

PD-ABE-642
78713

EVALUATION OF THE NAMIBIA BASIC EDUCATION REFORM PROGRAM

28 February 1992

FOREWORD

An evaluation of the type reported in this document cannot be undertaken without the active involvement of many people. The process is highly participative and the evaluation team must acknowledge and recognize so many people. First, are the individuals who were interview subjects from within and outside the Ministry of Education and Culture. Their names are listed in an attachment along with the names of over 50 participants who attended the feedback workshop that was part of the evaluation process. Second, are the administrators, teachers, students and parents of the thirty schools that evaluators visited throughout Namibia. The schools visited by the evaluation team are named in an attachment. Third, are the individuals responsible for organizing the evaluation program. They are: Ms. Wendy Hovelmann, MEC; Mr. Munio Hondjera, USAID; Ms. G.A.Wittman, Keetmanshoop Regional Office; and Mr. Mvula, Ondangwa Regional Office; and Ms. Emmy Malichano, USAID.

Special thanks go to the Honorable Minister Nahas Angula who made his staff and facilities available to the evaluation team and to Dr. Richard Shortlidge, USAID Resident Representative to Namibia, who provided guidance.

This evaluation was performed under the Advancing Basic Education and Literacy by Creative Associates International, Inc., Washington, D. C. (contract # DPE-5832-2-00-9032-00; ABEL Project # 936-5832; Project Activity # 673-0006, Education Support and Teacher Training.

Basic Education Reform Program Evaluation Team

Dr. Brenda L. Bryant
Dr. James L. Gant
Dr. William Rideout

TABLE OF CONTENTS

FOREWORD

I.	INTRODUCTION	I-1
A.	The Evaluation of the Basic Education Reform Program	I-1
B.	Approach to the Evaluation	I-2
C.	The Focus of the Evaluation	I-3
D.	Context of the Evaluation	I-7
E.	Organization of the Report	I-8
II.	THE BASIC EDUCATION REFORM STRATEGY	II-1
A.	Progress	II-2
1.	Progress on the Basic Education Reform Strategy	II-2
2.	Progress on the Reporting System	II-5
B.	Issues	II-6
1.	Issues Regarding the Basic Education Reform Strategy	II-6
2.	Issues Regarding the Reporting System	II-6
III.	QUALITY IMPROVEMENTS IN NAMIBIA'S BASIC EDUCATION SYSTEM	III-1
A.	Overview	III-1
B.	A Model of Basic Education	III-1
1.	Progress	III-1
2.	Issues	III-1
C.	Curriculum Reform	III-1
1.	Progress	III-2
2.	Issues	III-2
D.	Teacher Training	III-3
1.	Progress	III-3
2.	Issues	III-4
E.	Student Assessment	III-4
1.	Progress	III-4
2.	Issues	III-4

IV.	THE SUPPLY OF TEXTBOOKS AND INSTRUCTIONAL MATERIALS	IV-1
A.	Overview	IV-1
B.	Survey of Textbooks	IV-1
1.	Progress	IV-2
2.	Issues	IV-2
C.	Materials Development, Testing and Distribution	IV-2
1.	Progress	IV-2
2.	Issues	IV-3
D.	Establishment of Library Units	IV-4
1.	Progress	IV-4
2.	Issues	IV-4
V.	A RATIONAL AND EQUITABLE FINANCIAL RESOURCE BASE	V-1
A.	Overview	V-1
B.	Progress	V-1
C.	Issues	V-2
VI.	ENHANCED CAPACITY FOR PLANNING AND MANAGEMENT	VI-1
A.	Overview	VI-1
B.	Unification and Management Reforms	VI-1
1.	System-wide Administrative reform	VI-2
2.	The Consensus process	VI-3
3.	Integration of the Planning Functions	VI-4
4.	Underutilization of Classrooms	VI-6
5.	Equitable Distribution of Inspectors	VI-6
C.	MEC Reform Committee	VI-7
1.	Progress	VI-6
2.	Issues	VI-10
D.	Namibian Education Management Information System	VI-10
1.	Progress	VI-11
2.	Issues	VI-11
E.	National Institute for Educational Development (NIED)	VI-12
1.	Progress	VI-12
2.	Issues	VI-12

F.	University of Namibia	VI-13
	1. Progress	VI-14
	2. Issues	VI-14
G.	Donor Coordination	VI-15
	1. Progress	VI-15
	2. Issues	VI-15
H.	Parent and Community Involvement	VI-15
	1. Progress	VI-16
	2. Issues	VI-16
VII.	SIXTY DAY ACTIONS	VII-1
VIII.	CONDITIONALITIES FOR 1992-1993	VIII-1
IX.	CONCLUSIONS AND RECOMMENDATIONS	IX-1

ATTACHMENTS

Preliminary Education Statistics: Namibia 1991
Schools Visited by the Evaluation Team
List of Interviewees
Evaluation Workshop Schedule
Workshop Participants
Evaluation Workshop Draft Checklist - Conditions for 1992-1993
Evaluation Workshop Draft Checklist - Conditions for 1991-1992
Recommended Changes to the Policy Matrix
Bibliography

I. INTRODUCTION

Following the independence of Namibia in 1990 the Governments of the United States (U.S.) and of the Republic of Namibia (GRN) began to plan a program of assistance to the new nation. One result is the Basic Education Reform Program which began in March, 1991, and will end in March 1996. The purpose of the Basic Education Reform Program is to establish an effective, efficient and sustainable basic education system accessible to all Namibian children. The Program aims to accomplish four objectives: an improvement in the quality of Namibia's basic education system; an increase in the quality and supply of basic education textbooks and other instructional materials; the establishment of a rational and equitable financial resource base for the sustainable delivery of quality educational services; and the enhancement of the institutional and senior professional capacity of Namibian educators to plan and manage an improved basic education system. The Government of the Republic of Namibia is undertaking policy reforms and other actions to achieve these objectives. It is expected that implementation of the Program will result in the following benefits:

- An increase in the percentage of primary school completers;
- A decrease in the average time required for a student to complete each primary level;
- A decrease in the average cycle costs for the two primary cycles;
- An increase in the percentage of students in each region enrolled in schools providing a basic, quality education.

The Program level of effort is \$35 million to be disbursed in annual tranches as follows: 1990-1991, \$10 million; 1991-1992, \$6 million; 1992-1993, \$5 million; 1993-1994, \$5 million; 1994-1995, \$5 million; 1995-1996, \$4 million.

The Evaluation of the Basic Education Reform Program

The evaluation of the Basic Education Reform Program is a longitudinal evaluation occurring annually in February throughout the life of the Program. The evaluation is timed to occur with the end of the Program year and with the beginning of the Namibian fiscal year which is April 1. The purposes of the evaluation are to:

- Assist the MEC to establish baseline data and indicators for assessing the Program;
- Determine progress towards achievement of the goals and objectives that guide the implementation of the Program;
- Identify issues or barriers related to the planning and implementation of the Program;

- Assist the MEC to use evaluation results to benefit Program implementation;
- Recommend actions to remove barriers to Program implementation;
- Document the evolution of the Program;
- Measure Program impact, to the degree possible and feasible.

At the completion of the evaluation the United States Agency for International Development (USAID), in consultation with representatives from the GRN, will determine the schedule and amount of the disbursement of Program funds for the preceding year. The disbursement for 1991-1992 may be up to \$6 million.

Approach to the Evaluation

The evaluation of the Basic Education Reform Program is a process evaluation that relies on a methodology termed "Fourth Generation Evaluation". (The work of Egon Guba and Yvonna Lincoln, Sage Publications, United States, is the source of this methodology.) The purpose of Fourth Generation Evaluation is not only to measure progress or outcomes that result from the implementation of activities. Its purpose also is to determine how Program implementors and other stakeholders view the Program and to understand the various perspectives and interpretations applied to the findings of the evaluation. The methodology is highly interactive and encourages debate among the stakeholders so that differences can be worked out for the benefit of all parties. The evaluators act as data collectors, analysts and facilitators of the process bringing various stakeholders together to negotiate steps that must be taken to ensure that results are achieved.

The methods used to conduct the evaluation included interviews and documentary evidence. The evaluators have attempted to find multiple sources of evidence for each of their findings and have relied substantially on redundancy to achieve reliability of results. Interviews included one-on-one sessions with key individuals, group sessions to encourage interaction among stakeholders, and a workshops to report back all findings to the stakeholders and to obtain their reactions, advice, suggestions and perspectives on the findings in a highly interactive and open format. The workshops were conducted by the evaluators on 20-21 and 24 February 1992 at the Windhoek Teachers College and the MEC. The purposes of the workshop were to:

- Share, clarify and supplement the findings of the evaluation team;
- Assess progress on conditionalities for 1991-1992;
- Identify and assign responsibility for achievement of conditionalities for 1991-1992 that can be met within 60

days which is 21 May 1992;

- Identify the most critical implementation issues and plan actions for the first quarter of 1992-1993;
- Make recommendations for changes, redefinition or additions to the basic education reform strategy for 1992-1993;
- Build an effective team.

The agenda and list of attendees appears in an attachment.

The findings and related report were redrafted with the input from stakeholders and in final briefing sessions the conclusions and recommendations were aired among leadership from the MEC and USAID. Attachments to this report contain a list of interviewees and a bibliography of pertinent reference material.

The Focus of the Evaluation

The evaluation of the Basic Education Reform Program is guided by Program design documents and by agreements between the Governments of the United States and of Namibia. The pertinent sources of guidance include, first, The Program Assistance Approval Document (PAAD) dated 21 March 1991. This document describes the content of the Basic Education Program Reform. In summary, the scope of the reform includes:

- Improvements in the quality of Namibia's basic education system. Improvements in quality include a model for basic education, curriculum reform, teacher training, and student assessment.
- Increases in the supply of basic education textbooks and other instructional materials. Increases in texts include procurement and distribution of more of the currently available texts as well as the creation and distribution of new texts and materials.
- Creation of a rational and equitable financial resource base for the sustainable delivery of quality educational services. Establishment of the financial base includes an adequate recurrent budget share for education and for primary education in particular and assurances that the financial base is affordable and sustainable.
- Enhancements of the institutional and professional capacity of Namibian educators to plan and manage an improved quality basic education system. Capacity enhancements include a unified national education system, a reform committee in the Ministry of Education and Culture, a donor coordination committee, a Namibian Education Management Information System (EMIS), a National Institute for Educational Development (NIED), and Namibianization of the Faculty of Education, University of Namibia.

