

Recruitment into Teaching, Teacher Development, and Teacher Retention in Lesotho

The UNICEF ESARO on Teachers

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List of Acronyms and Abbreviations

AIDS	Acquired Immune Deficiency Syndrome
CEE/CIS	Central and Eastern Europe/Commonwealth of Independent States
CEO	Chief Education Officer
COSC	Cambridge Overseas School Certificate
DPE	Diploma in Primary Education
DTEP	Distance Teacher Education Programme
EFA	Education for All
EMIS	Education Management Information System
ESARO	Eastern and Southern Africa Regional Office
ESSP	Education Sector Strategic Plan
FCPE	Free Compulsory and Primary Education
FPE	Free Primary Education
FTI	Fast Track Initiative
GCE	General Certificate of Education
GoL	Government of Lesotho
HIV	Human Immuno-Deficiency Virus
JC	Junior Certificate
LCE	Lesotho College of Education
MoET	Ministry of Education and Training
MoFDP	Ministry of Finance and Development Planning
MTESP	Mid-Term Education Sector Plan
NMDS	National Manpower Development Secretariat
NGO	Non-governmental Organizations
NQT	Newly Qualified Teacher
NUL	National University of Lesotho
NMSA	National Manpower Development Secretariat
OVC	Orphans and Other Vulnerable Children
OECD	Organisation for Economic Co-operation and Development
PTC	Primary Teaching Certificate
PSLE	Primary School Leaving Examination
TMIS	Teacher Management Information Systems
TSC	Teaching Service Commission
UNICEF	United Nations Children's Fund

Executive Summary

UNICEF ESARO (Eastern and Southern Africa Region) commissioned this study on the recruitment into teaching, teacher development, and teacher retention in the Kingdom of Lesotho. Similar UNICEF studies on teachers were carried out in Malawi and Swaziland as well as in other regions of the world.

The UNICEF ESARO Study on Teachers

The teacher management system of Lesotho is frequently cited as an exemplar of a decentralized or “free-market system” (Mulkeen & Chen 2008). The decentralized system made it possible to fill vacancies and hire teachers in an efficient manner. It also enabled schools to recruit teachers from the surroundings, whether they were qualified, under qualified, or unqualified. The main challenge of a decentralized system, however, is the employment of qualified teachers in remote rural areas. In 2008, 42 percent of primary teachers were not fully qualified, that is, did not fulfill nowadays’ minimum qualification of a diploma. The ratio of unqualified and under qualified teachers is much higher in rural areas. Given these challenges of a decentralized teacher management system, the teacher related reforms in Lesotho reflect two strategic priorities:

- upgrading unqualified/under qualified teachers
- creating incentives to retain qualified teachers

The four-year Distance Teacher Education Programme (DTEP) and the new Teacher Career Structure are examples of ambitious reforms that were introduced in the last few years. They reflect the two strategic priorities: focus on upgrading qualifications (DTEP) and focus on retention of qualified teachers (new career structure).

There exists an impressive array of analyses and studies on teacher supply, quality, and management in Lesotho. There was no need to replicate already existing empirical studies on the supply and quality of teachers in this study. The two co-authors therefore focused on five issues that, compared to other teacher related issues, are somewhat under studied and deserve greater attention:

- recruitment into teaching
- teacher management information system
- implementation of the new teacher career structure
- rationalization of degrees
- coordination of in-service teacher training

Recruitment into Teaching

In teacher education research, recruitment into teaching is a composite construct that consists of the following five indicators: (1) admission rate, (2) enrollment rate, (3) completion rate, (4) transition rate, and (5) retention of newly qualified teachers (NQT). The Lesotho College of Education and the Distance Teacher Education Programme (DTEP) record exact figures for the first three indicators. Overall, the number of applicants is a multiple of those that eventually get admitted and enroll, suggesting that teacher education is an attractive diploma program. The last two indicators vary widely, depending on the location of a school. The National University of Lesotho had difficulties assembling the necessary data to allow for an accurate assessment of recruitment into teaching at secondary level. Judging from anecdotal evidence, the university-work transition (indicator 4: transition rate) seems to vary depending on the subject of study. There is an undersupply of teachers in math and sciences, and an oversupply of Sesotho and English teachers. Many unemployed Sesotho and English teachers work as volunteer teachers to strengthen their teaching practice and to increase their chances of getting employed on permanent and pensionable terms.

The study recommends the systematic collection of data on recruitment into teaching. At a minimum, the five indicators listed above should be collected by LCE, DTEP and NUL.

Teacher Management Information System

The Mid-Term Education Sector Plan 2009-2012 expresses a commitment to move towards an electronic teacher management system. However, the database for the electronic teacher management system was not populated at the time of this study because of technological difficulties. The establishment of an electronic teacher management system deserves high priority and may help avoid, in a next step, the glitches that arise from the communication gap between the central and local level, especially for entering transfers and new hires into the system. It is also recommended that a study is carried out on the exact reasons for the procedural glitches that occur for new hires leading to delays in issues contracts and salary payments.

Implementation of the New Teacher Career Structure

The new teacher career structure, introduced in April 2009, will transform the teaching profession in positive ways once it is fully implemented. Three aspects of the new career structure deserve greater attention as they make the career structure vulnerable to criticism and potentially weaken the full implementation of the policy:

- reduced commitment and authority of managers that are hired on a term-appointment
- low capacity for performance evaluation
- disadvantages of an automatic certification process, in particular, weak ties between colleges/universities and schools

Rationalization of Degrees and Quality Assurance

It is striking how many different routes to becoming a teacher are currently recorded and permitted. The staffing record of schools (Form ER42) lists 99 different qualifications that teachers in Lesotho may have. Given the wide range of qualifications, the rationalization of degrees should naturally be one of the reform priorities. A rationalization plan would specify by when the existing qualifications (certificates, diplomas, degrees) will be reduced to a few diploma and degree programs. Such a rationalization plan requires more detailed statistical information on the qualification of teachers. At the same time, it is necessary to establish a quality assurance mechanism to ensure that the diplomas and degree programs, offered by the private sector in Lesotho or programs outside of Lesotho, are indeed equivalent to the one offered by LCE and NUL.

Professional Development Strategy

It appears that the professional development provision for teachers is donor driven and influenced by funding opportunities. The report recommends the establishment of an administrative unit that is charged with coordinating the development of a comprehensive and data-driven professional development strategy. The strategy would help specify the various target groups, format of professional development, and the funding sources for the professional development of teachers. The following distinctions are recommended for further consideration:

- Target groups:
 - Continuous professional development for fully qualified teachers (“refresher courses”)
 - Upgrading qualifications for under qualified teachers (from PTC or equivalent to Diploma in Education)
 - Bridging programs for unqualified teachers to the equivalent of a basic teacher training certificate

- Format of professional development:

It is recommended that the coordinator for the newly established administrative unit examines possibilities for promoting more bottom up and bottom across in-service training.

- Funding source:

As part of the proposed Professional Development Strategy for Teachers, there should be consideration given to developing a funding key, that is, criteria and priorities for (a)

government financed, (b) self-financed, and (c) mixed-financed modalities for professional development.

