This report contains an Appraisal of the Lesotho Education Sector Plan 2016-2025 and Action Plan 2017/18-2019/20. This Appraisal was completed with reference to Terms of Reference provided by the Lesotho Ministry of Education and Training and Guidelines for Sector Appraisal published by the Global Partnership for Education.
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Overview
This Appraisal has been conducted in accordance to Global Partnership for Education guidance published in Guidelines for Education Sector Plan Appraisal (GPE 2015).

The Appraisal Report is organized into four sections: Overview, ESP Appraisal, Subsector Notes and Appraisal Summary and Matrix. The ESP Appraisal section includes five subsections, each addressing an area of importance indicated in Global Partnership for Education guidelines. Recommendations are offered for each appraisal theme. Subsector notes provides additional discussion on selected MoET subsector priorities, including planned reforms in Curriculum and Assessment and TVET. The annex includes a summary of the Lesotho education sector context, identifies the methodology used to conduct this appraisal and provides a list of meetings and persons consulted with during the appraisal process. This Overview identifies high level strengths, concerns and conclusions on the Lesotho Education Sector Plan 2016-2025.

Introduction
The Lesotho Ministry of Education and Training (MoET) has completed an Education Sector Plan for the 2016-2025 timeframe and an Action Plan for 2017/18-2019/20. The ESP 2016-2025 builds on priorities and initiatives articulated through the previous sector plan: the Lesotho Education Sector Strategic Plan 2005-2015. The ESP 2016-2025 has been developed for the purpose of guiding sector strategy and priorities over the next decade. The Action Plan has been crafted to articulate near term priorities, actions and costs associated with MoET priorities.

Strengths
The ESP 2016-2025 is well-structured and organized, identifies critical priorities in all education sub-sectors, and identifies several important cross-cutting issues facing the sector, different populations, and national development in Lesotho.

The Education Sector Diagnostic and the ESP provide in-depth analysis and draw on a wide range of robust data sources to identify and discuss key challenges facing the sector. Discussion on issues of access, equity, efficiency and learning are often grounded in robust sources of data and analysis.

The ESP development and consultation process demonstrated MoET leadership and was evidenced by the prolonged and intense engagement of eight technical working groups (TWGs) comprised of MoET and non-MOET stakeholders. MoET engagement of the LEG and TWG membership offers some momentum which could be built on during the first stage of ESP implementation.

The Plan highlights the unique challenges, contexts and opportunities facing Lesotho, including insufficient funding of higher education, the influence of the proximity of South Africa on higher education and labor migration, the role of religious organizations in education service delivery, circumstances which undermine boys’ access to education, the influence of low population growth and HIV-AIDS, and the vision for curriculum reform which seeks to better nurture the diverse capabilities and talents of children, youth and adults of Lesotho.

Concerns
The current draft of the ESP does not present an overarching set of sector strategic priorities and objectives. Each sub-sector chapter identifies priorities in access, learning, equity and efficiency.
Providing a framing vision and set of objectives in the first chapter of the ESP would provide increased clarity on MoET sector priorities and strengthen strategic consistency and alignment across all subsector chapters.

MoET is planning to implement a large number of reforms over the medium term and it is not clear whether the financial simulation model or the Action Plan have fully captured the financial implications of these reforms. These reforms include increasing access to basic education (through Grade 10) by abolishing the Grade 7 PLSE exam, implementing a curriculum reform which introduces two new curricular streams starting in Grade 8, and several other reforms (e.g., TVET investment, introduction of school grants) each of which have significant cost implications. It is unclear if the costs of the Action Plan (budgeted at $1.2 million maloti, or around $87 million USD, over three years) are included in the ESP simulation model. If not, a second round of consultations on the Action Plan could help further prioritize priority activities and outputs vis-à-vis subsector objectives and resource availability.¹

For each subsector, the ESP provides a results framework and at the end of the ESP is an annex identifying core indicators and process indicators and selected targets. The inclusion of results frameworks in each chapter is a strength of the ESP. However, in some instances, the link (i.e., the results chain) between proposed activities, expected outcomes, and outcome measures is unclear or could benefit from a stronger evidence base. In other instances, outcome indicators or targets could be refined to more explicitly align with strategic objective priorities.

Sector monitoring and evaluation was identified as a shortcoming in the implementation of the previous ESP. The ESP 2016-2025 highlights this issue and commits MoET to reactivating and strengthening sector monitoring activities. Additionally, both the ESP and the Action Plan emphasize (and provide budget for) increased inspection across the system. Currently this commitment to sector monitoring and inspection comes across in different parts of the ESP. The ESP would benefit from the inclusion of a section which offers more detail as to how the MoET plans to develop and operationalize a sector-wide M & E plan which links centralized and decentralized M & E activities and ensures timely and regular measurement of, and consultation over, ESP objectives and targets.

Conclusions

The appraisal consultation process revealed that MoET staff and TWG members have worked hard in preparing and revising the ESP 2016-2025 and the Action Plan. Furthermore, the appraisal process stimulated a second round of consultations and feedback over the ESP. MoET staff are drawing on the consultations to integrate new comments and feedback into the existing draft of the ESP. If the grant application is successful, it is expected that the GPE grant could support an expansion in scope of an already designed and active project, the Education Quality for Equality Project. The existing project aligns with ESP strategic priorities with a specific focus on strengthening equity and quality in basic education.

The GPE grant will allow the Government of Lesotho to provide an improved quality of education to children going to schools in some of Lesotho’s more remote and rural areas. Lesotho should not be excluded from the benefits of GPE membership based on any of the shortcomings or concerns presented in this report.

¹ Action Plan costs amount to ~430 million (M) annually over the next three years. This cost is would require a 20% increase in the MoE recurrent budget and thus appears to be outside of the existing resource envelope.
ESP Appraisal
This appraisal follows GPE Guidelines and is organized along five themes presented below. For each of the five appraisal themes, strengths, challenges and recommendations are offered.

Leadership and participation
Appraisal of “Leadership and Participation” was guided by the following questions:

- Has the plan preparation process been country-led, participatory, and transparent?
- To what extent are national leadership and partners’ ownership and participation reflected in the ESA and ESP?
- To what extent was the plan preparation used as an opportunity to develop national capacities in education policy and planning?

Strengths
The ESP development and consultation process demonstrated MoET leadership and was evidenced by the prolonged and intense engagement of eight technical working groups (TWGs) comprised of MoET and non-MOET stakeholders. ESP development was led by eight TWGs: Primary Education, Secondary Education, Curriculum and Assessment, TVET, Tertiary, ECCD, Teaching Service, and M & E, Finance, and HR. In addition, representatives from the Special Needs Education and HIV-AIDS divisions participated in TWG activities. TWG activities ran from December 2015 – July 2016 and were facilitated by two external consultants. To add continuity and structure to the ESP development process, a member of the MoET Planning Department was included on each TWG. All TWGs included representatives from outside of the MoET. TWG Terms of Reference and composition are included in the annex.

The functioning of the Local Education Group, which experienced some challenges during the implementation of the previous ESP, has been revitalized. The LEG held several meetings during the ESP development process and included participation from a broad set of sector stakeholders. The LEG is chaired by UNESCO and includes representation from MOET, international funding agencies (i.e., UNICEF, the World Bank), stakeholders from the Anglican Church and Roman Catholic Church (both of which operate a large number of schools in Lesotho), NGOs, and teachers’ unions.

The ESP development process appeared to support the increased capacitation of the MoET Planning Department. The amount of work and coordination required to support and facilitate the ESP development process appeared to influence MoET to increase the number of staff in the Planning Unit. The MoET Planning Unit now has more than eight staff: many of who have been (and continue to be) instrumental to supporting the completion of the ESP and the Action Plan. While the ESP and Action Plan prioritize ongoing capacity development, the previous six months of “learning by doing” has supported some initial capacity development within the MoET Planning Unit.

Challenges
Participation and consultation on ESP development occurred at the central level; however, consultations with decentralized stakeholders occurred late in the ESP development process. Though the Appraisal consultant met with a very limited number of district and school level staff (i.e., two District Education Officers, three secondary school principals, and representatives from the Lesotho School Principals Association) none of the staff had yet participated in the ESP development process. To remedy this concern, MoET staff made extensive efforts to ensure these staff had the background information needed so that they could provide feedback on the existing draft of the ESP. In addition, MoET has extended the timeframe for ESP feedback and comment available to these staff at
decentralized levels. During Appraisal consultations it was evidenced that feedback and comment from stakeholders working at the district and school levels could be quite useful in informing future policy and operational planning. For example, during appraisal meetings, staff from decentralized levels provided useful feedback regarding the MoET secondary schools fees policy and of the new challenges secondary schools may face with the phasing out of the Grade 7 exam (PLSE).

It is unclear if sector diagnostic or financial modeling activities supported MoET capacity development. The Sector Diagnostic presents a high standard of analytic work and documents critical challenges and opportunities facing the sector. Similar observations can be made of the financial analysis and simulation model. However, in both instances, it does not appear that these activities significantly contributed to MoET capacity development. Even so, the results of the exercises appeared to contribute to TWG analytic discussions and planning processes.²

The Appraisal found evidence of the consultation process used to support ESP development, however the ESP text does not provide background information on the ESP development and consultation process. Neither the ESP nor the Action Plan describes the process through which these documents were developed through TWG, LEG and other stakeholder consultations. As such, a casual reader of the ESP would not know the extent and breadth of consultation behind the development of the ESP and Action Plan. A brief annex to the ESP could provide some background on this important process.

Recommendations

Establish standing LEG meetings to further strengthen LEG participation and dialogue on the sector.
The ESP indicates that sector planning and coordination were a significant challenge during the last planning cycle. Because of this, the coordinated contribution of the LEG to sector development and dialogue appears to be fragile. LEG engagement is important since non-MoET stakeholders such as the Roman Catholic Church, the Anglican Church and the Teachers’ Union have a deep and broad reach in the sector. The ESP states that MoET will hold LEG meetings on a quarterly basis. The Action Plan could further emphasize this priority by including a line (and budget) on ‘Sector Planning and Monitoring’ for these quarterly meetings.

Update the Action Plan to include time and budget for Annual Sector Reviews and Performance Reports which engage existing TWGs, the LEG and other stakeholders. Such reviews can provide an anchor for sector monitoring activities, and, in addition could be leveraged to enhance stakeholder engagement and dialogue in the sector at the central and decentralized levels. In areas where MoET seeks to develop Public-Private Partnerships, Annual Sector Reviews could also offer a platform through which it could engage new stakeholders.

Strengthen consultation of decentralized stakeholders during MoET Operational Plan development.
The MoET may plan to translate the existing Action Plan into an Operational Plan. During this process, the MOET could benefit from holding consultations to engage district level stakeholders. Given the importance placed on equity in the ESP, the MoET could seek to hear voices and perspectives from rural, remote, or otherwise disadvantaged populations (i.e., unemployed youth) during these consultations.

² The appraisal recognizes that supporting capacity development is often very difficult – especially in cases where MoET staff and external consultants are working against tight timeframes and deliverables.
Evidence-base, soundness and relevance

Appraisal of “Soundness and Relevance” was guided by the following questions.