The PAAD also contains an implementation schedule for the Program presented in the form of a matrix.

The second source document is the Program Grant Agreement for Basic Education Reform Sector Assistance Program signed on 22 March 1991. In this agreement USAID commits an amount not to exceed \$16 million to the Government of the Republic of Namibia and the GRN agrees to provide at least \$8.5 million in contributions over the life of the Program. Following are the conditions precedent to the disbursement of funds (second tranche, March 1992):

- Achievement by the GRN of accomplishments identified in the first Letter of Intent from the MEC;
- Evidence that the GRN will budget adequate funds for the Program during 1992-1993;
- Specification of the measures that the GRN intends to take during 1991-1992 towards meeting the Program objectives. These are contained in the second Letter of Intent, discussed below. The measures specified must be taken within one year and sixty days of the agreement date.

The third source documents are the Program Implementation Letters (PIL) which are used to further detail or to modify the Program design. To date there have been two PILs; the second is pertinent to the evaluation. The second letter, dated 10 January 1992 revises the original matrix, referred to above, and contains these outcome indicators for 1991-1992:

- Submission of an overall reform strategy and targets (blueprint for basic education reform);
- Submission of a format for the progress report that will be required starting in 1992-1993;
- Definition of an initial statistical model and setting of targets for monitoring the basic education system;
- Completion of a plan for enhancing teacher effectiveness;
- MEC approval of a plan for teacher upgrading and setting of targets for teacher training;
- Report of a survey of textbooks in use by children in all regions;
- Creation of a broad-based textbook committee;
- Identification of potential donors and distributors of textbooks;
- Development of spot curriculum improvement materials for upper primary testing;

- A GRN budget share that is at least equal to the previous year's budget share;
- A study undertaken by the GRN to assess sufficiency of the resource base for a sustainable primary education system;
- Submission of a report analyzing educational expenditures for 1990-1991 and 1992-1993;
- Setting of targets for the allocation of basic education expenditures by teacher salaries, instructional materials, physical facilities, administrative expenses, and more detailed procurement categories associated with the reform (i.e. technical assistance, training, commodities);
- Development of projected educational expenditures for allocations to the above for 1992-1993;
- Setting of objectives for system-wide administrative reform;
- Reporting of progress towards administrative reform objectives;
- Evidence that the MEC has established a consensus process involving National, regional and local Ministry units and including liaison activities with PVOs, the private sector and community organizations;
- Establishment of School Boards;
- Formalization within the MEC of a management coordinating committee to oversee on the technical level the smooth interaction of donor activities with MEC programs;
- Development of an EMIS implementation plan and the initial implementation of the plan;
- Establishment of NIED (all units identified, temporary technical experts recruited, plan for phasing in operations, evidence that language curriculum and teacher training units are operational);
- Analysis of the report from the Commission on Higher Education for implications regarding education research activities at the University of Namibia;
- Recommendation of measures for the development and strengthening of the Faculty of Education at the University;
- Beginning of faculty training.

The fourth source document is the Letter of Intent issued by the Minister of Education and Culture and addressed to the USAID Resident Representative. It is dated 22 March 1991. In the Letter of Intent the MEC agrees to these accomplishments during 1991-1992:

- A national consultative conference on basic education reform;
- The development of regional and area level resource centers for teachers;
- Approval of provision for teacher accommodation facilities in rural primary need areas;
- Implementation of the School Boards concept;
- Planning for the vertical integration of planning activities uniting planning staff from local, regional and national levels and incorporation of the planning system into administrative training programs;
- Identification of, and programming for, needed non-formal education strategies for basic education focusing on community participation, local language literacy and juvenile literacy;
- Identification of counterparts for all long-term advisors in basic education;
- A 50% decrease in underutilization (fewer than 23 learners) of classrooms in former white administration schools;
- Delivery of 100 classroom library units to deprived primary and junior secondary schools throughout the nation;
- Establishment of a Basic Education Reform Program for at least three regional learning centers, using Peace Corps trainers and book donations and initiating inservice training for teachers;
- Implementation of at least two Namibian local language literacy development projects;
- Development of at least two Namibian social science textbook trials;
- Achievement of a consensus process at the regional level for basic education reform;
- Beginning of construction of NIED facilities;
- Beginning of language and curriculum development units of the NIED;
- Equitable distribution of available inspectors and advisors through the new regions;
- Initial implementation of the Educational Code of Conduct as it relates to management guidelines for democratic participation in school governance;

- Establishment of the first components of baseline data on student attainment to serve as indicators of program impact;
- Beginning implementation of the EMIS.

The Evaluation Context

The evaluation of basic education reform in Namibia must be understood within the very special context within which change is occurring. The evaluation team has likened the evaluation to "building a bicycle while still riding it." Development and change must occur without seriously disrupting performance at the classroom level. Several features of the reform process need to be clearly understood.

First, dramatic changes have been achieved at the macro level. The education system has been consolidated from eleven ethnic authorities into one central authority with six regional authorities through which education will be decentralized. Leadership positions have been reorganized and the MEC is beginning to operate with a sense of cohesion although much will need to continue to change. Having established basic education reform as a top priority, the Minister of Education and Culture is, himself, directing the reform and will need to continue to perform this management function until the operating units are fully in place.

Second, it has been reported that the MEC is constrained in its reorganization and restructuring efforts by a slow and impeding personnel system that has been unable to deliver permanent appointments in key positions in a timely fashion. The lack of certainty in positions and appointments causes tentativeness in management, commitment and decision making. Lack of staff in key areas has been noted throughout the Ministry.

Third, the MEC is constrained by intraorganizational phenomena that result from merging of personnel holding competing philosophies into a single system. There are internal barriers to change that grow out of political, philosophical or technical differences of opinion regarding the future of Namibia and the direction of educational reform. Alternative organizational units such as working groups and committees have been used extensively to get the policy and guidance work done and those structures have challenged and sometimes ignored the existing structure. There is a tradition of partisanship within the MEC that will need to change with time. Eventually, a technically able and nonpartisan guidance and decision process will need to become institutionalized.

Fourth, the Minister of Education and the MEC leadership in general have placed a high value on the consensus process and on the debate and exchange that will ultimately lead to the specifics of the reform movement. Creating and communicating a new philosophy clearly takes time and must precede the building of the machinery for operation. Ambiguity and uncertainty are common at present and are probably a necessary aspect of the

change process.

Fifth, the USAID office in Namibia has been created during the last year and in February 1992 became sufficiently staffed to oversee and support the reform Program. Up until this time, USAID's capacity to provide support to the MEC has been constrained by lack of personnel and support services.

Sixth, the regional disparities and numerous social, economic, ethnic, language and educational differences that characterize Namibia demand both consultation and tailoring of the reform Program. Preliminary education statistics for Namibia for 1991 are contained in a chart in the attachments to the report.

It is especially important to understand the context for this evaluation, because the assessment must necessarily be a snapshot in time. It cannot capture the fluidity of the situation entirely nor can it expect to find clear indicators of change where transition is still happening at a rapid pace. The evaluation team has made every effort to respect the process without tempering unnecessarily the conclusions that have been drawn.

Organization of the Report

Following Chapter I, Introduction, the report has been organized according to the objectives in the policy matrix. The overall Program goal is the subject of Chapter II. The four objectives of the reform Program have determined the content for Chapters III-VI. Requirements for the Basic Education Reform Program that are not specifically mentioned in the matrix (but are identified in other source documents) have been incorporated in the relevant chapter. The Chapter VII contains the proposed Sixty Day Actions for 21 May 1992 necessary to meet the conditions for the second tranche; Chapter VIII contains the proposed revisions to the Program conditionalities for 1992-1993. Finally, in Chapter IX the evaluators present a summary of conclusions and recommendations.

II. THE BASIC EDUCATION REFORM STRATEGY

"Basic education will form the very foundation of the national education system. It will consist of nine years of formal full-time schooling, providing functional education and some degree of exposure to occupational skills. It will be universal in character, terminal in content and will aim at providing lasting functional literacy, communication skills, the necessary tools for further education, and/or occupational training." (Education Policy for Independent Namibia, United Nations Institute for Namibia, 1988.)

"All persons shall have the right to education. Primary education shall be compulsory and the State shall provide reasonable facilities to render effective this right for every resident within Namibia by establishing and maintaining State schools at which primary education will be provided free of charge." (Constitution of the Republic of Namibia, 9 February 1990, Article 20.)

The broad goals for the Ministry of Education and Culture were outlined in Education in Transition: Nurturing Our Future, 23 July 1990. The goals for education are:

- Equity in the distribution of educational resources and services;
- Improvement of learning outcomes;
- Relevant curricula to ensure personal and social improvement;
- Equal opportunity for higher education and employment;
- Improved access to education;
- Renewed commitment to special education;
- Provision of lifelong learning experience.

These goals set the context for planning basic education reform.

In Change with Continuity, Education Reform Directive, 1990, the Ministry of Education identified and addressed the key policy issues related to the introduction of basic education reform. Those issues included school desegregation and integration, access to and utilization of excess space in schools, order in schools, language policy, school fees, Government aided schools, assessment and examinations, attendance and time management, community participation, the teaching profession, private schools, co-curricular activities, school sports, culture, resource utilization, the role of NGOs, learners and school life, bursaries, youth and adult and non-formal education.