1. The UNICEF ESARO Study on Teachers

The Eastern and Southern Africa Regional Office (ESARO) of UNICEF identified teacher related reforms as an emergent priority. It is a reform area where UNICEF is expected to play a key role to play in the future. UNICEF therefore commissioned several studies on teachers in this region as well as in other regions that could serve as a foundation to develop a systematic teacher attraction, development, and retention strategy.¹ UNICEF ESARO (Eastern and Southern Africa Region) funded similar case studies on teachers in Malawi and Swaziland.

1.1. Opportunities and Challenges of Decentralized Teacher Management

The Ministry of Education and Training (MoET) of the Kingdom of Lesotho stands out as one of the ministries in the region who has commissioned or endorsed quite a few studies, reviews, and strategies on teachers. In fact, the quantity and quality of reports produced on the issue is impressive.

The preoccupation with teacher supply and quality has to be seen in the larger context of the developments over the past ten years. The Government of Lesotho introduced Free Primary Education (FPE) in 2000. The learner-teacher ratio hiked as a result. Supplying primary schools with a sufficient number of teachers became a challenge. A series of policies were put in place to reduce the class size from then 60 learners per primary class to 40 learners by the year 2015. The decentralization of the teacher management system made it possible to fill vacancies and hire teachers in an efficient manner. It also enabled schools to recruit teachers from the surroundings, whether they were qualified, under qualified, or unqualified.

It is important to bear in mind that the current policies and strategies for teacher recruitment, development, and retention are tailored to a system of teacher management that is decentralized. Lesotho is one of the few countries in the ESARO region where teachers are employed by school management committees rather than by a central authority, such as the Teaching Service Commission or the Department of Human Resource Management.

The two kingdoms, Lesotho and Swaziland, could not be further apart than with regard to the management of their teachers. The World Bank report *Teachers for Rural Schools* (Mulkeen & Chen 2008) distinguishes between a central deployment system and a free-market system, and identifies the system in Lesotho as one that clearly manifests principles of the free market. The central deployment system tends to be saturated with irrationalities and inefficiencies (see, Steiner-Khamsi

¹ For example, UNICEF CEE/CIS Region (Central and Eastern Europe/Commonwealth of Independent States Region) completed studies on teacher attraction, professional development, and retention in six countries of the CEE/CIS region in 2010.

& Simelane 2010; Steiner-Khamsi & Kunje, 2011), but the free-market system is not devoid of its own peculiar challenges.

Given the unequal living standards between rural and urban areas, the main challenge in a free-market system consists in finding teachers who voluntarily apply to work in, and even better, remain working in rural schools. Centralized systems do not face this particular challenge as they control the placement of teachers. But they face the nearly unsolvable problem of teacher motivation and retention in rural areas. There are no limits to teachers' creativity with finding a way out from the obligation of teaching in a remote rural area. In Malawi, for example, the teaching profession is male except in the cities where most teachers are female. They are the ones who successfully made the argument that they had to follow their husbands' work in the city.

The unequal living conditions between rural and urban areas are not the only commonality that Lesotho shares with other countries of the ESARO region. The residential model of tertiary education, including in pre-service teacher education, is ubiquitous in the ESARO region. Others have identified the high cost associated with providing boarding and government scholarships for college and university students (Lewin Ntoi, Nenty, Mapuru 2000; Lewin 2002). It is not surprising that the residential model, neither in Lesotho nor in other countries of the region, is able to supply the primary education system with a sufficient number of qualified teachers. The Lesotho College of Education (LCE) operates a full-time, three-year course for a Diploma in Primary Education (DPE) and the traditional residential model used to capture, in its fullest capacity, only 250 incoming students per year. It opened a satellite campus in Thaba-Tseka in 2010 where science and math teachers are trained. Similarly, the National University of Lesotho (NUL) is located on a campus, at a distance from urban centers, and also pursues the residential model.

The small annual output of teacher education graduates from LCE and NUL is not sufficient to supply the sector with qualified teachers. The educational system in Lesotho therefore relies on hiring unqualified and under qualified teachers who by means of open and distance learning, in-service training, and continuous professional development programs are gradually upgraded to the level of diploma holders in education.

In 2008, 42 percent of primary teachers were not yet fully qualified, that is, did not fulfill nowadays' minimum qualification of a diploma. The ratio of under qualified teachers is much higher in remote rural areas or in "difficult schools." Furthermore, the learner-teacher ratio in primary declined over the past few years but only at the expense of hiring more unqualified teachers. The proportion of teachers who were under-qualified rose in the period 1999 to 2008, from 22 percent to 42 percent (Local Partners' Appraisal Report, 2009). The mid-term benchmark for 2012 is in fact a return to the lower ratio of unqualified teachers that existed in 1999 (MTESP 2009). The benchmark for 2015 is a ratio of 40 learners per qualified teacher by the year 2015. In 2007, the ratio was 66 : 1.

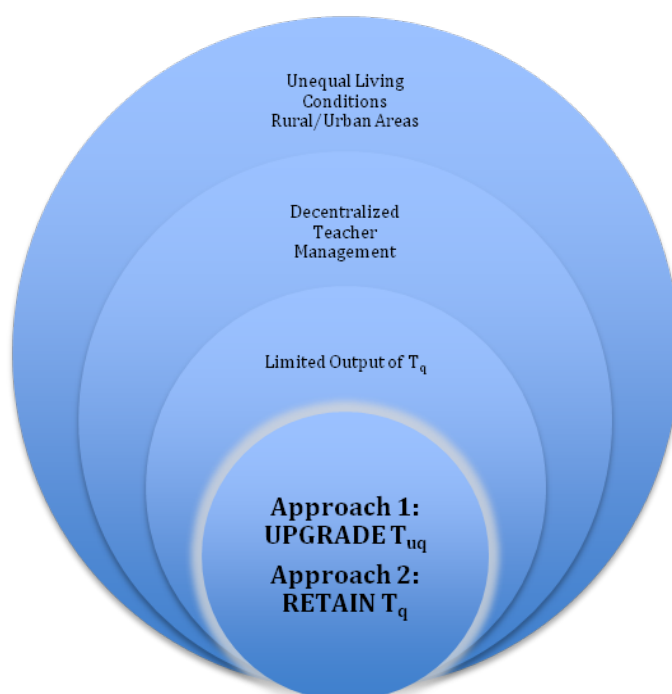
The current strategies with regard to teacher recruitment, development, and retention, listed in *Education Sector Strategic Plan 2005-2015 (ESSP)* and updated in the *Medium Term Education Sector Plan 2009-2012 (MTESP)*, need to be understood against the backdrop of the three external factors described above, notably:

- Limited annual output of newly qualified primary teachers
- Decentralized teacher management system
- Unequal living standards between urban and rural areas.