- Is the plan comprised of sound, evidence-based strategies designed to address key sector challenges?
- What empirical evidence was available and was it used effectively? Was it conveyed in the ESA and ESP?
- Is the evidence base presented sufficiently robust for effective analysis and intervention design?
- Do the proposed priorities and programs form a relevant response to the challenges?
- Is the financial framework adequate and credible? Does the action plan provide a sound operational framework?

Strengths

The Sector Diagnostic and the ESP draw on a wide range of relevant data and analysis to identify key challenges facing the education sector and national development in Lesotho. The Education Sector Diagnostic, recent statistical bulletins and household surveys, and a germane body of recent research and studies (i.e., SACMEQ III, National Assessment Surveys 2014, etc.) are drawn on to identify some of the critical challenges facing the education sector. Challenges are aligned with strategic objectives related to access, equity, quality and efficiency in each subsector chapter.

The ESP is sector wide, inclusive of all education sub-sectors, and provides discussion on several cross-cutting issues, including HIV-AIDS, emergency preparedness and children with special needs. Frequently sector plans place a greater focus on basic education to the exclusion of other sub-sectors. In this plan, emphasis is also given to secondary education, TVET, and higher education. This focus is especially important as (i) increasing numbers of youth are gaining access to secondary education and (ii) this increased throughput, when considered against the challenge of high youth unemployment, creates heightened pressure on TVET and higher education programs to prepare young people for a challenging work environment. The section on emergency preparedness is important given the incidence of annual draught (and, as a result, lack of access to water at school) and the influence of snowfall and severe cold weather in schools.

The ESP includes recent financial data and a financial simulation model which disaggregates recent expenditure and offers projections by sub-sector and identifies a funding gap. The simulation model identifies some threats to financial sustainability (specifically, the wage bill) and identifies actions to be considered to address these threats. In the first chapter of the ESP, recent expenditures are disaggregated by capital and recurrent costs. The chapter on teachers provides wage bill data.

The ESP identifies knowledge gaps and proposes several studies to address them. The ESP prioritizes the following studies and research: teacher supply and demand study, study on Out of School Children, review of pilot phase on new curriculum implementation (transition to three streams in JH and SH), study on increasing access to secondary school for rural students (via boarding options), and a study on children with disabilities’ access to education. Each of these studies is designed to provide knowledge needed for informed decision-making. The ESP notes that, “the current practice of conducting research [within the sector] is not often generated locally and does not grow out of an agreed national research agenda” (p. 89). This ESP represents a step toward the development of a national research agenda.
**Challenges**

**Financial Simulation model: Additional information on the scope of use, the simulations run, and the results.** The ESP notes that a simulation model was used to make “projections of enrolment, in accordance to the main goals of the policy, of the wages bill and on other expenses such as teaching materials, school feeding, administrative costs, etc.” (p. 91). However, the objectives, goals and parameters included in the simulation are not clear, nor is it clear if the financial implications of new and emergent policies have been considered in the simulation. Some areas where further information may be useful include:

- What existing priorities, new priorities, and new targets were included in the simulation model? Is new school construction included? Targets to increase primary school PTR?
- Eighty (80) percent of primary education expenditure is on teacher salaries, with the rest spent on other priorities (i.e., school feeding, textbook supply). It’s unclear how these non-wage priorities are projected going forward.
- The ESP proposes several new policy directions (i.e., curriculum reform into three streams, transition to compulsory basic education, and increasing the duration of secondary school) which are likely to result in enrolment increases and increase the demand for teachers. Did the simulation model the implications of these priorities?
- It is unclear as to whether the costs identified in the Action Plan (which come to $87 million over three years) are included in the simulation model projections. If not, then the financial gap is much larger than is indicated in the ESP making prioritization and MoET resource mobilization efforts more important.

**Results Frameworks: Strengthening of results chains linking MoET strategic objectives to activities, indicators and targets.** Each ESP subsector chapter concludes with a results framework which links strategic goals with objectives, targets / indicators and activities. In addition, the ESP includes an annex which provides core statistical indicators and process indicators for each subsector. The inclusion of results frameworks in each chapter speaks to the high standard of the ESP. Importantly, strategic objectives and targets generally align with critical challenges in access, equity, quality/learning, and efficiency. However, there are several instances in which the results chains presented are compromised by one of the following challenges:

- The causal chain linking activities to expected results are not fully explained or not supported by a robust evidence base,
- The indicators or targets chosen may be incompletely filled out, not include baseline information, or not represent the best way of measuring progress against a particular strategic objective or goal,
- In some cases, indicators / targets in the chapter matrices do not align with the core indicators in the annex (and vice versa), or the indicator offered is an output rather than an outcome indicator, and
- Strategic objectives/ goals are not consistently referenced across sub-sector chapters.

During the first phase of the ESP, the development of an Operational Plan with an M & E framework could consider some of the concerns identified above. The Indicators annex could be strengthened by aligning baseline and targets with subsector chapters and offering targets for National Assessment Survey indicators.

The inclusion of more raw data in the ESP text could offer a better sense of context, highlight the critical challenges facing the sector, and provide strengthened justification for the interventions and policy directions proposed. Consultations indicated that a robust set of data and evidence on sector
context, challenges and proposed interventions exist (e.g., MoET Annual Statistical Bulletins, Education Sector Diagnostic, etc.). The integration of some of this material into the ESP would provide important contextual background for proposed interventions. In some instances, the absence of this data may be related to the design of the sector diagnostic – which did not include analysis of external efficiency, issues of child-friendly schools/ school violence, a robust analysis of cross-cutting gender issues, infrastructure costs (which apparently are among the highest in the region), and funding and expansion of secondary education. The ESP states that MoET has empirical data on teacher absenteeism and textbook allocation: inclusion of this data into the ESP would strengthen discussion on proposed solutions.

**Recommendations**

**It is recommended that the ESP be amended to include an annex which provides additional background on the financial simulation model.** In future operational planning exercises, MoET could work to develop a more detailed costing of other near term policy interventions (e.g., the curriculum reform, the TVET reform, and abolition of the PLSE).

**It is recommended that MoET conduct an internal review and revision of results framework matrices (inclusive of indicators, targets, and activities) and alignment of chapter matrices with statistical and process indicators included in the ESP annex.** A final review of these frameworks could benefit future planning and coordination within MoET, the LEG and with other stakeholders. Further, as is mentioned later in this document, presentation of sector objectives in Chapter 1 of the ESP would create a common framework for all subsector chapters.

**Equity, Efficiency, Access, Learning**

Appraisal of “Equity, Efficiency, Access and Learning” was guided by the following questions.

- Are issues of equity, efficiency, and learning sufficiently addressed, inclusive of a robust results chain and results framework?
- Are the designed strategies and programs relevant to address the three key dimensions?
- Are the strategies designed to introduce transformational changes, including in learning outcomes?
- Can the results framework be used to monitor improvements in the three key areas? [this issue is considered in the previous section]

**Strengths**

The sector diagnostic and ESP provide robust analysis on issues of disparity in basic and secondary education as well as analysis on efficiency. The sector diagnostic draws on household survey data, SACMEQ III data, and data from the 2014 National Assessment Surveys to provide extensive analyses and discussion on barriers to access and disparities in educational attainment and learning outcomes. Some of the important points emerging from the sector diagnostic are shared below.

*Disparities in primary completion by gender, socio-economic status, urban-rural status, and district of residence.* In terms of primary survival, the diagnostic notes that while “73 percent of the young population completes the cycle of primary education, it is estimated that this is respectively the case of about 80 percent for girls and about 66 percent for boys” (Sector Diagnostic, 2015: 113). The diagnostic notes that household wealth has a greater effect on primary completion than gender: 82 of students living in a family standing in the highest quintile of the distribution of income complete primary education compared to 63 percent of children
from families in the poorest quintile of the population. Primary completion and survival analysis is also included annual MoET statistical bulletins and offer similar figures to those included in the sector diagnostic.

Disparities in learning outcomes are assessed against student background characteristics using SACMEQ data and the National Assessment Survey. The sector diagnostic evidences disparities in learning outcomes by household socio-economic status, by district of residence, between urban-rural status, and by geographic area (i.e., residence in lowlands, foothills, or mountainous areas). Provocatively, analysis of SACMEQ data finds little difference in learning outcomes between children who are taught by a qualified or unqualified teachers – suggesting (contrary to much international evidence) that being taught by a ‘qualified’ teacher does not have a statistically significant influence on student learning outcomes at the primary level.

From a regional and comparative perspective, sector expenditures are not efficiently translated into improved learning outcomes. Specifically, teachers in Lesotho receive a salary (measured in terms of multiples of per capita GDP) that is much higher than teachers in SACMEQ counterpart countries. However, Grade 6 learning outcomes in Mathematics and English in Lesotho are low when compared to other SACMEQ countries. The education sector diagnostic suggests that further research as well as improved monitoring and inspection could support improved translation of sector inputs into learning outcomes. This appraisal argues that is also important to consider that low learning outcomes may also be influenced by other structural issues, including: national declines in adult literacy; the negative influence of poverty, HIV-AIDS prevalence and the high share of orphans; and the fact that many learners come from a home where the mother tongue is neither seSotho nor English.

Data and analysis related to several of the above issues are offered in more detail in the Education Sector Context annex.

All sub-sector chapters provide diagnostics and evidence which identify key issues in access, equity, quality and efficiency. Each chapter includes a section which identifies key challenges in access, equity, and quality / learning outcomes and a results frameworks which proposes targets and interventions.

Challenges
The diagnosis of, and discussion on, interventions related to improving learning outcomes in primary grades would benefit from a more focused discussion on context, evidence and proposed interventions. ESP chapters on Curriculum and Assessment and Primary Education provide some discussion on developing a language and literacy policy, issues in mother tongue transition to first additional language, and curriculum reform / re-introducing the Breakthrough to Literacy program. However, the ESP could offer a more focused vision for improving literacy outcomes. The Appraisal highlights this concern for a number of reasons (i) according to the ESP, literacy levels in Lesotho have experienced recent declines, (ii) outcomes on language and literacy assessments remain low from a regional and international comparative perspective, and (iii) the ESP identifies the challenge of literacy attainment at the primary level as a bottleneck to strengthening learning outcomes in other subjects (e.g., sciences and mathematics) and in supporting student success in higher levels of education.

MOET staff interviewed identified several of the important issues facing the sector in terms of improving literacy outcomes. First, there is the issue of mother tongue. While seSotho and English are the official languages of instruction in Lesotho primary schools (with the transition to English language instruction
taking place in Grade 4), interviewees indicated that a large number of children in Lesotho have a mother tongue that is neither of these two languages. Many children come from households where Xhosa or SiPhuthi is the mother tongue. Second, while the ESP emphasizes the importance of re-introducing the BTL program, it is not clear how this initiative will be integrated with the existing curriculum. The timeframe suggested for introducing BTL in the ESP seems delayed in comparison to the Action Plan. Finally, it is not clear the extent to which the new curriculum and assessment strategy have succeed in improving learning outcomes, nor how policies, strategies and practices in teacher preservice, in-service, or continuous processional development align with language learning priorities being introduced in the new curriculum of the BTL program.

