



STATE OF TECHNICAL AND VOCATIONAL EDUCATION AND TRAINING (TVET) IN LESOTHO



LIST OF ABBREVIATIONS AND ACRONYMS

CSO	Civil Society Organization
ECCD	Early Childhood Care Development
GoL	Government of Lesotho
LCN	Lesotho Council of Non-governmental Organizations
LSA	Lesotho Skills Authority
LTVET	Lesotho Technical and Vocational Education and Training
MoET	Ministry of Education and Training
NMDS	National Manpower Development Secretariat
NSDP	National Strategic Development Plan
PESTEL	Political Economic Social Technological Environmental Legal
SDG	Sustainable Development Goals
SWOT	Strengths Weaknesses Opportunities and Threats
TVD	Technical and Vocational Department
STCs	Skills Training Centres
TVET	Technical and Vocational Education and Training
LP	Lerotholi Polytechnic
IEMS	Institute of Extra-Mural Studies
TVT	Technical and Vocational Training
PS	Principal Secretary
SADC	Southern Africa Development Commission
ICT	Information Communication and Technology
IT	Information Technology
TVD	Technical and Vocational Education and Training Department
NTA	National Training Authority
TTI	Thaba Tseka Technical Training Institute

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1.0: BACKGROUND AND INTRODUCTION

BACKGROUND

The education system of Lesotho is structurally categorized into three (3) key phases. The first phase is the foundation stage for the country's formal education system. It consists of the about 243 optional pre-primary or Early Childhood Care and Development (ECCD) and primary level. The seven (7) year primary schooling in about 1,478 public schools is free and compulsory by law. Entry age of primary education children is 6. Post-primary phase marks the beginning of second phase (2) of diverse secondary and Technical and Vocational Skills and Training (TVET) curriculum. Currently, TVET sector is characterized by demand that exceeds supply. There is an inadequate training place in the TVET institutions for the bulk of learners from Basic Education. There has been an increase in the TVET enrolment in the past four (4) years from 3,296 in 2012, to 3,303 in 2013 and further to 4,223 in 2014. The enrolment statistics favour the female who constitute 54.0 per cent, while male counterparts for 46.0 percent. The TVET comprises of forty two (42) programmes (ESP, 2016¹; MoET, 2017²).

The third (3) and final phase is tertiary or higher education institutions that offer advanced programmes geared towards human capital development. Beside tertiary institutions, human capital development is a direct responsibility of TVET institutions that are owned by the government (8%), community (24%), and the church (22%) while others are privately owned (46%). NSDP corroborates the significance of TVET sector as a key mechanism by which the skills base in Lesotho can be expanded, which would lead to job creation and economic development (MoET, 2017)³. The NSDP further notes that Lesotho is yet to bridge the gap between tertiary education and market demand, something that has been particularly difficult in economically trying times. "education and training are not providing the skills demanded in the labour market, or that the economy does not create jobs that correspond to skills of individuals. This distortion, manifested as the discrepancy between supply and demand for labour results in decreasing relevance of labour and inadequate use of the

¹ MoET, 2016: Education Sector Plan 2016 - 2026

² MoET, 2017: Technical and Vocational Education and Training in Lesotho: A Policy Note; Prepared by the World Bank on Behalf of the Lesotho Ministry of Education and Training

³ *ibid*

workforce. The economy thus faces the problem of inefficient utilization of its fundamental resources – human capital (MoET, 2023)⁴

Education plays a vital role in social and economic development. While knowledge is important, the aim is to transfer knowledge and skills. Access to education that is inclusive and affordable has the power to improve the quality of life by offering economic opportunities. This is envisioned by the Sustainable Development Goals (SDGs) under the theme of **Leaving no One Behind** which strives for an inclusive environment that provides equitable access to quality education. SDG 4 and SDG 10 are specifically the ambit of inclusive education. It ensures that learners are resilient and respond to contemporary global challenges through transformative learning.

Technical and vocational education and training (TVET) has been characterized and often looked down upon as being for the more disadvantaged members of society. However, there is relatively little research and evidence about good practices that support access to, progression through, and learning, labour market and life outcomes from TVET for disadvantaged learners. Where policies and practices do exist, they have often been focused on single dimensions of disadvantage. The fact that large numbers of TVET learners may have multiple, intersectional experiences of disadvantage is frequently overlooked.

INTRODUCTION

In Lesotho, the Government of Lesotho (GoL) is committed to accelerated economic growth and improvement of the welfare of Basotho. The government has embarked on education reforms to converge to global trends as a tool of divergence. It has adopted a 3 tier curriculum that recognized vocational, technical and artisanal streams as essential tools to counteract global challenges.

The Technical and Vocational Department (TVD) was established by TVT Act of 1984 in the Ministry of Education and Training (MoET), and is charged with the responsibility of providing Technical and Vocational Education and Training (TVET) in the country.

⁴ MoET, 2023: A National Baseline Skills Audit Study for the Ministry of Education and Training.

TVET is publicly funded by the Ministry of Education and Training and it is provided with a 1.4% of the education sector's budget. Other government ministries provide partial funding for TVET institutes and training centres. The National Manpower Development Secretariat (NMDS) provides funding for many TVET institutes in the form of loan bursaries.

The mandate of TVD is mainly to develop skilled workforce for industry to alleviate poverty which has hit the country today (LTVET Policy 2020)⁵ by:

- a) Increasing TVET access for Basotho from diverse backgrounds;
- b) Regulating and coordinating TVET programs;
- c) Advancing a productive workforce with effective and relevant skills that will contribute to the economy of Lesotho, meaningfully
- d) Fostering entrepreneurial skills and incorporating them into existing TVET programs and structures

New plans that are aimed at taking TVET forward have been drafted. There is a new TVET Policy Draft, as well as a Bill. The objectives of this new policy environment include crafting an effective, equal, and efficient system that fosters skills that are necessary for Lesotho to thrive and that are in line with national policy goals. It also aims to create a TVET management system that is sustainable and has clear cut responsibilities as well as to develop a strong relationship between all stakeholders including government, the private sector, and civil society to improve on TVET. The new policy environment includes the formation of Lesotho Skills Authority (LSA) which will manage and organize TVET in Lesotho. This will include registration and accreditation of TVET institutions. There will be several operating divisions within LSA, namely National Training Fund Division, Learning Standard Division, Quality Management Division, Corporate Services Division, Strategic Planning Unit, and Capacity Coordination Unit.

Some of the key challenges currently facing the TVET sector include the following:

⁵ MoET, 2019: LTVET Policy – Reforms of the Governance of the TVET system

- a) Data on key aspects of the TVET system is extremely limited, making its analysis and planning challenging.
- b) TVD has too many functions within its systemic management structure but it is extremely under-resourced.
- c) There is mismatch between the skills demands of the Lesotho economy and skills being produced by the TVET system.
- d) Government spending on the TVET sector is fragmented. Spending on TVET is spread across multiple ministries with no structured mechanisms in place to coordinate or prioritize.
- e) Professional development of TVET instructors and personnel is limited.
- f) Teaching Service Department salary scale places constraints on the ability of the TVET sector to attract, develop, and retain skilled instructors.
- g) Demand for student places significantly exceeds institutional capacities.
- h) Public and church-owned institutes have generalized and limited curriculum focuses
- i) Student places at TVET institutes appear to be underfunded to deliver skilled graduates.

To respond to these key challenges, actions that have been identified include:

- a) Introduction of specialized schools that focus on key economic sectors
- b) Consolidation and overhaul of current funding structures
- c) Overhaul of the current governance structures of the TVET sector
- d) Restructuring of the secondary school system to prepare students more effectively for post-secondary TVET studies
- e) Phasing-in implementation of structural reform to the TVET sector to ensure that growth targets are realistic and attainable

Beside LTVET Policy, TVET programs are anchored on two key supporting documents namely: Sustainable Development Goal 4(SDG)⁶ on Quality Education, and National Strategic Development Plan (NSDP II) 2016-2026⁷. SDG 4 on Quality Education aims

⁶ Sustainable Development Goal 4 (SDG) aims to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.

⁷ National Strategic Development Plan (NSDP II) 2016-2026 is a revised version of NSDP I 2012 that outlined the strategic objectives and actions for TVET to be implemented in 2016 to 2026.

to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all. This goal supports the reduction of disparities and inequalities in education, both in terms of access and quality. The National Strategic Development Plan (NSDP II) 2016-2026 was subsequently developed in pursuit of economic and institutional transformation for private sector-led job creation and inclusive growth. The NSDP places strong emphasis on TVET as a separate stream from higher education.

The Plan outlines following strategic objectives and actions for TVET:

- (i) Improve relevance and applicability of skills
- (ii) Expand and upgrade TVET institutions to support growth sectors
 - Improve skills of trainees in vocational schools by making the curriculum more relevant and deploying qualified trainers
 - Create/transform some of the existing facilities into vocational secondary/high schools
 - Make more effective use of the textiles and manufacturing skills centre
 - Establish Lesotho Skills Agency that will have responsibility for coordinating and managing the TVET system
 - Develop TVET financing strategy that also promotes private sector or employers and financial sector participation
 - Rationalize and reform technical training institutions and skills training centres
 - Reform the regulatory framework through development of the TVET qualification structure, supported by new assessment and accreditation policies and procedures
 - Promote private sector participation in the provision of TVET
 - Design short-term, community level agricultural and other vocational training programs targeted at adults, herders, initiation school leavers others (NSDP, 2012: 112)⁸.

To support the government's agenda of creating jobs and promoting inclusive growth, Lesotho Council of Non-Governmental Organizations (LCN) through the support from Oxfam Demark in its Education Out Load -EOL Project, in collaboration with the

⁸ *Ibid.*

Ministry of Education and Training (MoET) has commissioned a study that will assist in determining the current state of TVET in Lesotho. The specific objective of the study is to assist the Ministry with establishing the current state of TVET in Lesotho and aligning its provision with technological and global trends. The aim of this study is to unveil the challenges hindering the progression of TVET with an objective to address the existing gap of mismatch between skills provided by the training institutions and the needs of the industry.

1.1: Purpose and Rationale for the Study

The main purpose of the study is to collect and analyze information on the current state of TVET in Lesotho. Such information is critical for transforming TVET into a productive and effective sector that would efficiently contribute to the socio-economic development of the country and human capital as a whole.

1.2: Goals and Objectives of the Study

The specific objectives of the study are the following:

- Undertake a comprehensive assessment of Technical, Vocational Education and Training focusing on governance and administration, financing, relevance, infrastructure, e-learning facilities and capacity of TVET officers and Instructors
- Identify Strengths, Weaknesses, Opportunities and Threats to the TVET system
- Identify key challenges that face the TVET sector
- Propose recommendations to enhance the provision of TVET in the country
- Detail actionable steps for implementing the recommendations, considering the feasibility, costs, and potential bottlenecks in the implementation process
- Outline the potential impact of these recommendations on vocational, technical and artisanal education

2.0: STUDY FRAMEWORK AND LITERATURE REVIEW

2.1: Systems and Human Capital Theories

Two theories that underpin this study on the state of TVET in Lesotho are Systems and Human Capital theories respectively. Systems theory, in the field of social science, is the study of society as a complex arrangement of elements and components that relate to a whole.

In the context of this study, TVET Sector is the subsystem of the national educational system with institutions, schools and centres that have that closely inter-related distinct entities. According to the system's theory, these entities are parts of the whole that have specific roles to play in maintaining the balance within itself and towards the well-being of other components of the system. One component of the system affects other components of the whole system. Although the roles and functions of each part may differ from each other, they all work together in an interrelated and synchronized manner whereby there is synergy amongst them that helps to feed and coordinate information for the benefit of the whole.