The Ministry of Education and Training has pursued two policy approaches to tackling the main issue of teacher qualification:

- Upgrading of under qualified and unqualified teachers in terms of professional development
- Retaining qualified teachers

Figure 1: External Factors and Strategies



The two strategic priorities—upgrading unqualified/under qualified teachers and creating incentives to retain qualified teachers—are manifested in a series of reform initiatives that were systematically pursued after Free Primary Education was introduced. The four-year Distance Teacher Education Programme (DTEP) and the new Teacher Career Structure are examples of ambitious reforms that were introduced in the last few years. The latter introduced an element of performance review in promotion decisions and separated career paths for teachers and managers. The new salary structure is supposed to motivate and retain qualified and effective teachers in the teaching service. As this report will demonstrate, these two initiatives are only two of many initiatives that exist to increase the supply and quality of teachers.

One of the great accomplishments of the past decade was to systematically abolish the fees in primary. In contrast, the fees in secondary school are exorbitant. According to the Statistics Unit of the Department of Education Planning (Statistics Unit 2010), only three out of ten eligible children attended secondary school in 2009. Enrollment in secondary would be much lower if it weren't for the 43,862 bursaries for orphans and other vulnerable children (OVCs). In 2009, 39 percent of all secondary school learners could benefit from the OVC bursaries. The number of OVC bursaries in secondary school doubled from 2004 to 2009. Lesotho is the country with the 3rd highest adult HIV

prevalence rate in the world. MoET established a unit for special education programs already in the 1990s and the Lesotho College of Education introduced in 2007 a special diploma program in special education. It is one of the accomplishments of the reforms of the past ten years that disabled children and youth were attracted to school; their number in secondary school tripled from 2004 and 2009. In 2009, 5.5 percent of secondary school learners (6,117 learners) were identified as having disabilities.

In Lesotho, the distinction is made between Free Primary Education (FPE) and Free *and* Compulsory Primary Education (FCPE). Even though FPE should be regarded as achieved, the education sector now faces the task of enrolling *all* children at school age. Raising the net enrollment in primary—at a low of 82 percent in 2009—entails building more classrooms and hiring more teachers. The new EFA Fast Track Initiative (FTI) grant, funded by the lead donor Irish Aid, the World Bank and several other donors, focuses on building school facilities. As this report will demonstrate, the Ministry of Education and Training pursues with rigor the following four sub-sector priorities for teacher development, supply and management that were listed in the Medium Term Education Sector Plan (MTESP 2009):

- Implement and manage an improved career structure for the Teaching Service.
- Set up and sustain an efficient teacher management information system for Lesotho.
- Provide an incentive package to attract and retain qualified teachers in schools located in difficult areas and those teachers with rare skills.
- Attainment of quantitative and [qualitative] improvements in teacher supply by 2013.

1.2. Studies on Teachers in the Kingdom of Lesotho

Different from the other two countries where the UNICEF ESARO Study on Teachers was conducted, there already existed an extensive array of analyses and studies on teacher supply, quality, and management in the Kingdom of Lesotho. There was no need to replicate already existing empirical studies on the supply and quality of teachers.

In 2009, Paramente Phamotse (then Chief Education Officer Primary – CEO) presented a comprehensive study entitled *Composition and Status of Primary School Teachers in the Context of EFA*. Other analyses and assessments were published as preparation for the MTESP as well as for the grants or loans from the World Bank, EFA-FTI Catalytic Fund I and II, the African Development Fund, Irish Aid, World Food Program, UNICEF and others.

Two ministries, the Ministry of Education and Training, and the Ministry of Finance and Development Planning (MoFDP) through the National Manpower Development Secretariat (NMDS) are relevant for a study on teachers. The NMDS provides bursaries for students in higher education including teachers that choose to upgrade their qualification with a tertiary degree.

Besides meetings with government officials in these ministries, the two authors met with representatives of Non-Governmental Organization (NGOs) and development partners, and visited ten schools in two districts in or near Maseru. The schools in the two districts, Maseru and Berea, are not representative of the total population of schools. The interviews with teachers and managers merely served the purpose of better understanding teacher related challenges; they

allowed us to take into account the perspective of teachers and managers at school and district level.

1.3. Organization of the UNICEF ESARO Report

This report identifies underserved areas of reforms that would improve the supply of qualified teachers in Lesotho. As mentioned above, there clearly is capacity (for lack of a better word) and a planning experience in government offices. The documents that already exist already lay out in quite some detail the next steps that need to be taken to achieve the four sub-sector priorities, summarized above. Rather than recycling a situation analysis or reiterating an overview of the entire sub-sector, we focus on five aspects that, based on our review of existing studies and meetings with stakeholders, constitute recurring themes and deserve greater attention. The five aspects of teacher related policies cut across the thematic focus of this report and all deal, in one way or the other, with recruitment into teaching, teacher development, or the retention of qualified teachers:

- Recruitment into teaching
- Teacher management information system
- Implementation of the new teacher career structure
- Rationalization of degrees
- Coordination of in-service teacher training

Notes on authors:

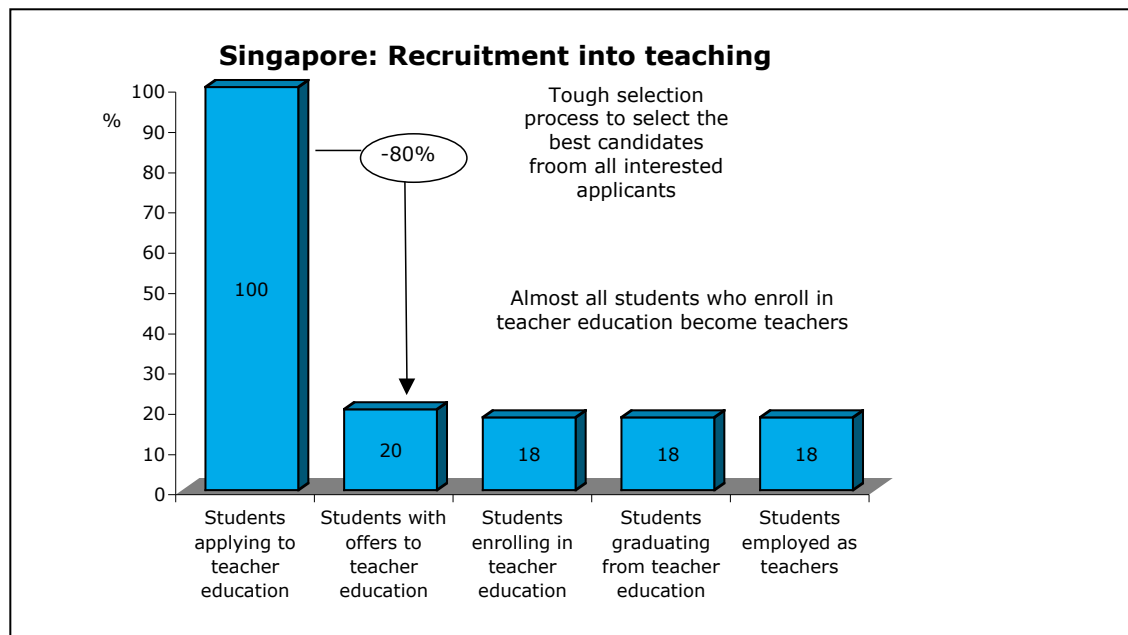
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2. Recruitment into Teaching

The educational systems of Singapore and Finland are frequently cited as effective school systems because the teacher education institutions are very rigorous with selecting the “right” kind of applicants, then provide a high-quality teacher education program, and finally ensure that all those that completed teacher education indeed enter the profession and build a life-long career as teachers. Attrition is minimal and wastage of public resources negligible.