The ESP documents issues related to goals of improving access and retention in basic education, however the strategy and ‘results chain’ for meeting these goals could be more clearly strengthened. Currently, nearly 30% of children entering grade 1 in Lesotho do not survive to Grade 7. The Curriculum and Assessment chapter argues that the introduction of continuous assessment will address retention issues and the primary education chapter offers several strategies for improving access and retention. The ESP, however, could provide a more robust evidence base to argue for MoET investment in these strategies. Issues related to ensuring access to out-of-school children and improving retention are among the most daunting of challenges facing practitioners and policymakers across the region, and globally. The challenge of universal primary completion and reaching out of school children is unlikely to be solved overnight, however, a more clearly articulated strategy could play an important role in providing guidance to communities, teachers, school managers and staff at the central and de-central levels in working toward these important objectives. Cross-referencing the primary education chapter with the NFE chapter could offer space for the ESP to focus and reflect on the complex challenges and diversity of interventions suggested to improve access and primary completion – especially in relation to vulnerable and marginalized populations.

Improving efficiency, especially addressing teacher absenteeism and prolonged absenteeism/ post abandonment, would benefit from more evidence-based discussion on proposed interventions. The ESP makes reference to the issue of teacher absenteeism and appraisal consultations suggested that a study was available. It would be useful for the study (and key findings) to be integrated into the ESP. At present the ESP does not provide an explicit results chain of interventions designed to address the issue of teacher absenteeism. Addressing teacher absence, absenteeism, and ghost teachers (to the extent that this is an issue) are incredibly difficult tasks for a variety of reasons. Interventions related to stemming absenteeism are also very sensitive as it is not in the best interests of the MOET to work against the majority of teachers who, by and large, are likely to be performing their job competently and often in very difficult conditions.

The Primary Education and Teacher Development chapters identify activities including increased inspection, biometric tracking / electronic payroll, development of a performance management policy, and school board capacity building, each of which could play a role in addressing the issue of absenteeism (and of improving the efficient management of teachers). Inclusion of a focused discussion on the issue of absenteeism and an overview of strategies and actions (perhaps in the chapter on Teachers) would further strengthen the ESP.

High unit costs for infrastructure and high levels of infrastructure expenditure emanating from the central level suggest a need for careful analysis of planned infrastructures over the medium term. Unit costs for classroom construction in Lesotho are among the highest in the region (observation based on several personal communications). While expansion of infrastructure could make important
contributions to objectives of improving access, equity and quality, the high share of resources budgeted for infrastructure expansion in the ESP may benefit from a second look – especially if high unit costs persist. Development of an infrastructure development policy or strategy (in line with the plan for school mapping in the Action Plan, line 223) could strengthen efficiency of infrastructure expenditures. According to the draft Action Plan, secondary school and TVET infrastructure projects will require more than $825 million (M) [or $55 million US dollars] over the next three years.

Recommendations
The ESP would be strengthened if it were to include a section which provides an overview on the MoET strategy for improving literacy. The strategy could provide some background and context, present some of the issues and considerations and discuss some of the next steps on literacy. While developing a robust strategy may take a few years, ESP would benefit from providing more explicit strategic direction and highlight key questions and issues which MoET plans to consider.

Providing more explicit discussion and evidence on strategies to improve retention and reduce absenteeism could provide needed direction and offer next steps for taking action and measuring progress against these important issues.

Consistency and coherence
Appraisal of “Consistency and Coherence” was guided by the following questions.

- Does the plan evidence consistence and coherence across strategies, interventions, financing arrangements and M & E priorities?
- How consistent are the scenario and the costing with other parts of the ESP?
- Are the M&E indicators consistent with the policy priorities and the planned programs and activities?

Strengths
The ESP offers a consistent framework to organize sub-sector priorities and to present objectives, priority activities, expected outcomes, indicators and targets.

The Action Plan provides extensive detail and costing which will provide important direction in supporting near term planning, budgeting, negotiation with partners and implementation. The organization of the Action Plan by subsector aligns well with the organization of the ESP.

Challenges
The ESP provides some framing of the national and sector development context, however, some changes in organization and framing could strengthen consistency, coherence and linkage across the ESP. To be specific, Chapter 1 provides content on the National Strategic Development Plan (NSDP) and the Education Sector Context however, the linkages between sector context, sector development and national development could be more explicitly linked. One possible way forward could be as follows:

The ESP could, at the front of the document, provide the MoET Vision, Mission and Sector Objectives similar to that provided in the Lesotho ESSP 2005-2015 (see annex). These statements would frame the document and all sub-sector discussion and results matrices could refer back to this initial statement of sector objectives. At present, while it is clear that objectives of Access, Equity, Quality/Learning and Efficiency are sough across all sub-sectors, the “strategic objective” wording varies from chapter to chapter.
The current ESP states NSDP strategic objectives, but does not provide much discussion on how the education sector envisions contributing to the NSDP. If the ESP is not explicit in making these linkages – of the contribution of the Education Sector to National Development Objectives – MoET may face difficulty in accessing the domestic funding needed to make expected progress toward sector priorities. One potential way forward is to introduce a matrix which enumerates the contribution of a strengthened education sector to supporting progress toward NSDP objectives. This could be discussed in the Chapter 1 narrative and supported by a matrix such as that illustrated below. If desired, the ESP could include similar discussion and a table relating ESP objectives to the Sustainable Development Goals. Such a matrix could support MoET efforts in arguing for access to additional international financing and resources.

### Contribution of Education Sector to NSDP goals (example)

<table>
<thead>
<tr>
<th>NSDP Objective</th>
<th>Contribution of the ESP</th>
</tr>
</thead>
</table>
| Enhance the skill base, innovation and technology adoption for accelerated development | - Address skills gaps in Water, Tourism, Mining, Textiles and Technology sectors  
- Increase access to and research in higher education                           |
| Reverse environmental degradation and adapt to climate change                  | - Provide environmentally friendly TVET/livelihood training responding to rural and urban developmental needs.  
- Invest in research designed to help communities respond to threats introduced by climate change |

Regarding discussion on the Education Sector Context, Chapter 1 could benefit from the inclusion of the following information (i) a sector ladder which shows the existing framework for education in Lesotho (i.e., Primary runs from Grade 1-7, etc.), (ii) highlight the ‘tripartite system’ of education including data indicating the share of schools by ownership (i.e., what share of schools are Roman Catholic, Anglican, Government, etc.) and (iii) a discussion on planned revisions to the Education Act (2010). Most of this contextual background is included in the ESP. However, having this information presented in Chapter 1 could quickly and succinctly emphasize key features of the sector context in Lesotho. The sector ladder could be useful for discussing and ‘showing’ the curriculum reform since the reform increases the duration of basic and secondary education.

There are number instances where priorities, activities or costing included in the Action Plan are not included in the ESP (or vice versa). The table below shows a few of the issues of alignment, many of which represent investments equal to many millions of Maloti.

### Examples of mis-alignment between ESP and Action Plan

<table>
<thead>
<tr>
<th>Areas / activity</th>
<th>In the ESP</th>
<th>In the Action Plan</th>
</tr>
</thead>
<tbody>
<tr>
<td>Conducting regular LEG meetings and Annual Sector Reviews</td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td><strong>Child-Friendly Schools.</strong> This is identified as an activity, but no diagnostic is offered. What diagnostic or set of ‘issues’ is the intervention of child-friendly schools meant to address: violence /</td>
<td>Yes</td>
<td>Yes</td>
</tr>
</tbody>
</table>
Discussion on linkages across sub-sectors could be strengthened. For example, the Primary education chapter could emphasize its link with TSD, TVET, NFE and the Examinations Council of Lesotho (ECOL) and the TVET chapter could provide additional discussion on how TVET interventions intersect with TSD, Curriculum and Assessment, NFE and Secondary Education and ECOL.

Recommendations
The ESP 2016–2026 would benefit greatly by presenting MOET mission, vision and strategic objectives at the front of the document and emphasizing ESP priorities contribution to NSDP priorities. By presenting strategic objectives up front, the reader has a clear indication of MoET priorities.

It is recommended that the MoET conduct a brief internal review to strengthen Action Plan alignment with the ESP.

Implementation feasibility, capacity and risks
Appraisal of “Implementation feasibility, capacity and risks” was guided by the following questions.

- Do the financing, governance, implementation, and monitoring arrangements offer a good perspective for achievement?
- Is the financial plan adequate and realistic?
- Does the plan identify and address capacity constraints that would affect plan implementation?
- Are there strategies in place to improve and establish good governance practices and management accountability across the system?
- Does the ESP design take into consideration possible risks and constraints in implementation?
- Does the M&E system provide robust indicators based on valid and reliable data to monitor the progress toward the achievement of outputs and outcomes described in the results framework? Are the reporting, feedback, and consultation mechanisms transparent and adequate to maintain broad ownership during implementation?

Strengths
Consultations revealed broad, and in several departments, deep capacity, expertise and experience within MoET as well as in affiliated intuitions (e.g., National University of Lesotho and ECOL) and other sector stakeholders (e.g., UNICEF, World Bank). This technical capacity could play an important role in the ongoing and iterative planning and implementation of ESP and Action Plan priorities over the medium term.

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3 The ESP indicated that this intervention is an access and retention intervention, but the rationale and theory of change is not introduced.
Plans to in-source the MoET EMIS function and reform the strategy for EMIS data collection, analysis and storage could play an important role in further strengthening MoET analytic and planning functions. The ESP notes that the:

Education Management Information System (EMIS) is currently managed by the private entity which makes it difficult to access information on time when there is a need. The EMIS is still centralized, that is data is captured at schools using the paper based registers and send to the district education offices...

In order to address the challenges that are being experienced in the management of Education information, the MOET shall strengthen capacity of data management at all levels to ensure that quality data is timely produced and utilized. The web-based Education Management Information System will be developed and the MOET Information Communication and Technology (ICT) department will oversee its management with the support from the private operator (p. 90).

The Lesotho Ministry of Health currently has such a system and MoET could draw on these practices and experiences.

ESP sub-sector matrices at the primary, secondary and TVET levels emphasize the need to strengthen school inspection activities; the Action Plan provides operational details and costings related to school inspection. Language included in the TVET Action Plan matrix provides some additional detail committing MoET to “develop and implement inspection framework – tools, instruments and inspector capacity building” (Action Plan, 2016: line 308). Efforts to strengthen, or in the words of one interviewee, give “‘teeth” to school inspection, could play an important role to improving implementation and accountability – an issue which multiple individuals, across subsectors, identified as a critical priority during appraisal consultations.

Challenges
Given the importance placed on improving M & E and school inspection and on implementing Annual Sector Reviews, the ESP should provide even more detail, and provide additional resources, to these priorities. The ESP notes that the MoET will develop a plan for monitoring and evaluation of the ESP implementation. The Action Plan also provides resources for these priorities. However, to be robust, the ESP should include more detail on MOET plans to develop monitoring tools and mechanisms as well as more resources. Development of a robust M & E plan would identify how inspection and supervision activities are streamlined into an M & E system.

Currently the Action Plan does not include resources to support implementation of an annual sector review or stakeholders meeting nor does it provide resources which could be used to ensure the completion of an annual sector performance review. The ESP notes that during the previous FTI/GPE project ‘the department did not manage to coordinate the sector reviews to monitor and evaluate progress made towards achieving the set 2005-2015 strategic plan targets’ (p. 89).