The social scientists claim that the whole system is greater than its individual components or parts. According to this theory it is always crucial to maintain synergy and balance in the entire system of an organization because any imbalance or malfunction of one part may impact negatively on other related parts and consequently overall.

In this study, systems theory attempts to seek to analyse the components (institutions, schools and centres) of TVET on how TVET adapts itself through adjustments in its components in order to attain its mandate.

On the other hand, Human Capital theory states that organizations have an incentive to seek productive human capital from existing employees (Diebolt & Michael, 2014⁹, Akhoemonkhan and Raimi, 2014)¹⁰. Becker (1994)¹¹ who popularised human capital theory argues that education and training are the most important investments in human capital. According to Becker (1994) education or training has potential for stimulating economic growth, technology progress and productivity because it transfers useful skills, and knowledge. He further posits that human beings can increase their productive capacity through greater education and skills training.

⁹ Diebolt & Michael, 2014: Human Capital

¹⁰ Akhoemonkhan and Raimi. 2014: Human Capital

¹¹ Becker. 1994: Human Capital Theory

However, the possible limitation of relying heavily on human capital is that it is mobile and portable since it is owned by employees not the employer who can depart from the organization anytime. Hence most organisations take drastic steps to support and protect the most useful employee to prevent them from leaving (Sweetland, 1996)¹². In this context, the government through the National Strategic Development Plan II has identified the TVET Sector as a creator of job opportunities and generator of economic growth.

2.2 Governance

In this study, governance is viewed as a crucial component of the TVET system. The bulk of literature on governance pays more attention to the definition of the concept of good governance than on governance per se - how it impacts on the education system and also how it can be effectively promoted for common good. Kaufmann, Kraay and Mastruzzi (2010:3-4)¹³ are cited as defining good governance as “traditions and institutions by which authority in a country is exercised for the common good” (Lewis, M. & Gelander, P. G., 2016:3)¹⁴. According to Lewis, M. & Gelander, P. G., (2016) good governance in education promotes effective delivery of education services. To do so an institution or system has to put in place appropriate standards, incentives, information and accountability which are critical to the high performance of an institution. Box 1 below explains the importance of these factors in institutional development.

BOX 1. GOVERNANCE AND PERFORMANCE FUNDAMENTALS

Standards are transparent and publicly known criteria or benchmarks used to assess and inform education policy, provision, and performance.

Incentives are any financial or non-financial factors that motivate a specific type of behaviour or action, and can be positive or negative, i.e. encourage a certain behaviour or deter it.

Information in the form of clear definitions of outputs and outcomes combined with accurate data on performance and results collected at regular intervals enables sanctions to be imposed when specified standards are not met.

Accountability refers to the act of holding public officials/service providers answerable for processes and outcomes and imposing sanctions if specified outputs and outcomes are not delivered.

Source: (Lewis, M. & Petterson, G., 2009:4)¹⁵

¹² Sweetland. 1996: Human Capital Theory

¹³ Kaufmann, Kraay and Mastruzzi. 2010:3-4 Defining Governance

¹⁴ Lewis, M. & Gelander, P. G., 2016:3 Governance in Education Raising Performance

¹⁵ Ibid

All these governance and performance fundamentals are mutually interrelated. For instance, Lewis, M. & Gelandar P. G., (2016) who define accountability as “a pro-active process by which public officials inform about and justify their plans of action, their behaviour and results, and are sanctioned accordingly” further indicates that standards, incentives and information that are mutually interrelated are crucial to enhance good governance. According to them, without funding, public education services can literally falter and collapse.

On the contrary, poor governance in education gives rise to inefficiencies in service provision or kills the service completely. Weak governance structures are often characterised by low capacity to plan, weak internal controls, poor management and supervision of funds. Programmes seek to maintain accreditation from governing bodies – accreditation processes demonstrate that a programme has met standards set by the organisation representing the community of professionals and other stakeholders, typically through external peer reviews (Lewis, M. & Gelandar, G., 2016)¹⁶.

2.3 Relevance

Relevance is an issue of grave concern in situations where education and training programmes do not embrace the needs and demands of communities and society in general. These are programmes that tend to focus on imparting externally determined knowledge with no link and connection with the needs of the community and society (Banda, S. & Mpolomoka, D, L., 2018).¹⁷ „INEE (2024)¹⁸ defines relevant education as the appropriateness of students’ learning opportunities. According to INEE (2024) relevant education takes into account local traditions and institutions, positive cultural practices, beliefs system and the needs of the community. It prepares children for a positive future in society in the national and international context.

¹⁶ Ibid

¹⁷ Banda, S. & Mpolomoka, D, L., 2018: Culturally relevant education and training for communities

¹⁸ INEE, 2024; The OECD International Network on Financial Education promotes and facilitates international co-operation between policy makers and other stakeholders on financial education issues worldwide.

According to Eval Community.com/career-center/ relevance/¹⁹ a relevant programme is one that addresses the most pressing needs and challenges of the target population and is designed and implemented in a way that is appropriate to the local context. Achieving relevance requires a deep understanding of the needs and priorities of the target population, as well as the social, cultural, economic and political context in which the programme operates (Eval Community.com/career-center/ relevance/)²⁰.

Monitoring and Evaluation experts have identified some strategies that are often used to help institutions and organisations to achieve relevance in their programmes. Conducting a needs assessment in order to identify the most pressing needs and challenges of the target population is one such strategy. The strategy ensures that the programme is developed to address the most pressing needs or demands of the target population. Another strategy that is of paramount importance is the involvement or participation of stakeholders in programme design. Stakeholders in the target population include community leaders, civil societies, local organisations and other relevant groups who directly have a stake in the programme in order to situate the programme in local context and address the needs and challenges of the society it is designed for.

Other features of relevance involve the processes of continuous adaptation and adjustment as well on-going communication with stakeholders. By continuously adapting and adjusting the programmes to ensure that they remain relevant to the needs and priorities of the society is a critical common practice. Closely related to this practice of adjusting and adapting is the practice of keeping communication channels open. Ongoing communication can help to ensure that the programme remains relevant.

Beside the recommended strategies for institutions to achieve relevance, literature on Monitoring and Evaluation further highlights the importance of relevance which include

¹⁹ Eval Community (Jobs & Experts); Effective Strategies for Conducting Evaluations, Monitoring, and Research

²⁰ *Ibid*

the following tenets of good governance - efficiency, accountability, learning and effective decision making process (Eval Community.com/career-center/ relevance/)²¹.

2.4 Infrastructure and facilities

All educational institutions require their own equipment and resources that facilitate the delivery of educational services. Nurmayuli (2022)²² refers to infrastructure as facility that indirectly supports the teaching process. Minarti, (2011)²³ defines educational facilities as equipment and supplies that are directly used for the educational process, particularly teaching and learning process.

Without these facilities and infrastructure at the schools and other educational institutions, it would become very difficult to run a successful educational programme. Literature reviewed supports the view that the facilities and infrastructure of an institution have a significant impact on the efficacy of its educational activities (Nurmayuli, 2022 & Minarti, (2011)²⁴. It further purports that modern infrastructure does not only enhance the quality of education available to learners but also their safety, security, health and dignity. For instance, institutions with access to internet, computers and laboratory are likely to offer high quality programmes in computer technology.

It is noted that due to high cost of infrastructure, many countries use a fragmented or piecemeal approach to investing in their education infrastructure (Nurmayuli, 2022)²⁵. Decisions about education infrastructure investment have historically been made under an uncoordinated driven by ad hoc needs and limited funding availability rather than a strategic approach. The Sub Saharan Africa policy makers with limited access to funding outside state local budgets face insurmountable challenges to investing on infrastructure and facilities.

²¹ *ibid*

²² Nurmayuli, 2022: The Management of Facilities and Infrastructures in Educational Institution

²³ Minarti, 2011: The Management of Facilities and Infrastructures in Educational Institution

²⁵ *Ibid*

2.5 Funding

Technical and Vocational Education and Training (TVET) is regarded as a strategic as well as smart investment for governments and individuals (Tanaka, Liang & Angel-Urdinola, 2024)²⁶. Literature reviewed indicates that high quality TVET capable of delivering practical and relevant market skills enhance employability, boost productivity of the current and future workforce and also gives rise to living standards especially among the poor. It also serves to bridge the gap between innovation and application, playing a key role in technology transfer.

Despite its critical role in economic development and social integration, TVET remains underfunded. According to Tanaka, Liang & Angel-Urdinola, (2024)²⁷ the overall proportion of government spending on TVET considerably varies from zero to 15 percent of total government education expenditure. Governments in Africa fund TVET (OECD 2017)²⁸ from the ordinary budget, either at a central or regional level depending on the country. Hence, the economic status of the countries would typically influence budget allocation for educational programmes. In developing countries, education financing has been largely supported by development assistance. Roser & Ortiz-Ospina (2020)²⁹ notes that communities generally fund public schools to varying degrees.

TVET financing is of increasing concern to governments as well as to industry. This is often due to adverse economic and financial conditions, but it is also linked to the search for cost effectiveness in a context of intense international competition. In the 20th century, many countries were forced to introduce economic adjustment and stabilisation policies which "... have had serious effects on patterns by which governments finance education" (Samoff, 1994)³⁰. When interrogating these adjustments further, Atchoarena found that:

"In many cases, these adjustments led to drastic measures aimed at minimising government spending and transferring costs to other actors. This orthodox policy has not left vocational

²⁶ Tanaka, Liang & Angel-Urdinola, 2024: Financing for Technical and Vocational Education and Training

²⁷ Ibid

²⁸ OECD. 2017: Bringing Foundations and Governments Closer: Evidence From Kenya

²⁹ Roser & Ortiz-Ospina, 2020: Financing Education

³⁰ Samoff, 1994: Coping with crisis, austerity, adjustments and human resources. London/Paris: Cassel/Paris

education unscathed. In this context, higher unit costs constitute an additional handicap in the financing of training" (Atchoarena, 1996:1)³¹.

It is due to these high unit costs that, in the context of financial scarcity, technical and vocational training has had to provide proof, even in Lesotho, of economic and social returns on investment. This state of affairs threatens

"the sustainability of the system and leads to a thorough questioning of vocational education. At the same time, in a period of high unemployment, political pressure to expand vocational education often becomes more intensive". (Atchoarena, 1996:2)³².

Employers often contribute in kind and sometimes through legislated skills levies. Families and students also bear the brand of having to pay fees and direct or indirect costs. Nevertheless, TVET funding remains insufficient overall. Governments often allocate limited TVET funds for trainers, maintenance or capital investments including facilities and laboratories. Although many low and middle income countries have abolished fees for basic education, TVET fees remain prohibitive for low income students and families. However, in some countries, there is a shift towards a result focussed approach, competitive skills development funds or centre of Excellence programmes tied to key performance indicators. In addition to this, there is a move towards supporting inclusive access where marginalised and vulnerable groups are supported financially.

Public Private Partnerships (PPPs) are also vital for engaging the private sector in TVE, leading to high quality and economically relevant training programmes that benefit both the public interests and provide financial returns. Beyond financial and material donations, effective PPPs in TVET include industry certified programme delivery by TVET institutions, incorporation of industry and occupation standards into curricula and pedagogy, up-skilling and re-skilling of workers, and apprenticeships.

