDS
- Training of education administrators, educators, school management committees and boards
- Establishment of HIV and AIDS counselling VCCT centres and training of HIV and AIDS counsellors
- HIV and AIDS propagation, e.g.\_ workshops and awareness campaigns
- Distribution of HIV and AIDS preventive materials, ARVs and micro-nutrients

**Finally**, a more detailed cost breakdown of the ESSP recurrent costs is done in order to express explicitly the share of each individual programme in the total ESSP recurrent costs in absolute and in relative terms in each financial year over the period 2005/6 to 2014/15. This helps to establish how the GOL – MOET intends to address benchmarks and triggers set out under ongoing projects between Lesotho and some of the development and cooperating partners. This point is supported by figures in Table 34 and Table 35 respectively.

**Table - 34 ESSP Recurrent Costs by Programmes for 2005/6 - 2014/15 FYs (M1000)**

FINANCIAL YEAR	2005/6	2006/7	2007/8	2008/9	2009/10	2014/15
<b>Basic Education</b>	630,533	700,255	829,433	892,925	957,862	1,042,401
<b>Senior Secondary Education</b>	228,683	260,940	291,810	318,889	348,620	383,672
<b>Technical &amp; Vocational Education &amp; Training</b>	30,100	35,799	43,618	44,980	46,478	48,949
<b>Teacher Education, Support &amp; Supply</b>	41,783	48,642	59,124	63,151	67,506	73,856
<b>Higher Education</b>	428,386	434,568	441,108	447,837	454,901	462,598
<b>Curriculum Development, Assessment &amp; Education Support</b>	15,300	19,600	24,900	25,995	27,145	29,559
<b>Planning, Monitoring and Evaluation</b>	13,500	18,000	23,000	22,400	23,905	26,296
<b>Special Education Programmes</b>	18,228	24,950	30,883	36,864	42,087	49,636
<b>Institutional and Systems Development and Maintenance</b>	25,367	34,865	37,964	41,560	45,516	52,044
<b>Total ESSP Recurrent Costs</b>	1,431,879	1,577,619	1,781,840	1,894,601	2,014,019	2,169,011
<b>Available GOL Resources</b>	<b>1,002,315</b>	<b>1,104,333</b>	<b>1,247,288</b>	<b>1,326,221</b>	<b>1,409,813</b>	<b>1,518,308</b>
<b>Funding Gap</b>	429,564	473,286	534,552	568,380	604,206	650,703
<b>Percentage Funding Gap %</b>	30	30	30	30	30	30

**Table - 35 Percentage ESSP Recurrent Costs by Programmes for 2005/6 - 2014/15 (M1000)**

FINANCIAL YEAR	2005/6	2006/7	2007/8	2008/9	2009/10	2014/15
<b>Basic Education</b>	44.04	44.39	46.55	47.13	47.56	48.06
<b>Senior Secondary Education</b>	15.97	16.54	16.38	16.83	17.31	17.69
<b>Technical &amp; Vocational Education &amp; Training</b>	2.10	2.27	2.45	2.37	2.31	2.26
<b>Teacher Education, Support &amp; Supply</b>	2.92	3.08	3.32	3.33	3.35	3.41
<b>Higher Education</b>	29.92	27.55	24.76	23.64	22.59	21.33
<b>Curriculum Development, Assessment &amp; Education Support</b>	1.07	1.24	1.40	1.37	1.35	1.36
<b>Planning, Monitoring and Evaluation</b>	0.94	1.14	1.29	1.18	1.19	1.21
<b>Special Education Programmes</b>	1.27	1.58	1.73	1.95	2.09	2.29
<b>Institutional and Systems Development and Maintenance</b>	1.77	2.21	2.13	2.19	2.26	2.40
<b>Total ESSP Recurrent Costs</b>	100.00	100.00	100.00	100.00	100.00	100.00

### 13.3 Overall ESSP Costing

The overall ESSP costing is reflected in Table 32 below. The current MTEF is developed under a Strategic Plan that envisages additional recurrent services at increased enrolment levels over and above significant once off development costs. This results in average funding gaps of about 48% per annum over the period 2005/6 to 2009/10. Even with efficiency savings from quality improvements, and even after some current activities are discontinued, it is clear that significant additional resources would be required. Table 32 reveals that the total ESSP cost over the 2005/06 - 2009/10 period is to the tune of M13,180,519,320.00 of which M6,089,970,600.00 or 46 % is the expected available recurrent resources; M769,785,500.00 or 6 % is the expected available capital resources; and M6,320,763,210.00 or 48 % is the expected funding gap requirements of both recurrent and capital nature. A midterm review between the GOL and development and cooperating partners will be carried out during the 2009/10 financial year to take into consideration the cost implication for the remaining period of the Strategic Plan.

The distribution of ESSP costs in percentages is shown in Table 33 below. The distribution is driven by the fact that a number of activities are phased; therefore the high cost of infrastructure development over the middle costing period and the cumulative impact of increased access in basic education is particularly on account of the introduction of cost reduction measures for junior secondary education which represents a marked expansion in terms of enrolment numbers from 2007 school year. The highest contributions to ESSP costs over the ESSP period are associated with improvements in access and quality in Basic Education and Senior Secondary Education. The provision of TVET infrastructure facilities and the provision of HIV and AIDS protective and preventive materials including, inter alia, ARVs and micro-nutrients to education sector are other major items which contribute considerably to the ESSP costs. Together these items are expected to constitute 53.0%, 60.6% and 64.2 % of the ESSP costs in 2005/6, 2008/9 and 2014/15 financial years respectively. The third highest contributor to the ESSP costs is higher education, mostly on account of the cost of expanding access. Given the high need for qualified teachers at primary and secondary levels, the need to expand teacher development programmes bears a significant contribution to the higher education budgetary allocation. These costs are borne mainly through the NMDS budget, subventions, allocations for capital construction and implementation of transformation programmes. It is worth mentioning that the ESSP costing by individual MOET programmes is covered in the relevant sections of this plan.

**TABLE 32: OVERALL COST OF EDUCATION SECTOR STRATEGIC PLAN (in M1000)**

FINANCIAL YEAR	2005/6	2006/7	2007/8	2008/9	2009/10	2014/15
<b>Basic Education</b>	804,332	909,325	1,058,627	1,143,845	1,232,326	1,355,430
<b>Senior Secondary Education</b>	271,353	306,675	343,232	374,733	409,290	451,853
<b>Technical &amp; Vocational Education &amp; Training</b>	49,100	110,799	126,618	137,680	93,148	99,854
<b>Teacher Education, Support &amp; Supply</b>	180,783	216,642	242,124	209,051	220,601	236,107
<b>Higher Education</b>	515,286	562,168	569,918	492,993	501,536	491,702
<b>Curriculum Development, Assessment &amp; Education Support</b>	19,300	28,600	36,900	38,595	40,375	44,112
<b>Planning, Monitoring and Evaluation</b>	38,500	54,000	67,000	52,850	55,878	61,465
<b>Special Programmes: UNESCOM, Prince Mohato, Special Ed., IECCD, LLL</b>	72,978	104,710	125,753	134,744	153,077	169,036
<b>Institutional and Systems Development and Maintenance</b>	172,458	342,455	345,554	149,909	64,700	62,605

<b>Total Cost of ESSP</b>	<b>2,124,089</b>	<b>2,635,374</b>	<b>2,915,726</b>	<b>2,734,400</b>	<b>2,770,931</b>	<b>2,972,166</b>
<b>Available GOL Recurrent Resources</b>	<b>1,002,315</b>	<b>1,104,333</b>	<b>1,247,288</b>	<b>1,326,221</b>	<b>1,409,813</b>	<b>1,518,308</b>
<b>Available Capital Resources</b>	<b>125,570</b>	<b>158,100</b>	<b>154,200</b>	<b>161,910</b>	<b>170,006</b>	<b>187,006</b>
<b>Total Funding Gap (R+C)</b>	<b>996,204</b>	<b>1,372,941</b>	<b>1,514,238</b>	<b>1,246,269</b>	<b>1,191,112</b>	<b>1,266,852</b>
<b>Funding Gap – Recurrent</b>	<b>429,564</b>	<b>473,286</b>	<b>534,552</b>	<b>568,380</b>	<b>604,206</b>	<b>650,703</b>
<b>Funding Gap – Capital</b>	<b>566,640</b>	<b>899,655</b>	<b>979,686</b>	<b>677,889</b>	<b>586,907</b>	<b>616,149</b>
<b>% of ESSP Funded</b>	<b>53</b>	<b>48</b>	<b>48</b>	<b>54</b>	<b>57</b>	<b>57</b>
<b>% of Funding Gap</b>	<b>47</b>	<b>52</b>	<b>52</b>	<b>46</b>	<b>43</b>	<b>43</b>

NB: Available GOL Capital Resources include external donors who are currently participating in the education sector.