The ESP and Action Plan appear to offer mixed messages as to whether the sector has sufficient resources to carry out implementation of sector priorities. This mixed-message may compromise MoET efforts to secure additional domestic and international resources. The ESP simulation model indicates that core MOET costs associated with implementing ESP are feasible and within the MOET resource envelope. However, the Action Plan costs, which amount to around 430 million maloti annually over the next three years, appear to be beyond the MoET resource envelope. To be specific,
adding 430 million (Maloti) to the medium term budget would require a 20% increase in the MoET annual recurrent budget. A revised and prioritized iteration of the Action Plan could highlight priority medium term expenses and, in addition, identify activities likely to rely on non-MoET / non-GoL sources of funding.

A capacity assessment of MoET has not been conducted and a risk analysis has not been included in the ESP. An assessment of MoET capacity could identify gaps which could compromise effective implementation of ESP priority programs. The previous GPE project faced significant challenges in ensuring that MoET had access to the human resources needed to expertly and efficiently process procurement actions. In terms of a risk assessment, MoET could draw on risk assessment work which was recently conducted for the design of the Education Quality for Equality project.

**Recommendations**

It is recommended that the ESP include more content on how the MoET plans to develop and operationalize an M & E plan. It is recommended that Chapter 11 provide more detail on the M & E vision and plan to show how MoET plans to operationalize this area which faced challenges during the last ESP and which many stakeholders indicated was an important area for improving education service delivery.

Inclusion of a ‘key reforms’ table as an annex, disaggregated by sub-sector and year, could offer a framework for MoET decision-making related to the allocation of human and budget resources over the medium term. Such a table (illustrated below) would identify key high-level actions which will require significant MoET human and financial resources and illustrate potential bottlenecks.

<table>
<thead>
<tr>
<th>Year/subsector</th>
<th>2017/17</th>
<th>2018/19</th>
<th>2019/20</th>
</tr>
</thead>
<tbody>
<tr>
<td>Curriculum (key reforms)</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>ECCD (key reforms)</td>
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<tr>
<td>Primary (key reforms)</td>
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<tr>
<td>Secondary (key reforms)</td>
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<td>...</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Subsector Notes

Curriculum and Assessment
The Curriculum and Assessment chapter highlights three major reforms: the phase out of the Primary School Leaving Exam (PSLE), the phase-in of a new curriculum which will direct students into three streams starting from Grade 8 (Junior High), and the introduction of A-Level courses into Secondary Schools. Each of these reforms deserves attention.

The PLSE phase out will be piloted in 70 schools in 2016 and is expected to be rolled out nationwide in 2017. The rationale for the phase out is to eliminate barriers to basic education completion. Currently, the PSLE is a pass/fail exam. In recent years, 11.9-16.9% (equal to over 5,000) of Grade 7 learners fails the PSLE. By abolishing the PLSE, these learners will be able to continue to Grade 8 un-hindered. The existing PLSE will be replaced with a Grade 7 assessment modeled after the National Assessment Survey. Implications of this reform are that up to 5,000 new learners annually will have access to Grade 8. If existing JH PTRs are used, this influx of students could require the addition of 200 new teachers to the sector wage bill in the first year of implementation. The sector may also face other costs associated with increased access (i.e., infrastructure, furniture, textbooks, etc.). However, as fees remain a barrier to Grade 8 access, it is unlikely that all ‘eligible’ Grade 7 students will continue to Grade 8.

Transition to three stream system (piloted in 2018 and national roll out in 2019) is the most ambitious, and likely the most costly curriculum reform. The reform envisions offering three new streams in Junior Secondary Education (Academic, Prevocational and Artisanal Streams) starting in Grade 8. As a part of this reform, basic education will be extended to 11 Grades. At the end of Grade 11, students will sit for the Lesotho General Certificate of Secondary Education (LGCSE). The curriculum reform also envisions that secondary schools will introduce Advanced Subsidiary (AS) and Advanced (A) Level certificates, also by three separate streams, Academic, TVET and Technical. The rationale for the reform is two-fold: it is expected to better meet the diverse needs and learning interests of youth (and thereby reduce repetition and drop-out) and it is expected to better meet the skills development needs of the country.

Consultations indicated that MoET are likely to enter an intense period of planning and consultation related to the piloting and initial implementation of the reform. The reform will likely have significant cost implications given the need for more teachers (with expertise along three different streams), low PTRs, and the demand for equipment (for artisanal and vocational courses). In addition decisions on which schools offer the streams and how students select (or are selected into) streams have cost and efficiency implications. Targets for 2025 include providing artisanal training to 8,900 JH students, prevocational training to 8,900 students, vocational technical training to 3,500 SS students and TVET training to 4,700 TVD students.

Currently A level courses are offered at Universities in Lesotho. By offering these courses at secondary schools instead of universities, the MoET anticipates some cost savings, however several details, including the migration / hire of qualified ‘A’ level teachers from universities to secondary schools, will need to be worked out.

The Appraisal does not make any recommendation on the above reforms. Rather, it seeks to highlight the potential medium-term cost and human resource implications of these reforms.
**Technical and Vocational Education and Training (TVET)**

Planned reforms and investments in the TVET come with a heavy price tag and substantial risks.

Currently fewer than 5,000 students are enrolled in TVET Centers (compared with 130,000 in secondary schools). The TVET system includes

- Ninety three (93) secondary schools offering basic education in Metal work, Woodwork, Technical Drawing and Design, home economics, agriculture
- Seventeen (17) Skills Training Centres offering prevocational skills to primary school leavers, disadvantaged groups and retrenched mineworkers and deportees.
- Twenty (20) Technical and Vocational Training Institutions catering for post junior and secondary school leavers, offering automotive mechanics, bricklaying and plastering and home sciences, etc.

The appraisal suggests interrogating the theory of change underlying the planned TVET interventions before moving forward with substantial investments in the sector. To be specific, investment in TVET and skills development has been identified as the solution to high levels of unemployment and youth unemployment in Lesotho. The NSDP identifies specific sectors for targeted skills development initiatives, but also reemphasizes the importance of additional research to better match skills supply with the demand for skills. South Africa offers a cautionary example of the challenges facing supply-side skills development and TVET reform. Over the past two decades, South Africa has invested significant amounts of money in improving access to TVET education for secondary school leavers and drop-outs. While educational attainment (years of education) in the South Africa population has realized significant increases over the past two decades, the rate of youth unemployment has remained unchanged – at 35% (Statistics South Africa 2014). This suggests that supply-side skills development by itself will not solve unemployment, and in fact, can result in a significant waste of scarce resources. Even so, there are many reasons for supporting improved access to quality TVET education.

The ESP and Action Plan point to a significant increase in expenditure on TVET, from 1.4% of the share of education sector expenditure in 2014 to a 14.4% share in 2025. This is a rapid expansion and the Action Plan indicates that the majority of this new funding will go to infrastructure projects, including building an additional 6 TVET institutions and upgrading 18 existing TVET institutions. In the Action Plan, the emphasis on TVET, while important, appears to be costed out of proportion to the other subsectors. Specifically, the total budget of the Action Plan is for 1.3billion (M). Out of that amount TVET is allocated 705 million (M) or 54% of the budget. The majority of these resources are to be used for infrastructure projects.

It is recommended that investment in infrastructure be complimented by, and aligned with reforms and capacity building in TVET curriculum, professional development and certification of TVET teachers and lecturers. Appraisal consultations also indicated issues with certification and accreditation in TVET. Issues of quality assurance and certification could undermine reform efforts. While the TVET reform could play an important role in contributing to Lesotho’s national development strategy, the country would do well to learn from the many mistakes of other reforms in the region.

**Higher Education**

In 2014, roughly 25,500 Basotho were enrolled for studies at local higher education institutions (or post-secondary training), while a further 2,400 were studying at HEIs abroad. Flagship institutions include the Lesotho College of Education (LCE) and the National University of Lesotho (NUL). The NUL offers
degrees in education, humanities, natural sciences, agriculture, social sciences and law, as well as certificate and diploma courses. LCE trains teachers in both primary and junior secondary schools. It trains part-time teachers that are already in-service as well as full time teachers who have not yet been absorbed into the labour market but were able to precede secondary education and met the entry requirement of LCE.

Enrolment growth in higher education has been modest over the past several years – institutions of higher education do not have the capacity to absorb increasing number of graduates qualifying for access to higher education and many students lack the resources needed to enroll in tertiary education. A large number of students study outside of Lesotho – a phenomenon which is also linked to brain drain: the out migration of high skill workers.

Female enrolment in higher education is much higher than male enrolment: the gender parity index in higher education is 1.46.

Two critical issues highlighted during the Appraisal process are (i) higher education financing and (ii) pressure to increase HEI enrolment in Science Technology Engineers in and Mathematics (STEM) fields.

Public higher education institutions operate in a semi-autonomous status, but still rely heavily on government funding to support their operation. HEI officials interviewed for the Appraisal indicated that Universities are facing increasing pressure to find non-state sources of revenue and financing. The ESP identifies several strategies (including means testing) which could be used to more efficiently use the scarce resources available. While HEIs are seeking more state financing, the ESP sees the share of sector funding going to higher education increasing only 3% over the next decade: from 10% to 13%.

Higher Education Targets seek to direct an increasing share of students into STEM fields, including in Engineering, Natural Sciences and Health. The costs of providing STEM education are generally higher than that of providing higher education in the social sciences and the humanities. Efforts to promote high quality STEM education are likely to require investments in infrastructure and equipment as well as incentive packages to attract qualified staff. The Higher Education Report 2013 provides additional data and background on the state of higher education as do MoET Annual Statistical Bulletins.

**Teachers Development, Supply and Management**

In 2014, 16,721 teachers were working in government or public-supported undergraduate schools, from preschool to senior secondary levels. Around two thirds of teachers work in primary schools. Teachers’ issues highlighted in the ESP include: the rise (and threat to sustainability) of the wage bill, the importance of improving teacher management and teacher performance management, the need to assess the supply of and demand for teachers given anecdotal evidence suggesting an “excess supply” of qualified teachers, and teacher absenteeism. Of teacher management issues, the ESP notes,

The Ministry lacks control over management of teachers due to the existing partnership in the Education system, involving MOET, school proprietors (an overwhelming majority of churches) and school boards. Generally speaking, teachers may not abide by ministry regulations without systematically triggering prompt and firm action from the headmaster/principal, the school Board or the Ministry. A practical consequence on the daily functioning of schools may be teacher’s absenteeism. (p. 67)
The ESP offers several strategies to support improved teacher management.

Two issues could benefit from further elaboration in the ESP. These are discussed below:

**Multi-grade teaching:** Both the ESP and the Action Plan identify strengthening Multi-Grade teaching as a priority. Having effective multi-grade teachers is especially important in rural areas. While multi-grade teaching is identified as a priority in the Primary Education chapter, it is unclear if this priority has been cross-referenced with teacher education institutions, which may have experiences, resources and programs, which could support implementation of this priority.

**Teacher Subject Matter Knowledge:** Various sources of evidence suggest that although the vast majority of primary school teachers are “qualified” many such teachers may not have the mastery of subject matter knowledge required to improve student learning outcomes. Because of this concern the *Education Quality for Equality* project is conducting a survey to ascertain the extent to which primary school teachers have subject matter knowledge in various curriculum areas. At present the chapter on teachers is focusing on performance management and other interventions, however, if it is found that a large share of the teaching force is struggling with subject matter knowledge the priorities may need to shift to support teacher professional development in this area.