³¹ Atchoarena, 1996:1. Financing Vocational Education: Concepts, examples and tendencies

³² Atchoarena, 1996:2, Financing Vocational Education : Concepts, Examples and Tendencies

2.6 Synopsis of TVET system

In an effort to situate this study in its context, relevant reports, studies and policy documents were reviewed. A synopsis of these policy documents is presented herein.

After Lesotho re-gained independence from Britain in 1966, the government had to prioritise the redressing of the education system, where-in emphasis was on numeracy and knowledge of English, resulting in high literacy rates and heavy dependence of outsiders for skills requiring long-term schooling and education. This had to be done in order to address the challenges of development.

In December, 1980, The Education Sector Survey Taskforce was established with representation from a wide range of individuals from a wide spectrum of fields. The main task was to: “examine the past and present education system, identify and clarify its major problems and goals and to review the curriculum and structure of the formal and non-formal sectors of the system in the context of the country’s national development, and come up with policy guidelines”.

The meetings that ensued resulted with the publication of The Education Sector Survey, Taskforce Report 1982³³, which was adopted as an official policy document in November of the same year. One of the initiatives taken by government was the drafting and enactment of a legislation which governs the current TVET system up to today – 40 years later.

Lesotho Technical and Vocational Training

The legal framework guiding the provision of TVET in Lesotho is found in the Lesotho Technical and Vocational Training Act, 1984 (Act No. 25 of 1984)³⁴, which commenced operation in 1987. This piece of legislation was developed and enacted subsequent to the recommendations of The Education Sector Survey Taskforce.

The Act enabled the establishment of the Department of Technical and Vocational Training within the Ministry of Education and of the Technical and Vocational Training

³³ The Education Sector Survey, Taskforce Report 1982

³⁴ Lesotho Technical and Vocational Training Act, 1984 (Act No. 25 of 1984)

Board. It also authorized the Minister to make regulations for the provision of in-service and pre-service Technical and Vocational Education and Training in Lesotho.

The need to review the Lesotho Technical and Vocational Training Act, 1984 was initially conceived in the early 1990s after the Department began expanding its operations as required under the Act. It was observed that it did not adequately cover all aspects of the TVET system in so far as in-service and pre-service education and training is concerned. A conference was subsequently organised and held with the objective being: "... to provide a forum for a wide variety of organisations with an involvement in training to enable them to comment on the contemporary and future relevance of the Act and the role of the Department in in-service training" (Macaulay G. G., 1993)³⁵.

As a follow-up to this conference, a consultant was engaged with the purpose of appraising the Act and other relevant legislation. The product of this review, The Lesotho Technical and Vocational Training Act (No. 25 of 1984) Review: Final Report, 1993, normally referred to as the Macaulay G. G. Report, was thus produced. Among the recommendations put forth in this report are the following:

Table 1: Recommendations of Macaulay and their relation to this study

No.	Recommendation	Scope
1.	There is an urgent need to mount a nationwide training needs survey that will: -	
a.	identify the trades and occupations practiced or required in all sectors of commerce and industry	Capacity and Financing
b.	classify these trades and occupations in accordance with international occupational standards	Capacity and Financing
c.	determine the number of persons employed nationwide in these trades and occupations and the need for training to satisfy planned future requirements	Capacity
d.	ascertain the number of persons under training in all TVT institutions, centres and schools in the public and private sectors who can fill places in relation to the determined needs, and any shortfall in these	Capacity and Financing

³⁵ Macaulay G.G., 1993: Review Final Report, Lesotho Technical and Vocational Training Act No.25 of 1984, Maseru, Lesotho

	numbers. At the same time, determine where there may be over-production in some skill areas; where training is not consistent with national standards; where an increased output is essential, or where training programmes in different areas of skill should be developed to satisfy short and long terms manpower need	
2.	The Board should work closely with employers, employee representatives, TVT institutions and interested Ministries to establish nationally consistent training standards and certification	Governance, Capacity and Relevance
3.	There is need for institutions to provide more skill upgrading at a reasonable cost for those employed persons wishing to improve their level of skill and knowledge in a trade or occupation	Financing, Relevance, Infrastructure and Capacity
4.	A special committee should be appointed to consider all the implications of planning, development and installation of a national apprenticeship scheme, including legislation	Governance, Capacity and Relevance
5	Research should be carried out to determine the numbers involved, and the steps to be taken to overcome the problem of shortage of middle management personnel in commerce and industry	Financing, Capacity and Infrastructure
6.	A section should be inserted, into any amended TVT Act which provides for recognition of the training and certification of trainees in occupations other than apprenticeship and for those attending National Craft Certificate courses at institutions	Financing, Capacity and Infrastructure

Several amendments and/or additions to the Technical and Vocational Training Act No. 25 of 1984³⁶ were recommended but, the proposed Technical and Vocational and Vocational Education and Training Amendment Act never saw the light of day. Only re-designation of positions of Technical Training Officer to that of Assistant Director was effected. They were later re-designated to that of Manager with the changes that were taking place in the Human Resource Cadre. Everything else remained the same.

It was for this reason that, a TVET Consultative Congress which reiterated the need for a new policy and legislation, was held in June of 1998. Prior to and subsequent to this Congress and a consultative process involving a wide range of stakeholders, a Draft National TVET Policy which focused of producing a demand-driven training strategy was produced. The main elements of this strategy were the strengthening of

³⁶ Lesotho Technical and Vocational Training Act, 1984 (Act No. 25 of 1984)

the partnership between the Ministry of Education and Training and stakeholders, overall governance and management of the TVET system, and adoption of a new funding strategy in order to mobilise additional and stable funding for the system.

This Draft Policy was later presented to a consultative workshop in March 2001 for validation and ratification. Further consultations on the draft resulted in a new draft being presented to the Ministry in February of 2003. It was during further discussions on this policy that a number of important gaps and inconsistencies were identified. The gaps with the new draft policy “led to a new World Bank funded initiative to produce a definitive TVET policy for Lesotho”.

This was a sub-component of the MOET’s Education Sector Development Project, Phases I and II.

The table below presents a summary of the main policy recommendations for the Lesotho TVET system looking into the future. Only those that are in line with the scope of this study are listed.

Table 2: Main Policy Recommendations for the Lesotho TVET

No.	Recommendation	Scope
1.	Overall responsibility for TVD will vest in the Minister of Education who will be accountable to Parliament for implementation of TVET and oversee the regulatory framework and financing of the TVET system. The Minister will determine TVET policy and strategy	Governance
2.	Implementation of TVET policy and strategy will be the statutory responsibility of the new semi-autonomous Lesotho Skills Agency (LSA) with both advisory and executive authority. The LSA will comprise balanced representation of the major TVET stakeholders	Governance and Relevance
3.	The Lesotho TVET system will be financed from a new National Training Fund (NTF) to be controlled by the LSA	Financing
4.	The LSA will establish a number of Governance Committees to assist it to perform its functions. These Committees will be responsible for advising the LSA on: the NTF, the needs of the economic sectors, a new National Learning Framework, provider accreditation and TVET curricula, assessment and traineeships	Governance, Financing, Relevance

5.	The LSA will establish an office and employ a Chief Executive Officer and other staff to allow it to perform its functions. The office will consist of a NTF Division, a Learning Standards Division, a Quality Management Division, a Strategic Planning Unit, a Capacity Co-ordinating Unit and a Corporate Services Division	Governance, Financing, Relevance, Infrastructure and Capacity
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Source: Draft Technical and Vocational Education and Training Policy, November 2004

This draft policy, together with the Draft Technical and Vocational Education and Training Bill³⁷, were submitted for approval and enactment respectfully, but they also never saw the light of day.

In 2019, the Ministry of Education and Training published the Lesotho Technical and Vocational Education and Training (LTVET) Policy which lists the following as its objectives:

Table 3: Policy Objectives of the Lesotho Technical and Vocational Education and Training Policy (2019)

No.	Objectives	Scope
	Promoting a sound and effective TVET governance system of the TVET system in Lesotho	Governance
	Improving access and participation in TVET Activities for all groups	Access
	Developing suitable TVET funding model for Lesotho	Financing
	Increasing income earning capacities of vulnerable groups through skills development, lifelong learning and integration into the modern economy	Relevance
	Providing learning opportunities, HIV and AIDS Education to the workforce to enable them to keep pace with the demands of the modern economy and maintain healthy lifestyles	Relevance
	Ensuring quality, relevance and impact of TVET on the socio-economic development of Lesotho	Relevance

Despite all the above efforts, the Lesotho TVET system is still faced with a myriad of problems. Some of them are listed below, in no particular order of:

- Shortage of skilled labour alongside a huge demand for training places

³⁷ Draft Technical and Vocational Education and Training Bill

- Lack of employer confidence in the graduates of the TVET institutions demonstrated by the very low placement rates of these institutions
- The private sector in Lesotho invests very little in the training of their workforce and new entrants
- There is little planning for TVET at national, industry or institutional levels. This has resulted in training being supply-driven, since it fails to address the skills needs of formal and informal sector workplaces
- An unregulated apprenticeship system has stagnated in recent years
- The governance and management of TVET at national and institutional levels is weak. Private sector participation in TVET, particularly through the TVT Board, is largely symbolic
- TVET institutions are under-funded and under-performing
- There is little training that is tailored to the need of small business and the informal sector, i.e. towards sustainable income generating opportunities with business growth prospects
- Outside the church-based TVET institutions, non-government sector has not been seen as an important partner of government in the delivery training and has not received support from government
- Most training standards, curricula, courseware, equipment is outdated and much of the training infrastructure is in poor condition
- The TVET budget is severely constrained and unstable. The allocation of public funds for TVET is ineffective and inefficient
- Quality assurance of TVET is weak.

3.0: SCOPE OF WORK AND METHODOLOGY

3.1: Scope of Work

The consultant worked closely with the Ministry of Education and Training and Lesotho Council of Non-Governmental Organizations to establish the state of TVET in Lesotho on the following:

- (i) Governance and Administration
- (ii) TVET financing
- (iii) Relevance
- (iv) Infrastructure including e-learning facilities

- (v) Capacity of TVD Officers and Instructor

3.2: Methodology

Initially, the mixed method approach in which both quantitative and qualitative approaches was to be adopted to gather comprehensive data, ensuring a well-rounded understanding of status, challenges and opportunities within TVET sector was proposed but due to time constraints the methodology was altered to focus exclusively on a qualitative approach. While maintaining ethical standards and stakeholder engagement throughout the research process, the qualitative approach was utilized during the study whereby key informants' interviews and focus group discussions were found ideal to gather data on the state of TVET in Lesotho. Documentary review was also used to complement the primary data from the key informants and stakeholders.

3.3 Target Population

The targeted population involved in this assignment was diverse and crucial for consultations as they enabled a platform for the provision of ground level input and channel agreements on the best way to developing holistic outputs whose actions are unified. Stakeholders and targeted audiences were identified and profiled through the assistance of the LCN Technical Team. These included (but not limited to) the following critical ones:

- a. Ministry of Education and Training
- b. TVET Advisory Board
- c. TVET Institutions
- d. Heads of TVET Institutions/Centres
- e. TVD personnel and Instructors
- f. Completers sampled from TVET institutions
- g. Civil Society Organizations(CSO), and Private Sector entities

This targeted population was engaged at various levels of the assignment.

3.4 Sampling Techniques

The sampling of the respondents was purposive and it was based on their status, knowledge and information on TVET system such as TVET Advisory Board, TVD

officers, Heads of TVET institutions/Centers, TVET teachers and Instructors. This targeted population was also based on the geographical locations (urban-rural, lowlands and mountains) to ensure fair representation of different categories of TVET - Secondary Schools, Skills Training Centres, Technical and Vocational Training Institutions and Industries and Companies (traineeship schemes) and as well proprietorship of the institutions (Public Government and Church owned institutions and centres, Community centres and Private centres). The stakeholders were stratified by cadres and organizations in each sampled site to ensure equitable distribution of all critical stakeholders.