**TABLE 33: SHARE OF EDUCATION SECTOR PROGRAMMES IN THE ESSP (%)**

<b>FINANCIAL YEAR</b>	<b>2005/6</b>	<b>2006/7</b>	<b>2007/8</b>	<b>2008/9</b>	<b>2009/10</b>	<b>2014/15</b>
<b>Basic Education</b>	37.87	34.50	36.31	41.83	44.47	45.60
<b>Senior Secondary Education</b>	12.78	11.64	11.77	13.70	14.77	15.20
<b>Technical &amp; Vocational Education &amp; Training</b>	2.31	4.20	4.34	5.04	3.36	3.36
<b>Teacher Education, Support &amp; Supply</b>	8.51	8.22	8.30	7.65	7.96	7.94
<b>Higher Education</b>	24.26	21.33	19.55	18.03	18.10	16.54
<b>Curriculum Development, Assessment &amp; Education Support</b>	0.91	1.09	1.27	1.41	1.46	1.48
<b>Planning, Monitoring and Evaluation</b>	1.81	2.05	2.30	1.93	2.02	2.07
<b>Special Programmes</b>	3.44	3.97	4.31	4.93	5.52	5.69
<b>Institutional and Systems Development and Maintenance</b>	8.12	12.99	11.85	5.48	2.33	2.11
	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>

The most significant *additional cost* arises from the activities envisaged in the Basic Education Strategic Area, followed by Senior Secondary and other. This is to be expected, since given the high enrolment numbers compared to other sectors; every improvement envisaged carries a high cost. The third highest contributor to additional costs is the tertiary area, mostly on account of the cost of expanding access (both the cost borne by the NMDS budget and through the subvention on the education ministry budget) and on account of a capital construction and transformation programmes at the NUL and the LP. The fourth largest contributor is the Teacher Education and Supply Area, on account of the cost of additional teacher provision and training of untrained and under-qualified teachers. The fifth largest contribution comes from TVET, where it is driven by the envisaged additional TVET facilities.

### **13.4 FUNDING GAP**

Table-36 and Table-37 show the ESSP overall funding gap and the funding gap by individual MOET programmes in both absolute and relative terms. The overall funding gap over the strategic plan period 2005/6 to 2009/10 amounts to the tune of M 6,320,763,000.00. The highest contributing programmes are Basic Education, Higher Education and Senior Secondary Education respectively.



The share of Basic Education is expected to increase from 29.13 % of the total funding gap in 2005/6 to 37.42% in 2009/10. The share of Higher Education is expected to decrease from 19.90 % in 2005/6 to 14.78 % in 2009/10 while Senior Secondary Education is expected to rise from 9.80% to 12.12%. The overall ESSP funding gap and the gap by individual programmes help the existing and potential development and cooperating partners to identify areas of possible financing in close consultation and collaboration with the Government.

**Table - 36 Funding Gap by Education Sector Programmes for the Period 2005/6 - 2014/15 (in M1000)**

FINANCIAL YEAR	2005/6	2006/7	2007/8	2008/9	2009/10	2014/15
<b>Basic Education</b>	290,201	310,791	372,681	408,187	445,682	497,995
<b>Senior Secondary Education</b>	97,621	105,501	119,974	131,571	144,320	160,252
<b>Technical &amp; Vocational Education &amp; Training</b>	22,924	81,876	92,555	102,487	56,721	61,309
<b>Teacher Education, Support &amp; Supply</b>	150,181	180,684	198,793	162,803	171,203	182,049
<b>Higher Education</b>	198,270	251,897	254,729	172,773	176,034	160,105
<b>Curriculum Development, Assessment &amp; Education Support</b>	7,027	11,508	16,423	17,199	18,014	19,725
<b>Planning, Monitoring and Evaluation</b>	19,051	31,283	41,325	27,117	28,588	31,447
<b>Special Education Programmes</b>	59,200	85,742	102,674	107,405	122,005	132,519
<b>Institutional and Systems Development and Maintenance</b>	151,729	313,659	315,085	116,728	28,545	21,452
<b>Total ESSP Funding Gap</b>	<b>996,204</b>	<b>1,372,941</b>	<b>1,514,238</b>	<b>1,246,269</b>	<b>1,191,112</b>	<b>1,266,852</b>

**Table – 37: Share of Education Sector Programmes in Funding Gap for the Period 2005/6 - 2014/15 (%)**

FINANCIAL YEAR	2005/6	2006/7	2007/8	2008/9	2009/10	2014/15
<b>Basic Education</b>	29.13	22.64	24.61	32.75	37.42	39.31
<b>Senior Secondary Education</b>	9.80	7.68	7.92	10.56	12.12	12.65
<b>Technical &amp; Vocational Education &amp; Training</b>	2.30	5.96	6.11	8.22	4.76	4.84
<b>Teacher Education, Support &amp; Supply</b>	15.08	13.16	13.13	13.06	14.37	14.37
<b>Higher Education</b>	19.90	18.35	16.82	13.86	14.78	12.64
<b>Curriculum Development, Assessment &amp; Education Support</b>	0.71	0.84	1.08	1.38	1.51	1.56
<b>Planning, Monitoring and Evaluation</b>	1.91	2.28	2.73	2.18	2.40	2.48
<b>Special Education Programmes</b>	5.94	6.25	6.78	8.62	10.24	10.46
<b>Institutional and Systems Development and Maintenance</b>	15.23	22.85	20.81	9.37	2.40	1.69
<b>Total ESSP Funding Gap</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>

### 13.5 ESSP FINANCING

The MOET shall work towards the integrated sector-wide approach (SWAp) as the guiding modality for financing implementation of the Education Sector Strategic Plan. Sector Wide Approach shall be guided by, amongst others, the following principles:

- a) The co-ordination of MOET and donor activities in support of an agreed common prioritised policy framework and the Strategic Plan.
- b) The integration of government budget resources and aid within a mutually-agreed government programme for the improvement of the education sector.
- c) Emphasis on efficiency, transparency and realism in the design and implementation of the Strategic Plan.
- d) Strengthening of links between the sub-sector expenditure programme and the MOET's Medium-Term Expenditure Framework (MTEF).
- e) Fostering a sense of co-operation and partnership with all stakeholders through regular consultation and reporting while firmly maintaining control and leadership within MOET's Planning Unit.
- f) A programme design that takes into account cross-cutting objectives such as poverty reduction, HIV and AIDS, and gender.
- g) The development and/or strengthening of mechanisms for monitoring the performance of Strategic Plan interventions.

As a first step, the Government of Lesotho and its Development and Cooperating partners in education shall negotiate and sign a *Statement of Intent* that shall guide their relationship in the sector, initially focusing on common reporting and monitoring mechanism before opportunities for resource pooling are explored. This is going to be followed by development of memoranda of understanding and establishment of relevant management and implementation structures.

During an ESSP – SWAP donor coordination conference held in Maseru Lesotho in September 2004 a Statement of Intent for economic cooperation was signed between GOL – MOET and development and cooperating partners participating in the development of Lesotho education and training sector. It is expected that more development and cooperating partners will join in signing the statement of intent.

The Government of Lesotho is currently implementing reforms aims at strengthening and expanding the overall government revenue bases in order to reduce the extent of dependency on donor financing. A clear example of this is establishment of an operational competent Lesotho Revenue Authority, opening of other sources of revenue and establishment of mechanisms for recovering revenue from tax evaders.