**Non-Formal Education and Lesotho Distance Training Centre**
NFE providers, led by the Lesotho Distance Training Centre, seek to provide access to literacy education and to formal education services to Lesotho’s more remote, rural and otherwise marginalized populations. As indicated in the education sector context section, there continue to be a large number of out of school children in Lesotho (up to 10% of the population) with children in mountainous districts (e.g., Mokhotlong and ThabaTseka) more likely to be out of school.

Taking all NFE providers into account, the ESP states that there are 520 Centres operating in Lesotho which enroll over 25,000 students, 80% of whom are male. According to the ESP, 90% of male learners in literacy programme are herdboys. Quoting the study “The Situation of Rights of Herdboys in Lesotho” (2015:30) the ESP indicates that 15,922 herdboys between the ages 6 – 19 do not attend conventional school due to various reasons.⁴

Some of the priorities identified in the ESP include implementation of a literacy survey and a survey on out of school children. Budget share for NFE programming is not increased over the life of the ESP, however, during Appraisal consultations, staff working in NFE argued for increased MoET support to NFE and LDTC priorities. In addition, the vision presented in the ESP could benefit from more clearly articulating linkages between the NFE program and formal primary education and TVET / skills development programs.

**Early Childhood Care and Development**
Enrolment in ECCD centers was 53,530 in 2015 making for a GER of 33% and an NER of 23.5 percent in 2015. ECCD includes “reception” classes that are attached to public primary schools. Reception classes

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⁴ Note that there are some inconsistencies between data provided in the ESP and that provided in the Statistical Bulletin.
are for the five-year olds and are fully supported by MOET though the provision of foodstuffs, procurement of learning materials, and the provision of wages for caregivers.

Some ECCD issues to consider:

It is unclear if MoET has an ECCD Policy or Strategic Vision. Currently, there are many positive initiatives related to ECCD in Lesotho—but it is not clear if the MoET is providing strategic direction.

The ESP appears to focus largely on construction and expansion of access to reception year classes. In 2014, there were 245 reception classes accommodating around 6,200 children. The ESP plans for there to be 1,478 reception classrooms by 2025 enrolling 14,610 pupils. The pupil classroom ratio suggested seems a bit low, and the focus on access could compromise quality initiatives such a curriculum work and ECCD teacher professional development activities – which are also included in the ESP.

The ESP proposes a National Assessment on Child Development: this activity could play an important role in furthering strategic dialogue and policy on ECCD in Lesotho.
Appraisal Summary and Matrix

This section provides an overview of Strengths, Concerns, and Summary Conclusions identified through the ESP and Action Plan Appraisal process. An Appraisal Summary Matrix is also provided. The matrix is based on the matrix provided in the Annex to Guidelines for Education Sector Plan Appraisal (GPE, 2015: 22-24).

Strengths

The ESP 2016-2025 is well-structured and organized, identifies critical priorities in all education sub-sectors, and identifies several important cross-cutting issues facing the sector, different populations, and national development in Lesotho.

The Education Sector Diagnostic and the ESP provide in-depth analysis and draw on a wide range of robust data sources to identify and discuss key challenges facing the sector. Discussion on issues of access, equity, efficiency and learning are often grounded in robust sources of data and analysis.

The ESP development and consultation process demonstrated MoET leadership and was evidenced by the prolonged and intense engagement of eight technical working groups (TWGs) comprised of MoET and non-MOET stakeholders. MoET engagement of the LEG and TWG membership offers some momentum which could be built on during the first stage of ESP implementation.

The Plan highlights the unique challenges, contexts and opportunities facing Lesotho, including insufficient funding of higher education, the influence of the proximity of South Africa on higher education and labor migration, the role of religious organizations in education service delivery, circumstances which undermine boys’ access to education, the influence of low population growth and HIV-AIDS, and the vision for curriculum reform which seeks to better nurture the diverse capabilities and talents of children, youth and adults of Lesotho.

 Concerns

The current draft of the ESP does not present an overarching set of sector strategic priorities and objectives. Each sub-sector chapter identifies priorities in access, learning, equity and efficiency. Providing a framing vision and set of objectives in the first chapter of the ESP would provide increased clarity on MoET sector priorities and strengthen strategic consistency and alignment across all subsector chapters.

MoET is planning to implement a large number of reforms over the medium term and it is not clear whether the financial simulation model or the Action Plan have fully captured the financial implications of these reforms. These reforms include increasing access to basic education (through Grade 10) by abolishing the Grade 7 PLSE exam, implementing a curriculum reform which introduces two new curricular streams starting in Grade 8, and several other reforms (e.g., TVET investment, introduction of school grants) each of which have significant cost implications. It is unclear if the costs of the Action Plan (budgeted at $1.2 million maloti, or around $87 million USD, over three years) are included in the ESP simulation model. If not, a second round of consultations on the Action Plan could help further prioritize priority activities and outputs vis-à-vis subsector objectives and resource availability.  

  5 Action Plan costs amount to ~430 million (M) annually over the next three years. This cost is would require a 20% increase in the MoE recurrent budget and thus appears to be outside of the existing resource envelope.
For each subsector, the ESP provides a results framework and at the end of the ESP is an annex identifying core indicators and process indicators and selected targets. The inclusion of results frameworks in each chapter is strength of the ESP. However, in some instances, the link (i.e., the results chain) between proposed activities, expected outcomes, and outcome measures is unclear or could benefit from a stronger evidence base. In other instances, outcome indicators or targets could be refined to more explicitly align with strategic objective priorities.

Sector monitoring and evaluation was identified as a shortcoming in the implementation of the previous ESP. The ESP 2016-2025 highlights this issue and commits MoET to reactivating and strengthening sector monitoring activities. Additionally, both the ESP and the Action Plan emphasize (and provide budget for) increased inspection across the system. Currently this commitment to sector monitoring and inspection comes across in different parts of the ESP. The ESP would benefit from the inclusion of a section which offers more detail as to how the MoET plans to develop and operationalize a sector-wide M & E plan which links centralized and decentralized M & E activities and ensures timely and regular measurement of, and consultation over, ESP objectives and targets.

**Conclusions**

The appraisal consultation process revealed that MoET staff and TWG members have worked hard in preparing and revising the ESP 2016-2025 and the Action Plan. Furthermore, the appraisal process stimulated a second round of consultations and feedback over the ESP. MoET staff are drawing on the consultations to integrate new comments and feedback into the existing draft of the ESP. If the grant application is successful, it is expected that the GPE grant could support an expansion in scope of an already designed and active project, the Education Quality for Equality Project. The existing project aligns with ESP strategic priorities with a specific focus on strengthening equity and quality in basic education.

The GPE grant will allow the Government of Lesotho to provide an improved quality of education to children going to schools in some of Lesotho’s more remote and rural areas. Lesotho should not be excluded from the benefits of GPE membership based on any of the shortcomings or concerns presented in this report.
**Appraisal Summary Matrix**

GPE Appraisal Guidelines identify the issues identified in the matrix below as important elements of Education Sector Plans. The matrix below was completed based on the data collected through the Appraisal of the Lesotho ESP 2016-2025 and the Action Plan.

<table>
<thead>
<tr>
<th>Questions</th>
<th>Very Satisfactory</th>
<th>Satisfactory</th>
<th>Room for Improvement</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Sector-wide</strong>&lt;br&gt;1. Does the plan cover all subsectors including non-formal education, literacy, and higher education?</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Based on a sector analysis</strong>&lt;br&gt;2. Does the ESP summarize key results of the sector analysis and identify key challenges based on those results?</td>
<td></td>
<td>X</td>
<td></td>
<td>The inclusion of more raw data could offer a stronger sense of context to justify proposed interventions</td>
</tr>
<tr>
<td><strong>Coherent and consistent strategies</strong>&lt;br&gt;3. Do the general / specific objectives, and activities address the key challenges? Their underlying causes?</td>
<td></td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4. Are there any major inconsistencies in the presentation of general /specific objectives, and activities across different sections of the ESP (e.g. narrative of the strategies, logic framework, action plan)?</td>
<td></td>
<td>X</td>
<td></td>
<td>Presenting sector objectives in Chapter 1 would strengthen consistency across sub-sector chapters.</td>
</tr>
<tr>
<td><strong>Sound cost framework</strong>&lt;br&gt;5. Has the plan been costed?</td>
<td></td>
<td>X</td>
<td></td>
<td>See full comments in the Appraisal text.</td>
</tr>
<tr>
<td>6. Are the data presented by education level?</td>
<td></td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>7. Are the data presented by year?</td>
<td></td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>8. Does the cost framework specify the capital and recurrent expenditures as well as the staff salaries share?</td>
<td></td>
<td>X</td>
<td></td>
<td>Disaggregation of future capital and recurrent costs is not included.</td>
</tr>
<tr>
<td><strong>Sound financial framework</strong>&lt;br&gt;9. Is the financial framework based on official macro-economic assumptions?</td>
<td></td>
<td>X</td>
<td></td>
<td></td>
</tr>
<tr>
<td>10. Does the financial framework specify the domestic and external resources allocated to the education sector?</td>
<td></td>
<td>X</td>
<td></td>
<td>The Action Plan shows non-MoET sector contributions (i.e., World Bank and UNICEF). The ESP does not.</td>
</tr>
<tr>
<td>11. Does the financial framework specify the financial gap?</td>
<td></td>
<td>X</td>
<td></td>
<td>Yes. However the projection of the gap may be on the low side.</td>
</tr>
<tr>
<td>12. What is the level of the funding gap as a percentage of the total</td>
<td></td>
<td>X</td>
<td></td>
<td>The ESP provides this information.</td>
</tr>
<tr>
<td><strong>resources available (including external aid)?</strong></td>
<td></td>
<td></td>
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<tr>
<td>---</td>
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<td></td>
<td></td>
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<tr>
<td><strong>Simulation model</strong></td>
<td></td>
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<td></td>
</tr>
<tr>
<td>13. Was a simulation model used for testing the policy targets and informing the policy dialogue?</td>
<td>X</td>
<td>The ESP could provide more information on the results of the simulation model.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>14. Was a simulation model used for devising the financing framework?</td>
<td>X</td>
<td>Yes. The model demonstrates MoET commitment to TVET expansion.</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Sound action plan</strong></td>
<td></td>
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<tr>
<td>15. Does the action plan contain a precise timeline for each activity?</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>16. Does the action plan contain a responsible authority for each activity?</td>
<td>X</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>17. Does the action plan contain the total cost and source of funding for each activity?</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Monitoring tools and mechanisms</strong></td>
<td></td>
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</tr>
<tr>
<td>18. Does the ESP contain a description of the monitoring tools to be used or mention a plan to develop them?</td>
<td>X</td>
<td>See full comments in the Appraisal text.</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Clear roles and responsibilities</strong></td>
<td></td>
<td></td>
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<td></td>
</tr>
<tr>
<td>19. Are there clear roles and responsibilities for ESP implementation and monitoring?</td>
<td>X</td>
<td>More detail is needed. However this could be included in an M &amp; E plan to be developed.</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Sound indicators</strong></td>
<td></td>
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<tr>
<td>20. Are most of the indicators well defined, meaning they contain a target, a timeframe, and are measurable?</td>
<td>X</td>
<td>See full comments in the Appraisal text.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>21. Do most objectives have corresponding outcomes, and do most activities have corresponding outputs?</td>
<td>X</td>
<td>See full comments in the Appraisal text.</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Capacity development</strong></td>
<td></td>
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</tr>
<tr>
<td>22. Does the ESP contain a programme on capacity development that is based on an assessment of capacities?</td>
<td>X</td>
<td>The ESP does not include such a plan</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Strong government leadership</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>23. Did the ESP preparation process demonstrate strong gov’t leadership?</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Broad stakeholder participation</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>24. Did ESP preparation involve a participatory process including: central &amp; decentralized levels of government, civil society, teacher unions, NGOs and development partners?</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Annexes

Education Sector Context

Overview

Opening Note
This annex does not seek to provide a comprehensive overview of education sector statistics or offer a thorough analytic of the education sector. MoET Annual Statistical Bulletins and the Lesotho Education Sector Diagnostic provide extensive statistical and analytical detail. Rather this annex draws on these sources to highlight some important trends and issues in Lesotho’s education sector. As such, this annex makes extensive reference to MoET Statistical Bulletins and the Lesotho Education Sector Diagnostic.