The sample size below was fairly representative and proportional to the study sites. It was a reasonable and realistic sample size given the study time constraints.

3.5 The Study Sample

Here below were sampled institutions that participated in the study.

Table 4: Institutions that participated in the study

Name Organization	Type of Organization	Geographical Region/District	Ownership of Organization
1. Lerotholi Polytechnic	Polytechnic	Lowlands/Urban Maseru	Public (Govt)
2. Technical School of Leloaleng	Technical School/ Institution	Lowlands/Rural Quthing	Public (Church)
3. Thaba Tseka Technical Institute	Technical School	Mountains/Urban Thaba Tseka	Public (Govt)
4. Comprehensive Community College	Technical School	Lowlands/Urban Leribe	Public (Church)
5. St Mary Mazarello Vocational Centre	Vocational School	Lowlands/Urban Leribe	Private
6. Bishop Allard Vocational Centre	Vocational School	Lowlands/Rural Maseru	Public (Church)
7. Ntlafatso Skills Training Centre	Skills Training Centre	Lowlands/Urban Mohale's Hoek	Community
8. Itjareng Skills Training	Skills Training Centre	Lowlands/Rural Maseru	Private
9. Bernada Vocational School	Skills Training Centre	Lowland/Rural Mohale's Hoek	Community

10. Lesotho Opportunity Industrialization Centre		Skills Training Centre	Lowlands/Urban Maseru	Public (Govt)
11. Lesotho School	High	Secondary School	Lowlands/Urban Maseru	Public (Govt)
12. Hlotse High School		Secondary School	Lowlands/Urban Leribe	Public (Govt)
13. Masitise School	High	Secondary School	Lowlands/Rural Quthing	Public (Church)

4.0 PRESENTATION OF FINDINGS

4.1: TVET Biographical Information

The Table below provides information on the provision of TVET institutions in the country.

Table 5: Classification of TVET Institutions by type

Type	No. of Institutions
Polytechnic	1
Technical Institutions	17
Vocational Schools	5
Skills Training Centres	8
Technical & Skill Training	2
Senior Secondary Technical Schools	93
Total	126

TVET provision in Lesotho includes skills training centers, vocational, technical institutions and senior secondary schools. It is not surprising that senior secondary schools are in the majority owing to the huge number of basic and secondary schools in the country. However, it is positive to note that there is a sizeable number of technical institutions as well. Another positive development to note is the emergence of advanced technical programmes offered by the Polytechnic.

The table below presents respondents that took part in the study from the various institutions. The respondents are classified by age, gender, experience and qualifications.

Table 6: Participants in selected institutions classified by Age, Gender, Experience and Qualifications

Institution	Age Range	No	Gender	No	Working Experience	No	Qualifications	No
Technical Institute of Leloaleng	60yrs - 65yrs	4	Male		20yrs – 40yrs	4	Diploma Certificate	2 2
	50yrs – 59 yrs	3	Male		16yrs – 30yrs	3	Honours Diploma Certificate	1 1 1
	40yrs - 49yrs	4 3	Male Female		4yrs – 18yrs	7	Bachelors Honours Diploma Certificate	3 1 2 1
	30yrs - 39yrs	5	Male Female		6yrs – 11yrs	5	Diploma Certificate	2 3
Ntlafatso Skills Training Centre	50yrs - 60yrs	4	Male Female	3 1	30yrs 10yrs 7yrs	4	Masters Honours Diploma	1 1 2
	30yrs – 40yrs	3	Male Female	1 2	5yrs 2yrs	3	Bachelors Diploma Certificate	1 1 1
Bernada Vocational School	50 – 59	3	Female	3	31yrs 28yrs 18yrs	2 1	Bachelors, Diploma	2 1
	40 – 49	3	Female	3	20yrs		Bachelors	1

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					20yrs, 1yr		Diploma	2
	30 – 39	3	Male	1	14yrs		Bachelors	1
			Female	2	8yrs, 6yrs		Diploma	2
Itjareng Vocational Training Centre	50yrs – 60yrs	2	Female	2	29yrs		Certificate	1
					13yrs		Diploma	1
	41yrs – 48yrs	4	Male	2	27yrs		Diploma	1
			Female	2	11yrs, 6yrs 4yrs		Certificate	3
Lesotho Opportunity & Industrialisation Centre	60yrs – 65yrs	2	Male	2	36yrs 30yrs		Certificate	2
	50yrs	1	Male	1	Less than 1yr		Honours	1
	40yrs – 49yrs	5	Male	4	15yrs 13yrs 10yrs 5yrs	5	Certificate	5
			Female	1				
Lesotho High School	30yrs – 40yrs	3	Male	2	12yrs	3	Bachelors	1
			Female	1			Diploma	2
	50yrs – 60yrs	1	Male	1	23yrs	1	Honours	1
	40yrs – 49yrs	2	Male	2	24yrs 22yrs	2	Bachelors	2
	30yrs – 39yrs	2	Male	2	10yrs, 3yrs	2	Diploma	2

Age range of teachers and instructors is skewed towards middle and old. This shows, among other things, that the moratorium on professional development is adversely affecting the sustainability of the TVET policy. In the long run, if the status quo remains unchanged TVET staff will eventually deplete.

A call for gender equality and equity is constitutional and cuts across all public and private sectors. In this sector, distribution of gender amongst staff tends to be asymmetrical and favour one group over the other in certain areas of specialization. Male domination in male oriented programmes and females in their programmes remains unchanged. This is attributed to the social stereotypes that perceive some technical programmes suitable to a particular gender group.

Most teachers and instructors across the sector have vast working experiences. While the experienced staff is productive and effective in delivering quality skills and knowledge, it is a warning sign that TVET staff is aging and swiftly approaching exit point. Drastic measures need to be taken to open the window for TVET professional development, and introduction and implementation of a retention policy.

The prominent qualifications for teachers and instructors are certificates and diplomas across the sector. Owing to the longstanding professional development moratorium, and closed windows of professional development abroad, TVET staff is stagnant with basic qualifications. Evidently, this situation is contributing to a low morale and negatively affecting their overall performance of their duties. Downside of this situation is that these certificates and diplomas are equivalent to the programmes offered in their technical institutions.

Table 7: Educational Progression and Career Pathways

	Level				
4	Tertiary Level	Higher Education	Polytechnic		University(ies)
			Vocational Programmes	Technical Programmes	Academic Programmes
3	Secondary		Vocational	Technical	Academic

	Level	Secondary Education	Stream	Stream	Stream
2	Primary Level	Basic or Foundation Education	Learning Areas (Linguistic and literacy, Numerical and Mathematics, Scientific and Technological, Personal, Spiritual and Social, Arts and Entrepreneurship)		
1	Pre-Primary & ECCD		Play & Socialization		

Source: Author

Table 7 above shows the possible career pathways from Basic Education Level to Tertiary Level. The new Curriculum Policy is set to introduce three tier pathways at Secondary Education Level whereby TVET policy accounts for two streams of Vocational and Technical that lead to Tertiary Level. This paradigm shift attempts to respond to the longstanding outcry of Basotho over the academic school curriculum that does not directly respond to the demands of the economy and needs of Basotho. This three tier system is a breakthrough that we all applaud and hope will positively impact on our ailing economy.

4.2 Governance and Administration

4.2.1: GOVERNANCE AT NATIONAL LEVEL

Morgan Philips Group (2024) defines corporate governance as a framework of rules, practices, and processes by which an organisation is directed and controlled. According to the Morgan Philips Group corporate governance ensures effective management and stakeholders balance through accountability, transparency, fairness, and responsibility, fostering trust and sustainability. In governance the principles of fairness, transparency and accountability are widely or universally applied (Morgan Philips Group, 2024).³⁸

TVET governance is twofold - national and institutional. At the national level, the legal framework guiding the provision of TVET in Lesotho is found in the Lesotho Technical and Vocational Training Act 1984, which commenced operation in 1987. This piece of

³⁸ Morgan Philips Group, 2024: What is corporate governance? Insights. Morganphilips.com/

legislation was developed and enacted following the publication of the Education Sector Survey Task Force Report in 1982.

The Act enabled establishment of the Department of Technical and Vocational Training within the Ministry of Education and Training and established the Technical Vocational Training Board. It also enabled the Minister to make regulations for the provision of in-service and pre-service Technical and Vocational Education and Training in Lesotho.

The need to review this Act was realized in the early 1990s after the Department started expanding its operations as required under the Act. It was observed that it did not adequately cover all aspects of the TVET system in so far as in-service and pre-service education and training is concerned. A conference was subsequently organized and held with the objective being:

“To provide a forum for a wide variety of organizations with an involvement in training to enable them to comment on the contemporary and future relevance of the Act and the role of the Department in in-service training” (Macaulay G. G:1993:1)³⁹

According to this Act the TVET Advisory Board is established to play the oversight role of governance and policy direction while the administrative functions of the department are performed by the Director of TVD or Technical and Vocational officer mainly to implement the mandate of TVET at the operational level.

On the inherent deficiencies of the Act, TVD Director had this to say:

We have an old legal framework which has been overtaken by events ... the weakest part of the Act is that it puts more emphasis on the labour issues than school related issues ... when it comes to school related issues it is narrow and very sketchy

The composition and functions of the Advisory Board are explicitly defined in the Act. The Board is constituted by key and relevant TVET stakeholders at policy level such as the Principal Secretary for Education, representatives from the following ministries: Finance, Planning, Trade and Industry, and Tourism; in the Industry or Labour sector – the Labour Commissioner, Employers, Employees, Bureau of Women’s Affairs, Church Education Secretaries, IEMS, Technical Assistance bodies and the TVD

³⁹ Ibid

Director. Key TVET stakeholders are fairly represented which is a positive indicator of good governance.

According to the Board, TVD is making headway towards reviewing Technical and Vocational Training Act 1984. Acting Director also attested to the developments of these policy issues:

There have been efforts by the department to review the Act or make an Addendum to the law because the Basic Education Act of 2010 as Amended is compromising TVET. We have approached our legal office to advise on the swift solution to the current problem ... three strands that the proposed Addendum are addressing – TVET Governance in the institutions; the second issue is about the registration of TVET institutions; and the third issue is about Funding.