Figure 2: Recruitment into Teaching in Singapore



Source: McKinsey (2007).

In teacher education research, recruitment into teaching is a composite construct that consists of the following indicators:

1. *Admission rate*: Number of applicants admitted to a teacher training diploma or degree program
2. *Enrollment rate*: Number of admitted applicants that actually enroll in a pre-service teacher training diploma or degree program
3. *Completion rate*: Number of teacher training students completing their 3-year of 4-year training program
4. *Transition rate*: Number of graduates accepting a teaching position upon graduation from teacher training

5. *Retention rate of NQT*: Number of Newly Qualified Teachers (NQT) that remain on the post two years (or five years) after graduation.

DTEP has exact figures for the first three indicators. The residential program of LCE would also be able to retrieve information on the admission rate, enrollment rate, and completion rate. The following summarizes the trends discussed during the interviews: Overall, the number of applicants is a multiple of those that eventually get admitted and enroll; suggesting that teacher education is an attractive diploma program.

The National University of Lesotho had difficulties assembling the necessary data to allow for an accurate assessment of recruitment into teaching at secondary level. The university-work transition rate varies depending on the subject of study. There is an undersupply of teachers in math and sciences, and an oversupply of Sesotho and English teachers. Many unemployed Sesotho and English teachers work as volunteer teachers to strengthen their teaching practice and to increase their chances of getting employed on permanent and pensionable terms.

The last two indicators of recruitment into teaching—transition rate and retention rate— vary widely, depending on the location of a school. Remote rural schools face nearly insurmountable difficulties with attracting newly qualified teachers or, for that matter, any other fully qualified teachers (teachers with a Diploma in Primary Education).

At the time of data collection for this study, a comprehensive Incentive Scheme was under review. Currently, the GOL provides a hardship allowance to public servants working in remote rural areas. Under the proposed Incentive Scheme, three additional types of incentives will be granted to qualified teachers that work in difficult schools. These three additional allowances for transport, housing, and communication amount to a total of 1,000 Maloti per month. This amount corresponds to 20 percent of an average monthly teacher salary. The Incentive Scheme is designed as a three-year pilot project, implemented in schools that, based on their location, are considered difficult. As a result of the pilot project, 1,600 qualified teachers are supposed to be attracted to difficult schools. These schools will also be the ones benefiting from the creation of additional posts for qualified teachers.

The six criteria for selecting difficult schools have been determined as follows (excerpt from the Concept Paper 2010):

- are located more than three kilometers (3 km) from main roads (A main road will be considered as a tarred or built gravel road);
- are located on the remote side of a natural barrier such as a big rivers, mountain ranges, or gorge, that separate them from the rest of the country;
- have very poor school physical facilities, with less than three (3) proper classrooms and no functional toilets for teachers;
- are located beyond 6 kilometers from such other public services as health centers, police stations, and post-offices;
- have a history of not attracting or retaining qualified teachers;
- are specifically intended to provide education to disadvantaged groups in society.

3. Teacher Management Information System

In 2009, 11,536 teachers were employed at primary level (Ministry of Education and Training, 2010). Approximately 80 percent of the teaching force is female. The ratio of female teachers tends to be lower in rural schools. But even in rural schools women constitute 70 percent or more of the teaching force (Mulkeen & Chen 2008).

Different from a centralized teacher management system where teachers are assigned to a teaching post centrally, teachers in Lesotho apply to schools directly. The management committee is in charge of identifying suitable candidates for openings. Each government or community school has a management committee that consists of the following representatives: 2 representing the proprietor (government or church), 3 parents, and 1 person representing teachers. In addition, the principal and the traditional leader or chief serve as members of the school management committee. The governance structure of church schools differs. The individual church school reports to an advisory school committee that operates at school level. These committees only have consultative status with little executive power. Up to eight church schools form a cluster. In church schools, the management committee manages a cluster of up to eight schools rather than an individual school. These management committees do not communicate directly with MoET but rather report to the educational secretariat of their church.

For hiring teachers, the school management committee selects the finalist but must provide evidence that the position was indeed announced publicly and that other applicants were given a chance for a job interview. The request has to be sent, with supportive material, to the Teaching Service Commission (TSC) for ratification and ultimate payment of salaries. However, it seems that the various planning steps in filling a new position—spanning from approval of an opening, announcement of the opening, review of applicants, selection of finalist, ratification of the finalist, and setting up of the salary payments—are vulnerable to glitches creating a delay in decision-taking or payment. As a result, teachers or managers start working at the school without having received official notification nor a payment. The reasons may include a wide range of factors, such as, for example the following two scenarios that are quite common:

Scenario 1: The school management committee only submitted one name (rather than 2-3 names) to the Teaching Service Commission and their request was held up causing considerable delays. Such a scenario is not out of the extraordinary. From the perspective of the TSC, the school could not provide evidence that the position was announced publicly and that the finalist was not given preferential treatment. The school, in turn, insists that the location of the school is not that attractive and therefore only a local person expressed an interest to work as a teacher at the school.

Scenario 2: The employment has been approved but it takes time to set up the payment schedule for the new hire because it involves several units within the central administration.

The inefficiencies in the paper-based teacher management system have been well documented and analyzed. The commitment to establish an electronic system is listed in the (Mid Term Education Sector Plan (MTESP) 2009-2012. However, the database for the Teacher Management System (TMS) was not populated at the time of this study even though the work on setting up the system

had been going on for months. Similarly, the Education Management Information System (EMIS) seems to be working better in some years than others. In August 2010, the data from school year 2008/2009 were not publicly available yet. Others have pointed out that some of the data on teachers is either missing (e.g., distinction by lower and upper secondary schools) or contradictory (gender of teacher) with other sources of information (see Mulkeen & Chen, 2009).

4. Implementation of the New Teacher Career Structure

In April 2009, a new career structure for the teaching service was introduced with the intention to “professionalise teaching and attract and retain teachers in the Teaching Service” (MoET 2009: 1). The rationale for revamping the previous structure is convincing and there is no doubt that, once fully implemented, the new career structure will transform the teaching profession in positive ways.

The previous structure was exclusively based on experience (years in service) and qualification. It consisted of 4 salary categories (unqualified teachers, trained teachers, deputy principal, principal); each with 3-9 notches or salary steps. The old structure was disadvantageous for primary teachers in general (sizeable salary difference between primary and secondary) and newly qualified teachers (entry level salary was low). It was also difficult to retain effective teachers in the profession and prevent them from being promoted to the better-paid managerial positions of deputy principal or principal. From the perspective of the architects of the new career structure, the teaching profession “lost” its best teachers to the school management.

The new structure consists of seven salary ranks for teachers, ranging from teacher assistant to senior specialist teacher. There are two separate career paths for teachers and managerial posts. The structure for managerial positions—principal, deputy principal, heads of department—is not based on promotion but assignment of responsibility (in effect: size of school). It is a term five-year appointment. The contracted managers receive an allowance for the managerial function above their regular salary at the level in which they are in the teaching salary structure.