Both early planning for post independence and the Constitution establish the importance of primary education to the future of

members throughout the country. The Basic Education Reform Program is one response of the Government of Namibia to the global policy aims and it hopes to move the vision of basic education to practical application in schools and communities. The reform effort is projected to take ten years. By 2001 Namibia's unified and learner-centered basic education system is expected to demonstrate its success through these measures:

- 80% of the primary 1 entrants will complete the cycle;
- Cycle time will decrease by 20%;
- Cycle cost will decrease by 15%;
- At least 60% of the students in every region will be in Fundamental Quality Level standard schools.

In order to achieve these outcomes, the plans for the first year, 1991-1992, of the Basic Education Reform Program, as stated in the second Program Implementation Letter (PIL), call for:

- Submission of an overall reform strategy and targets. Referred to as a "blueprint for basic education reform", the strategy should begin to make policies operational.
- Development and submission to USAID of a Progress Report content outline for use in reporting in subsequent years on the measures delineated above.

The Minister of Education and Culture, in his second Letter of Intent, made further commitments to developing an overall reform strategy by proposing to conduct a major consultative conference on basic education reform at the outset of Program implementation in order to begin to get agreement nation-wide on educational priorities. In order to institutionalize the reform strategies, the Letter calls for a list of counterparts for all education advisors.

A. Progress

Both progress on the strategy for basic education reform and on the reporting system for monitoring the effectiveness of the strategy are discussed below.

1. Progress of the Basic Education Reform Strategy

During 1991-1992, the Government of Namibia made substantial progress towards development of an overall strategy and targets for basic education. Four sources support this conclusion.

First, the GRN established and began to operate a single, unified Ministry of Education and Culture and stressed the importance of equity, efficiency, and quality of schooling. The GRN gave special attention to basic education and called for a total reform program that includes broad-based consultation, learner-centered instruction, relevant curriculum, improvement of

educational materials, teacher training, improved educational management and data systems and democratization of the reform process through inbuilt participative processes of consensus formation. (White Paper on National and Sectoral Policies, Republic of Namibia, March, 1991.)

Second, the Minister of Education and Culture convened a consultative conference, the Etosha Conference, in April, 1991. The ninety-one participants in that meeting proposed agendas for action and agreed on a number of priorities for the reform of basic education. Emphasis was given to :

- Curriculum development;
- Teacher training;
- Leadership, management and administration;
- Support services;
- Finance;
- Community involvement;
- Assessment;
- Medium of instruction;
- Adult and overage learners;
- Facilities.

While not intended to develop specific strategies, the conference proved to be an excellent basis for the planning that would continue throughout 1991-92.

Third, the Minister of Education and Culture submitted to the National Assembly in May 1991, Pedagogy in Transition: The Imperatives of Educational Development in the Republic of Namibia. This document lays out the broad issues that need to be targeted for the education master plan. Those issues include:

- The legal framework;
- A definition of the basic education concept;
- Curriculum and instruction;
- Teacher education;
- Planning, research and management information;
- A National Examination and Assessment Authority;
- Supervision, administration and management systems;

- Efficient resource allocation and management;
- A human resources development strategy;
- Community/school relations.

The document lays out the requirements of a new education bill and commits to a system of education that is equitable, efficient and effective.

Fourth, the Ministry of Education and Culture produced Education and Culture in Namibia: The Way Forward to 1996 (28 November 1991). The document represents a concerted effort to move from policy to strategy in basic education reform. The Ministry demonstrates its commitment to:

- Management and administrative reform through the development of the National Institute for Education Development, through training for senior, middle and regional management cadres, and through the development of the Education Management Information System;
- A Basic Education Reform Initiative focusing on primary school curriculum improvement, the development of learner-friendly and self-assessing instructional materials, teacher training and educational research;
- A language policy for schools calling for home language medium of instruction in grades 1-3, English as a medium of instruction for all promotional subjects in grades 4-7 and English as the medium of instruction for all secondary and post-secondary programs;
- Teacher in-service training coordinated through a working group to be responsible for training-of-trainers, training in administration and management for inspectors and school principals, teacher centers for school clusters, English language training for teachers by radio, development of English language distance learning materials and vacation and weekend courses.

The policy directives also include teacher pre-service education, the junior secondary school curriculum, adult and non-formal education programs, examinations and testing, school facilities in rural areas, a three-term school calendar, a uniform hostel fees policy and the drafting of a National Education Bill.

Fifth, the Government of Namibia is in the process of drafting a three year Transitional National Development Plan. Expected to be finalized by June, 1992, the plan contains strategies for unification and decentralization; development of the National Institute of Education to provide leadership in curriculum reform, teacher training policies, educational broadcasting, language research and development, staff development and the supervision and evaluation of education programs; linking education to the world of work; higher education; special

education; and adult education.

The Plan states the "Basic education is enshrined in our constitution as the right of every citizen, whether child or adult. Our education system must therefore be open and accessible to all, so as to assist in reducing inequality. Our education programmes must enhance functional knowledge, practical skills, and an understanding of social and natural processes, thus preparing youth and adults for more productive participation in work and in the development of the nation generally. The structure and administration of our education system must make possible democratic participation in the formation of education policies and institutions."

Additionally, the MEC has initiated the preparation of an Educational Development Brief that will contain a coherent vision and strategies for implementation. Staff have been assigned to the Brief. The MEC has formed the Technical Coordinating Committee (TCC) for basic education reform and the committee has begun its work contributing significantly to a framework for reform. The TCC will present aims and goals for basic education reform in a matter of weeks.

Restructuring has begun to impact on the regional level of the administration. Regions, reportedly, are gaining more control over their own workloads and the Information, Statistics and Data Division has established regional linkages.

Substantial progress has been made at the junior secondary level in curriculum and materials development and those achievements will soon positively impact on senior primary improvements. Primary schools, administrators, teachers and students are beginning to benefit from new ideas and practices such as the Let's Speak English distance teaching program for teachers, the Molteno project, the sensitization seminar for top administrators, MAPEP, the teacher training needs assessment survey, the upcoming training for principals, and literacy programs and the training of district literacy coordinators.

2. Progress on the Reporting System

A requirement of the Basic Education Reform Program during 1991-1992, according to the policy matrix, is to set the content of the progress report which will be submitted annually starting in 1992-1993. The report that will be submitted for the first time next year is expected to be generated by the Information, Statistics and Data Division (ISDD) in the MEC and should contain an analysis of progress towards achievement of Program targets: cycle 1 completion rates, cycle time, cycle costs and enrollments in Fundamental Quality Level standard schools.

During 1991-1992 the ISDD conducted an annual educational census and expanded the year end report to begin to analyze enrollment data in a more complete fashion. The preliminary data from the annual educational census are available and have been well received in the field. Other modifications and improvements have

been introduced in the reporting forms completed at the school level. The fifteen day school statistics (reported from all schools on the fifteenth day of the school year, includes enrollment, numbers of teachers, etc.) are being collected and currently form the basis for the monitoring system.

ISDD is in the process of developing stronger ties with regional offices thus supporting efforts to decentralize the system. ISDD is in the process of identifying regional liaison persons for research and has installed computers in two regions on a test basis to process the fifteen day statistics.

B. Issues

Several issues have been identified that are related generally to the development of a Basic Education Reform strategy and specifically to the reporting on the effectiveness of the strategy in achieving its intent.

1. Issues Regarding the Basic Education Reform Strategy

a. A "blueprint" for basic education reform

While interviewees report confidence in the policy framework and plans that have been developed to date, they acknowledge the need, now, for a more specific plan or blueprint for the reform of basic education.

b. A resource plan

What will the reform of basic education cost? There needs to be a realistic assessment of inputs and outputs to achieve reforms. Tradeoffs will need to be made.

c. Responsibility for reform

At this stage in the development of the basic education program staffing and assignments of responsibility are incomplete. Various components of the reform have not clearly been assigned to an office or an individual and the "Program" cannot, therefore, be said to be fully operational. Clearly, the TCC is now and will become increasingly critical in this regard.

d. Counterparts for education advisors

There is not available a list of counterparts for education advisors. However, those persons interviewed in the Ministry do report working relationships that can be said to constitute counterpart assignments.

2. Issues Regarding the Reporting System

a. Realism of targets

The targets that were set during the Program design stage (80% of primary 1 entrants complete the cycle; cycle time decreases

20%; cycle cost decreases 15%; 60% of students in every region are enrolled in FQL standard schools) may be unrealistic or based on uncertain data. It may be necessary to reexamine the targets or to further explain their meaning and how they were established as goals. The targets were set with limited participation by implementors and their source is not known to implementors. Implementors want and need an opportunity to learn about the targets and to add to or enhance the targets with their own indicators. The targets presently appear to lack "ownership."

b. Reporting on the targets

At the present time a reporting format, designed to describe progress on the targets referred to in 2.a, has not been devised and the ISDD is not certain what is expected by this statement in the policy matrix.

c. Availability of cost data

At present cost data are not a part of the Educational Management Information System. The MEC has a limited capability in financial management and the Information, Statistics and Data Division has not been closely tied to planning, budgeting and financial monitoring. Data on such things as cycle costs may not be available in the near term and is not a high priority for ISDD while other data requirements are more pressing.

d. Staffing for the Information, Statistics and Data Division

Staffing for the ISDD is uncertain. Only the Division Director is permanent. Three other staff are assigned and the staffing is insufficient in number to carry out all the tasks for which the office is responsible.

e. Overburdening the regional staffs

With the increased interest in research, evaluation, tracking and reporting and the rise in donor activities and requirements, the regional offices are likely to be overburdened with reporting responsibilities and asked for redundant information from competing sources. Attention will need to be given to policy, oversight and control of the data collection functions of the Ministry.

III. QUALITY IMPROVEMENTS IN NAMIBIA'S BASIC EDUCATION SYSTEM

A. Overview

Quality improvements in the Namibia Basic Education System include the development of a model of basic education, reform of curriculum, training of teachers and changes in student assessment. Each of these elements of the Program is discussed below.

B. A Model of Basic Education

The policy matrix sets that the reform effort will include the creation of a "model of an effective basic education program". During 1991-1992 the MEC was to produce an initial statistical model, set targets and put in place a monitoring system for the Basic Education Reform Program.