4.2.2 ADMINISTRATION AT NATIONAL LEVEL

The study established that the Technical and Vocational Department (TVD) formerly known Technical and Vocational Department is a central administrative organ of the TVET sector (see Figures 1.a and 1.b below)

Figure 1. a: Technical and Vocational Education Training Department

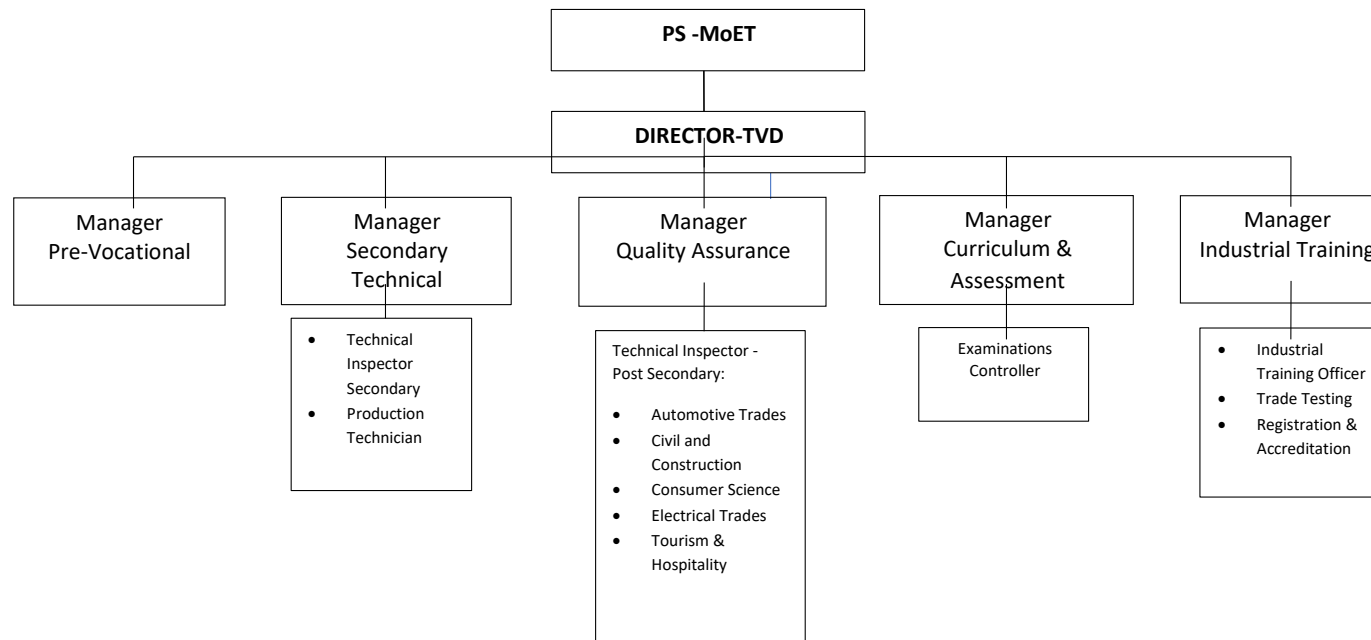
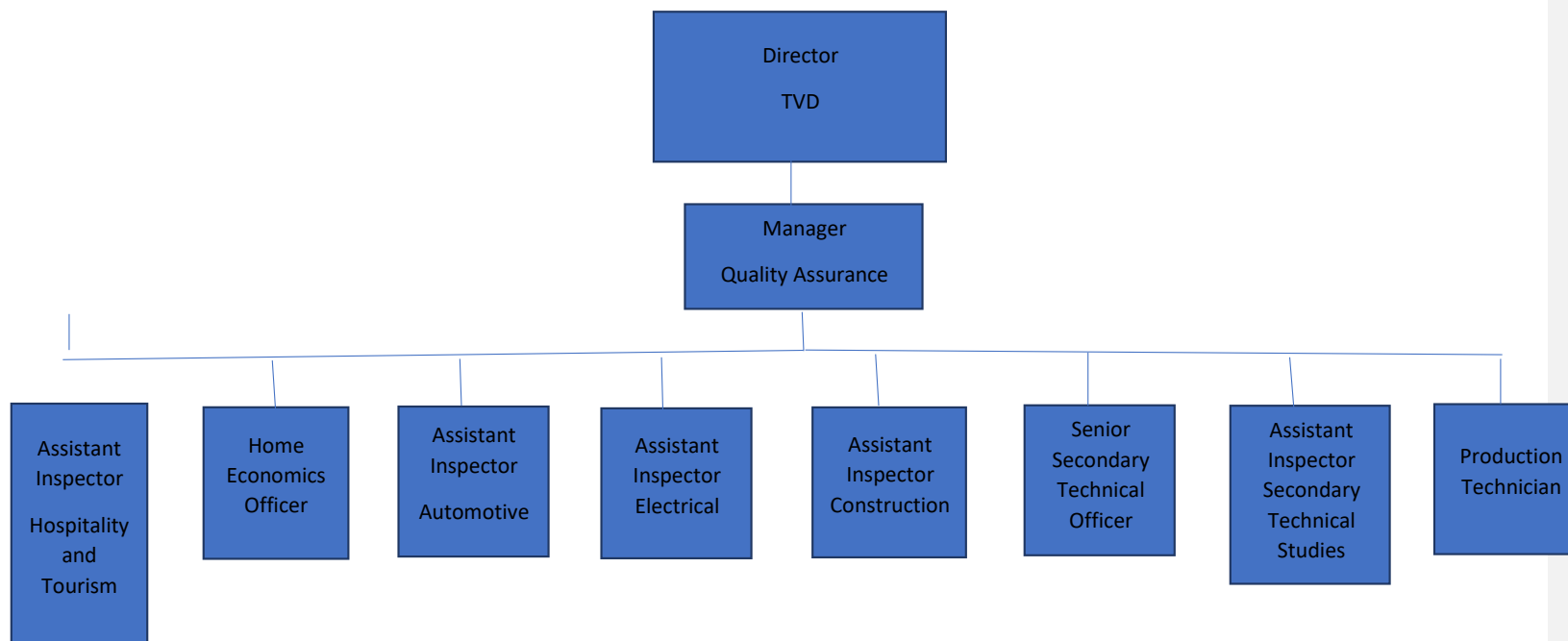


Figure 1. b: Technical and Vocational Education Training



By law, TVD is headed by a Director who is directly responsible to the Principal Secretary for Education and Training, serves as the Secretary of Advisory Board and administers the TVET sector. At the operational level, there are five (5) Sections namely: Industrial, Pre-Vocational, Secondary, Post-Secondary, and Curriculum and Assessment that deal with diverse TVET institutions.

Currently the staff complement is only 16. The department is generally understaffed; there are several positions that have not been filled while others have been frozen due to financial constraints. Besides understaffing which is a major cause for concern, some TVD officers also expressed their dismay over the absence of inspectors in some key programmes such as Brick Laying and Plastering, Carpentry and Joinery, Panel Beating and Spray Painting, Plumbing, welding and others. This situation of understaffing does not only compromise the quality of these programmes but also undermines the integrity and professionalism of the concerned instructors in their own right.

4.2.3 GOVERNANCE AT INSTITUTIONAL LEVEL

At the institutional level, the governance of secondary, vocational, technical schools is aligned to the provisions of Basic Education (amended) Act 2021⁴⁰, because the Technical and Vocational Training Act 1984 does not provide for the establishment of Technical and Vocational Training Institutions governing bodies. These TVET institutions are expected to comply with the provisions of the Basic Education (amended) Act 2021 by constituting a governing body representing all relevant stakeholders that include: representatives from the parents, chief, and councillor. While the composition of school governing bodies as provided in the Act are relevant and appropriate to Secondary and Basic Education level, by TVET standards the composition of the governing bodies is irrelevant to its mandate.

It was noted, however, there is a high degree of compliance from these different types of institutions, heads of institutions and Instructors that participated in the study expressed their displeasure and disappointment to the composition of the governing board. They found it incompatible with the requirements of the TVET sector. According

⁴⁰ Kingdom of Lesotho, 2021: Basic Education (amended) Act No.4 of 2021

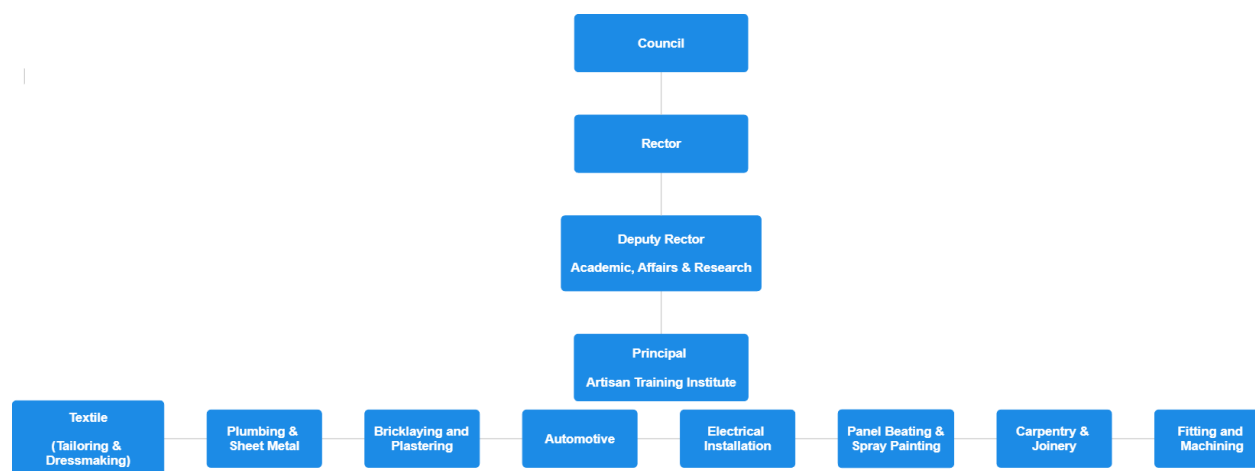
to them the participation of the chief and councillor in these governing bodies do not add any technical and professional value to the institution. The Director echoed their sentiments:

We want to replace the current governing bodies because there is no way the board membership of the institution like Leloaleng should be constituted by parents, chiefs and councillor because they do not add any value to the governance of such technical institution. At this level, we are expected to constitute the Board with experts in various technical fields or space and key stakeholders ... at the level of the institution; we are going to replace the position of the principal with that of a Rector ...

It was generally observed that the quality of service delivery from these governing bodies significantly varied from one institution to another, depending on their composition and geographical location. It became evident that efficiency of these institutions is solely dependent on the quality of the governing body in place. Some key informants noted that the informed and learned board members relatively showed a high level of commitment to the cause of the institution.

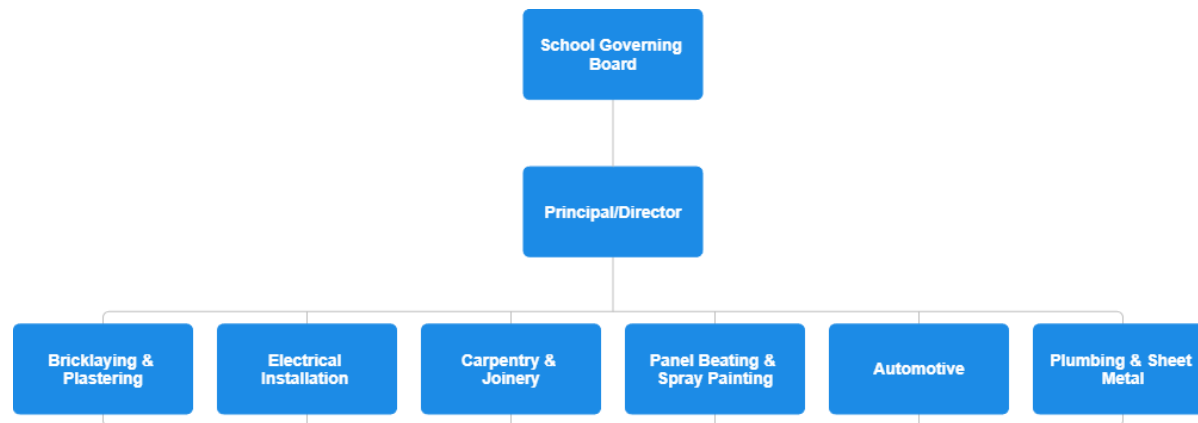
Despite the importance of these governing bodies, little in terms of induction or training is currently provided to the members. Although induction of board membership by way of training is essential, most board members in these TVET institutions lack training in governance. However, it is the prerogative of the Ministry to train all board members in public, private, government, church and community institutions.