## Log-frame: Strategic Plan Implementation Framework: 2005-2015

Narrative Summary	Performance Indicators	Means of Verification	CRITICAL Assumptions	responsibility	
				Government	Others
<b>1</b>	<b>Overall Goal: To improve access, quality, equity and relevance of education and Training at all levels</b>				
1.1	<b>Improving Access and Equity of education and training at all levels</b> <ol style="list-style-type: none"> <li>1. Share of total recurrent budget devoted to primary and secondary education increased from 63% in 2003 to 70% from 2007</li> <li>2. Free and compulsory primary education and Universal Basic Education by 2015</li> <li>3. Attainment by 2015 of equitable access to education and training at all levels through formal and informal modes of delivery</li> <li>4. Special support structures/mechanisms for socially disadvantaged groups, including OVCs and the girl-child, facilitated in the school/training environment in order to balance access to education by 2015</li> <li>5. Safe learning environments for girls created by 2015, focusing on elimination of child abuse, including sexual harassment</li> <li>6. Admission, completion and transition rates of both boys and girls in schools and training institutions increased by 2015</li> <li>7. Gender parity in access attained by 2015</li> <li>8. Access to lifelong learning significantly increased by 2015</li> <li>9. All legislative and social/cultural barriers to equal education access by all Basotho</li> </ol>	<ol style="list-style-type: none"> <li>1. Statistical surveys by the Planning Unit of MOET</li> <li>2. Annual School Census</li> <li>3. National Assessment results</li> </ol>	<ol style="list-style-type: none"> <li>1. Current Government budgetary allocations to MOET are increased</li> <li>2. Cooperating partners/donors maintain sufficient external funding to meet financing gap</li> <li>3. Strengthened capacity of MOET Management</li> <li>4. Enhanced resource absorptive capacity</li> <li>5. Adoption and implementation of MOET reforms/decentralisation</li> <li>6. MOET shall urgently strengthen its statistical data collection, analytical and reporting capacity</li> </ol>	<ol style="list-style-type: none"> <li>1. Ministry of Finance</li> <li>2. MOET management at HQ</li> </ol>	<ol style="list-style-type: none"> <li>1. Cooperating Partners/donors</li> <li>2. Education service providers, particularly churches</li> </ol>



		people removed by 2015				
		10. More new community schools built by 2015 and more upgrading of selected schools effected				



Narrative Summary	Performance Indicators	Means of Verification	CRITICAL Assumptions	responsibility	
				Government	Others
1.2 <b>Improving Quality</b>	<ol style="list-style-type: none"> <li>1. Learning achievement for both basic and secondary school pupils/students improved to 50% by 2009 and 75% by 2015</li> <li>2. Synergies between TVET training programmes and the labour market demands enhanced significantly by 2015</li> <li>3. Pupil per qualified teacher ratio at primary level increased to 40:1 by 2015</li> <li>4. The assessment and monitoring functions of the Education for All (EFA) Team institutionalised by 2015 through a clear and realistic Work Plan on regular assessment and monitoring of progress</li> <li>5. Drinking water and toilets facilitated in all schools by 2015</li> <li>6. The implementation of ICT programme for all institutions of learning receive sufficient resources by 2015</li> <li>7. Effective research for the application of science and modern technology adequately funded by 2015</li> <li>8. Sufficient, skilled and motivated human resource for the education and training system developed through use of ICT</li> </ol>	<ol style="list-style-type: none"> <li>1. Improved school inspections for quality and relevance</li> <li>2. Results from the Southern Africa Consortium for Monitoring Education Quality (SACMEQ)</li> <li>3. Surveys by the Planning Unit of MOET</li> <li>4. MOET Departmental reports</li> <li>4. UNDP Human Development Reports and other international reports</li> </ol>		MOET management at HQ	<ol style="list-style-type: none"> <li>1. Cooperating Partners/donors (funding studies/assessment )</li> <li>2. Service providers, particularly churches</li> </ol>



Narrative Summary	Performance Indicators	Means of Verification	CRITICAL Assumptions	responsibility	
				Government	Others
1.3 <b>Improving Relevance</b>	<ol style="list-style-type: none"> <li>MOET Headquarters' capacities for educational change improved significantly by 2015 through training and restructuring</li> <li>Commitment to curriculum improvement significantly increased by 2015</li> <li>Curriculum and Assessment Framework revised by 2015</li> <li>By 2015, all teachers exposed to in-service training programmes which are child-centred, gender-sensitive, and that include sexual and reproductive health (particularly HIV/ and AIDS aspects) in pre-service and in-service courses.</li> <li>The Inspectorate transformed by 2015 to focus on achievement and educational outcomes</li> <li>By 2015, sufficient resources being allocated to R&amp;D in educational and training institutions</li> </ol>	<ol style="list-style-type: none"> <li>Statistical surveys by the Planning Unit of MOET</li> <li>MOET Departmental reports</li> <li>UNDP Human Development Reports and other international reports</li> </ol>	Ability and readiness of MOET to change the curricula	<ol style="list-style-type: none"> <li>MOET Management at HQ</li> <li>National Curriculum Development Centre (NCDC)</li> </ol>	Industry in determining appropriate curriculum
1.4 <b>Enhanced efficiency of the education system through improving administration, financing and management structures</b>	<ol style="list-style-type: none"> <li>A national decentralisation policy for the education sector developed by 2007, focusing on the devolution of fiscal and management authority to the districts and schools</li> <li>The Decentralisation Operational Framework in place by 2008, giving the timeline and resource requirements for the implementation of the Decentralisation policy</li> <li>Administrative service reforms of the education sector undertaken through moving decisively during the 2005-2015 period towards decentralisation, including devolution of decision-making power and authority to the districts</li> <li>E-governance through the use of ICT introduced by 2015</li> </ol>	Review of MOET management system	Availability of resources to undertake the restructuring/reform process	MOET Management at HQ	<ol style="list-style-type: none"> <li>Cooperating partners/donors by contributing to sectoral reforms</li> <li>Other education services providers, especially churches</li> </ol>



Narrative Summary	Performance Indicators	Means of Verification	CRITICAL Assumptions	responsibility	
				Government	Others
	5. The process of MOET institutional strengthening at headquarters and district levels in place by 2006, focusing, inter alia, on strategic planning, programme implementation, financial management/expenditure control, monitoring and evaluation of activities, procurement systems, and in mainstreaming gender and HIV and AIDS in planning and management systems 6. Capacity in educational leadership, management, research and information systems developed for Ministry management staff by 2015				3.
	7. Resource mobilisation strategy designed by 2007 for the education sector (at different levels of service provision), targeting development cooperation partners/donors, multilateral agencies, local and external/regional bodies/institutions, church organisations, the private sector, NGOs, CBOs, communities and individuals.				4.
1.5 <b>Improving partnerships/linkages in education service provision</b>	1. Existence by 2015 of effective and sustained partnership arrangements with the different categories of stakeholders and funding organisations/agencies 2. Existence by 2015 of formalised modalities of cooperation/collaboration between MOET/GOL and partners in the education sector (e.g. donors, the church, the community, private sector) by defining more clearly the level and degree of involvement.	Periodic reviews of partnership arrangements, focusing less on their 'presence' and more on their actual effectiveness	Ability and/or willingness on the part of parties to arrange for, and enter into formalised and structured arrangements	MOET Management at HQ	Cooperating partners/donors