The new teacher salary structure corresponds to features in many European countries, notably:

- Entry-level salary is relatively high to attract newly qualified teachers to the profession
- Promotion from one rank to another includes an element of performance to ensure that effective teachers are rewarded and remain in the profession
- The key competencies for each salary rank are clearly defined
- Managerial positions are compensated with a “functional allowance” on top of the regular salary (applies often only to administrators of small schools)

Table 1: Teacher Salary Structure (Version 2009)

Rank	Career Level	Current Salary Points	New Salary Points	Equivalent Public Service Grades	Minimum Entry Qualification	Requirements for Promotion to this Level.
7	Senior Specialist Teacher	75 - 79	85 - 95	I (middle)	Entry by promotion only	3 years as <i>Specialist Teacher</i> + requisite competencies
6	Specialist Teacher	74 - 76	77 - 84	H (upper)	Entry by promotion only	3 years as an <i>Assistant Specialist Teacher</i> + requisite competences
5	Assistant Specialist Teacher	65 - 69	71 - 75	G (upper)	Bachelors Degree with education + Relevant Post-graduate Degree; Masters degree in education	A Bachelors Degree with Education, 3 years as a <i>Senior Teacher</i> + the requisite competencies
4	Senior Teacher	60 - 64	66 - 70	F (middle)	Bachelors Degree + Education	Diploma in Education, 3 years as a <i>Teacher</i> + requisite competencies.
3	Teacher	31 - 48	51 - 60	E (upper)	Diploma in Education & Equivalent qualifications ²	Entry level only for those with a diploma in education qualification
2	Associate Teacher	26 - 36	46 - 50	E (middle)	LIET, LPTC, PTC, and PH	Promotable on acquisition of a diploma in education
1	Teacher Assistant	55 - 58	67 - 70	G (lower)	Non-Education Masters ³	Not promotable
		55 - 57	61 - 65	F (upper)	Non-education graduate	
		36 - 40	41 - 45	D (upper)	Non-education diploma	
		19 - 28	36 - 40	D (lower)	Non-Education Certificate	
		10 - 18	21 - 25	C (lower)	COSC,	
		4 - 8	12 - 18	B (upper)	Std 7, JC and GCE	

Source: MoET (2009), table 2.

Each teacher is initially assigned to a rank based on experience and qualification. Promotion to the next rank is based on qualification and performance (measured in terms of key competencies). As Table 1 illustrates, the top two ranks—specialist teacher and senior specialist teacher—may only be entered by means of a performance-based promotion. The fully qualified teacher (Diploma in Education and equivalent) is ranked in the third salary category; she/he is assigned to the rank immediately following the completion of the Diploma of Education degree or an equivalent degree. There is no certification required in addition to graduation from the Lesotho College of Education

²Qualifications considered to be more or less equivalent to Diploma for remuneration are STC, STTC, and ACP.

³The Ministry of Public Service issued a Circular (No.27 of 2008) instructing that masters degree holders in the public service be placed at salary point level 67 from December 2008. This is keeping in line with that directive in principle.

or National University of Lesotho, that is, the graduates from teacher education are certified and qualified at the same time.

The required key competencies for the seven salary ranks are listed in Table 2.

Table 2: Key Competencies by Career Level

Rank	Career Level	Key Competencies
7	Senior Specialist Teacher	<ul style="list-style-type: none"> ❖ Lead and manage staff both teachers and support staff. ❖ Initiate and lead research activities in the area of specialisation. ❖ Research and publishes research findings. ❖ Mentor and supervise staff.
6	Specialist Teacher	<ul style="list-style-type: none"> ❖ Carry out school oriented research. ❖ Draw development plans. ❖ Demonstrate appropriate pedagogical skills. ❖ Develop and evaluate learning programmes.
5	Assistant Specialist Teacher	<ul style="list-style-type: none"> ❖ Provide professional advice. ❖ Apply appropriate pedagogical skills (e.g. knowledge and interpretation of education policies). ❖ Critically interpret education policy and curricula. ❖ Carry out research and to identify requisite skills needs.
4	Senior Teacher	<ul style="list-style-type: none"> ❖ Influence development and implementation of education policy. ❖ Provide professional advice e.g. development of curriculum. ❖ Provide mentorship and instructional supervision to subordinate teachers ❖ Demonstrate high level mastery of curricula content ❖ Design and implement curricula assessment tools ❖ Identify and record learning needs of individual learners and, where appropriate, design relevant learning programmes
3	Teacher	<ul style="list-style-type: none"> ❖ Implement curriculum and learning programmes ❖ Provide professional advice to pupils in their learning ❖ Apply appropriate assessment skills ❖ Lead and manage pupils in a school ❖ (Mark external examinations?) ❖ (Invigilate external examinations?)
2	Associate Teacher	<ul style="list-style-type: none"> ❖ Prepare schemes and record of work ❖ Manage preparation book ❖ Manage attendance register draw/develop results oriented skills ❖ Develop high school expectations among pupils, teachers and parents ❖ Manage extracurricular activities as may be assigned. ❖ Provide care and support to learners
1	Teacher Assistant	<ul style="list-style-type: none"> ❖ Proficiency in official languages - both written and oral skills ❖ Develop good working and public relations skills ❖ Impart fair subject knowledge to pupils ❖ Classroom management. ❖ Participate in extra-mural activities ❖ Implement curriculum and learning programmes ❖ Present lessons in class and to manage classes ❖ Classroom teaching skills ❖ Supervise extra-curricular activities by pupils ❖ Provide learning support and care to pupils under their supervision
		❖

Source: MoET (2009), table 1.

Without off setting the merits of the new career structure, there are, however, three features in the new career structure that are problematic and lend themselves for a further review or refinement: (1) term-appointment of managers, (2) performance evaluation, and (3) certification process.

4.1. Term-Appointment of Managers

At the moment of the UNICEF ESARO study, teachers were paid according to the new career structure and managers were on a 5-year contract. The two top ranks remained vacant because promotions had not taken place yet from one rank to another. In other words, the teachers and managers were not in a position to assess the magnitude of changes. The Teaching Service Department (TSD) should anticipate communication, ranging from public debate to outright resistance, once managers get replaced and some fully qualified teachers, at the expense of others, are promoted. Already in 2010, the interviewed managers (principals, deputy principals, and head of departments) expressed concern about the term feature of their tenure as managers. They feared that teachers would undermine their authority as a manager if teachers knew that the managers would be replaced after five years. It is important to take this concern seriously and analyze what it entails at school level with regard to the relationship manager-teacher. The fear of losing one's managerial position after five years, or even sooner, and then revert to the rank of a regular teacher may entice managers to avoid conflict with their future peers, that is, teachers. Managers would not be in a position to enforce teacher accountability, a terms used in the policy document for the new career structure. On the contrary, managers would not dare to exert leadership and teachers, vice-versa, do not take managers seriously.