Figure 2: Lerotholi Polytechnic Organogram



Lerotholi Polytechnic is still maintaining the traditional administrative structure of the technical school in which the craft programmes are headed by the Principal of the Artisan Training Institute formerly known as Lerotholi Technical Institute (LTI)¹. The sections have remained unchanged and still offer certificate qualifications. Assuming the status of a polytechnic, LP is expected to have reviewed and upgraded its programmes to advanced level of diploma qualifications.

Figure 3: Public TVET Institution Governance and Administration Structure



It is important to note that, with the exception of Lerotholi Polytechnic, all TVET key administrative structures are provided for by Basic Education 2021 Act. In the absence of a comprehensive TVT 1984 Act⁴¹, TVET institutions operate under Basic Education Act 2021 as amended. These administrative structures are key to positively impacting on the managerial and administrative functions of the institution. Performance of management in these institutions is dependent of various factors such as relevant qualifications and working experience in leadership. While most of the office bearers hold relevant TVET qualifications and essential working experience, none of them possess relevant leadership qualifications.

It is worth noting that the relations between the staff and management were perceived to be pleasant and cordial. It also became evident that heads of the various institutions possessed requisite skills, attributes, and abilities to run the institutions efficiently. These managerial skills are key to the manager's ability to perform some managerial functions effectively.

The study further established that all TVET institutions that participated in the study are staffed with instructors with relevant qualifications. These instructors are mostly certificate and diploma holders; honours, degree and postgraduate holders are in the minority. Asked about their preparedness to deliver their mandate, one of the instructors had this to say,

... Our range of qualifications speaks volumes about attitude to our personal and professional development; we cannot afford to lag behind these days with the calibre of learners we teach who are exposed to vast information and knowledge

However, since the moratorium on paid study leave was introduced no instructors have pursued further studies. Professional development remains a huge challenge to TVET instructors.

4.3. TVET Financing

TVET financing plays a pivotal role in advancing the growth of the sector. The allocation of education budgets across different levels and types of education differs

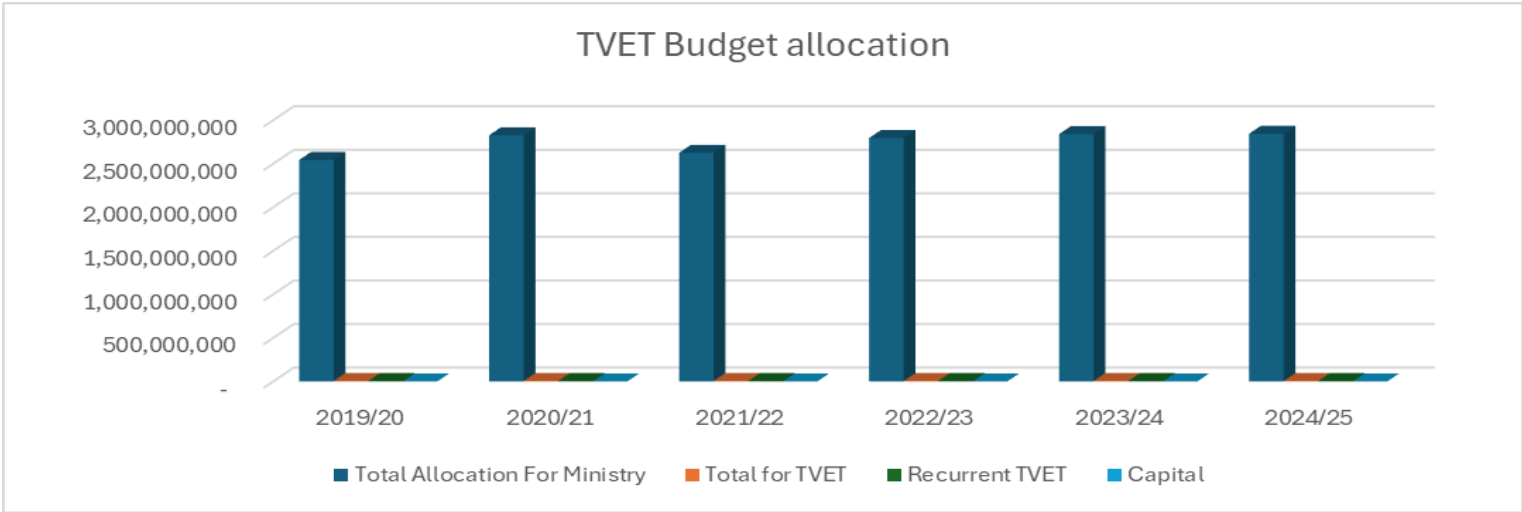
⁴¹ MoET, 1984: Lesotho Technical and Vocational Training Act No.25 of 1984,

significantly. Despite the importance of TVET as the most significant factor to impact on the economy and create the job opportunities through skill development, its budget is far lower than Basic Education and other sectors in the country. The government budget allocation to TVET accounts for less than 4% from the Ministry of Education and Training, Trade and Labour and Gender and Youth.

Table 8: TVET Budget Analysis

	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Total Allocation for Ministry	2,543,091,077	2,827,084,231	2,625,453,833	-	-	2,844,851,822
Total for TVET	6, 013,847	6,099,194	6,226,903	5,538,078	5,856,633	5,624,963
Recurrent TVET	5,513,847	5,454, 194	5,726,903	5,538,078	5,538,078	5,624,963
Capital	500,000	645,000	500,000	0	314,555	0
% share excluding TTI	0.24	0.22	0.24	0.20	0.21	0.20
% share including TTI	0.45	0.44	0.49	0.45	0.32	0.35
TTI	5, 523, 443	6,477,279	6, 598,582	6,928,513	3,152,167	4,411,520
TVD+TTI	11,537,290	12,576, 473	12,825,485	12,466,591	9, 008,800	10,036,483

Figure 4: TVET Budget allocation 2019/20 – 2024/25



Source: Ministry of Education and Training 2024⁴²

The table above further paints a worrying picture of regressing TVET budget allocation over the past five (5) years. For example, during the past three years, less than a quarter of a million was apportioned to capital investment. It is hard to comprehend how TVET institutions are coping under these circumstances.

⁴² MoET, 2024: TVET Budget allocation 2019/20 – 2024/25

Commenting on this funding challenge, PS Education and Training had this to say

“TVET is the solution to the problems we are facing of unemployment, the issue now if so then what is on the ground does it portray its importance in terms of finances and other resource allocations ... the reality is TVET resources are not what one would like to be ... it is extremely underfunded ... I want to believe this situation of underfunding TVET is historical, that has always been the status quo from the past ...”

Acting Director’s comment on the commitment of the government states as follows;

“The biggest weakness is lack of the political will by the government, it is a well-known fact that TVET is not its priority because it has been compromised in all aspects being funding, recognition ... in terms of mobilizing the potential development partners, the partners channelled to Basic Education level are countless”

Head of Ntlafatso Training Skill Centre cite challenges that his centre faces

Our mother Ministry (Labour and Employment) provides us with inadequate funding that leads to poor maintenance of our facilities – the state and condition of classrooms and workshops is unsatisfactory ... we also encounter shortage of training materials as a result

The state of underfunding is more so not only in Lesotho but in the SADC region at large. TVET sector financing in the SADC region is lower compared to the other sectors of the economy such as agriculture, education, health and others. It ranges between less than 1% in Malawi, and 8% - 10% in Mozambique and while Mauritius is 3% of the national budget.

There are several sources of financing for TVET that include government subventions, fees, and grants from development partners. Financing of TVET in the private sector is most of the times from the shareholders, fees and to some extent the development partners as summarized in table. It is clear that TVET financing is universally drawn from similar sources. However, the issue is not only the source but the level of financing – the higher the level of financing, the more robust the investments in TVET by the government.

Some public institutions are funded through NMDS student scholarships, and government pay roll to employees. NMDS covers tuition for some trainees while instructors are on the government pay roll. Student fees provide a major source of income for the institutions. However, payment of tuition from NMDS is often delayed posing serious financial challenges to the operation of institutions. Generally, institutions experience delays in fee payment and/or non-payment of fees.

TVET institutions both public and private rely heavily on tuition fees for financing the costs of training materials and workshops equipment. This represents a major challenge to making the system equitable and accessible to all Basotho youth from poor families. At the same time, it negatively impacts on the quality of training. Training especially in some centres in the remote areas lack financial resources to maintain and renew learning equipment and tools, which lead to poor quality of delivery.

Outlining the ministry's funding intervention, PS remarked as follows:

However, recently we are making some head ways to improve the situation and funding of TVET... the manner of which we approach this, as we are aware that TVET is not entirely funded by government, funding may come from other sources Recently we are working hard to collaborate with other partners ... right now we have MoU with Lesotho Lowlands Water Project as well as Lesotho Highlands Water Development Authority whereby TVET will provide necessary skills during the course of the construction. So we have been approached that TVET should provide communities with skills development workshops ... in Mokhotlong we are already organizing training of communities in skills development and providing them with trade tests.

Some institutions have devised innovative ways of financing their operations. For example, St. Mazzarello Training Centre has set up a production plant to generate income for its operational costs. Establishing strong links with the industry were reportedly viewed as a means to reduce financial burden from the institutions. In this regard, the key informants claimed that industries and production plants have substantial capital to purchase latest machinery and beat the fast and ever-changing technology.

At Hlotse High School, a technical subject teacher suggested how the school could raise funds for their department:

Through close teachers' supervision, students can be engaged in projects such as furniture repairs or refurbishment, income generation, decorations; school events and ceremonies ...

Notwithstanding the government's commitment, as custodian and providers of national education to all education sectors including TVET, it can be concluded that budget allocation to TVET is low, and lower than the rest of other sectors thus relegating it to a low priority status. Under-funding paralyses the whole TVET system and incapacitates its performance and effectiveness

4.4 Relevance of TVET Programmes

Due to inherent goals and purpose of TVET, its programmes are designed in collaboration with local employers so that they can be tailored to meet the specific needs of the job market. Consequently, TVET programmes are more likely to be relevant to labour market. Relevance of programmes is crucial as it is directly addressing the intention it is designed for. In this section, we establish the relevance of TVET programmes to the needs of industry.

Below are key programmes offered in both public and private institutions.

Table 10: Key TVET Programmes offered by institutions

Type of Institution/Centre	Key Programmes
Technical/Vocational/Skills	Automotive Mechanics
	Bricklaying & Plastering
	Carpentry & Joinery
	Electrical Installation
	Fitting & Machining
	Panel beating & Spray Painting
	Plumbing & Sheet Metal
	Boiler making and Welding
	Environmental Science
	Leather works and Upholstery
	ICT, Information Technology

	Business, Accounting, Marketing Management Hospitality and Tourism Management, Human Resource and legal Studies
	Cooperative Entrepreneurship, Production and Manufacturing, Micro-financing Management
	Consumer Science, Food Science, Sewing, Tailoring, dressmaking, Catering, Culinary Art,
	Occupational Health & Safety Emergency Care & Rescue

The above-mentioned programmes range from traditional craft courses to new and diverse courses that embrace new technology. Most of these craft courses are offered in the church, community and government controlled technical institutions while private institutions offer programmes responding to the new emerging labour markets, technology and science. The only official programme offered by Technical Training Institutes is the National Craftsmen Certificate (NCC). Most of the programmes that lead to certificate were initially developed more than 20 years ago. These institutions continue to offer blue collar trades while business and community related programmes are scarce.