Narrative Summary	Performance Indicators	Means of Verification	CRITICAL Assumptions	responsibility	
				Government	Others
<b>2 Strategic Plan Outputs: Access &amp; Equity</b>					
<b>2.1 Early Childhood Education</b>					
Expanding and improving comprehensive early childhood care and education	<ol style="list-style-type: none"> <li>100% IECCD access for 3-6 age group by 2015</li> <li>Linking of IECCD programmes to 80% of existing primary schools initiated and running smoothly by 2015</li> <li>Attainment of 70% and 100% IECCD access by disadvantaged groups by 2009 and 2015, respectively</li> <li>By 2015, all districts have at least two home-based centres established, with sufficient manuals, basic materials, and exposure of teachers, caregivers and parents to relevant workshops-based training</li> <li>Integration of early child education into the basic education structure by 2015</li> <li>Gender effectively mainstreamed in IECCD activity by 2015</li> </ol>	<ol style="list-style-type: none"> <li>Statistical surveys by the Planning Unit of MOET</li> <li>Inspection Reports</li> <li>MOET departmental reports</li> <li>EMIS reports</li> </ol>	<ol style="list-style-type: none"> <li>MOET shall urgently strengthen its statistical data collection, analytical and reporting capacity</li> <li>Parents are willing to enrol their children into IECCD programmes</li> <li>The Government is willing and able to make available primary school infrastructure for use by IECCD programmes</li> </ol>	<ol style="list-style-type: none"> <li>MOET Management at HQ</li> <li>IECCD/Field Inspectorate</li> </ol>	Communities/parents in terms of contributing to construction and maintenance of physical facilities
<b>2.2 Basic Education</b>					
Increasing Enrolment Rate in basic education through expansion of available schools and construction of additional ones	<ol style="list-style-type: none"> <li>Net Enrolment ratio in primary education increased from 85% in 2003 to 100% by 2015</li> <li>Primary completion rate increased to 90% in 2009 and 100% in 2015</li> <li>Lower secondary (Forms A-C) Gross Enrolment Rate increased to 60% in 2007 and 85% in 2015</li> <li>15,000 bursaries to be provided annually for orphans and other needy pupils/students as a targeted equity-based programme</li> <li>Average walking time to schools reduced to less than 1 hour 30 minutes by 2009 and to less than 1 hour by 2015</li> <li>Gender equity and parity within the basic Education System achieved by 2015</li> </ol>	<ol style="list-style-type: none"> <li>Statistical surveys by the Planning Unit of MOET</li> <li>Results from SACMEQ</li> <li>Household Survey</li> <li>Annual School Census, School Surveys</li> <li>Inspection reports</li> <li>MOET departmental reports</li> <li>EMIS reports</li> </ol>	<ol style="list-style-type: none"> <li>MOET shall strengthen its statistical data collection and analysis capacity</li> <li>Government has sufficient resources at its disposal to construct more facilities</li> <li>The community is willing and able to register their children in Standard 1</li> </ol>	MOET Management at HQ	





Narrative Summary	Performance Indicators	Means of Verification	CRITICAL Assumptions	responsibility	
				Government	Others
<b>2.3 Secondary Education</b>					
Improve Access to equity Secondary Education	<ol style="list-style-type: none"> <li>At least three Government-owned secondary schools constructed annually up to 2015</li> <li>At least 3,000 bursaries provided annually for orphans and other needy students up to 2015</li> <li>One week-long separate in-service workshops held annually for secondary school teachers/principals, inspectors, advisors, and School Boards</li> <li>50% and 80% high school net enrolment by 2009 and 2015, respectively</li> <li>Transition rate from primary to secondary education increased from 77% to 90% by 2009 and to 100% by 2015</li> <li>Increased by 50 percent the training facilities in schools with special needs by 2015</li> <li>The provision of formal education to cater for all ability levels diversified by 2015</li> <li>Teaching and learning conditions in all schools significantly improved by 2015</li> <li>Teaching and learning processes in all schools enhanced considerably by 2015</li> <li>Gender equity and parity within the Secondary Education System attained by 2015</li> </ol>	<ol style="list-style-type: none"> <li>Statistical surveys by the Planning Unit of MOET</li> <li>Results from National and regional Assessments such as the SACMEQ</li> <li>MOET Annual reviews</li> <li>Annual School Census, School Surveys</li> <li>Inspectors Reports</li> <li>EMIS reports</li> <li>Departmental reports</li> </ol>	<ol style="list-style-type: none"> <li>There is a steady increase in the number of secondary schools</li> <li>There is sufficient budgetary allocations for access-enhancing programmes/ activities</li> </ol>	MOET Management at HQ	Cooperating partners/donors in terms of provision of resources for physical infrastructure development
<b>2.4 Technical and Vocational Education and Training</b>					
Increase access to Quality Technical and Vocational Education and Training for Basotho people	<ol style="list-style-type: none"> <li>TVET enrolment increased by 40% by 2009 and by a further 40% by 2015</li> <li>Strategy for targeted equity programmes for the marginalized groups in place by 2007</li> <li>Legal and regulatory framework conducive to establishing a demand-driven TVET system in place by 2007</li> <li>Skills development centres in place, one in every district, by 2015</li> <li>Private sector-driven skills development fund in place by 2015</li> </ol>	<ol style="list-style-type: none"> <li>Statistical surveys by the Planning Unit of MOET</li> <li>TVET institutions' annual reports</li> <li>Departmental reports</li> <li>EMIS reports</li> </ol>	<ol style="list-style-type: none"> <li>TVET's legal and regulatory framework in place, clarified, and implemented</li> <li>Willingness of the private sector to participate</li> <li>Existence of demand-driven curriculum</li> </ol>	<ol style="list-style-type: none"> <li>MOET Management at HQ</li> <li>TVET training institutions</li> </ol>	<ol style="list-style-type: none"> <li>Learners through contributing cost-recovery fees</li> <li>Trade and Industry through benefaction</li> </ol>



Narrative Summary	Performance Indicators	Means of Verification	CRITICAL Assumptions	responsibility	
				Government	Others
<b>2.5 Higher Education</b>					
Enhanced opportunities for accessing quality higher education by Basotho people	<ol style="list-style-type: none"> <li>1. Enrolments increased by 30 percent in 2009 and by a further 40 percent in 2015</li> <li>2. Intake into teacher training institutions significantly enhanced by 2015, in response to increased teacher demand</li> <li>3. Facilities in institutions of higher learning expanded by 2015 through offering of more training programmes</li> </ol>	<ol style="list-style-type: none"> <li>1. Statistical surveys by the Planning Unit of MOET</li> <li>2. Results from SACMEQ</li> </ol>	Strengthened tertiary education institution's management systems, especially in strategic planning and financial management	<ol style="list-style-type: none"> <li>1. MOET Management at HQ</li> <li>2. Management of institutions of higher learning</li> </ol>	<ol style="list-style-type: none"> <li>1. Learners through contributing cost-recovery fees</li> <li>2. Cooperating partners/donors in terms of physical infrastructure and equipment support</li> </ol>
<b>2.6 Lifelong Learning/Non-Formal Education</b>					
Achieve a 100% literate society	<ol style="list-style-type: none"> <li>1. 80% and 100% access by disadvantaged groups to lifelong learning by 2009 and 2015, respectively</li> <li>2. Established Lifelong Learning centres in all districts (10 centres constructed, equipped and staffed by 2015)</li> <li>3. Have learning posts in all districts by 2015</li> <li>4. 70% of the present 57% functionally illiterate adults and youths to have received vocational/practical training by 2015</li> <li>5. Functional illiteracy reduced significantly by 2015</li> <li>6. More women trained in vocations generally assumed to be men's domain</li> </ol>	<ol style="list-style-type: none"> <li>1. Statistical surveys by the Planning Unit of MOET</li> <li>2. Departmental reports</li> <li>3. EMIS reports</li> </ol>	More lifelong learning centres and Home-based centres constructed with involvement of communities and support from the Government	MOET Management at HQ/IECCD	<ol style="list-style-type: none"> <li>1. Learners through financial contributions</li> <li>2. Communities through financial and in-kind contributions</li> </ol>
<b>3 Strategic Plan Output: Quality</b>					
<b>3.1 Early Childhood Education</b>					
Improve the quality of IECCD programmes	<ol style="list-style-type: none"> <li>1. Approved IECCD Policy in place by 2006</li> <li>2. Structures, staffing, guidelines and standards for an effective nationwide IECCD programme in place by 2015</li> <li>3. Significant child achievement rates recorded by 2015</li> <li>4. Improved IECCD curriculum by 2015</li> <li>5. Caregivers/facilitators exposed to training opportunities for quality improvement by 2015</li> <li>6. Improved planning and management capacity of IECCD at the headquarters and districts by 2015</li> <li>7. Well-managed and decentralised IECCD programme in place by 2015</li> </ol>	<ol style="list-style-type: none"> <li>1. Annual reviews by MOET</li> <li>2. Annual reports childcare centres</li> <li>3. Inspection reports</li> <li>4. Departmental reports</li> <li>5. EMIS reports</li> </ol>	IECCD policy in place to guide both qualitative and quantitative interventions	MOET Management at HQ, mainly through support for training of teachers	Communities