1. Progress

A model has not been produced nor are there an initial statistical model, targets or a monitoring system in place.

2. Issues

a. Clarity regarding the model

The "model" referred to in the policy matrix is not clearly understood. A common understanding of the model needs to be developed or it needs to be deleted from the matrix and replaced by a framework that is well understood and relevant to implementors.

C. Curriculum Reform

In many ways curriculum reform appears to be the heart of the Basic Education Reform Program. The policy matrix views curriculum as an essential element that will drive increases in student achievement, attendance and rates of completion and promotion. It describes the intended curriculum as learner-centered eventually having full syllabi for all grades and subjects at the end of five years (1995-1996).

The Minister's Letter of Intent spells out the specific improvements or actions to be taken by the MEC in 1991-1992 with respect to curriculum reform. They include:

- Development of regional or district level resource centers for teachers (at least three);
- Identification of and programming for needed non-formal education strategies for basic education focusing on community participation, local language literacy (implementation of at least two programs) and juvenile literacy;

- Development of at least two Namibian social science textbook trials.

1. Progress

During 1991-1992 the curriculum unit of NIED produced Recommendations on the Key Aspects of a Coherent Plan for the Systematic Reform of Basic Education from a Curriculum Reform Perspective (August, 1991). The document is a step-by-step plan for the curriculum reform process. Further, a working group on the formulation of goals and criteria for the design and development of a curriculum for grades 1-7 has identified the curriculum aims listed in the most recent policy and program documents produced for the reform.

Apart from the comprehensive reform strategy being undertaken by NIED, three other accomplishments have been noted in 1991-1992. First, in 1991 extensive research and planning were undertaken to learn more about the status of the social science subjects in the upper elementary grades. A memorandum from H. Pateman to the Minister proposes that subject panels begin to work on geography and history curriculum during the second half of 1992. The document notes that reforms at the lower primary level are not yet being considered but trials are underway in grade 6. In schools visited by the evaluators teachers of history and geography often reported using new instructional units on Namibia this year.

Second, literacy programs have been encouraged in recent years in Namibia and in 1991 a variety of donors began working in earnest with the MEC on a national literacy campaign.

Third, teacher resource centers are in place or are being developed at sites throughout the country. Teachers and administrators are enthusiastic about the promise of the centers. A plan for new Resource Centers has been developed and volunteers from a variety of organizations are starting and staffing centers. Additional resource center sites are being identified.

Other curriculum efforts not specifically required in the reform agreements include Let's Speak English, the distance program for teachers, the Molteno project, INSTANT, NPTP, the Rossing Foundation, the Council of Churches of Namibia, the Nyae Nyae local language project and IRI.

2. Issues

a. The rate of reform in curriculum

The NIED plan for curriculum reform is thorough and is cautious in its timelines. Others would suggest that the reform process should move faster and that time is of the essence. The debate over timing represents different perspectives on the process of change.

b. Coherence in the reform strategy

The policy matrix envisions curriculum reform as a comprehensive and systematic renewal of the content and sequence of instruction in the primary grades. However, the curriculum reform activities proposed for implementation during 1991-1992 (teacher centers, social sciences, nonformal and literacy programs) largely ignore the essentials of curriculum development for primary schools.

D. Teacher Training

As is the case with curriculum improvement, teacher training, especially inservice teacher training, is an essential feature of the changes that are occurring in primary education in Namibia. All teachers will require training to teach and reinforce the new curriculum as it is developed and they will need assistance with new syllabi and materials. Teachers who are underqualified may need to seek additional training at the "pre-service" level.

The policy matrix for 1991-1992 designates the year as a planning year during which the MEC will prepare strategies for enhancing teacher effectiveness, will approve a teacher upgrading program and will set targets for teacher training. Teacher centers have been specifically mentioned by the Minister as one potential vehicle for teacher inservice training.

1. Progress

On 17 September 1991 the MEC produced a Five Year Development Plan for Teacher Improvement. Prepared by a working group (now constituted as the Project Implementation Unit within the NIED), the document stresses upgrading for underqualified teachers as well as ongoing inservice training related to reform of curriculum, materials and methods and it calls for a survey of needs for teacher training, a network of resource centers to facilitate upgrading and inservice training, distance education, management training for school principals and accreditation and equivalency for training and upgrading. The Survey of Teacher Inservice Training needs was carried out in October-November 1991 and data are expected to be available soon. Five teacher resource centers are in the process of being established at Swakopmund, Khorixas, Grootfontein, Karasburg and Mariental and five or six more centers will be established during 1992-1993. The centers provide input directly into the schools through inservice courses, seminars, workshops, microteaching sessions and materials development.

Additionally, three inservice training activities have been designated for 1992. They include work with Florida State University on educational management and on learner-centered and interactive teaching, work with UNICEF and KESI (Kenya) on inservice training for primary school principals, and component 1 of the teacher training program that will be an orientation to the new philosophy of education.

In January and June 1991, the Faculty of Education conducted two on-campus seminars on teaching methods for teams of tutors from

the various teacher training colleges. In the interim period professors visited the tutors in the job setting to work on improvements in pre-service teacher education.

The initial teacher inservice training program has been approved by the Ministry.

2. Issues

a. Preparation in English language

Teachers are interested in the availability of English language instruction. It is not clear that sufficient attention is being given to this need.

b. Collaboration among parties interested in teacher training

Inservice teacher training or staff education is being planned and conducted by several governmental and nongovernmental units including the MEC Working Group, NIED (including members from the Florida State University team), the INSTANT project, teacher or resource centers, the teacher training colleges and, indirectly, the Faculty of Education within the Academy. These units are collaborating informally and continued and increased cooperation is encouraged.

E. Student Assessment

The Minister's Letter of Intent calls for the establishment of the first components of baseline data on student attainment to serve as indicators of program impact.

1. Progress

The student attainment data currently being obtained is pass-fail rates of students by school and grade level.

2. Issues

a. Meaning of student attainment data

It is not clear if pass-fail rates provide sufficient data to serve as a baseline on student attainment. Attention may need to be given to the definition of this term and to the purposes the attainment data should or will serve.

b. Testing, assessment and examinations

At this time the role of testing, assessment and examinations in a reformed basic education system appears to be in the developmental stages. There is discussion and planning concerning external examinations and criterion referenced testing in a more learner-centered curriculum. The relationship between the two, if any, is not clear, and it is also not clear where the responsibility for testing of the two types will reside.

IV. THE SUPPLY OF TEXTBOOKS AND INSTRUCTIONAL MATERIALS

A. Overview

The purposes of the pre-independence educational system are antithetical to those of independent Namibia. Consequently, there must be major modifications in the curricula to reflect Namibia's renunciation of apartheid, and to confirm its commitment to broad-based democratic participation, to greater decentralization and local involvement and to achieving equity among its citizenry. Designing, reproducing and distributing textbooks and instructional materials in which the content is commensurate with these curricular goals require major commitments of time and resources, both human and material. Consequently, much of what has been accomplished in Namibia during the first project year has been in the form of planning and preparation rather than in actual realization of targeted objectives.

There is a very obvious difference between availability of textbooks and equipment in different regions of the country. Population density and the fight for independence in the north help to explain these differences in that area. Often there are shortages of textbooks and student workbooks. For example, a school may have all the books needed with the exception of grades 1 and 3; or books and materials may have been received but subsequently stolen; or more children enrolled than anticipated and book orders submitted after the beginning of the year often required two months to be processed and received; or the distance from the school to the regional and/or the circuit office determined the delay in delivery time.

Textbooks available in schools continue to follow the South African curriculum since textbooks reflecting post-independence curricula are not yet available with the exception of some history and geography books in Upper Primary grades. Schools which do not have the new textbooks are, it has been reported in interviews, often precluded from using the old ones.

The specific commitments contained in project documents which relate to this project component include:

- Report of a survey of textbooks in use by children in all regions;
- Creation of a broad-based textbook committee;
- Identification of potential donors and distributors of textbooks;
- Delivery of 100 classroom library units to deprived primary and junior secondary schools throughout the nation.

B. Survey of Textbooks

1. Progress

A Book Catalogue 1990/1991 prepared by the Department of Education was published listing textbooks for use in 1991. The catalogue is divided into two major sections. The first 81 pages contain books for pupils' use (List 1) with each subject taught being in a separate category and within that category the grade for which the book is intended and the language in which it is presented. The second part of the catalogue (pages 82-123) contains (under the general designation of List 2) a list of books for teachers' use and reference works presented by subject matter topic under which are listed books by grade level and language. The Catalogue is available in magnetic media.

The annual education census for 1991 collected data on textbooks. The data have not yet been analyzed, but may lend additional information to the Catalogue.

2. Issues

a. Textbook survey

The Catalogue is not current nor will it be sufficient for planning purposes without updates and enhancements. Additional information on textbooks will need to be collected.

C. Materials Development, Testing and Distribution

The Basic Education Reform Program calls for creation of a broad-based textbook committee, development of spot curriculum improvement materials, and for the identification of potential donors and distributors of textbooks.

1. Progress

In the area of Materials Development and Field Testing for primary education, the MEC has assigned major responsibility to the National Institute for Educational Development. While they have begun working on upper primary mathematics and general science curriculum revisions, as well as classroom management, these activities have only recently been initiated. Similarly, the NIED, while assigned responsibility for the development of primary education materials, has to date only five officials assigned but is also just beginning to work in this area.

In terms of distribution of materials, there are obvious deficiencies, especially in Ondangwa and northern Windhoek Regions, on how schools are being served in terms of textbooks and materials (in this context classroom furniture will be included). For example, some schools order and get textbooks, supplies and furniture delivered within an established time frame; other schools order these components and while they may be received at the Regional Offices, they are not delivered to the schools because: there is inadequate transportation available for the Regional Office to provide delivery services, neither the circuit inspector nor the school principal knows that the ordered

components have arrived and, therefore, make no efforts to obtain them; the principal knows the ordered items have arrived but hasn't the means to hire transportation to pick them up. In a few cases the items are never properly delivered to the schools; this means they are received at the school as late as June (roughly half way through the school year) having eventually been delivered either by the Regional Office, the circuit inspector or the school has collected its school fee funds and can pay the transportation costs. Moreover, there are cases in which schools have ordered textbooks, materials and furniture for as much as five years in a row yet have never had their requests fully honored.