According to MoET 2004 report⁴³ noted the absence of accreditation providers in the TVET system, and postulates that there is a need to improve the quality and relevance of programmes through better regulation of providers.

Although these traditional craft programmes may still generally be relevant to the labour needs, there is a need for their review to meet the lifestyle requirements of the era of new technology.

TVD Director had this to say:

⁴³ MoET 2004: Draft Technical and Vocational Education and Training Policy.

TVET curriculum is relevant, the only difference is that the level is slightly lower and less advanced to what one obtains in the industry, hence internship and attachments for all trainees are critical and essential ... this also calls for institutions to improve and upgrade their programmes to meet the required standard in the industry or the industry to compensate missing competencies and skills with on job training as part of induction.

TVET trainees, instructors and teachers that participated in this study expressed their concerns on the craft programmes in public institutions:

Although all TVET programmes are relevant and relate to labour market, industry and demands of the economy, they are too basic and elementary, they need to be upgraded to cope with ever-evolving needs and technological changes in the industry. For instance, carpentry alone has its own constraints. The carpenter is constrained to participate and compete in the building construction without skills in bricklaying, plumbing and electrical installation. The introduction of new programmes such as built technology are relevant and comprehensive.

As noted in the MoET 2004 report⁴⁴, some of the trainees expressed their views on the quality and level of TVET programmes as follows:

Contrary to the new trends in the region, most TVET institutions in Lesotho still offer programmes at certificate level. Certificate level is too basic and elementary, no longer meets the new demands of the labour market and new technology. There was a gentle call for review of TVET programmes across the country.

From their experience as former trainees who are now self-employed, they found the specialized programmes such as carpentry, plumbing, bricklaying, and electrical installation inadequate on their own and irrelevant to the new labour market. They encouraged new craft applicants to enrol for bricklaying as a basis for these other trades.

It can be concluded that, with the curricula that does not respond to local needs and priorities, that does not keep pace with the changing economic conditions, and which lacks accreditation, the quality and relevance of TVET programmes is highly compromised and therefore need to be reviewed and revised

⁴⁴ MoET 2004

4.5 Infrastructure and e-Learning Facilities

4.5.1 INFRASTRUCTURE

Systems theory recognizes infrastructure as an integral component of TVET system that work together with other components in an interrelated and synchronized manner. In the context of TVET sector, infrastructure refers to buildings and facilities designed to support the operations of the TVET system. They include workshops, drawing rooms, theory rooms, library and laboratories etc.

State of infrastructure in the majority of TVET institutions is not only dire but in poor conditions. In secondary schools, the workshops that were initially designed for a small group of learners, are now overcrowded with increased numbers of learners. Due to high youth unemployment, there is a growing interest in TVET programmes. For example, in Lesotho High School technical subjects surpass other optional subjects in learners' enrolment.

There are two old workshops with facilities designed for a small class size of twenty learners per period and old curriculum, there are no workbenches, ... machines are obsolete and have not been replaced, school cannot afford to maintain and replace the machines with the exception of tools...number of learners in each grade exceeds the capacity of the class and teacher learners' ratio

There has been a huge influx of learners in technical subjects because the parents are aware of high youth unemployment rate, through technical subjects' learners would acquire necessary skills to improve their lives

One former student also noted with great sense of excitement about the growing interest amongst youth in her district.

"It is widely known that most schools in Quthing district are generally underperforming. For this reason, the youth in these communities choose to follow TVET programmes in Quthing and elsewhere in the country. In other words, TVET is gradually becoming a window of advancement and growth in my home area.

Coincidentally, the former TVET trainees who participated in the research originate from Quthing district.

Some say science and technology does not come cheap. This implies that TVET with its components of science and technology always come with high costs. TVET workshops, machines, and equipment in the institutions were donations from development partners. It is not surprising that most institutions can no longer afford to maintain them and replace them. They are too expensive to be purchased from the collection of tuition fees. Unfortunately, according to the Director the government is not keen to invest in the development of the infrastructure. Although it is too costly for most public institutions, this high-cost investment in TVET guarantees lucrative returns.

4.4.2: E-LEARNING FACILITIES (4TH INDUSTRIAL REVOLUTION)

Many education systems across the globe are gradually undergoing major shifts in their delivery of programmes in order to cope with the changing trends and lifestyles of people. In the SADC region some countries have begun to slowly and steadily move towards implementing e-learning in the teaching and learning processes. With the experience of the COVID 19 pandemic, new technological needs and changing lifestyles of people have stimulated the need and demand for use of new learning technologies to widen access by reaching learners and trainees who are unable to attend school face to face for multiple reasons – social, economic, demographic.

Although Lesotho as a member of SADC embraces the use of new learning technologies in the TVET sector, only a few institutions have begun to move in this direction through offering ICT and IT programmes. TVD and several other institutions are not only far from facilitating and implementing respectively the infrastructure because they have not developed strategies and policies to guide the adoption of new learning technologies (e-learning, IT, ICT, online learning, Green technologies such as solar). In Lesotho, digital literacy has its own challenges including limited financial resources and low capacity to embrace these new technologies.

The conclusion drawn from the above analysis is that poor conditions of infrastructure and e-learning facilities are attributable to underfunding and low capacity within TVET system.

4.6 Capacity of TVD Staff and TVET Instructors

4.6.1 DEPARTMENT OFFICERS

Human Capital Theory underscores the importance of investing in people through education and training in order to increase their performance and productivity. According to Human Capital theorists, education and training has potential to stimulate economic growth and technology progress and productivity through the transfer of skills and knowledge.

Capacity, in this context, is two pronged: it refers to officers' requisite qualifications for their position and the size or number of staff complement. From the discussions and interviews that were conducted, it became apparent that staffing in TVD department is characterized by acute shortages of personnel in various sections. Only a limited number of trades are fully manned, there are many trades with equal and important standing without personnel to provide professional support. Coverage is inadequate and capacity is lacking. These deficiencies and lack of capacity compromise delivery of quality professional support in these areas of specialty. Shortage of staffing is largely due to budget constraints.

It was also noted during the study that all the officers meet requisite qualifications for their positions demonstrating compliance to recruitment policies. Acting Director claims that; "TVD officers have strong potential because they are entirely recruited on the basis of their competencies and diverse skill sets in the department".

The suspension of the policy on paid study leave impedes the training and professional development of the staff who are the most crucial and significant factor for the success and growth of any institution. For instance, training enables staff to acquire new skills, and sharpen existing ones, so that they can perform well. It creates a space where knowledge between management and staff and amongst the staff at the workplace is communicated. Training is currently a missing piece of the puzzle in almost all TVET institutions. If this situation remains unresolved, staffing will eventually deplete to the detriment of the department.

Excerpts from Acting Director

Degree holders in secondary schools are 52, TVET institutions which offer skills at the higher level is even worse because the instructors with degrees are less than 25, 17 or 18 to be precise subject to confirmation

excluding Lerotholi Polytechnic ... this is how bad the situation is because this pool will continue to decline due to natural causes, retirement... if this matter is not addressed swiftly in five years' time TVET will be worse off from the current state. The youngest or average age of TVET instructors with a degree qualification in the market is 45 years and above hence I am saying the crisis will be countrywide including TVD if not addressed

... the government has closed that window for staff development ...

...there were multiple windows of staff capacity building in the past they are now closed

4.6.2 CAPACITY OF INSTRUCTORS

Almost all instructors in TVET institutions are adequately qualified with requisite qualifications for TVET programmes. Their qualifications range from certificates to degrees in areas of their specialization. The certificate and diploma holders are in the majority in these institutions. Majority of these instructors are the graduates of the local polytechnic and technical schools. Those with advanced qualifications attained them from South African and Botswana tertiary institutions owing to the fact that locally there are no institutions offering degree programmes.

Instructors' work experience in TVET ranges from three years to more than ten years. Most instructors are highly experienced. Experience is a positive sign in this field that would make a meaningful contribution to growth and advancement of TVET system. Staff complement in most institutions is inadequate. Positions of instructors are unattractive; their salaries are far lower than their counterparts in Basic Education. This situation is demoralizing and leads to poor morale amongst the instructors.

The government through the Ministry of Education and Training has imposed a moratorium on paid study leave, open to unpaid study leave ... as a result professional development rate has been put on halt, the situation has serious implications on Technical Subject Teachers because of the absence of local institutions of higher learning offering TVET programmes
TVD and other relevant departments no longer organize workshops and training for Technical Subject Teachers,

TVET is a very technical and dynamic field that is ever-evolving. In consideration of the demanding nature of the field, overall, the educational requirements for TVET are specialized and require skills and expertise in the field. Educational qualifications range from the equivalence of post primary school certificate to a university degree.

Most instructors meet the prerequisite educational requirements of their position. Although those who hold basic and elementary certificates are in the majority, they could still advance to higher qualifications in their areas of specializations through on-job-training (regular training courses). In other words, instructors with advanced and higher qualifications are in the minority.

Most advanced and higher qualifications become a mismatch and irrelevant to the craftsmanship. All those who pursue degree programmes are often promoted to managerial positions as opposed to technical level hence it is desirable to engage staff on regular training courses to keep pace with the ever evolving technology.

It can be concluded herein that the capacity of TVD and TVET system is low and therefore compromises the efficiency and effectiveness of the whole TVET system.

5.0 IDENTIFICATION OF STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS TO TVET SYSTEM

A SWOT analysis was conducted among 9 out of 16 members of the TVD. The following Strengths, Weaknesses, Opportunities and Threats were generated:

Strengths

1. Recognition of competencies, skills and talents of Basotho from diverse backgrounds (Recognition of Prior Learning RPL).
2. Open, unique, dynamic and diverse access into RPL that attracts individuals across a wide spectrum from high status with university degree, to disadvantaged and marginalized communities.
3. Through new 3 tier curriculum with technical and vocational education pathways, targets and indicators of Sustainable Development Goals are being implemented
4. TVD issuance of trade tests that are recognized in the SADC region.
5. For purposes of articulation, growth and advancement, TVET graduates are offered national certificates.

6. TVET policy is flexible and dynamic based on its ability to produce trainees with skills that are readily employable at any level of their programme.
7. For purpose of recognition of personal advancement in one's career, TVD offers certificates for non-credit bearing courses.
8. TVET fully complements academic pathway by broadening it up with critical technical and vocational career pathways that directly contribute to the labour market and growth of Lesotho's economy.
9. TVET provides alternative route to higher and advanced educational qualifications in technical and vocational education.
10. In this era of 21st century, TVET has a significant potential to transform ailing economy by attracting foreign investment and financing. Industry has faith in TVET sector.
11. TVET institutions with the support and professional guidance from TVD and industry have immense potential to generate viable income for their own operational costs.

Weaknesses

1. TVD performs diverse and multiple functions within its management structure with under resourced budget that is continuously shrinking annually.
2. Lack of government's financial commitment to invest in TVET sector.
3. Government spending on the TVET sector is fragmented. Spending on TVET is spread across multiple ministries with no structured mechanisms in place to coordinate or prioritize
4. Limited and poor infrastructure and facilities do not only negatively impact on the access for Basotho from diverse backgrounds but also quality, effectiveness and relevance of knowledge and skills of TVET graduates.
5. Moratorium on training and professional development is negatively affected TVET instructors and TVD officers.
6. Current TVET remunerations are unable to attract, develop and retain experienced and skilled instructors.
7. With limited institutional capacities, TVET institutions are unable to cope with the growing demand for student places.