Narrative Summary	Performance Indicators	Means of Verification	CRITICAL Assumptions	responsibility	
				Government	Others
3.2 <b>Basic Education</b>					
Provision of quality basic education	<ol style="list-style-type: none"> <li>1. Average scores of national achievement tests in primary (3&amp;6) Maths, English and Sesotho improved by at least 15% by 2015</li> <li>2. Learning achievement for basic education improved to 50% in 2009 and 70% by 2015.</li> <li>3. Performance in national achievement tests improved by 20%, on average, by 2009 and by a further 40% by 2015</li> <li>4. Primary completion rate increased from 77% in 2001 to 85% in 2009 and to 100% by 2015</li> <li>5. Average pupil classroom ratio reduced from 1:65 in 2003 to 1:55 in 2007 to 40:1 by 2015.</li> <li>6. Pupil teacher ratio reduced from 46 in 2003 to 41 in 2007 to 40 by 2015.</li> <li>7. Quality assurance systems and processes in place by 2015</li> <li>8. Basic education curriculum reviewed by 2007 and operational by 2015.</li> <li>9. Teacher education curriculum reviewed by 2007 and operational by 2015.</li> <li>10. 100% increase in effective use of C&amp;A packages by basic education teachers by 2015</li> <li>11. Gender disparities in primary and secondary education eliminated and gender equality achieved by 2015.</li> <li>12. Assured availability of teaching and learning materials: Procure core textbooks by 2007 to maintain primary pupil/textbook ration of 1:5 by 2015</li> </ol>	<ol style="list-style-type: none"> <li>1. Statistical surveys by the Planning Unit of MOET</li> <li>2. Innovation Configuration Matrix (observation instrument used to assess classroom interaction) and Concerns-Based Adoption Model</li> <li>3. Curriculum and Assessment (C&amp;A) annual reports</li> <li>4. Results from SACMEQ</li> <li>5. Inspection reports</li> <li>6. Departmental reports</li> <li>7. EMIS reports</li> </ol>	Sufficient resources channelled to basic education from both GOL and cooperating partners in order to meet the quality-enhancing targets	<ol style="list-style-type: none"> <li>1. MOET Management at HQ</li> <li>2. District-level education officers under decentralised system of education services delivery</li> </ol>	<ol style="list-style-type: none"> <li>1. Cooperating partners/donors through funding assessments, personnel training, and equipment and learning and teaching materials provision</li> </ol>



Narrative Summary	Performance Indicators	Means of Verification	CRITICAL Assumptions	responsibility	
				Government	Others
	13. Quality pre-service and in-service education for teachers at basic education level in place by 2015 14. School supervision and support services expanded and decentralised by 2015 15. Inspection Manual used and periodically reviewed/upgraded by 2015 16. 40 primary inspectors and Special Education inspectors trained annually on school supervision 17. 85 primary advisors trained annually on school improvements, curriculum materials and instructional supervision 18. The use of e-education institutionalised by 2015 19. The provision of formal education to cater for all ability levels diversified by 2015 20. Teaching and learning conditions in all schools significantly improved by 2015				2.
<b>3.3 Secondary Education</b>					
Improved Quality in Secondary Education	1. Teaching and learning conditions in all schools significantly improved by 2015 2. C&A of technical and practical subjects diversified by 2015 3. Effective use of curriculum and assessment (C&A) packages by basic secondary teachers increased by 100% in 2015 4. Secondary textbooks supplied for every subject by 2015 5. Integrated C&A Framework in place 6. National Assessment Studies conducted periodically 7. Effective and decentralised secondary school management system in place by 2015 8. Library facilities in the average secondary school significantly improved by 2015 9. Utilisation of ICT in teaching and learning significantly increased by 2015 10. A pupil teacher ratio of 1:25 achieved by 2009.	1. Statistical surveys by the Planning Unit of MOET 2. Innovation Configuration Matrix and Concerns-Based Adoption Model 3. Annual reviews by MOET 4. Curriculum and Assessment (C&A) annual reports 5. Inspectors Reports	More budgetary resources allocated to quality-enhancing interventions, including curriculum development and school inspection	MOET Management at HQ	Cooperating partners/donors through funding assessments, personnel training, and equipment and learning and teaching materials provision



Narrative Summary	Performance Indicators	Means of Verification	CRITICAL Assumptions	responsibility	
				Government	Others
<b>3.4 Technical and Vocational Education and Training</b>					
Improved quality of TVET programmes	<ol style="list-style-type: none"> <li>1. TVET curriculum reviewed to make it more responsive to more modern learning systems</li> <li>2. Accreditation Council established that oversees the quality aspects of TVET activities</li> <li>3. ICT used more as an important tool for expanding the learning environment</li> <li>4. Acceptance of TVET graduates by the labour market</li> </ol>	<ol style="list-style-type: none"> <li>1. Annual reviews by MOET</li> <li>2. Reviews by respective TVET institutions</li> </ol>	Curriculum reviews intensely undertaken	<ol style="list-style-type: none"> <li>1. MOET Management at HQ</li> <li>2. Management of TVET institutions</li> </ol>	<ol style="list-style-type: none"> <li>1. Private sector</li> <li>2. Learners through cost-recovery fees</li> </ol>
<b>3.5 Higher Education</b>					
Enhance quality of higher education	<ol style="list-style-type: none"> <li>1. The higher education's human resource gaps established and well-structured quality improvement training programme in place</li> <li>2. National quality assurance/accreditation mechanisms for higher education in place</li> <li>3. ICT requirements of institutions of higher learning established and a programme of acquiring these in place at all the main institutions of higher learning</li> </ol>	<ol style="list-style-type: none"> <li>1. Annual reviews by MOET</li> <li>2. Reviews by respective Higher education institutions</li> </ol>	Investment in ICT utilisation and priority given to science courses/subjects	<ol style="list-style-type: none"> <li>1. MOET Management at HQ</li> <li>2. Management of higher education institutions</li> <li>3. Council for Higher Education</li> </ol>	<ol style="list-style-type: none"> <li>1. Private sector</li> <li>2. Learners through cost-recovery fees</li> <li>3. Cooperating partners/donors through support for development of learning infrastructure and equipment</li> </ol>



Narrative Summary	Performance Indicators	Means of Verification	CRITICAL Assumptions	responsibility	
				Government	Others
<b>3.6 Lifelong Learning/Non-Formal Education</b>					
Improve the quality of non-formal training	<ol style="list-style-type: none"> <li>1. Adult illiteracy reduced by 50% by 2015</li> <li>2. Basic education and skill training for out-of-school learners expanded significantly by 2015</li> <li>3. On-going NFE staff training programme strengthened: 20 permanent staff trained in fields of specialisation by 2015</li> <li>4. By 2015, lifelong learning component of NFE strengthened and effective through the establishment of learning centres in all districts, complemented by an effective staff training programme</li> <li>5. Strong collaboration arrangements between NFE system and technical and vocational institutions established by 2015</li> <li>6. Most NFE teachers/instructors exposed to training skills by 2015</li> </ol>	<ol style="list-style-type: none"> <li>1. Annual reviews by MOET</li> <li>2. Inspectors Reports</li> </ol>	Increased investment in staff training	MOET Management at HQ	Communities
<b>4 Strategic Plan Output: Relevance</b>					
<b>4.1 Early Childhood Education</b>					
Provide IECCD programme that is relevant to the cognitive, intellectual and emotional needs of the child	<ol style="list-style-type: none"> <li>1. The performance rating of children in terms of their readiness to enter into Standard 1 significantly improved by 2015</li> <li>2. Children with special educational needs well integrated into IECCD programmes by 2015</li> <li>3. Inclusive integrated curriculum in place by 2015</li> </ol>	<ol style="list-style-type: none"> <li>1. Annual reviews by MOET</li> <li>2. Inspectors Reports</li> </ol>	More training for IECCD facilitators/caregivers	MOET Management at HQ	Communities