The Learning Systems Institute of Florida State University (FSU) has been contracted to assist MEC with the development and field testing of new curricula in addition to the creation of an enhanced educational research capacity. While the initiation of the program was delayed by some three months because the FSU team arrived later than scheduled, 10 of the 12 team members were in country by January, 1992, and the two remaining members are due to arrive by April, 1992.

In terms of the specific requirements of the policy matrix, all conditionalities have been met. A broad-based textbook committee has been appointed and has met and the committee has assumed responsibility for secure and screening donated books. Textbook donors have been identified and some books are ready for distribution. Spot materials are being developed within the MEC and will soon be ready for distribution. (Spot materials are learning modules that are developed on a quick-turnaround basis in response to a specific need in the schools, e.g. classroom management techniques.)

The planning for textbook development is the responsibility of NIED. Private publishers and booksellers will prepare and produce textbooks and will deal directly with the textbook authors. Textbooks will be distributed directly by dealers or, in more remote areas, through regional centers.

2. Issues

a. Textbook distribution

A clearly understood system for the delivery of ordered goods to school sites is essential because some schools receive items ordered within a reasonable period of time while other schools have, year after year, ordered furniture, textbooks and instructional materials with little assurance that they will receive the items ordered and if so when. There are also serious discrepancies among schools, perhaps partially based on the distances between the schools and the circuit or Regional Offices, as to which schools are likely to have their orders filled. Principals may need training about the steps to be taken in ordering components for their schools and inspectors may need clarification on their responsibilities vis-a-vis ascertaining that their schools receive what they have ordered and need in

order to serve their students effectively.

b. Making NIED operational

NIED needs to be more fully staff in order to move more rapidly on the materials development goals.

D. Establishment of Library Units

The Minister's Letter of Intent indicated that during 1991-1992 100 schools would receive new library units.

1. Progress

Pursuant to a letter prepared by A.E. Marais, the Acting Deputy Director of Library Services, which was addressed to Mr. Simataa, progress which has been made on the commitment to provide libraries to 100 deprived schools has exceeded the target set for the first year. The following account, made in reference to Minister Angula's letter to USAID/Namibia, is quoted:

- Due to the Standard Bank project, library units were delivered to 42 junior secondary schools;
- The British Council/ODA Pilot Project resulted in the delivery of library units to 16 junior secondary schools;
- From local Namibian resources library books were distributed to 100 existing and 76 new school libraries at an average value of R1,000 per school.

In addition, the letter notes that plans for 1992, in addition to the provision of national resources to libraries, indicate that the British Council/ODA will provide library units to 50 more schools and that a FINNIDA project will provide 800 book boxes to deprived schools.

2. Issues

There are no follow-up issues. Primary schools, however, also would benefit from supply of library units.

V. A RATIONAL AND EQUITABLE FINANCIAL RESOURCE BASE

A. Overview

It goes without saying that basic education reform in Namibia depends on the adequacy of resources to meet the designated targets. Financing basic education is a core component of the reform agreement and is cited in several source documents.

The policy matrix requires, first, that the GRN education budget share will be at least equal to the previous year's share of the recurrent budget. It asks for a report on expenditures for 1990-1991 and 1991-1992. Second, it requires that the GRN undertake a study to assess the sufficiency of the resource base for a sustainable primary education system. Third, the matrix calls for the setting of targets for the allocation of basic education expenditures by teacher salaries, instructional materials, physical facilities, administrative expenses, and more detailed procurement categories associated with reform (i.e., technical assistance, training, commodities). Using the line items designated previously, there will be prepared a projection of educational expenditures for 1992-1993.

B. Progress

The examination and comparison of budgets from year to year remains difficult while the GRN and the education system in particular are in transition. During 1990-1991, the financial systems retained the old structure of 11 separate authorities. 1991-1992 is the first year that represents a consolidation of the budgeting and accounting systems and will necessarily be a learning year.

The projected budget for education during 1992-1993 is R621,159,000. The budget estimates for pre-primary and primary education are R272,845,000. These figures can expect to change while the budget remains under discussion and is expected to be final in May, 1992.

The estimated budget for education during 1991-1992 is R580,581,000 plus a supplement that is expected to be about R75,000,000 bringing the total to R655,581,000. Pre-primary and primary education were budgeted at R220,238,700.

An estimate of total education expenditures for 1990-1991 is R532,039,800.

The final expenditure reports for 1990-1991 and 1991-1992 are not available. All available figures are budget estimates only.

Based on the budget estimates spending on education for 1990-1991 was 19.4% of the total State budget. Spending on education for 1991-1992 was 18.6% of the total, state budget. (See Estimate of Revenue and Expenditure for the Financial Year ending 31 March 1992, page 2-5.)

C. Issues

1. Budget share

The share of the State budget that is applied to education appears to be staying about the same or declining slightly from 1990-1991 to 1991-1992.

2. A study of the sufficiency of the resource base

There is no evidence that there has been a study of the resource base needed to finance a sustainable primary education system.

3. Understanding of the Basic Education Program agreement

The Basic Education Reform Program agreement entered into by the U.S. and the GRN is a program rather than project agreement. There is a lack of understanding as to how USAID funds can be accessed by the MEC. There is lack of clarity regarding the fact that the USAID contribution to the GRN is not earmarked for education, but, rather, is tied to the achievement of educational outcomes.

4. Adequacy of the budget share

Some MEC staff are of the opinion that the budget for the MEC is not and will not be sufficient to finance the reforms agreed to by the two Governments.

5. Availability of workplans

Detailed workplans from within the MEC are necessary bases for argument for additional funds for education. Workplans have been completed for 1992-1993 at the unit level but they have not yet been consolidated to be presented to the Ministry of Finance for additional support to basic education.

6. Availability and reliability of financial information

It is not clear if financial data currently available from within the Ministry are adequate to track progress on basic education reform. The conditionalities under finance must be reexamined to determine if adequate measures exist or can be developed to satisfy both the Ministry and the agreement with USAID.

VI. ENHANCED CAPACITY FOR PLANNING AND MANAGEMENT

A. Overview

An objective of the Basic Education Reform Program is to enhance the institutional and senior professional capacity for Namibian educators to plan and manage a primary education reform program. Capacity enhancements include unification of the educational system and management changes and improvements involving administration, the consensus process, planning, classroom utilization, and distribution of inspectors; establishment of policy and coordination committees within the MEC; initiation of the education management information system; start-up of the National Institute for Educational Development; creation of the University of Namibia; donor coordination; and, parent and community involvement. Each of these elements of capacity building is discussed below.

B. Unification and Management Reforms

The agreements between the Governments of Namibia and of the United States on the Basic Education Reform Program include a number of targets related to structural change and the improvement of management and administration nationwide. Agreements call for:

- Setting of objectives for system-wide administrative reform and reporting of progress towards administrative reform objectives;
- Establishment of a consensus process involving national, regional and local Ministry units and including liaison activities with PVOs, the private sector and community organizations;
- Development of regional and area level resource centers for teachers;
- Planning for the vertical integration of planning activities uniting planning staff from local, regional and national levels and incorporation of the planning system into administrative training programs;
- A 50% decrease in underutilization (fewer than 23 learners) of classrooms in former white administration schools;
- Equitable distribution of available inspectors and advisors throughout the new regions;
- Beginning implementation of the educational code of conduct management guidelines for democratic participation in school governance, implementation of school boards.

A review of the status of capacity building efforts is organized as follows:

1. System-wide Administrative Reform;
2. The Consensus Process;
3. Integration of the Planning functions;
4. Underutilization of Classrooms;
5. Distribution of Inspectors and Advisors.

Each of the topics is discussed below.

1. System-wide Administrative Reform

The comprehensive restructuring of the education system has been a major undertaking of the new Government of Namibia and has occupied much of the attention of the Ministry of Education and Culture. Pre-independence education in Namibia was characterized by inequality and fragmentation in control. Eleven education departments - each with its own director, planners, inspectors and administrative staff - were responsible for 1,200 schools and 400,000 students. Coordination among the authorities was minimal.

In the revised policy matrix that is incorporated in Program Implementation Letter 2, the Basic Education Reform Program is expected to include administrative reforms. Specifically in 1991-1992, the matrix requires that the MEC produce:

- A set of objectives for system-wide administrative reform;
- A report on progress towards administrative reform objectives.

a. Progress

Today a unified system of education with six regional authorities is beginning to function in a cooperative fashion. Work remains to completely staff and then make operational the regional level of the Ministry. The Minister anticipates that a district level authority will need to be added to the system. Additionally, priority attention is being given to the reorganization of the inspectorate and the subject advisory function and to the logistical problems related to supply and distribution systems for the rural areas.

The plan for the system-wide administrative reform is best represented in the document titled, A Report on Workplan for Training in Educational Management for Inspectors of Schools and principals of Primary Schools. The report is based on a comprehensive needs assessment for the inservice training of educational management for principals of primary schools. Working with the MEC a UNICEF advisor and other consultants prepared a plan of action. The phases of the administrative reform include:

- A sensitization seminar attended by the major agents of change in Namibia including senior Ministry officials, program directors and regional directors. The seminar occurred on 17-18 February 1992.

- An inservice course in educational management for inspectors of schools. The course is scheduled for 2-13 March 1992;
- A training of trainers from National, regional and district levels;
- Courses in educational management for principals of primary schools, grades 1-7;
- Regular courses in educational management for principals of primary schools.

The program represents a thorough effort to introduce system-wide administrative reform. The evaluation team did not locate a progress report on administrative reform.

b. Issues

1). Defining the parameters of administrative reform

The policy matrix suggests these indicators: Namibian-oriented materials for all children; administrative staff equitably distributed by quality and number across regions; and equitable distribution of teachers per inspector and students per teacher. Are these indicators sufficient in scope to track administrative reform? Are these objectives suitable as indicators of administrative reform around which specific objectives could be set?