Sector Context Overview
The education system in Lesotho is organized as follows:

- Early Childhood Care and Development, which includes ages 0-5, inclusive of a pre-primary reception year, or kindergarten,
- Primary Education, of a duration of seven years (Grades 1-7) for children ages 6 -12,
- Secondary Education inclusive of Junior High (Forms A, B and C), for youth aged 13-15 and Senior High School (Form D-E)), for youth aged 16-17,
- Post -Secondary Education (Vocational and Technical schools and IBM), and
- Higher Education

Progression form JH to SS is mediated though the Junior Certificate Examination. Certification of Secondary School education is done through the Lesotho General Certificate of Secondary Education exam – an adapted version of the Cambridge Overseas Certificate (COSC) of the University of Cambridge Examination Syndicate.

Schools in Lesotho are operated by a variety of institutions, including government, churches, communities and private companies. Churches operate the majority of schools and account for the majority of student enrolment at ECCD, primary and secondary levels. However, in most church owned schools government pays teachers’ salaries.

The ESP discusses legal and policy issues relevant to the education sector including plans to revise the Education Act (2010), planned curriculum reforms as well as plans to review and amend several important sub-sector policies, including fees policies on secondary education.

Primary Education

Access and teachers
Enrolment in primary education has realized a steady decline since 2004 and over the past several Primary Net Enrolment Ratio has dropped below 80%. Implementation of an FPE policy resulted in an increase in enrolment in 2000. The gender parity index in primary education has ranged from 0.95-0.96 over the past several years. A large share (up to 20%) of students enrolled in primary schools are one or two years overage for their grade. The figure below show trends in primary school enrolment, NER and GER over the past decade.
Nearly three-quarters (74.6%) in Lesotho are classified as rural and more than half of schools (53%) are in the Lowlands. Lesotho has 1,478 primary schools. By ecological zone, 53% of primary schools are
in the Lowlands, 23.8% are in the Mountains, 11.9% are on the Foothills and the remaining schools are in the Senqu River Valley.

**Church operated schools account for the majority of primary student enrolment (see below table).** Enrolment is highest in Lesotho Evangelical Church primary schools (121,059 pupils), followed by the Roman Catholic Church with 117,644 pupils. The Anglican Church of Lesotho and the Government enroll 39,891 and 38,266 pupils, respectively. The following table identifies the number of primary schools and primary school enrolment, by district. Lesotho has ten districts.

**Primary enrolment by school ownership, 2015**

<table>
<thead>
<tr>
<th>School Operator</th>
<th>Primary Enrolment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lesotho Evangelical Church (LEC)</td>
<td>121,059</td>
</tr>
<tr>
<td>Roman Catholic Church (RCM)</td>
<td>117,644</td>
</tr>
<tr>
<td>Anglican Church of Lesotho ACL</td>
<td>39,891</td>
</tr>
<tr>
<td>Government</td>
<td>38,266</td>
</tr>
<tr>
<td>Community</td>
<td>19,392</td>
</tr>
<tr>
<td>African Methodist Episcopal (AME)</td>
<td>3,789</td>
</tr>
<tr>
<td>Other</td>
<td>15,505</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>355,546</strong></td>
</tr>
</tbody>
</table>

Source: MOET Statistical Bulletins

**Primary Schools, enrollment and enrollment share, by district, 2015**

<table>
<thead>
<tr>
<th>District (Name)</th>
<th>Schools</th>
<th>Enrollment</th>
<th>Enrolment Share</th>
<th>School Share</th>
</tr>
</thead>
<tbody>
<tr>
<td>BOTHA-BOTHE</td>
<td>82</td>
<td>22,287</td>
<td>6.2%</td>
<td>5.6%</td>
</tr>
<tr>
<td>LERIBE</td>
<td>199</td>
<td>55,920</td>
<td>15.5%</td>
<td>13.5%</td>
</tr>
<tr>
<td>BERE'A</td>
<td>139</td>
<td>43,944</td>
<td>12.2%</td>
<td>9.4%</td>
</tr>
<tr>
<td>MASERU</td>
<td>252</td>
<td>81,850</td>
<td>22.6%</td>
<td>17.1%</td>
</tr>
<tr>
<td>MAFETENG</td>
<td>158</td>
<td>36,151</td>
<td>10.0%</td>
<td>10.7%</td>
</tr>
<tr>
<td>MOHALE'S HOEK</td>
<td>171</td>
<td>31,857</td>
<td>8.8%</td>
<td>11.6%</td>
</tr>
<tr>
<td>QUTHING</td>
<td>126</td>
<td>21,764</td>
<td>6.0%</td>
<td>8.5%</td>
</tr>
<tr>
<td>QACHA'S NEK</td>
<td>103</td>
<td>14,915</td>
<td>4.1%</td>
<td>7.0%</td>
</tr>
<tr>
<td>MOKHOTLONG</td>
<td>106</td>
<td>22,712</td>
<td>6.3%</td>
<td>7.2%</td>
</tr>
<tr>
<td>THABA-TSEEKA</td>
<td>141</td>
<td>30,237</td>
<td>8.4%</td>
<td>9.5%</td>
</tr>
<tr>
<td><strong>TOTALS</strong></td>
<td><strong>1477</strong></td>
<td><strong>361,637</strong></td>
<td><strong>100.0%</strong></td>
<td><strong>100.0%</strong></td>
</tr>
</tbody>
</table>

Source: MOET Statistical Bulletins

Enrolment in primary schools has steadily declined over the past decade, as has the number of teachers working in primary schools. In 2015, there were 10,932 primary school teachers of whom, 8,564 (79.2%) are identified a qualified. The number of primary school teachers by year is as follows: 11,167 (2014), 11,508 (2010), and 11,536 (2009). Pupil teacher ratios have realized significant declines over the past decade (see figure below).
Pupil Teacher Ratios and Pupil Trained Teacher Ratios vary greatly by district. The range in PTTR is 36-56 with mountainous districts such as Mokhotlong and Thaba-Tseka having the highest PTTRs as well as high PTRs.

The Education Sector Diagnostic provides additional analysis of PTRs in primary education. Primary PTR ranges from 18 – 41, with rural areas in the Mountains and the Senqu River Valley having PTRs that are much higher than Lowlands’ primary schools.
Average PTR in primary education by urban/rural and zone, 2014

<table>
<thead>
<tr>
<th></th>
<th>Average PTR</th>
<th>Number of schools</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Urban</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Lowlands</td>
<td>18.2</td>
<td>122</td>
</tr>
<tr>
<td>Mountains</td>
<td>28.9</td>
<td>32</td>
</tr>
<tr>
<td>Senqu River Vly</td>
<td>25.3</td>
<td>8</td>
</tr>
<tr>
<td>Total</td>
<td>20.6</td>
<td>162</td>
</tr>
<tr>
<td><strong>Rural</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Foothills</td>
<td>32.0</td>
<td>166</td>
</tr>
<tr>
<td>Lowlands</td>
<td>26.8</td>
<td>496</td>
</tr>
<tr>
<td>Mountains</td>
<td>41.4</td>
<td>348</td>
</tr>
<tr>
<td>Senqu River Vly</td>
<td>40.9</td>
<td>168</td>
</tr>
<tr>
<td>Total</td>
<td>33.9</td>
<td>1,178</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Foothills</td>
<td>32.0</td>
<td>166</td>
</tr>
<tr>
<td>Lowlands</td>
<td>25.1</td>
<td>618</td>
</tr>
<tr>
<td>Mountains</td>
<td>40.3</td>
<td>380</td>
</tr>
<tr>
<td>Senqu River Vly</td>
<td>40.2</td>
<td>176</td>
</tr>
<tr>
<td>Total</td>
<td>32.3</td>
<td>1,340</td>
</tr>
</tbody>
</table>

Source: Lesotho Education Sector Diagnostic, 2015

In recent years, primary school retention rates have been in the range of 70%. This means that approximately 30% of students who enroll in grade 1 do not complete grade 7. Estimates from the sector diagnostic (which uses 2010 household data) indicate that between 65-68% of children are retained in a primary education cycle (see below figure). Net cohort survival rate computed by the MoET 2015 statistical bulletin came in at 72%. Retention rates computed in the sector diagnostic are t 70 percent in junior secondary education and of 83 percent in the senior cycle.

Retention by grade, grades 1-12, 2010 data sources
Orphan-hood and disability: In 2015, out of the total enrolment of 361,637 students, there were 94,333 pupils enrolled in registered primary schools who had either lost one or both parents through death. Over 20,000 students (5% of enrolment) we double orphans – meaning that they had lost both parents to death. In 2015, 5.2 percent of enrolled learners have some form of disability (MoET Statistical Bulletin, 2015).

Equity
The table below is taken from the Education Sector Diagnostic and show schooling access profiles disaggregated by district, household income, gender, and urban rural status for P1, P7 and S 11 students. The sector diagnostic makes the following observations:

- According to the 2010 Household Survey data, at the primary level, 40 percent of students from rural areas, in comparison to 17 percent from urban areas, drop out of primary school before reaching Grade 7.

- Gender is also significant, with 27 percent of girls and 43 percent of boys not completing Grade 7, but the impact of gender is smaller than the distinction between urban and rural.

- Strong disparities are identified across the varying districts: 68% of children in Mokhotlong and 46.5 percent of children in Thaba-Tseka, both mountainous districts, drop out at the primary level. In Botha Bothe district, the figure is 21% - still a large drop-out rate.