Narrative Summary	Performance Indicators	Means of Verification	CRITICAL Assumptions	responsibility	
				Government	Others
<b>4.2 Basic Education</b>					
Improve the relevance of Basic Education	<ol style="list-style-type: none"> <li>Vocational and practical skills included in basic education curriculum by 2015</li> <li>Curriculum reformed by 2015 to reflect the national needs and aspirations</li> <li>Enhanced student interest in mathematics and science subjects in place by 2015</li> <li>Basic education programmes that address primary health care and HIV and AIDS issues in place by 2015</li> </ol>	<ol style="list-style-type: none"> <li>Annual reviews by MOET</li> <li>Inspectors Reports</li> </ol>	Priority given to curriculum development	<ol style="list-style-type: none"> <li>MOET Management at HQ especially NCDC</li> <li>District level education offices</li> </ol>	---
<b>4.3 Secondary Education</b>					
Improve the relevance of Secondary education	<ol style="list-style-type: none"> <li>Practical subjects in secondary education curriculum included by 2015</li> <li>The provision and student interest in mathematics and science subjects enhanced significantly by 2015</li> <li>Localised senior secondary curriculum and assessment in place by 2015</li> </ol>	<ol style="list-style-type: none"> <li>Annual reviews by MOET</li> <li>Inspectors Reports</li> </ol>	Priority given to curriculum development , focusing on the inclusion of practical subjects	<ol style="list-style-type: none"> <li>MOET Management at HQ especially NCDC</li> <li>District level education offices</li> </ol>	---
<b>4.4 Technical and Vocational Education and Training</b>					
Reform curriculum in response to labour market demands	<ol style="list-style-type: none"> <li>TVET curriculum content transformed and models of assessment improved by 2015 to ensure human, practical and vocational relevance, focusing on learners' needs</li> <li>Curriculum in TVET institutions made more market-responsive by 2015</li> <li>Modularised training programmes that promote self-employment and income generation in place by 2015</li> </ol>	<ol style="list-style-type: none"> <li>Annual reviews by MOET</li> <li>Annual reviews by respective institutions</li> </ol>	Priority given to curriculum development	<ol style="list-style-type: none"> <li>MOET Management especially TVET</li> <li>TVET institutions, focusing on curriculum reforms and introduction of market-responsive programmes</li> </ol>	<ol style="list-style-type: none"> <li>Private sector</li> <li>Learners</li> </ol>



Narrative Summary	Performance Indicators	Means of Verification	CRITICAL Assumptions	responsibility	
				Government	Others
<b>4.5 Higher Education</b>					
Improve the developmental relevance of higher education	<ol style="list-style-type: none"> <li>1. Teacher training reviewed by 2007 to incorporate life long skills and technical and vocational elements</li> <li>2. More resources invested in the sciences and engineering fields in tertiary institutions by 2015</li> </ol>	<ol style="list-style-type: none"> <li>1. Annual reviews by MOET</li> <li>2. Annual reviews by respective institutions</li> </ol>	Priority given to curriculum development	<ol style="list-style-type: none"> <li>1. MOET Management at HQ especially the Tertiary Department</li> <li>2. Higher institutions, focusing on curriculum reforms and curriculum diversification</li> </ol>	Cooperating partners/donors in terms of support for assessments that monitor relevance
<b>4.6 Lifelong Learning/Non-Formal Education</b>					
Provide functional Literacy Education with life and survival skills	<ol style="list-style-type: none"> <li>1. Informal sector/village apprenticeship programmes (e.g. Roadside mechanics, carpentry, joinery etc.) promoted in NFE and efficiently functional by 2015</li> <li>2. Alternative learning opportunities diversification: At least 20 additional modules at primary, 8 new courses at secondary, and 10 income generating modules developed by 2015</li> <li>3. An NFE programme on training of trainers in relevant occupational skills in place running efficiently by 2015</li> <li>4. NFE programmes that address primary health care and HIV and AIDS issues in place by 2015</li> </ol>	<ol style="list-style-type: none"> <li>1. Annual reviews by MOET</li> <li>2. Inspectors' annual reviews</li> </ol>	Priority given to lifelong learning opportunities	MOET Management at HQ especially the section in charge of Non-Formal Education	<ol style="list-style-type: none"> <li>1. Communities</li> <li>2. Private sector</li> </ol>





*Tables Annex*

District	Centres	Children			Teachers	Pupil/ Teacher Ratio
		Total	Boys	Girls		
Total	1856	41469	21520	19949	2041	20.5
Butha-Buthe	160	2648	1442	883	163	16.2
Leribe	273	6376	3252	3124	295	21.6
Berea	185	3011	1463	1548	215	14.0
Maseru	428	12025	5945	6080	417	28.8
Mafeteng	177	3189	1609	1580	194	16.4
Mohale's Hoek	143	3398	1622	1776	169	20.1
Quthing	109	2872	1724	1148	110	26.1
Qacha's Nek	131	2109	1102	1007	136	15.5
Mokhotlong	141	2632	1321	1311	164	16.0
Thaba-Tseka	109	3532	2040	1492	178	19.8

Source: Ministry of Education and Training, Lesotho's Education Statistics Bulletin, 1999-2003, Maseru, Planning Unit, Vol. 1.2003

Inputs	1999	2000	2001	2002	2003
Total enrolment	72437	72992	77919	81130	83104
<i>Males</i>	30833	31537	34226	35467	36621
<i>Females</i>	41604	41455	43693	45663	46483
Number of schools	214	216	217	224	228
Pupil: Classroom ratio	37	37	39	39	39
Number of classrooms	1981	1960	2020	2103	2127
Number of Teachers	3175	3198	3290	3384	3470
<i>Qualified</i>	2738	2765	2937	2992	3093
<i>Unqualified</i>	437	433	353	392	377
Pupil: teacher ratio	23	23	24	24	24

Source: Ministry of Education and Training, Lesotho's Education Statistics Bulletin, 1999-2003, Maseru, Planning Unit, Vol. 1.2003

	Base	Projected					
	2003	2004	2005	2006	2007	2008	2009
<b>Primary</b>							
Net Intake rate	61	65	69	73	77	81	85
Net enrolment rate	85	86	87	88	90	92	93
Completion rate	65	70	75	80	83	84	85
Repetition rates	22.3	20	18	16	14	12	10
National performance level in Numeracy at grade 6	49	49	51	53	55	58	60
National performance level in Sesotho Literacy at grade 6	58	60	62	64	65	68	70
National performance level in English Literacy at grade 6	45	45	47	49	50	52	55
<b>Junior Secondary</b>							
Transition rates	70.10	72.00	74.00	76.00	78.00	80.00	82.00
Gross enrolment rate	34.50	36.00	38.01	39.00	60.00	61.00	62.00
Completion rate	36.95	39.00	42.00	46.00	50.00	55.00	60.00
Repetition rates	8.70	8.00	7.50	7.00	6.50	5.00	4.00

Source: GoL, 2002, Lesotho Public Expenditure Review of the Education Sector, Vol. XX, Statistical Appendix (Final Draft, Maseru, February)

Form	1999		2000		2001		2002		2003	
	Males	Females	Males	Females	Males	Females	Males	Females	Males	Females
<b>A</b>	9535	12749	9656	12705	10678	14059	11301	14925	11328	14625
<b>B</b>	8077	11297	8215	11015	8170	10462	8743	11588	9455	12090
<b>C</b>	6220	8122	5908	7742	6456	8211	6355	7929	6563	8428
<b>D</b>	4111	5687	4797	6229	5237	6644	5381	6759	5454	6926
<b>E</b>	2894	3749	2961	3764	3685	4317	3687	4462	3821	4414
<b>Total</b>	30833	41604	31537	41455	34226	43693	35467	45663	36621	46483

Source: Ministry of Education and Training, Lesotho's Education Statistics Bulletin, 1999-2003, Maseru, Planning Unit, Vol. 1.2003