4.2. Performance Evaluation

The second vulnerable feature of the new career model is also related to the new role of the manager. Performance-based promotion, as inscribed in the new career structure, requires an evaluation capacity in the system, starting from managerial positions at the school level to education authorities at district level. This is not necessarily the case in Lesotho leading teachers to contest the validity of promotion decision and, judging from experiences in other countries, possibly charging managers and education authorities with accusations of nepotism, favoritism, and corruption. The active role of managers in evaluating the competencies of teachers is, as mentioned above, in direct opposition to their weak position vis-à-vis the teachers/future peers. In addition, it is a matter of evaluation capacity that current managers do not possess. Acknowledging that a principal, in particular, should exert, or at least, oversee four types of leadership—managerial, financial, instructional, evaluative—the investment in the qualification of managers may not be cost-effective if, in fact, frequent changes in leadership of school should occur based on the term appointment of school managers.

4.3. Automatic Certification: The Weak Ties between Colleges/University and Schools

The new career structure perpetuates the previous system in which newly qualified teachers were by default certified as teachers. The new career structure thereby reinforces the weak ties that exist between colleges/universities and the work place, or in the case of the teaching profession, between LCE/NUL and the school, respectively.

In many systems, graduates of teacher education programs are only certified as regular teachers after 2-3 years of successfully working as a teacher. During this period, there is a close collaboration between the newly qualified teacher, working at the school, and the college/university from where she/he graduated.

Besides certification of newly qualified teachers, there are typically two other areas of collaboration that are briefly mentioned here:

Curriculum. A pre-service teacher education curriculum covers four areas: (i) subject content or academic knowledge (e.g., language, science, etc.), (ii) pedagogical content or methodological knowledge (methods of language teaching, methods of science teaching, etc.), (iii) educational content or professional knowledge (learning theories, history of education, developmental psychology, etc.), and (iv) teaching practice. Effective teacher education systems typically engage in a close cooperation with schools. Former and/or current school teachers are involved in the design as well as in the instruction of teacher education at least in the areas of pedagogical content and curriculum of the teaching practice. In some systems, additional practitioners are hired as “clinic professors/lecturers” or as practicum mentors to facilitate the required knowledge transfer from school to college/university.

Teaching Practice. This is a second area where a close tie between college/university and school is indispensable. The teaching practice constitutes the fourth curriculum area in pre-service teacher education, listed above.

Understandably, the teaching force in Lesotho relies on many unqualified and under qualified teachers and tends to therefore absorb every newly qualified teacher without first imposing a certification process on the new graduates. Nevertheless, the first few years in the professional career of a newly qualified teacher are vulnerable to attrition. It is important to examine how well the transition from college/university to school works and how well the current structure works with retaining newly qualified teachers.

The Lesotho College of Education tends to have overall closer ties with schools and a greater involvement of practitioners than the National University of Lesotho.

5. Rationalization of Degrees and Quality Assurance

Nowadays, a fully qualified primary teacher is expected to have completed 12 years of general education (7+3+2), passed the upper secondary school exit exam with a COSC (Cambridge Overseas School Certificate) and completed a three-year Diploma in Education at the Lesotho College of Education. In order for a potential student to be admitted in the DTEP program he/she needs 5 passes including English Language. For pre-service secondary education programme such a potential students needs 4 credits, a pass in English language while for primary pre-service a potential student needs 3 credits, 2 passes including an English language. The Lesotho College of Education has trained teachers since 1975. Given the small intake in the residential model of the Lesotho College of Education, the education sector recruited all kinds of unqualified or under qualified teachers.

It is striking how many different routes to becoming a teacher are currently recorded and permitted. The staffing record of schools (Form ER42) lists 99 different qualifications that teachers in Lesotho have. Given the wide range of qualifications, the rationalization of degrees should naturally be one of the reform priorities.

MoET established a taskforce to develop a national policy on teacher education and training. A preliminary draft was presented in 2009 but further work on the national policy is expected. It is recommended that the national policy should include the following:

- Up-to-date statistical information on the qualification of teachers
- Rationalization plan: a plan that specifies by when the 99 existing qualifications (certificates, diplomas, degrees) will be reduced to a few diploma and degree programs and a quality assurance mechanism that the qualifications, considered equivalent to the Diploma in Education, fulfill established quality requirements

5.1. Statistical Information on the Qualifications of Teachers

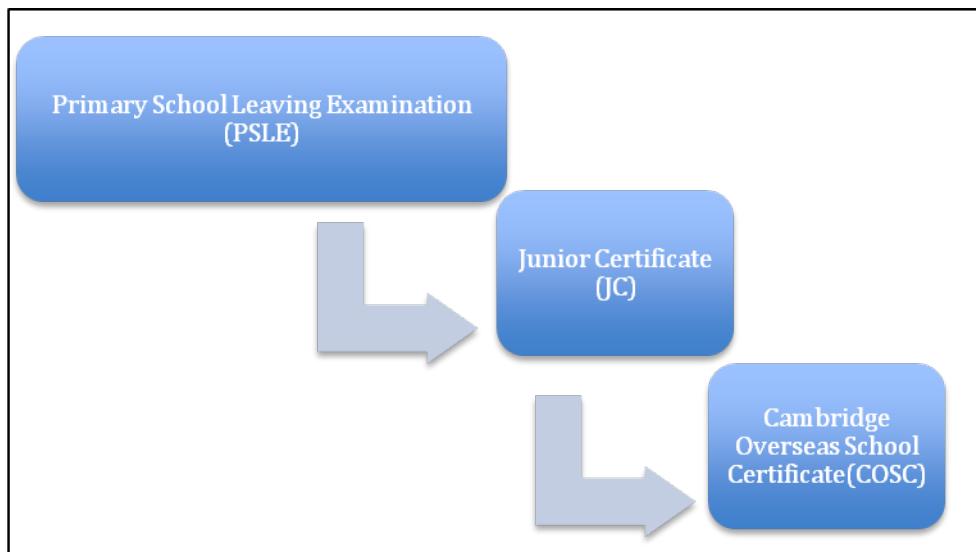
The standard nowadays for primary teachers is twelve-year of general education, followed by a 3-year Diploma in Education (12+3). Before comparing the current standard with the actually reality, it is necessary to briefly sketch the structure of general education.

Primary education lasts seven years (Standard 1-7) and secondary three years for lower secondary (Form A, B, C) and two years for upper secondary (Form D, E). There are three standardized exit examinations at critical stages of general education:

- Primary school: The learners exit primary school after standard 7 with the Primary School Leaving Examination (PSLE).