2. The Consensus Process

Both the policy matrix and the Minister's Letter of Intent refer to the importance of the consensus process in achieving educational reform. The Policy matrix calls for evidence that the MEC has established a consensus process that involves National, regional and local Ministry units and reaches out to NGOs, the private sector and community organizations. Further, the evaluation source documents make commitments to a national consultative conference and to promotion of school boards.

a. Progress

Excellent progress has been made on creating a climate for debate and on building consensus on educational reform. First, the MEC conducted a national consultative conference, the Etosha Conference. It was extremely important since it provided information, perspectives and broad agreement among a constituency made up of national leaders, professionals and citizens all of whom were especially concerned about educational policies, goals and practices in the context of Namibia's future. In fact, this conference, Minister Angula stated, "launched the Basic Education Reform Initiative." With the reform's aims stated as the being the promotion of equal opportunities for schooling, enhancing efficiency, and improving the quality of educational provision, the Minister made a commitment to focus

on primary school curriculum improvement, on the development of learner-friendly and self-assessing instructional materials, and on teacher training and educational research. The Conference established a mode for soliciting popular participation, bottom-up as well as top-down, in the processes of accomplishing basic education reform.

Second, through the Project Implementation Unit (PIU) and with support from the Rossing Foundation, the Ministry has been able to reach out to the nongovernmental and the private sector and to involve them in the reform process.

Third, substantial progress is being made in the development of school boards bringing parents and community members into the reform process. Every school visited by the evaluation team had a school committee in operation.

Finally, a series of basic education reform interministerial and intraministerial committees, plus active NGO involvement, place special emphasis on broad participation in planning and implementation.

b. Issues

1). Efficiency of the process

Achieving consensus through collaboration, cooperation and coordination requires time, energy and patience. The importance of the process should not be underestimated.

2). Voluntary participation

Continued effort needs to be made to involve parents in schools, especially in the north and more remote locations. Voluntary participation is a must.

3. Integration of the Planning Functions

Within the Education Chapter of the Draft Transitional National Development Plan 1991/92-1993/94 (chapter 19) published by the National Planning Commission, it is stated that the sector's policies and strategies will be based on the principle of "unify and decentralize". The unification occurred with the establishment of six regions in place of the 11 former departments of education. Within the regions are circuits (or districts) to which regional inspectors are assigned. Whether or not district or circuit offices will also be established remains to be determined; however, the inspectors are to serve as a conduit within the educational system from the principals, teachers and school committees (or school boards) whose members are elected so that there is a two-way communication system operating--from the parents to the Ministry as well as from the Ministry to the parents. In addition the EMIS system will contribute to the provision of data which will assist in assessments of school site conditions. At the central level the National Planning Commission as well as the Cabinet and the

Ministry of Finance work with the Ministry of Education in the planning process. The MOEC has committed itself to giving a "high priority to consultation and participation in the formulation of its policies. Although it is time-consuming to consult directly with communities and organisations concerned with education, the advantage is that policies are eventually more widely understood and accepted, making for easier implementation".

In his Letter of Intent the Minister made a specific commitment to planning for the vertical integration of planning activities uniting planning staff from local, regional and national levels and incorporation of the planning system into administrative training programs.

a. Progress

As noted earlier the unification has occurred, the planning units are functioning and there is a "settling in" process going on following reorganization. While there may be additional transfers and reassignments still to be made, it appears that this will be completed within the next few weeks. On the other hand, all schools appear to have school committees or school boards, most of which have been elected since independence. These local school committees are representatives of the parents and in general they do get involved in the appointment of teachers, overseeing the school fees, student discipline, the creation of new classrooms, the repair of schools, the raising of funds in addition to the school fees, etc.

The most tangible example of integration of the planning functions is occurring in the administrator training program that is currently underway. 1992 can be expected to be an important year in the further development of integrated planning functions.

Finally, the ODA has offered technical assistance to the Ministry and had produced the Ratcliffe Report to assist the MEC. The Education Development Brief will be expected to utilize the advice.

b. Issues

1). Effective community participation

The extent to which the school committees exercise their prerogatives varies significantly from school to school. Some are doing a superb job--others barely function. The extent to which they are actually beginning to make policy inputs felt at the circuit or regional levels and thus eventually at the national level is difficult to assess. It is felt that that type of influence is very minimal. Nevertheless, the structure now exists through which this could occur provided that those responsible for serving as the transmission agents recognize, accept and perform that function.

2). Role of educational planners

The position of educational planner throughout the system is a role that is changing and will need further definition in the coming year.

3). Integration and communication of plans

Numerous plans for the reform of basic education are being made. It would be highly useful to integrate those plans into a single source document for wide circulation. The document would need appending or updating regularly.

4. Underutilization of Classrooms

An important difference between schools in the former white administration and other administrations is the teacher/pupil ratio. The former white administration schools experienced very low ratios while other schools, especially those in the north, were overcrowded and access to schooling has been limited due to insufficient classrooms and teachers. In his Letter of Intent, the Minister stated the aim to reduce underutilization of classrooms in former white administration schools by 50%. Underutilization is defined as fewer than 23 learners per teacher.

a. Progress

The January 1991 ten day school report titled "Accommodation Available at Schools of the Defunct Administration for Whites," lists 36 primary schools that have space available. As of August 1991 when the annual education census was produced, the preliminary data indicated that all of the schools on the January list remained underutilized. Data for 1992 will not be available until about May 1992, when the fifteen day report will be analyzed.

b. Issues

1). Reporting on the achievement of the condition

Data on underutilization rely on the fifteen day report and those data are not available until May. These data should be examined in the quarterly USAID/MEC meeting.

5. Equitable Distribution of Inspectors

Prior to independence many schools were without the support and guidance of qualified inspectors. Some schools reported that they had not been visited by an inspector in nine or ten years. In more advantaged areas, inspectors were available to work with as few as ten or fifteen schools and could visit and support those schools regularly.

In his Letter of Intent, 22 March 1992, the Minister of Education and Culture agreed that during 1991-1992 there would be achieved an equitable distribution of available inspectors and advisors throughout the six new regions.

a. Progress

In 1991-1992 the MEC established goals for the allocation of inspectors and subject specialists to schools. The goals are to assign one inspector for every twenty schools and to ensure that each school is visited at least four times each year. Early efforts to move existing personnel to underserved regions were unsuccessful. No inspector has yet moved North from a former white administration area.

In November 1991, all inspector posts were advertised including those that are currently filled. The Ministry is now in the process of appointing inspectors. The process will be completed by March, 1992.

It is anticipated that the smaller regions will be able to receive the full complement of inspectors as designated in the goals. In Caprivi where there are 84 schools and in Keetsmanshoop where there are 83 schools, the Ministry is likely to be able to assign four inspectors thus meeting the equity target. In the densely populated regions it is estimated that perhaps 50% of the posts will be filled. Resources will not be available, according to interviewees within the MEC, to fully support the requirements for inspectors.

The assignment of subject specialists remains uncertain as planning for these positions continues.

b. Issues

1). Equity within the Inspectorate

It would appear that the achievement of equity within the inspectorate will be difficult. The cost will be too high and some current personnel are likely to decline reassignment. Alternative methods of supporting teachers and administrators in underserved areas may be needed.

2). Reexamination of this condition

MEC and USAID should reexamine this condition to determine if a more realistic aim can be established.

c. MEC Committees

The Basic Education Reform calls for committees within the Ministry to guide and oversee the reform Program.

1. Progress

As part of the educational reform process, MEC created a Basic Education Coordinating Committee called the National Liaison Committee for Basic Education Reform (NLC) and the Basic Education Technical Committee to be known as the Technical Coordinating Committee on Basic Education Reform (TCC).

The NLC's terms of reference are to provide effective coordination for the development of Basic Education Reform with donor, community, government and private sector groups; to contribute to consensus throughout the planning and development process of Basic Education reform; to promote the equal access provisions of the Constitution; and to develop, promote and support community initiatives in Basic Education reform.

The composition of the National Liaison Committee includes:

• From the Ministry of Education and Culture:

- Minister (Chair Person)
- Deputy Minister (Vice-chair Person)
- Permanent Secretary
- Deputy Permanent Secretary
- Under-secretaries for:
 - Formal Education
 - Regions
 - Adult and Non-formal Education
 - NIED
- Directors of Educational Programs
- NIED Directorates
- Advisors to the Minister
- Chief Education External Resources
- Representatives from each Region for:
 - Principals
 - Teachers
 - Teachers Education Colleges
- Liaison Groups

Representatives of Donor Agencies :

SIDA
UNICEF
ODA
WUS Denmark
FINNIDA
USAID
Etc.

Representatives of NGOs:

CCN
Rossing Foundation
NPTP
NGAE-NGAE Development Foundation

Representatives of Teachers Unions

University: Faculty of Education

National Planning Commission

Churches (non CCN-churches involved in Education)

School committees (parents)

Student Unions

Private Sector - Mines, Trade and Industry,
Agriculture

Preferably the Committee shall meet three times a year or as the need arises.

The TTC's terms of reference relate to the overall function of the committee to coordinate and guide the planning, development, implementation and monitoring of basic education reform and to attend to fundamental philosophical aspects to be taken up in a rational manner that will guide the reform process. Specifically, it will:

- Outline the phases, tasks and time schedule of the Basic Education Reform;
- Determine research needs of the technical coordinating committee necessary for a successful reform process, and measures for meeting these needs;
- Identify, institute and monitor sub-committees and their work;
- Identify resources and requirements relating to the needs of the reform process and ensure cost effectiveness;
- Identify structural, procedural material or other impediments at the various levels to the planned reform and to cope with them;
- Implement societal involvement in the reform process;
- Cooperate with other committees/task forces regarding issues relating to Basic Education, e.g., languages, teacher education, examinations and assessment;
- Guide the establishment of an effective educational management information system (EMIS);
- Ensure the attainment of equality in a broad learner centered education which is amongst other things socially and nationally relevant, non-racial and non-sexist.