Cycle	Grade	1999	2000	2001	2002	2003
	1	23.6	30.0	23.4	27.1	29.0
	2	22.9	21.9	28.5	25.1	25.4
<b>Primary</b>	3	20.3	20.0	18.5	25.5	19.7
<b>Cycle</b>	4	21.2	20.4	20.3	19.7	25.4
	5	16.8	15.8	15.7	14.7	16.4
	6	12.1	12.4	12.0	12.6	12.9
	7	19.9	17.4	11.3	11.9	19.0
	<b>Average</b>	<b>19.5</b>	<b>19.7</b>	<b>18.5</b>	<b>19.5</b>	<b>21.1</b>
<b>Junior</b>	A	7.5	7.9	8.5	8.8	10.3
<b>Secondary</b>	B	9.7	10.2	8.9	10.9	11.7
	C	9.3	7.4	7.5	7.5	<b>10.6</b>
	<b>Average</b>					7.3
<b>Upper</b>	D	8.2	10.3	12.0	12.0	13.9
<b>Secondary</b>	E	4.1	3.7	4.4	3.9	3.9
	<b>Average</b>					<b>8.4</b>

Source: Draft MOET

Source: GoL, 2002, Lesotho Public Expenditure Review of the Education Sector, Vol. XX, Statistical Appendix (Final Draft, Maseru, February)

**Table A-6: Share of sub-programmes in Basic Education Programme (%)**

	2005/6	2006/7	2007/8	2008/9	2009/10	2014/15
<b>Recurrent Costs</b>						
Basic Education Administration	0.03	0.03	0.03	0.03	0.03	0.03
Primary Teacher's Salaries	29.63	26.56	23.73	24.16	24.67	25.79
Scholarships from NMDS	4.45	5.97	6.97	6.45	5.99	5.44
Free Primary Education	36.42	35.86	32.76	32.92	33.20	32.82
Schools Self-Reliance and Feeding Unit	0.21	0.26	0.23	0.24	0.24	0.25
Subvention to GOL Primary Schools	0.31	0.30	0.36	0.37	0.37	0.39
Cost of Improved Teacher Qualification	6.09	6.38	12.85	12.59	12.01	11.07
HIV and AIDS Activities	1.24	1.65	1.42	1.31	1.22	1.11
<b>Capital costs</b>						
Bursaries	0.27	2.47	2.23	2.17	2.11	2.02
Free Primary Education: Provision primary infrastructure facilities	21.29	20.47	19.38	19.73	20.14	21.06
Schools Self-Reliance and Feeding Unit	0.02	0.02	0.02	0.02	0.02	0.02
Cost of Gender Sensitive Activities	0.03	0.03	0.03	0.02	-	-
<b>Total Cost of Basic Education</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>

**Table A-7: Share of sub-programmes in Senior Secondary Education Programme (%)**

	2005/6	2006/7	2007/8	2008/9	2009/10	2014/15
<b>Recurrent Costs</b>						
Senior Secondary Administration	0.12	0.15	0.14	0.14	0.14	0.15
Post Primary Teachers' Salaries	66.86	65.22	64.10	64.58	65.04	64.80
Lesotho High School	1.30	1.22	1.17	1.17	1.18	1.23
Subvention to Sec. Schools	1.25	1.22	1.25	1.26	1.27	1.32
Bursaries Senior Secondary	1.84	1.63	2.04	2.05	2.07	2.16
Scholarships from NMDS	1.84	3.26	4.37	4.40	4.43	4.62
Secondary Ed. Support Material	2.58	2.28	2.62	2.64	2.66	2.77
Cost of improved teacher qualifications	7.37	6.85	6.42	6.18	5.94	5.65
HIV and AIDS Activities	1.11	3.26	2.91	2.67	2.44	2.21
<b>Capital costs</b>						
Senior Secondary Administration	5.00	6.04	6.27	6.31	6.36	6.62
Lesotho High School	1.11	1.03	0.96	0.93	0.89	0.85
Bursaries Secondary	1.84	2.45	2.19	2.20	2.22	2.31
Secondary Ed. Support Material	4.05	1.96	2.33	2.35	2.37	2.46
Cost of Gender Sensitive Activities	3.69	3.42	3.21	3.09	2.97	2.82
Provision of infrastructure facilities (e.g. Labs, classrooms, , ICTs etc)	0.04	0.02	0.02	0.02	0.02	0.02
<b>Total Cost of Senior Secondary Education</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>

**Table A-8: Share of sub-programmes in Technical and Vocational Training Budget (%)**

	2005/6	2006/7	2007/8	2008/9	2009/10	2014/15
<b>Recurrent Costs</b>						
Technical and Vocational Department	8.35	5.23	6.02	6.09	9.90	10.62
Thaba Tseka Technical Institute	8.15	4.51	4.74	4.79	7.79	8.36
Lerotholi Polytechnic	34.62	18.05	19.74	18.16	26.84	25.04
HIV and AIDS Activities	10.18	4.51	3.95	3.63	5.37	5.01
<b>Capital costs</b>						
Technical and Vocational Department	4.07	4.51	4.74	4.79	7.79	8.36
Thaba Tseka Technical Institute	10.18	9.03	8.69	8.79	14.29	14.66
Lerotholi Polytechnic	20.37	9.03	7.90	7.99	12.99	13.94
Provision of TVET infrastructure facilities	4.07	45.13	44.23	45.76	15.03	14.02
<b>Total Cost of TVET</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>

**Table A-9: Share of sub-programmes in Teacher Development, Supply and Management Budget (%)**

	2005/6	2006/7	2007/8	2008/9	2009/10	2014/15
<b>Recurrent Costs</b>						
Teaching Services Administration	0.12	0.10	0.10	0.12	0.12	0.12
Teaching Service Commission	0.55	0.92	1.24	1.51	1.50	1.54
Teaching Service Department	2.21	2.31	2.48	3.01	3.00	3.08
Lesotho College of Education	11.62	10.66	10.49	13.37	13.94	14.32
Distance Teacher Education Program	-	-	-	-	-	-
School Based Support Advisory Service	0.87	1.07	1.02	1.24	1.24	1.27
In – Service Training (primary & sec. ed.)	5.53	5.54	7.43	9.04	9.00	9.25
HIV and AIDS Activities	2.21	1.85	1.65	1.91	1.81	1.69
<b>Capital costs</b>						
Lesotho College of Education	13.83	23.08	24.78	9.57	9.52	9.78
Production of 2000 new primary and 1000 secondary education teachers per annum	59.74	49.85	44.61	54.25	53.98	52.95
Distance Teacher Education Program	1.66	2.77	4.13	5.02	5.00	5.14
Review of Teacher education and Training Curricula	1.66	1.85	2.07	0.96	0.91	0.85
<b>Total Cost of Teacher Education, Support and Supply</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>

**Table A-10: Share of sub-programmes in Higher Education Budget (%)**

	2005/6	2006/7	2007/8	2008/9	2009/10	2014/15
<b>Recurrent Costs</b>						
Higher Education Administration	0.09	0.08	0.08	0.10	0.10	0.11
Institute of Development Management	0.39	0.38	0.40	0.48	0.48	0.54
National University of Lesotho	23.29	22.41	23.21	28.18	29.08	31.15
Scholarships from NMDS	58.88	53.36	52.64	60.85	59.82	61.01
Council on Higher Education	0.18	0.17	0.18	0.22	0.22	0.25
HIV and AIDS Activities	0.97	0.89	0.88	1.01	1.00	1.02
<b>Capital costs</b>						
Institute of Development Management	2.13	2.15	2.34	2.97	3.21	3.77
National University of Lesotho	9.70	10.67	12.28	2.03	1.99	2.03
Council on Higher Education	0.17	0.09	0.09	0.10	0.11	0.12
Cost of ICT and Transformation Programmes	4.85	9.78	7.90	4.06	3.99	-
<b>Total Cost of Higher Education</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>

**Table A-11- Share of Sub-programmes in cost of education provision under the strategic plan on Lifelong Learning (in %)**

	2005/6	2006/7	2007/8	2008/9	2009/10	2014/15
<b>Recurrent Costs</b>						
Manpower Costs	16.13	15.54	15.21	16.03	17.05	19.28
Operating Costs	32.26	31.09	30.42	32.05	34.09	36.14
Other Recurrent Costs	8.06	10.36	11.41	12.82	11.36	9.64
<b>Capital costs</b>	-	-	-	-	-	-
Expansion of existing and establishment of new LLL centres	32.26	31.09	30.42	25.64	22.73	19.28
Literacy & numeracy surveys, Teaching and learning materials	4.03	3.63	3.42	3.21	3.41	3.61
Training in productive occupational and managerial skills	4.03	4.15	3.80	4.17	4.55	4.82
Train additional literacy teachers	2.42	2.59	3.04	3.21	3.41	3.61
Health materials and courses	0.81	1.55	2.28	2.88	3.41	3.61
<b>Total Cost of Lifelong Learning</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>