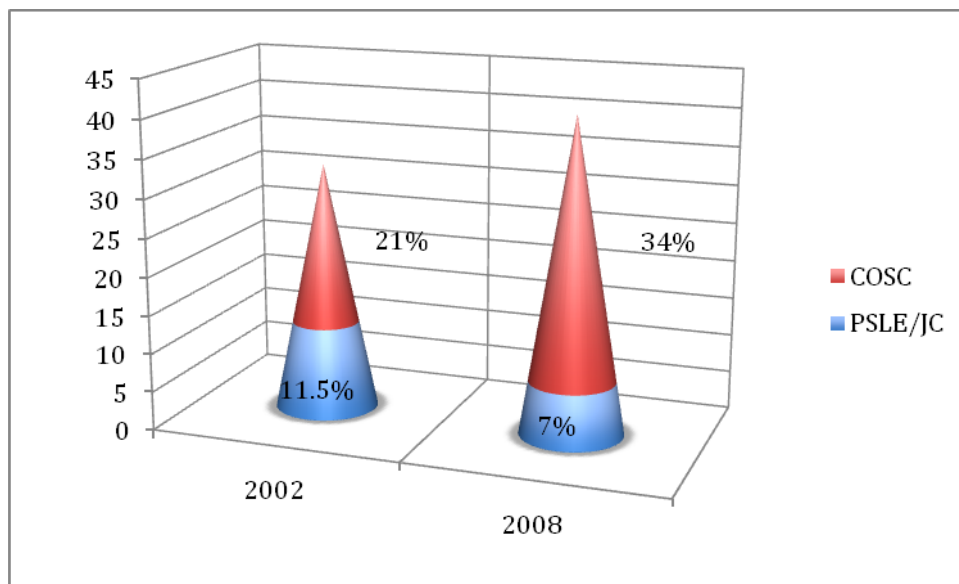
- Lower secondary school: students who exit general education after three years of lower secondary school(7+3) may sit for a Junior Certificate (JC)
- Upper secondary school: The Cambridge Overseas School Certificate (COSC) is given to students who completed twelve years of general education (7+3+2) and passed the exit exam successfully. Those who completed upper secondary school but did not pass the COSC exit examination, are holders of a General Certificate of Education (GCE).

Figure 3: Standardized Exit Examinations in General Education



In 2008, 41 percent of the teaching force consisted of teachers that entered the profession directly after school: 34 percent of them (3,700 teachers) began working after passing the COSC (7+3+2) and 7.1 percent after passing the exit examination for lower secondary (JC or GCE; 7+3). In the context of Lesotho, this large group of teachers (41.1 percent) are considered *unqualified*. They are hired as contract teachers and are referred to as paraprofessionals. Even though these teachers lack teacher training, the academic background of the contract teachers improved in the period 2002 to 2008. As Figure 4 illustrates, there was a much higher proportion of contract teachers in 2008 that were recruited upon completion of their upper secondary school degree than six years earlier.

Figure 4: Contract Teachers by Qualification, 2002 and 2008



Between 2002 and 2008, the proportion of unqualified teachers that only had a Primary School Leaving Examination (PSLE) or Junior Certificate (JC) qualification decreased from 11.5 percent to 7 percent. During the same period, the ratio of contract teachers with a COSC qualification increased from 21 percent to 34 percent of the total teaching force (Phamotse, 2009).

The proposal for the new teacher career structure (MoET 2009) provides valuable information on the composition of the teaching force. We were not in a position to retrieve more up-to-date statistical information than the ones from the year 2008, summarized in the document on the new career structure. The data included in the proposal for the new teacher career structure can be re-arranged in terms of the status of primary teachers. Many technical reports only distinguish between two types of teacher: qualified and unqualified teachers. However, we propose—in line with the new teacher career structure—to make the distinction between three types of teachers: *unqualified, under qualified and fully qualified* teachers. Such a distinction is key for determining the professional development needs of the teaching force. In Table 3 we used data from the report by Phamotse (2009:7) to present an approximate estimate of the size of each group of teachers. The ranks 1-2 correspond to the salary ranks inscribed in the new teacher salary structure.

Table 3: Status of Teachers by Qualification and Frequency

Rank	Status	Qualification	Percentage
1	Unqualified Teachers (contract teachers, paraprofessionals)	PSLE, JC (7.1%) COSC (34%)	41%
2	Under Qualified Teachers	PTC or equivalent	33%
3	Fully Qualified Teachers	Diploma in Education or equivalent	20%
	Others (not distinguished)		6%

5.2. Rationalization and Quality Assurance

The proposed rationalization process would not only address the reducing in the number of accepted qualifications—from currently 99 to 1 preferred (Diploma in Education) and several alternate routes to becoming a fully qualified teacher—but also introduce a quality assurance or accreditation mechanism. MoET (2009) realistically assesses that the teaching service will have to rely on incoming unqualified and under qualified teachers for quite some time, that is, beyond the year 2015.

A quality assurance or accreditation mechanism is therefore necessary to ensure that the existing parallel qualifications, either acquired outside or inside of Lesotho, indeed fulfill the requirement of an equivalent to a Diploma in Education. It is likely that the market for teacher training will expand given the increase in teacher salaries, in particular, the attractive salary for young, newly qualified teachers. It is important to have a mechanism in place to evaluate the quality of teacher training programs currently offered by private providers. Neighboring countries, in particular Botswana, have gained experience with accreditation councils in higher education that are worth studying in greater depth.

6. Professional Development Strategy

It appears that the professional development provision for teachers is donor driven and influenced by funding opportunities.

There are at least three considerations that could guide a professional development strategy:

- (i) Target groups
- (ii) Format of professional development
- (iii) Funding source

6.1. Target Groups

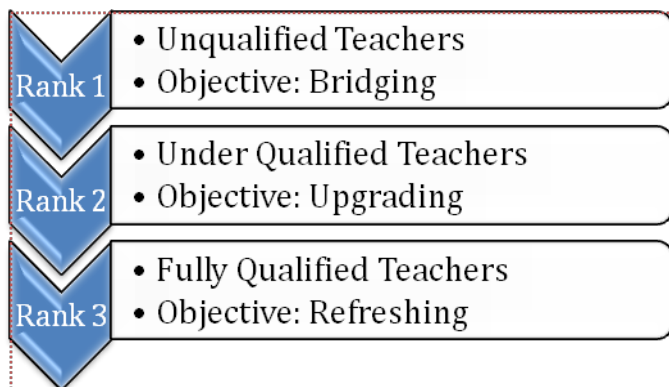
It is important to distinguish between the various professional development needs and requirements in the context of Lesotho where the range of qualifications of teachers is so wide. Currently, only the under qualified teachers of salary rank 2 qualify for enrollment in the DTEP program. They will be upgraded to the level of Diploma in Education.

Currently lacking are bridging courses for the under qualified teachers that do not fulfill the entry requirements for the DTEP program. Even though the teachers of rank 1 with a PSLE, JC, or COSC qualification constitute 41 percent of the teaching force in primary, they are not systematically trained or upgraded.

The professional development needs and requirement should vary depending on the qualification of teachers. A conceivable scenario could consist in providing in-service training for *all* teachers on topics that emerge as part of curricular reforms (e.g., HIV/Aids education, life skills, early grade reading and writing, etc.), and then differentiate with regard to the objective of professional development as follows (see Figure 5):

- Continuous professional development for fully qualified teachers (“refresher courses”)
- Upgrading qualifications for under qualified teachers (from PTC or equivalent to Diploma in Education)
- Bridging programs for unqualified teachers to the equivalent of a basic teacher training certificate (equivalent to what PTC used to be)

Figure 5: Professional Development Objectives by Qualification of Teacher



The Professional Development Strategy would include a schedule for providing bridging, upgrading, or refreshing opportunities for the three types of teachers.