The composition of the TCC includes:

Core Members:

- Permanent Secretary (Chair person)

- Deputy Permanent Secretary (Vice-chair person)
- Under Secretary: Formal Education
- Under Secretary: NIED
- Under Secretary: Adult and Non-Formal Education
- Director of:
 - Educational Programs
 - Language Curriculum: NIED
 - General Curriculum Research: NIED
 - Examinations
- Chief Education
- External Resources
- Pre- and Primary Education
- Teacher Training: NIED
- School Subjects: NIED
- Information, Statistics and Data
- Chief Inspector: Regional Coordinating Office

- Advisors to the Minister
- Technical Advisors (Florida State University)
- Representatives of Teacher Unions-TUN and NANTU.

Adjunct Members (can be added by core members).
Representation should be included from:

- Teachers
- Learners
- Principals
- Teacher training colleges
- Tertiary education
- Vocational education
- Other Ministries
- Literacy programs
- Teacher resource centers
- NGOs
- etc.

The Committee shall meet when the need arises.

2. Issues

a. Meeting of the NLC

The NLC has met infrequently and needs to meet to lend support to the reform movement.

b. Scope of TCC responsibilities

The TCC needs to assume broader responsibility for the Basic Education Reform Program and spearhead the direction of the Program.

D. Namibian Education Management Information System

The preliminary plans for the Educational Management Information System (EMIS) call for two components: a statistical information system and a management information system. The statistical

information system contains historical data about the entire educational system. The management information is designed to provide periodic information on key activities within the educational system for district, regional or head office applications. The system allows one to monitor the performance of the educational program against a set of planned actions and to determine if corrections need to be made.

With the preliminary plan as a backdrop, the policy matrix specifies that in 1991-1992 the MEC will develop an EMIS implementation plan and begin implementation of the plan. The Minister's Letter of Intent further indicates that the Ministry will establish the first components of the baseline data on student achievement to serve as indicators of Program impact.

1. Progress

During 1991-1992 the MEC set priorities for its information collection and processing activities by giving the highest priority to obtaining baseline statistics. The formal development of the EMIS plan was postponed to early 1992 due to limited staff resources and time constraints. An outline for the global EMIS has been developed.

The MEC obtained baseline data that include total schools, pupils, teachers and other staff, class groups, teacher qualifications and student pass/fail figures. The Annual Education Census expects a final response rate of about 98%. The reliability of the results appears to be good and the products were delivered in a timely fashion.

The Annual Education Census served to increase the integration of Regional Directors into the information collection, processing and review cycle which is an integral part of the effective development and implementation of the EMIS.

Using technical assistance to the Information, Statistics and Data Division, the MEC increased its data processing capability adding some hardware and staff competence with software (the Integrated Microcomputer Processing System).

ISDD has produced a summary of the sources of education statistics for the GRN and is beginning to make data more widely available within the Ministry.

2. Issues

Mentioned earlier in this report were issues related to the understaffing of the Information, Statistics and Data Division of the MEC and the potential for overburdening the regional office with reporting requirements. Other issues include:

a. Agreement on the scope of the EMIS

The MEC staff and key data sources for the EMIS will need to agree on the purpose and scope of the EMIS so that implementation

planning can occur.

E. National Institute for Education Development

In a meeting of the 25th regular session of the Cabinet held on 16 October 1990, the Cabinet established the National Institute for Education Development. The site of NIED was designated at Okahandja and the project was ordered to be put into the Capitol Budget.

In the revised policy matrix the Basic Education Reform Program includes establishment of the NIED. It makes specific reference to the identification of all units within NIED, the recruitment of temporary technical experts, the development of a plan for phasing in operations and the reporting of evidence that the language, curriculum and teacher training units are operational.

Further, in the Minister's Letter of Intent the reform Program, 1991-1992, calls for beginning the construction of NIED facilities and the beginning of activity within the language and curriculum departments.

1. Progress

The NIED clearly has been established and is operational within the Ministry of Education and Culture. The organization and staffing of NIED has been a somewhat cumbersome process with debate as to the functions, authority and size of the Institute. During 1991-1992 NIED leadership and central planning authorities have discussed a revised organization structure that appears to be reaching consensus and approval. The structure does contain the language, curriculum and staff education units as required in the reform Program agreements. There is a plan for the phased development of NIED facilities and the plan is reported in NIED: Abbreviated Design Concept Report (Revision B), October 1991. Site preparation and construction are underway and a progress report dated 17 January 1992 is available.

NIED is not fully staffed nor is its final organization complete. The responsibility for assessment and examinations remains uncertain and may not be assigned to NIED. Clearly, the Minister is behind the development of NIED and several donors are offering support.

2. Issues

a. Organization and budget

In order to become fully operational, NIED needs approval of its organization structure and budget. With approval positions need to be filled.

b. Cooperation with Florida state University

The NIED and the technical assistance team from Florida State

University have complementary functions and need to work together. Specific cooperation agreements may need to be articulated so that the relationship can be a productive one.

c. Position of Undersecretary

The position of Undersecretary for NIED needs to be filled expeditiously. It will be important not only to have overall leadership in place but also to be able to integrate the workings of the three directorates within NIED.

F. University of Namibia

The University of Namibia presently is a part of the Academy along with the technikon and the college of out-of-school training. Over the past year extensive consideration has been devoted to the reorganization of the tertiary level institutions to better fit Namibia's post-independence needs. In September, 1991, the National Commission on Higher Education (NCHE) presented its recommendations to the government for restructuring higher education by establishing a new national University of Namibia, a new polytechnic, a new College of Distance Education, a new College of Education (to be located in Okahandja) replacing the Windhoek College of Education, a new Windhoek Technical College combining the Vocational Training College in Khomasdal and COST, a network of teacher training colleges throughout the country, and a separate network of technical colleges replacing all existing technical institutes and centers. The report was not officially released by the government. However, the Office of the Vice Chancellor Designate (OVCD), based on the NCHE report, began to compile a series of planning papers which had been compiled earlier by individual members on the Transition Work Group (more recently called the Transitional Planning Team) and, unofficially, to distribute them on a limited basis under the title of "Draft Master Plan for the National University of Namibia.

Subsequently there was a more official response of the OVCD to the Commission's report prepared by a Joint Technical Committee (JTC) composed of five members of the OVCD. This report recommended that the Academy be dissolved and that a National University of Namibia be established, but it rejected the separate establishment of a Polytechnic. It accepted the Commission's recommendation for the establishment of a National Research Council but argued that it should not be in the new university but should, instead, be attached in either the Office of the Prime Minister or in the Office of the National Planning Commission. The Commission's recommendation supporting the establishment of a College of Distance Education was accepted, but JTC insisted that it collaborate closely with the University.

Concerning teacher education, JTC held that the University should be responsible only for senior secondary education.

Many of the JTC's reactions appear to have been based on budgetary considerations including questions related to faculty

retention.

The Academy or the University of Namibia at present play a limited role in basic education reform. The policy matrix indicates three actions to be taken relative to the University. First, there was to be an analysis of the report of the Commission on Higher Education regarding implications regarding education research at the University of Namibia. Second, there were to be recommendations regarding development and strengthening of the Faculty of Education; and third, faculty training was expected to be underway.

1. Progress

In an analysis done by Dr. William A. Stuart entitled "Update on University of Namibia Developments," dated January 28, 1992, he maintained that the new University of Namibia stands a good chance of becoming a legal entity within the next two months. Since by legislative action it will thereby inherit all the facilities of both the Academy and the Windhoek College of Education, absorb the continuing academic programs of all three of the Academy's components with a total enrollment of 5,000 students, and incorporate a full complement of 250 faculty members, it will also become an instant institutional reality. At the same time, it faces a transition period which is largely unplanned and unscheduled.

Initial analyses do discuss the role of educational research at the new university, but the role remains unclear. There has been an general assessment of the faculty, but there is no plan for staff development for the Faculty of Education, nor is faculty training underway.

2. Issues

a. Faculty training

There is concern over the eventual Namibianization of the new University and that will require a long-term training program to accomplish. It is too early, however, to introduce faculty development until the University is established and the faculty is appointed.

b. Education faculty at the University and perhaps the Teacher Training Colleges

With regard to the Basic Education reform Program, there is special interest in strengthening the faculty in education at the University and, if the University's role in education will be limited, in making certain that training in education be extended to personnel in the teacher training colleges.

c. Research commitment and foci

It will be important for the Basic Education Reform Program to obtain institutional and faculty commitment to research and to

acquire or develop faculty that can contribute to educational research, especially applied research.

G. Donor Coordination

Several donors are active within the education sector although USAID is the major donor in the area of primary education. Nonetheless, donor coordination among the various curriculum and teacher training projects will continue to be important to the Program's success.

1. Progress

The National Planning Commission takes overall responsibility for donor coordination. Within the MEC, the External Resources office is becoming increasingly involved in coordination and is considered effective in this regard.

2. Issues

a. Direction of donors

While coordination appears to have excellent potential as donors get "on board" with basic education reform, there is very limited guidance being provided to the donors and their independence may result in outputs that are not fully responsive to Ministry requirements.

b. Participation of donors on the TCC

There is a precedent for donor participation on the TCC. Donors are listed in the Terms of Reference and they were a part of the initial meetings. Their presence should be encouraged.

H. Parent and Community Involvement

The Minister of Education has recently determined that, "At the level of the communities the Ministry believes that schools can only meet the needs of communities if there is a genuine and working partnership between the government and a community." He has advocated, "...extensive consultation with local communities, professional services, traditional leaders and learners themselves." Almost without exception in the schools which were visited by the evaluation team there were school committees (at some sites called school boards) organized and operating. In some cases committees had not yet been elected, but there was a commitment to do so, and in some cases the school committee had been serving since 1983. What the school committees did varied significantly. In the most impressive situations they built teachers' houses, classrooms, sheds and fences for the school; agreed to the payment of rather large school fees to support of the school needs; assisted the school in raising money through sporting and cultural events, bazaars, etc.; participated in teacher selections, the management of school financial affairs, the handling of disciplinary problems and the fight against

vandalism in the school; regularly were involved in school committee meetings without being paid for their attendance, and, to the extent possible, helped their children with homework or saw to it that the children did their homework. In the worst cases the school committees were in effect non-participatory and even when attending the required once a term school meeting they voted to have themselves paid. In short, they may have been more of a burden than a help to the school.