8. Capped tuition fees in TVET is extremely low and hardly covers the operational costs of the institution
9. Despite the changing landscape in favour of the TVET policy, pockets of negativity are still prevalent and strong in various positions of influence, thus significantly stall or negatively key policy decisions.
10. Lack of coordination between the TVET institutions and industry leads to a mismatch between the skills demands of Lesotho economy and skills being produced.
11. Furthermore, TVET is unable to cope with the ever-evolving technology due to the inadequate funding.
12. E-learning mode was recently in TVET is sporadic and constrained as it is provided by a few institutions.
13. Government's inability to invest on the development of the TVET infrastructure
14. Non-existence of advanced and TVET degree qualifications in Lesotho.
15. Limited industrial attachment as part of training due to minimal collaboration between institutions and industry.
16. Rife myths and misperceptions about TVET.

Opportunities

1. TVET has an immense potential and expertise to explore and conquer diverse technological and innovative spaces.
2. TVET's role to transform the economy is evidently the national priority in view of a bold statement scripted in the National Strategic Development Plan.
3. Window of collaboration with industry is open; the construction of Polihali Dam is offering TVET sector vast opportunities for growth and advancement.
4. Multi-ministerial collaboration of Ministry of Youth and Social Development, Ministry of Trade and Labour could yield substantial budget to support TVET policy.
5. TVET plans to intensify trade testing and employability of Basotho locally and in the region.

6. TVET graduates are widely known for their hard work, dedication and professionalism in their trade – poised to conquer international labour market in Malaysia and Canada.
7. Collapsing foreign investment in textile industry can prompt local industry to aggressively venture into this textile space.
8. TVET policy can also venture into functional literacy skills. programs.
9. Establishment of the entity such as Namibia Training Authority (NTA) which is autonomous and it collects TVET levy and government subvention.

Threats

1. In this era of 21st Century, technology locally and internationally is evolving at the fast rate overtaking the pace of training in TVET institutions.
2. Emerging culture and social dynamics of horror and killings amongst TVET trainees is a threat to potential candidates and growth of TVET sector.
3. Underfunding is a threat to the existence of TVET.
4. Prevailing political instability and lack of political will pose a threat to the consolidation of ministerial funding of the TVET policy.

The SWOT analysis, along with findings of the study presented in preceding sections of the report has provided a basis for recommendations for enhanced provision of TVET which are presented in the next chapter of the report.

6.0 CONCLUSION

This section summarizes the main conclusions that have been drawn from the study.

6.1 Governance and administration

Generally, the findings confirmed what a series of previous studies and reviews documented that TVET governance and administration are characterized by glaring deficiencies on critical issues including inappropriate registration and governance of TVET system. As a result, TVET institutions are governed by Basic Education Act of 2010 as amended. This discrepancy does not undermine the credibility of TVET institutions but their efficacy. Hence, the review of TVET legal framework is a priority issue for TVD. Closely related to governance, the study has found TVD has a limited

capacity of a small staff complement. Similarly, low staff capacity can adversely impact on the performance of TVET thereby compromising the quality of the programmes.

The study has further noted that in the absence of relevant TVET legal framework, TVET institutions are operating under Basic Education Act of 2010. Despite the irrelevance of the legal framework, TVET institutions were found showing a high degree of compliance on governance matters. The key informants were quick to express their displeasure at the composition of governing as prescribed by Basic Education Act. Basic Education school governing bodies are more of stakeholder representation than providing relevant expertise. For instance, the participation of chiefs and councillors in TVET governing bodies do not add any technical and professional value to the institution.

It was generally observed that the quality of service delivery from these governing bodies significantly varied from one institution to another, depending on their composition and geographical location. It became evident that efficiency of these institutions is solely dependent on the quality of the governing body in place. Some key informants noted that the informed and learned board members relatively showed a high level of commitment to the course of the institution.

6.2 TVET Funding

It is evident from the study that the main source of TVET funding comes from the government, although the level of funding is generally low and inadequate (only 4% of budget allocation). Much as the government's involvement to advancement of TVET is evident, the level of funding is far too low. A greater financial commitment would be highly appreciated to offset the high costs of TVET.

Furthermore, the study showed that in comparison with other sectors in the Ministry of Education and Training, budget allocated to TVET is far lower than of basic education and tertiary sectors. In this context of financial scarcity and constraints, TVET is seemingly not a priority to government. But at the same time, at the peak of unemployment, there is intense political pressure to provide for TVET. NSDP II alludes

to the significance of TVET in creating job opportunities and growing the economy of the country.

Systems theory advances that if one of the key components of the system are underperforming the whole system will malfunction. Funding is a critical component of the TVET system, and if it is constrained the whole TVET system is bound to collapse. The study findings indicate that increased public education spending effectively improves education quality in Sub Saharan Africa in the short and long term. It is therefore incumbent upon, Sub Saharan Africa to provide sufficient budgetary allocations to education to enhance educational quality in the sub region (Musah, A. & Aawaar, G. 2024)⁴⁵.

6.3 Relevance of TVET programmes

The study found that although TVET programmes are relevant to the labour market, the skills mismatch and skills gap is still prevalent. The new emerging private TVET institutions that embrace new technology of the 4th Industrial Revolution are few in numbers and make limited impact to the labor market. The traditional TVET institutions' curriculum is predominantly old fashioned and irresponsive to the evolving economic needs and lifestyles. Hence the key informants that participated in the study called for its review. Due to the swift changing dynamics of technology in the labour market and prevalent underfunding in TVET institutions, the trades training institutions are virtually incapacitated to offer training that match the current skills in the labor market. In fact, these public TVET institutions do not have financial capacity and resources to keep pace with changing science and technology. Over the years, TVET training has always been supply driven that fails to address the skills needs of formal and informal sector workplaces (MoET, 2004). This is attributed to minimal planning for TVET at national and industry levels.

The study further established that TVET institutions in Lesotho only offer limited basic TVET programmes, and variety of TVET programmes are pursued elsewhere in the

⁴⁵ **Musah, A. & Aawaar, G. 2024** Effect of public education financing on educational quality in sub Saharan Africa

region. Hence, most of TVET instructors and TVD staff are unable to pursue any advanced TVET programmes locally.

6.4 Infrastructure and e-learning facilities

A ripple effect of the under-funded TVET system as it propagates outward to affect all crucial components of the whole TVET system has not spared TVET infrastructure and e-learning facilities. The study has found that the ripple effect of underfunding of TVET is adversely and severely impacting on TVET infrastructure of workshops, drawing rooms, theory rooms, library and laboratories. Without the government capital investment and development partners' financial support, TVET institutions through their meager tuition fees find it uphill to replace their outdated and old workshop machines and equipment.

With regard to e-learning facilities and their usage as mode of learning and teaching, the study has also found that it is sporadic and constrained in the public TVET institutions as it is gradually being introduced. There are only a few exceptions that have introduced ICT and IT as programmes in their institutions. The key informants spoke highly about its importance as a mode of pedagogy that would complement their outdated workshop machines and equipment. Generally, the main cause of the challenges associated with infrastructure, e-learning facilities and digital literacy is the limited financial resource as well as low capacity to embrace new technologies.

6.5 Capacity of TVD Officers and Instructors

Research confirm that increased investment in education leads to increased economic growth while Human Capital Theory underscores the importance of investing in people through education and training in order to increase their performance and productivity. Acquisition of knowledge and skills to support development is extremely crucial hence NSDP II has identified TVET as a priority sector that would transform the economy of Lesotho and create job opportunities. As may be the case here in Lesotho, during times of financial scarcity, TVET is expected to provide clear evidence of its social and economic returns which may not be readily available, while at the same in the period of high unemployment, politicians often intensify need for TVET expansion.

In contrast, the study found the capacity of TVD staff and TVET instructors is very low. Low capacity of TVET system has far-reaching effects on its general performance. As it is pronounced in NSDP as the priority sector, it should be treated as such. The government through its ministries - Education and Training, Public Service and Finance – National Manpower Development Secretariat should capacitate the TVET by recruiting staff with requisite qualifications and put them on regular and relevant programmes for their professional development.

TVET staffing is so dire that there is an urgent need for momentous measures to redress the situation. TVET system is relatively small in size and therefore may not require exceptional high budget allocation to address capacity issues.

The significance of well capacitated TVET system is echoed by Human Capital theorists for its potential to stimulate economic growth and technology progress and productivity through the transfer of skills and knowledge. Capacity, in this context, is two pronged: it refers to officers' requisite qualifications for their position and the size or number of staff complement.

Table 11: RECOMMENDATIONS FOR ENHANCED PROVISION OF TVET IN LESOTHO

1. GOVERNANCE AND ADMINISTRATION		
Challenges	Recommendations	Responsibility
✓ Outdated legal framework	<ul style="list-style-type: none"> Review the TVT Act 	TVT Board
✓ Inadequate representation of employers and employees on the TVT BOARD	<ul style="list-style-type: none"> Representation of employers and employees in the TVT Board by expertise 	Honourable Minister
2. TVET FINANCING		
✓ TVET Policy severely under-funded at all levels (Governance, Administration, and Institutions)	<ul style="list-style-type: none"> Review of TVD budget Introduce a training levy to increase funding Resuscitate partnerships with development partners Review NMDS budget towards TVET institutions quota 	MoET & Parliament TVT Board & Parliament TVT Board TVD, NMDS & TVET Institutions
✓ Government spending of TVET is fragmented (Spread across multiple Ministries with no coordination)	<ul style="list-style-type: none"> Develop a funding model that will consolidate all funds used in the TVET system 	TVT Board
✓ Horror killings and ill treatment of new trainees	<ul style="list-style-type: none"> Support a campaign against killings and ill treatment of TVET trainees in TVET institutions countrywide (financial, security, psychosocial). 	TVT BOARD, TVET Institutions, Public and Private security agencies, communities, professional counsellors
✓ Current remunerations are unable to attract, develop and retain skilled and experienced instructors	<ul style="list-style-type: none"> Advocate for improved remuneration packages 	Parliament, TVET Institutions & Instructors
3. RELEVANCE OF TVET PROGRAMMES		
✓ There is a glaring mismatch between skills demands of the economy and skills produced by the TVET system	<ul style="list-style-type: none"> Conduct skills needs assessment and tracer studies at regular intervals to 	TVT Board, Institutions & Industry

	<p>inform the system about the skills needed by the economy</p> <ul style="list-style-type: none"> • Encourage collaboration between industry and Institutions 	
✓ Technology is evolving at a fast rate, locally and internationally, overtaking the pace of training institutions	<ul style="list-style-type: none"> • Review and align TVET programmes with latest technological trends 	TVET Institutions
4. INFRASTRUCTURE INCLUDING E-LEARNING		
✓ Poor and dilapidated infrastructure and facilities have a negative impact on access to and quality of training. With limited institutional capacities, TVET institutions are unable to cope with the growing demand for training spaces	<ul style="list-style-type: none"> • Fundraise for capital budget support from local industry and development partners 	GoL, MoET, TVT Board & Institutions
✓ E-learning mode was recently introduced in TVET hence sporadic and constrained, as it is provided by a few institutions.	<ul style="list-style-type: none"> • Review and align TVET programmes with latest technological trends 	TVT Board & Institutions
5. CAPACITY OF OFFICERS AND INSTRUCTORS		
✓ Moratorium on paid study leave impact negatively on staff professional development and on quality and relevance of programmes	<ul style="list-style-type: none"> • Advocate for the lifting of moratorium and create access for instructors to study • Conduct training needs assessment of all TVET personnel and develop a training plan on the basis of identified Needs 	Parliament Social Cluster MoET

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