6.2. Format of Professional Development

In addition to planning for the specific professional development needs of each group of teachers, it is necessary to offer in-service teacher training on emerging themes for all teachers. The literature on professional development of teachers distinguishes, in one way or the other, between top down, bottom up, and bottom across in-service training (OECD, 2005).

Top Down Courses: They are typically offered centrally or regionally and at times are mandated by a Ministry of Education. This format of courses often relies on a cascade model: teachers are delegated from their school to attend the training and then have to train their peer or report back, respectively, upon their return to their school. This format helps to reach a large group of teachers in a relatively short period of time.

Bottom Up Courses: It has become a common practice to encourage, in many countries request from, schools that they come up with a school development plan and, as part of the plan, also address its training plan for the teaching force. The training often results in highly effective school-based training based training.

Bottom Across Courses: The bottom across courses involve peer learning and close collaboration with teachers from other schools. In Swaziland, for example, schools form clusters with neighboring schools. The cluster workshops are popular because they are practice-oriented and present opportunities to meet teachers and administrators from surrounding schools.

This study did not collect data on the frequency of the various types of professional development provision. The typology, listed above, is a means to conceptualize in-service training in a more proactive manner rather than being in a more receptive role, influenced by opportunities offered by donors or development partners.

6.3. Funding Source

According to the CEO Primary, the funding made available for in-service teacher training of primary teachers is considerable. There are currently four different funding sources for the professional development of teachers: self-financed, donor financed, MoET financed, and—for studies in higher education (including upgrading to a degree)—financed by the Ministry of Finance and Development Planning (MoFDP) through the National Manpower Development Secretariat (NMDS).

It appears that the economic downturn has affected the number of study leaves that are currently granted⁴ and the prospects of fully funding teachers that intend to upgrade their qualification is currently hampered.⁵ The question therefore becomes whether the new teacher career structure and the current upgrading practice is sustainable in the medium and long term.

As part of the proposed Professional Development Strategy for Teachers, there should be consideration given to developing a funding key, that is, criteria and priorities for (a) government financed, (b) self-financed, and (c) mixed-financed modalities for professional development. Very often, Ministries of Education only partially fund the upgrading of teacher qualification if the upgraded teacher moves to a higher status and is entitled to a higher salary as a result of the upgrade. Mixed-financed modalities or partial self-financing is taken for granted in systems where promotion depends, among other factors, on the formal qualification. However, the Ministries of Education typically carry the full cost for in-service training that address all teachers and that help teachers implement the required curricular changes.

The demands on systematizing the professional development of teachers is great to the extent that there is a need to have a unit in place within MoET that coordinates specifically the professional development of teachers. The work of this unit should be guided by a comprehensive strategy for dealing with these issues.

⁴During our interviews, the Circular 15 of July 7, 2010, was discussed in the schools. The Circular informed the schools about the temporary suspension of study leaves.

⁵For example, in academic year 2010/2011 the number of funded seats for enrolling in the PGDE program was reduced from 30 to 7.

7. Summary of Recommendations

The recommendations on how to improve the efficiency with regard to the recruitment, professional development, and retention of teachers have been embedded in the larger context and therefore dispersed throughout this report. In order to enable a policy dialogue and reflection, they are presented in the following as a list.

Recruitment into Teaching

- There is little information available to fully assess the effectiveness of recruitment into teaching. Such information would be important for planning purposes. We therefore suggest that LCE and NUL but also private providers of teacher training are encouraged to collect data on the following indicators of recruitment into teaching for their pre-service teacher education program:
 - number of applications
 - number of admitted students
 - number of enrollments
 - number of students who completed the teacher education program
 - number of newly qualified teachers who accepted a teaching position
- The information on recruitment into teaching should be used for quality assurance purposes, carried out by colleges and universities themselves, and a more centralized body, hosted either in or affiliated with the Department of Teaching Service.
- The in-take of pre-service teacher education programs is far too small. It would be useful to organize a study tour to other countries of the region that have successfully expanded the in-take of students in colleges and universities by establishing alternatives to the traditional, expensive residential model of higher education.

Teacher Management

- The data on teachers is inconsistent, contradictory and, due to delays with publishing EMIS data, outdated. It should be a top priority to establish a Teacher Management Information System and populate the database that would include relevant information on teachers including age, gender, qualification, rank/status, years of service etc.

- Glitches in teacher management seem to occur particularly at the moment of new hires. This issue could be possibly solved by commissioning a study which would analyze the current hiring procedures and would provide recommendations on how the procedure could be more efficient and how delays with payment could be avoided in the future.

Teacher Career Structure

The new teacher career structure holds the promise of attracting qualified teachers to the profession and retaining effective teachers in the teaching force. It is well designed and substantiated with an impressive amount of analyses. There are three areas, however, that may weaken the full implementation of the new career structure. We recommend that greater attention is drawn to the following three aspects that possibly may weaken the implementation:

- The term-appointment of managerial positions
- Lack of capacity for performance evaluation
- Automatic certification of newly certified teachers

A Plan for the Rationalization of Degrees

It is recommended that the Ministry of Education and Training through its Teaching Service Department considers the following:

- Development of a document that is more data based, that is, includes up-to-date statistical information on teachers (qualification, rank/status, age, gender, etc.). The statistical information should be used to develop a plan—specified by baseline data, mid-term targets and benchmarks—that demonstrate by when which qualifications will be phased out and which ones will be upgraded.
- The proposed rationalization plan would specify by when the 99 existing qualifications (certificates, diplomas, degrees) will be reduced to a few diploma and degree programs.
- It is likely that the private market for upgrading teacher qualifications will expand. It is therefore important to have quality assurance mechanism in place that the new programs fulfill established quality requirements.

Professional Development Strategy

It appears that the current professional development provision is very much donor driven and influenced by funding opportunities. There is currently no administrative unit in place that deals in particular with in-service training. It is recommended that such a unit is created and charged with coordinating the development of a professional development strategy.

There are at least three considerations that could guide a professional development strategy:

- *Target groups:* different priorities should apply for the three distinct group of teachers: fully qualified teachers (DPE), under qualified teachers (PTC etc.), unqualified teachers (COSC, JC, etc.). All three groups should have access to professional development opportunities tailored to their particular needs.
- *Format of professional development:* The format may be distinguished between three types: (a) top down (mandated/organized by the central/district level), (b) bottom up (initiated by the school), and (c) bottom across in-service training (initiated and carried out by a cluster of neighboring schools). It is recommended that the coordinator for the newly established unit examines possibilities for promoting more bottom up and bottom across in-service training.
- *Funding source:* It appears that the economic downturn has affected the number of study leaves that are currently granted and the prospects of fully funding teachers that intend to upgrade their qualification is currently hampered. The question therefore becomes whether the new teacher career structure and the current upgrading practice is sustainable in the medium and long term. As part of the proposed Professional Development Strategy for Teachers, there should therefore consideration given to developing a funding key, that is, criteria and priorities for (a) government financed, (b) self-financed, and (c) mixed-financed modalities for professional development.

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