<table>
<thead>
<tr>
<th>Districts</th>
<th>P1</th>
<th>P7</th>
<th>S11</th>
<th>S13</th>
<th>Area of residency</th>
<th>P1</th>
<th>P7</th>
<th>S11</th>
</tr>
</thead>
<tbody>
<tr>
<td>Botha-Bothe</td>
<td>99.6</td>
<td>79.8</td>
<td>71.7</td>
<td>48.8</td>
<td>Urban</td>
<td>97.8</td>
<td>84.8</td>
<td>80.4</td>
</tr>
<tr>
<td>Leribe</td>
<td>97.9</td>
<td>73.6</td>
<td>64.5</td>
<td>43.5</td>
<td>Rural</td>
<td>94.0</td>
<td>55.4</td>
<td>49.8</td>
</tr>
<tr>
<td>Berea</td>
<td>97.5</td>
<td>56.3</td>
<td>52.9</td>
<td>42.7</td>
<td>Gender</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Maseru</td>
<td>98.5</td>
<td>69.5</td>
<td>64.6</td>
<td>49.4</td>
<td>Boys</td>
<td>92.9</td>
<td>54.0</td>
<td>48.8</td>
</tr>
</tbody>
</table>
The sector diagnostic estimates that between 34,000 and 49,000 primary school aged children are not in school. The table below identifies variables associated with an influence on ‘access to education’ and ‘drop-out.’ Household data show that in Thaba Tseka, Quthing and Mokhotlong, 7.6 percent, 7.7 percent and 9.9 percent, respectively, of the population does not get into school. These districts also have higher rates of drop-out.

### Variables influencing access to education and drop-out

<table>
<thead>
<tr>
<th>Variable</th>
<th>Access</th>
<th>Dropping out</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gender of the individual</td>
<td>Strong</td>
<td>Strong</td>
</tr>
<tr>
<td></td>
<td>Female do better</td>
<td>Female do better</td>
</tr>
<tr>
<td>Level of earning of the household</td>
<td>Relatively weak</td>
<td>Strong</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Children from better off families do better</td>
</tr>
<tr>
<td>Area of residency (urban/rural)</td>
<td>Relatively weak</td>
<td>Strong</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Children from rural area are lagging</td>
</tr>
<tr>
<td>District</td>
<td>Very Strong</td>
<td>Very strong</td>
</tr>
<tr>
<td></td>
<td>Children from Quthing, Mokhotlong, Thaba Tseka are lagging</td>
<td>Children from Mafeteng, Mokhotlong, Thaba Tseka are lagging</td>
</tr>
</tbody>
</table>

Source: Lesotho Education Sector Diagnostic, 2015

Primary learning outcomes vary by household wealth and geography according to the sector diagnostic. Almost all of the poorest-performing schools in Lesotho belong to rural areas and approximately 60 percent are located in mountainous regions. On average, only about 65 percent of students pass the Primary School Leaving Examination (PSLE) in these schools. Students in the poorest-performing schools also typically belong to lower-income backgrounds. Analysis of the national learning assessment results in Grades 4 and 6 shows that student absenteeism, poverty, and geography negatively impact student learning in Lesotho.

### Learning Outcomes

In comparison with other SCAMEQ countries, Lesotho Grade 6 student scores relatively low on Language and Mathematics assessments. The table below shows Lesotho scores on Language and mathematics assessment in comparison to mean scores on the assessments. With a standard deviation of 50, in both Language and Mathematics Lesotho is about 0.8 standard deviation below the mean; a significant gap. The following table states mean scores across all SACMEQ countries and per capita expenditure on primary school students. The sector diagnostic emphasizes that while per capita expenditure on education is high in Lesotho, while learning outcomes are significantly below the mean. This suggests that the country is not efficiently translating expenditure on education into learning outcomes. The National Assessment Survey (2014) provides additional learning outcomes data on Grade 4 and Grade 6 students.
Language and Mathematics scores, SACMEQ III

<table>
<thead>
<tr>
<th>Language</th>
<th>Mathematics</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lesotho</td>
<td>467.9</td>
</tr>
<tr>
<td>513.5</td>
<td>513.8</td>
</tr>
</tbody>
</table>

Source: Lesotho Education Sector Diagnostic, 2015

Student learning and per student spending at the primary level in SACMEQ countries

<table>
<thead>
<tr>
<th>Countries</th>
<th>Global SACMEQ score</th>
<th>Per student spending (% pc GDP)</th>
<th>Countries</th>
<th>Global SACMEQ score</th>
<th>Per student spending (% pc GDP)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lesotho</td>
<td>472.4</td>
<td>16.8</td>
<td>Zimbabwe</td>
<td>513.8</td>
<td>14.0</td>
</tr>
<tr>
<td>Zambia</td>
<td>434.5</td>
<td>5.5</td>
<td>Botswana</td>
<td>527.6</td>
<td>12.6</td>
</tr>
<tr>
<td>Malawi</td>
<td>440.5</td>
<td>8.3</td>
<td>Swaziland</td>
<td>545.0</td>
<td>16.3</td>
</tr>
<tr>
<td>Mozambique</td>
<td>479.9</td>
<td>11.1</td>
<td>Kenya</td>
<td>550.1</td>
<td>8.1</td>
</tr>
<tr>
<td>Uganda</td>
<td>480.5</td>
<td>7.1</td>
<td>Seychelles</td>
<td>563.0</td>
<td>14.6</td>
</tr>
<tr>
<td>Namibia</td>
<td>484.0</td>
<td>15.7</td>
<td>Tanzania</td>
<td>565.5</td>
<td>9.3</td>
</tr>
<tr>
<td>South Africa</td>
<td>495.0</td>
<td>13.6</td>
<td>Mauritius</td>
<td>598.4</td>
<td>10.3</td>
</tr>
<tr>
<td>Average comp. countries</td>
<td>513.7</td>
<td>11.3</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: Lesotho Education Sector Diagnostic, 2015

Secondary Education

Unlike the declines seen at the primary level, student enrolment in secondary education has increased over the past decade, reaching a slight plateau over the past three years. In 2015, 128,071 students were enrolled in secondary school (inclusive of Junior and Senior Secondary School). Unlike in primary education, access to secondary education requires payment of school fees – which is a barrier to a large number of students. As with enrollment, NER and GER at the secondary level have realized steady increases. In 2015, secondary GER was 55.8% and NER was 38.7%. Unlike in primary school, girls account for the majority of students enrolled in secondary school. In 2015 girls accounted for 57.2 percent of secondary school enrollment and boys for 42.8 percent of secondary enrollment. Out of the total enrolment of 128,701 pupils in registered secondary schools, 39.0 percent had lost either one or both parents through death.

Secondary school enrolment, Lesotho, 2008-2015
The table below shows Secondary GER and NER disaggregated by gender and upper and lower levels of secondary education. At both the lower and upper secondary level girls’ NER and GER is much higher than that of boy’s NER and GER.

NER and GER for lower and upper Secondary Education, 2015

<table>
<thead>
<tr>
<th></th>
<th>Male</th>
<th>Female</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>NER Lower Secondary</td>
<td>22.9</td>
<td>40.4</td>
<td>31.6</td>
</tr>
<tr>
<td>NER Upper Secondary</td>
<td>9.4</td>
<td>17.7</td>
<td>13.5</td>
</tr>
<tr>
<td>NER Overall Secondary</td>
<td>30.4</td>
<td>47.3</td>
<td>38.7</td>
</tr>
<tr>
<td>GER Lower Secondary</td>
<td>56.8</td>
<td>77.3</td>
<td>66.9</td>
</tr>
<tr>
<td>GER Upper Secondary</td>
<td>32.9</td>
<td>44.9</td>
<td>38.9</td>
</tr>
</tbody>
</table>
Lesotho has 341 registered secondary schools. Government share of school ownership is 27%, followed by the Roman Catholic Church (26%) and the Lesotho Evangelical Church (24%). There were 5,356 registered secondary schools teachers in 2015, of whom 44% were female.

Number and share of secondary school, by school ownership, 2015

<table>
<thead>
<tr>
<th>School Ownership</th>
<th>Schools</th>
<th>Share</th>
</tr>
</thead>
<tbody>
<tr>
<td>Government</td>
<td>91</td>
<td>27%</td>
</tr>
<tr>
<td>Lesotho Evangelical Church (LEC)</td>
<td>81</td>
<td>24%</td>
</tr>
<tr>
<td>Roman Catholic Church (RCM)</td>
<td>89</td>
<td>26%</td>
</tr>
<tr>
<td>Anglican Church of Lesotho ACL</td>
<td>38</td>
<td>11%</td>
</tr>
<tr>
<td>Community</td>
<td>15</td>
<td>4%</td>
</tr>
<tr>
<td>African Methodist Episcopal (AME)</td>
<td>5</td>
<td>2%</td>
</tr>
<tr>
<td>Other / Private</td>
<td>22</td>
<td>6%</td>
</tr>
<tr>
<td>Total</td>
<td>341</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: MOET Statistical Bulletins

Over the last decade, a range of 68-72 percent of students taking the Junior Certificate exam have passed. In 2015, 14,830 of 21,678 test-takers passed the exam. In 2014, MoET and ECOL introduced the Lesotho General Certificate in Secondary Education (LGCSE) which started in the year 2014. The exam is not a Pass/Fail exam, but instead provides test-takers grades for subject tests.

Non-formal Education

The Lesotho Distance Teaching Centre (LDTC) oversees non-formal literacy and numeracy programs and correspondence programs for formal certifications in Lesotho. The table below shows enrolment figures for non-formal literacy and numeracy programs as well as correspondence programs in 2015. The table highlights several things.

- Enrolment in NFE numeracy and literacy programs reaches a wide range of age-groups (from age 6-55) with a large number of enrolment in the 21-35 and the 36-55 age ranges.
- Males account for the majority (over 75%) of enrollees in NFE programs while females account for the majority of enrolment in correspondence certificate programs

Enrolment in Non-Formal Education by Age, Level and Sex, 2015

<table>
<thead>
<tr>
<th>LITERACY AND NUMERACY</th>
<th>PRIMARY</th>
<th>SECONDARY</th>
</tr>
</thead>
<tbody>
<tr>
<td>AGE</td>
<td>M</td>
<td>F</td>
</tr>
<tr>
<td>Sub Total (6-18)</td>
<td>1900</td>
<td>125</td>
</tr>
<tr>
<td>19</td>
<td>361</td>
<td>31</td>
</tr>
<tr>
<td>20</td>
<td>401</td>
<td>73</td>
</tr>
<tr>
<td>21-35</td>
<td>1999</td>
<td>492</td>
</tr>
</tbody>
</table>
There are 359 NFE learning post in Lesotho. The majority of literacy and numeracy learning posts were in the mountainous districts namely Mokhotlong and Thaba-Tseka. Thaba-Tseka has 18.7 percent of learning posts followed by Mokhotlong with 17.3 percent.