**Table A-12: Share of ECCD in cost of education provision under the Strategic Plan on ECCD (%)**

	2005/6	2006/7	2007/8	2008/9	2009/10	2014/15
<b>Recurrent Costs</b>						
Manpower Costs	4.91	5.51	5.91	6.20	6.41	6.58
Operating Costs	9.82	8.66	7.88	7.32	6.90	6.58
Other Recurrent Costs	0.10	0.09	0.09	0.09	0.09	0.09
<b>Capital costs</b>						
Expansion of existing and establishment of new IECCD centres	5.89	6.30	6.57	6.76	6.90	7.02
Surveys, Teaching and learning materials	0.59	0.63	0.66	0.68	0.69	0.70
Subsidies to OVCs, children from needy families and children with special needs	78.59	78.72	78.80	78.86	78.91	78.95
Health materials and courses	0.10	0.09	0.09	0.09	0.09	0.09
<b>Total Cost of IECCD</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>

**Table A-13: Share of sub-programmes in Special Programmes Budget (%)**

	2005/6	2006/7	2007/8	2008/9	2009/10	2014/15
<b>Recurrent Costs</b>						
Special Education	1.84	2.30	2.12	2.18	2.20	2.39
UNESCOM	1.28	0.94	0.83	0.85	0.87	0.94
Prince Mohato	0.55	0.48	0.48	0.52	0.52	0.53
Lifelong Learning	9.59	10.51	11.93	14.10	14.37	15.97
IECCD	10.35	8.65	8.41	8.97	8.88	8.93
HIV and AIDS Activities	1.37	0.96	0.80	0.74	0.65	0.59
<b>Capital costs</b>						
Special Education	6.85	14.33	11.93	3.71	3.27	-
Prince Mohato	1.37	1.91	2.39	2.97	3.27	3.55
Lifelong Learning	7.40	7.93	8.99	9.05	8.62	8.58
IECCD	59.40	52.01	52.14	56.91	57.35	58.51
<b>Total Cost of Special Programmes</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>

**Table A-14: Share of Institutional and Systems Development and Maintenance Budget (%)**

<b>Table A-14: Share of sub-programmes in Institutional and Systems Development and Maintenance Budget (%)</b>						
	2005/6	2006/7	2007/8	2008/9	2009/10	2014/15
<b>Recurrent Costs</b>						
Central Administration and Management	5.46	3.22	3.36	8.52	21.73	25.82
District Management	4.55	2.92	3.31	8.38	21.37	25.40
HIV-AIDS Coordination	1.16	0.58	0.58	1.33	3.09	3.19
HIV and AIDS Programme	3.54	3.46	3.74	9.48	24.16	28.72
<b>Capital costs</b>						
Central Administration and Management	0.58	0.29	0.29	0.73	1.87	2.22
District Management	1.98	1.14	1.13	2.88	7.33	8.71
HIV-AIDS Coordination	1.55	0.78	0.77	1.96	4.99	5.93
Feasibility and Construction of MOET Headquarters Building Complex including provision of initial Furniture	81.18	87.60	86.82	66.71	15.46	-
<b>Total Cost of Institutional and Systems Development and Maintenance</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>

**Table A-15: Share of SUB-PROGRAMMES in Curriculum Development, Assessment and Education Support Budget (%)**

	2005/6	2006/7	2007/8	2008/9	2009/10	2014/15
<b>Recurrent Costs</b>						
Curriculum Administration	1.55	2.10	2.44	2.45	2.46	2.47
Curriculum Development	31.09	24.48	21.68	21.76	21.85	21.99
Examination Council of Lesotho	15.54	13.99	13.55	13.60	13.65	13.75
School Supply	15.54	17.48	21.68	21.76	21.85	21.99
HIV and AIDS Activities	15.54	10.49	8.13	7.77	7.43	6.80
<b>Capital costs</b>						
Curriculum Development	10.36	17.48	16.26	16.32	16.38	16.50
Examination Council of Lesotho	10.36	13.99	16.26	16.32	16.38	16.50
<b>Total Cost of Curriculum Development, Assessment and Education Support</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>



**Table A-16: Share of SUB-PROGRAMMES in Planning, Monitoring and Evaluation Budget (%)**

	2005/6	2006/7	2007/8	2008/9	2009/10	2014/15
<b>Recurrent Costs</b>						
Primary Inspectorate	15.58	12.96	11.94	15.89	15.78	15.78
Central Inspectorate	10.39	9.26	8.96	11.92	11.84	11.84
Project Support and Coordination Unit	1.30	1.85	2.99	-	-	-
Education Planning, Monitoring and Research	7.79	9.26	10.45	14.57	15.16	15.16
<b>Capital costs</b>						
Primary Inspectorate	7.79	9.26	11.94	15.89	15.78	15.78
Central Inspectorate	5.19	7.41	8.96	11.92	11.84	11.84
Project Support and Coordination Unit	25.97	27.78	22.39	-	-	-
Education Planning, Monitoring and Research	25.97	22.22	22.39	29.80	29.60	29.60
<b>Total Cost of Planning, M &amp; E</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>	<b>100.00</b>

**Table A-17 Projected Primary Enrolments, 2004-2007**

<b>Projected Male Primary Enrolments</b>					
Grade	2003	2004	2005	2006	2007
1	45,420	46,497	49,534	53,362	57,923
2	40,183	36,143	37,000	39,417	42,463
3	38,360	34,782	31,285	32,026	34,118
4	35,053	33,881	30,721	27,632	28,287
5	20,312	29,873	28,874	26,181	23,548
6	18,286	16,947	25,458	24,607	22,312
7	17,132	16,521	15,311	21,696	20,971
<b>Total</b>	<b>214746</b>	<b>214643</b>	<b>218,183</b>	<b>224,921</b>	<b>229622</b>
<b>Projected Female Primary Enrolments</b>					
Grade	2003	2004	2005	2006	2007
1	38,992	39,534	41,180	43,170	45,490
2	35,131	32,734	33,189	34,571	36,241
3	35,218	32,050	29,863	30,278	31,539
4	37,022	33,163	30,180	28,121	28,512
5	22,807	33,657	30,149	27,437	25,565
6	22,668	20,645	30,599	27,409	24,944
7	23,136	21,753	19,812	27,818	24,918
<b>Total</b>	<b>214,974</b>	<b>213,536</b>	<b>214,972</b>	<b>218,804</b>	<b>217,209</b>
<b>Projected Total Primary Enrolments</b>					
Grade	2003	2004	2005	2006	2007
1	84,342	86,031	90,714	96,532	103,413
2	76,214	68,818	70,189	73,987	78,704
3	73,578	66,832	61,094	62,305	65,657
4	72,075	67,044	60,901	55,702	56,799
5	43,119	63,530	59,023	53,618	49,068
6	40,954	37,592	56,057	52,016	47,256
7	40,268	38,274	35,123	49,514	45,889
<b>Total</b>	<b>429,720</b>	<b>428,179</b>	<b>433,155</b>	<b>443,725</b>	<b>446,831</b>

<b>Projected Population Aged 6-12 and Gross Enrolment Ratio</b>					
	2003	2004	2005	2006	2007
<b>Population</b>					
Male	169,900	169,480	168,832	168,200	167,782
Female	167,296	166,726	165,980	165,311	164,867
<b>Total</b>	<b>337,196</b>	<b>336,206</b>	<b>335,558</b>	<b>333,511</b>	<b>332,649</b>
<b>Enrolment</b>					
Male	214,746	214,643	218,183	224,921	229,622
Female	214,974	213,537	214,972	218,804	217,209
<b>Total</b>	<b>429,720</b>	<b>428,180</b>	<b>433,155</b>	<b>443,725</b>	<b>446,831</b>
<b>GER</b>					
Males	126.4	126.6	129.2	133.7	136.9
Females	128.5	128.1	129.5	132.4	131.7
<b>Total</b>	<b>127.4</b>	<b>127.4</b>	<b>129.1</b>	<b>133.0</b>	<b>134.3</b>