<table>
<thead>
<tr>
<th>DISTRICT</th>
<th>Literacy and Numeracy Learning Posts</th>
</tr>
</thead>
<tbody>
<tr>
<td>BUTHA-BUTHE</td>
<td>4</td>
</tr>
<tr>
<td>LERIBE</td>
<td>30</td>
</tr>
<tr>
<td>BERE A</td>
<td>52</td>
</tr>
<tr>
<td>MASERU</td>
<td>25</td>
</tr>
<tr>
<td>MAFETENG</td>
<td>46</td>
</tr>
<tr>
<td>MOHALES HOEK</td>
<td>16</td>
</tr>
<tr>
<td>QUTHING</td>
<td>10</td>
</tr>
<tr>
<td>QACHAS NEK</td>
<td>47</td>
</tr>
<tr>
<td>MOKHOTLONG</td>
<td>62</td>
</tr>
<tr>
<td>THABA-TSEKA</td>
<td>67</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>359</strong></td>
</tr>
</tbody>
</table>

Note
ECCD, TVET and Higher Education issues are discussed in brief in the ‘sub-sector notes’ section of the Appraisal Report.
Meeting Schedule and Persons Consulted

Meeting Scheduled

<table>
<thead>
<tr>
<th>Date</th>
<th>Meetings Held</th>
</tr>
</thead>
<tbody>
<tr>
<td>Monday, July 18</td>
<td>• MoET Planning Unit &lt;br&gt;• MOET Senior Management Team &lt;br&gt;• MoET Curriculum and Assessment, CEO</td>
</tr>
<tr>
<td>Tuesday, July 19</td>
<td>• Local Education Group (Morning) &lt;br&gt;• LEG Members, Lati Lerotholi (UNICEF) and Edmund Motseki, (World Bank) &lt;br&gt;• MOET Technical Working Groups (Afternoon Workshop)</td>
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<td>Wednesday, July 20</td>
<td>• Examinations Council of Lesotho &lt;br&gt;• National University of Lesotho &amp; Lesotho College of Education &lt;br&gt;• Senior Education Officers and Principals</td>
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<td>Thursday, July 21</td>
<td>• Project Officers - Former GPE Project &lt;br&gt;• MOET Senior Management Team &lt;br&gt;• Out briefing MOET Planning Unit</td>
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<td>Monday, July 25</td>
<td>• GPE Representative &lt;br&gt;• World Bank Task Team</td>
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<td>Monday August 1</td>
<td>• LEG Chair, Mr L Mafisa (UNESCO), (scheduled)</td>
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Detailed List of Persons Involved in the Appraisal Process

**MOET**

**Planning Unit**
- Moeti Lephoto, Director Planning Unit
- Leutsoa Matsoso, Chief Economic Planner
- Hlaowi Ramahapu, Economic Planner
- Retselisi Kelep, Senior Education Planner
- Teboho Moahloli, AEP
- Mamonyane Mangope, AEP
- M Lemeke, SEP
- Retselisitsoe Koloti, SEP

**MoET Senior Management Team**
- Ratsiu Majara, Acting PS, CEO, Primary and Secondary Education
- N. Motaba, Director Education Facilities Unit
- Mabakubing (Betha) Seutloali, CEO Curriculum and Assessment
- M Sehlabi, CEO, Teaching Service
- A. Lenkoane, CEO Higher Education
- Thae Makhele, Director, TVET
- M. Lepho, Director, Planning Unit
TVD/ TVA
- Tseliso Mntanabo, TVD, Registrar’s Office
- Tumelo Mota, TVA, Trade Testing Office

LDTC
- Maitumeleng Mechoekoko, Deputy Director, LDTC
- Anna Maieane, Editor, LDTC
- Makhimba Thari, Student Advisor, LDTC
- Seihaba Senthoali, Director, LTDC
- Mabakubung Cekwane, Senior TV and Radio Producer, LTDC
- Mamatwpo Ceriths, Literacy and Numeracy Coordinator
- Mathato Lefoka, Editor, LDTC

TSD
- Matseliso Ramoehalla, TSD
- Manfolo Makeae, TSD
- Thae Monahene Marih, TSD
- Mphala Meterng, TSD

HIV and Special Education
- Makhotso Lecheko, HIV & AIDS Counselor, MoET
- Makanha Kowtsa, HIV & AIDS, MoET
- Matebello Setiaba, SEN
- Matebello Takeng, SEN

Higher Education
- Makhube Ralenkoane, Tertiary
- M. Khobatlo, Council on Higher Educating (CHE)
- Molisana Molisana, Director Academic Planning, National University of Lesotho
- Retselisitsoe Mohale, Lesotho College of Education (Planning Unit)

Other MoET
- Motsahai Motsahai, Supervisor, Government Schools
- Rabiu Manant, Primary and Secondary,
- Maonua Melapo, Human Resources Officer
- Matumelo Mauoko, M & E Specialist, MOET
- Monaheng, Mohale, Admin Manager, MOET
- Teboho Pslane, Director, NCDC
- Makhotso Lephofo, HR Manager
- Bontle Mtsoaole, Program Coordinator, UNESCO Commission

GPE Project Offices
Staff involved in former EFA-FTI and GPE Project
- Mastory Masupha, Project Coordinator
- Ntsiuoa Mohololi, Project Financial Management
Examinations Council of Lesotho
  · Litsabako Ntoi, Registrar, ECOL
  · Camilla Ramokoena, Staff, ECOL

LEG Members
  · Edmund Motseki, Operations Officer, World Bank
  · Tolo Teboho Peter, Education Secretary, Roman Catholic Church
  · Motlalepula Mokoqo, Education Secretary, ACL Schools
  · Lati Lerotholi, Education Officer, UNICEF
  · Bolao Boshssha, Program Officer, CRS
  · Koali Koali, PALT
  · Morahanye Makhetha, M & E Officer, LANFE
  · Thabang Rampeti, Assistant Economic Planner, MoSD

Selected School Principals and Senior Education Officers
  · Letsepamany Marou, LESPA
  · Mathafeng Moteuli, LESPA
  · Maitumeleng Mohapi, LESPA
  · Neo Monese, SEO, Berea
  · Sekhobey Molapo, SEO, Laribe
  · M Lemoke, MOET

  · Maitumeleng Makhola, Mafoukoe Community high School
  · Phoole Moses, Molapo Hihg School

Washington DC Consultations
  · Fazle Rabbani, Global Partnership for Education
  · Harisoa Rasolonjatovo, TTL Lesotho
  · Mr L Mafisa, Chair, LEG Lesotho (UNESCO)
### Technical Working Group Membership and TOR

#### BROAD FUNCTIONS OF SUB SECTORS WORKING TEAMS

1. Work closely with consultants and provide technical support to the LEG.
2. Prepare position papers to provide information to the consultant.
3. Conduct consultations to strengthen position papers and ensure stakeholders participation and ownership.
4. Review consultant’s reports and provide comments to the consultants.

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<th>ECCD</th>
<th>Primary</th>
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<td>2. AEP-Moahloli (Planning)</td>
<td>2. EP-Ramahapu (Planning)</td>
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<td>3.</td>
<td>ECCD Inspector</td>
<td>3. OVC Bursaries-Social Development</td>
<td>3. Vocational Head</td>
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<td>5. ES</td>
<td>5. MoDP</td>
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<td>7.</td>
<td>Education Secretariat (ES)</td>
<td>7. Unicef</td>
<td>7. SSU</td>
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<th>Teaching Services</th>
<th>M&amp;E, FINANCE, HR AND SEN</th>
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<td>1. CEO Tertiary</td>
<td>1. CEO C&amp;A</td>
<td>1. CEO TS</td>
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<td>2. SEP-Koloti (Planning)</td>
<td>2. SEP-Ntho (Planning)</td>
<td>2. SEP-Koloti (Planning)</td>
<td>2. Koloti, Ntho, Ramahapu, Moahloli (Planning)</td>
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<td>10. Disaster Preparedness</td>
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Appraisal Terms of Reference and Methodology

Terms of Reference for ESP External Evaluation Consultant

Technical Evaluation of the National Education Sector Plan - LESOTHO


Background
The Ministry of Education and Training developed the 2005 -2015 Education Sector Plan (ESP) to guide implementation of strategic interventions meant to improve the literacy rate of all Basotho. In May 2015, the Education Sector Diagnostic Study was conducted and findings showed a number of challenges that still face the Lesotho Education Sector. Following the assessment, the Ministry commenced with the development of 2016-2026 ESP. The technical and financial partners have been supportive to the development of the ESP to this end. For the Lesotho Education Sector to access the Global Partnership for Education (GPE) grant the ESP and three year Action Plan ought to have been evaluated by the external consultant. Endorsement by Local Education Group (LEG) will follow and finally the application for the grant.

Objective
The purpose of the consultancy is to support the Lesotho Education Sector in the critical analysis of the relevance and coherence of the sector plan document, and the three year action plan compliance with the eligibility criteria of the GPE.

Consultant’s responsibilities
The consultant's task is to evaluate Education Sector Plan and the three year Action Plan, in particular the technical quality and consistency, financial sustainability and the institutional capacity of the various concerned Ministry-Programs for it’s implementation. For this purpose, the external consultant will be on a mission from 13-24th July 2016, to perform (i) an extensive literature review of the key documents; and (ii) interviews with the key stakeholders and the technical and financial partners. The consultant will summarize the findings of the literature review and interviews in a summary report. The methodology for the work and the structure and content of report will be in line with the Evaluation Guide of the GPE. The specific tasks of the consultant include the following:

Step 1: Review the key documents available for evaluation.
Step 2: Summarize the basic education indicators based on these available documents
Step 3: Evaluate the long-term sector strategic vision, goals and strategic objectives proposed in the ESP document
Step 4: Evaluate the three year action plan, identify capacity constraints; and ensure the action plan’s consistency with other key national documents (e.g. the National Strategic Development Plans, Sustainable Development Goals)
Step 5: Evaluate the consultation process (degree of ownership of the sector plan by the various actors-programs)

Step 6: Consolidate and summarize the results of the evaluation in a report

To enable the consultant to effectively perform the activities described above, he/she will be provided with the relevant key documents, notably: (i) file(s) with all key reference documents on the education system of Lesotho; and (ii) a list of resource persons to contact within the Ministry of Education.

The evaluation guide and endorsement of the GPE Secretariat (to be attached) contains details of each step and will serve as a reference for the work of the consultant.

Outputs
The technical evaluation will be a detailed report and an executive summary to be handed over to the Planning Unit of the Education Sector no later than July 30, 2016. The Planning Unit will share the findings with the Ministry's management and LEG, with support from the consultant.

Contract Period
The consultancy will cover the period 10 days from July 13, 2016 to July 24, 2016.
Methodology (in brief) for Lesotho ESP Appraisal

Objective
Conduct appraisal of the Lesotho ESP and the three year action plan following GPE guidance, MoET TOR guidance and international best practice in sector plan appraisal.

Appraisal Questions
The Appraisal will be guided by five over-arching questions and two cross-cutting concerns.

The five over-arching questions are:

- **Leadership and participation**: Has the plan preparation process been country-led, participatory, and transparent?
- **Soundness and relevance**: Does the plan constitute a solid corpus of strategies and actions addressing the key challenges of the education sector?
- **Equity, efficiency, learning**: Are the issues of equity, efficiency, and learning soundly addressed to increase sector performance? Including a robust results chain and results framework?
- **Coherence**: Does the plan evidence consistence and coherence across strategies, interventions, financing arrangements and M & E priorities?
- **Feasibility, implementability, monitorability, capacity**: Do the financing, implementation, and monitoring arrangements offer a good perspective for achievement? Are there areas in implementation readiness and implementation capacity which should be considered?

The two cross cutting concerns

- **Education Sector Context**: Provide a summary of sector context and basic indicators
- **Alignment and harmony**: Review alignment of sector priorities with national and international development goals.

Data Gathering and Analysis
Data will be gathered through three main approaches:

- **Document Review**: an extensive literature review of the key documents on the education system of Lesotho
- **Interviews**: Interviews with the key stakeholders and the technical and financial partners
- **Focus Group Meetings and Group Consultations**
- **Triangulation and Member Checks**: A preliminary report was shared with MoET Senior Management for Feedback on July 21, 2016. In addition, MoET Technical Working Groups offered oral and written feedback on the ESP Process.
Sector Objectives: Lesotho ESSP 2005-15

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.