1. Progress

The pervasiveness of the school committees, even where they were ineffectual, is an accomplishment. Undoubtedly where the parents are seriously interested in the education of their children, they can as a group provide tremendous support to the school sites by enhancing the learning environments and conditions. There is simply no doubt that parents are contributing powerfully to the nation's primary education efforts but that their inputs are neither adequately recognized nor evaluated in concrete terms.

2. Issues

a. Lack of parental participation

As in other countries there is the problem of trying to overcome the lack of interest on the part of the parents in the education of their children when parents are illiterate themselves and do not understand the role or importance of education; where the parents are so poor that they can't readily afford the added cost of educating some or all of their children; where the absence of the child means earnings foregone from a family income which is miniscule anyway; where parents simply give up basic responsibility for their children when they are in school in part because the parents simply can't communicate with their children as they evolve into educated citizens unlike their uneducated parents. It would appear that an awareness and/or sensitization campaign which is repeatedly reinforced might begin to help parents disaffected by their children's schooling.

b. Assuring national recognition of voluntary contributions

Where parents are contributing teachers housing, sheds, buildings, etc., to the school these inputs should be assessed in terms of their financial worth and the parents contribution should be acknowledged. These inputs permit significant increases in the access of Namibian children to schooling and while the government of Namibia per se has not paid for these inputs the people of Namibia have and the country deserves credit for these added components. Periodically, the parents are entitled to public recognition by their fellow citizens and by government officials.

c. Flexibility regarding modes of parental contributions to schools

Where parents cannot pay the assessed school fees, consideration should be given to permitting them to pay in kind or in labor. Where the school needs repair, maintenance or gardening work done, or guard duties performed, parents unable to provide cash should have the opportunity to make their contributions to the school well-being in such alternative ways--in some instances these inputs may well be of more value to the school than cash. In addition, such a system of alternative payment keeps parents who pay the fees from becoming disenchanted by growing resentment over those who do not pay them but who, as a result, suffer no inconvenience.

d. Manuals or guides for school committee construction, repairs and maintenance

School committees should be provided standard plans for the buildings which they contribute to the school sites. If such standard designs are not provided it very often means that the buildings or sheds which the parents provide have to be substantially rebuild when furniture becomes available for the new classroom space. Having to provide such an input twice is a serious disincentive and results in negative reinforcement for parent participation. On the other hand, failure to provide adequate space per child may, even without the addition of furniture, mean that children are so tightly packed in classrooms that they have inadequate room even to move their hands and arms in order to write thus seriously inhibiting the very purpose behind the effort of the parents.

e. Schools addressing parental needs

School committees have strongly expressed interest in having the schools also attempt to serve some of the most pressing needs of parents. Two issues were repeatedly mentioned: providing in the school compound community type services--especially services related to health and the availability of a dispensary at the school site. The second request was for help from teachers in programs (which might or might not interface with distance education) especially in the areas of literacy and/or English language training. The demand for the latter was most imposing and emphatic.

f. Vandalism

In the Minister of Education's pronouncement of November 28, 1991, he emphasized that, "The scourge of vandalism is a national shame. Citizens should know that to vandalize schools is to destroy the future of our children and this country. If our children are deprived of basic conditions of learning certainly we should not expect them to acquire the necessary knowledge, skills and understandings which will help them to move ahead. This shameful practice should stop." As the evaluation team visited 30 schools in three regions from north to south, the extent of this scourge of vandalism became readily apparent. Only one school which was located in an isolated rural area could claim that vandalism was not a problem. Schools which were not

seriously bothered by thieves had made significant investments to assure prevention--fences, alarm systems and guards. Often protective devices were paid for from student fees and their costs had not been properly accounted for since those costs were on the school's local budget and not reflected in the national education budget. On the other hand, the cost to the national government incurred from losses because of stolen textbooks, desks, chairs, metal roofing and siding, typewriters, and door and window frames or from damage done in the process of breaking into the schools--smashed windows and doors, holes through ceilings and walls and even a national flag stolen in order to get the rope which attached it to the flagpole--would, it is estimated, be staggering.

Calling national attention to this serious problem is a most important first step and highlighting it as a national problem rather than a local one is essential as well.

In a few cases school committees have tried to assist schools by installing a "neighborhood watch" system and in other cases the schools have tried to locate teachers and principals in housing close enough to the school that it would inhibit thieves.

Even where schools have managed to reduce vandalism during the school year, they continue to suffer heavy losses during the long vacations.

When thieves steal property from schools, or when they damage school property in the process of breaking in, these losses should be carefully recorded and the loss calculated on the basis of what it costs to replace what is damaged, destroyed or stolen. Whether or not this is a loss suffered from the school's local funds or from funds provided from the national budgets doesn't matter; it is a cost paid for by citizens of Namibia.

g. Teacher accommodation

In addition, it would be extremely valuable if provision were made which would permit the construction of teacher accommodations at primary school sites in rural areas. At present it is not unusual for teachers to travel up to 20 kms. each way to get to school. Since most do have their means of transportation there are obvious hazards involved in their getting to school and home again on time. Very often representatives of the school committees have stated their willingness to help in constructing these homes for teachers.

h. Water shortages

A special effort is needed to attempt through a well-digging campaign to try to provide water at all school sites. In many cases children lose extensive amounts of time each day in obtaining water and the lack of water at the school site also makes it almost impossible for teachers to have their houses nearby since the lack of water for their homes is also a major

disincentive.

9. Establish financial data requirements for next years of the Basic Education Reform Program.

D. Enhancements to Institutional and Professional Capacity

10. Develop a draft EMIS plan for review including a detailed definition of the scope of EMIS in basic education reform.
11. Complete the appointments to ISDD.
12. Clarify the present status, role and relationships of NIED within the MEC.
13. Complete the appointments (of posts already advertised) to NIED.

The completion of the tasks listed above are conditional for tranche 2 funding. Following are items that the Basic Education Reform team recommends for completion within the sixty day period, but these are not conditional for tranche 2 funding.

14. Hold a meeting of the National Liaison Committee to support early preparation for the basic education reforms in 1993.
15. Initiate the appointment procedure for the Undersecretary of NIED.
16. Regularize the materials/text distribution network; start now on logistics for January 1993 materials distribution.
17. Determine the feasibility of processing the textbook data collected in 1991.
18. Develop a statistical distribution list; distribute a summary of available data and of data that will be available; make available the data that are in magnetic media; make statistical data available in a central location; assign staff responsible for data distribution; acknowledge the broader scope of EMIS and communicate that scope throughout the MEC (for ISDD).

It was agreed that at the next meeting of the TCC the TCC Chair will assign responsibility for the sixty day actions. Thereafter, the TCC will monitor progress on the actions.

VIII. CONDITIONALITIES FOR 1992-1993

The Basic Education Program Reform team agreed that the conditions for tranche 3 of the reform effort should be revised as follows:

The Overall Strategy

1. Submit a progress report on achievement of objectives and define the indicators stated in the matrix.

A. Quality Improvements in the Basic Education System

2. Refine the model of an effective basic education program and revise the targets with definitions and both quality and quantity indicators.
3. Conduct nationwide consultation and obtain MEC approval of the Namibian basic education curriculum document focusing on the primary level of education.
4. Institute ongoing inservice support for teachers in established regional/local resource centers. Resource centers will be operational in all six regions.
5. Incorporate into the curriculum document the desired learning outcomes stated in broad terms. Include more specific outcomes for maths and English.
6. Complete a baseline study of student competencies other than pass/fail; e.g. in English language proficiency.
7. Identify potential indicators of student achievement other than pass/fail; e.g. desired outcomes of student learning that are criterion referenced.

B. Quality Improvements in Textbooks and Materials

8. Complete a textbook distribution plan and set targets for distribution (including acceptable donated books).
9. Evaluate current textbook situation/information. Obtain book requisition lists for last three years from the regions and sample the schools to determine textbooks actually in use.
10. Continue production and trialling of spot materials.

A Rational and Equitable Resource Base

11. Set special budget targets for primary education reform in agreement with the Ministry of Finance to establish a sustainable and affordable education system.
12. MEC in cooperation with the Ministry of Finance and the National Planning Commission undertakes a study to assess

the sufficiency of the resource base for a sustainable primary education system.

13. As in Tranche 2 continue to submit expenditure analysis and budget projections for basic education.
14. Complete the Fundamental Quality Level school standards study.
15. Determine FQL targets for each region.
16. Associate cost data with FQL standards.
17. Identify and find ways to measure the degree to which students have access to FQL school standards.
18. Submit a plan and begin training of MEC staff required to measure FQL school standards.
19. Using available data, report the status of FQL indicators.

D. Enhancements to Institutional and Professional Capacity

20. Report EMIS findings and improve the EMIS.
21. Complete an initial baseline assessment of indicators of progress on basic education reform. Indicators will be identified based on the feasibility assessment and will include indicators from among the following: learning achievement, enrollment, drop out, attendance, cycle completion, repetition rates, multiple entry and multiple repeaters, class size, unit costs, and classroom conditions.
22. Begin NIED studies of teacher effectiveness.
23. Complete an initial staff development plan for NIED.
24. Complete a broad plan for the development of preservice primary teacher education.

The Basic Education Reform Program team pointed out the numbers of data collection and criteria setting exercises and urged that the criteria and related data be consolidated so that both collection and reporting activities can be efficient and effective.

The team agreed further to assign responsibility for implementation and monitoring of these actions to the TCC. At the next meeting of the TCC specific assignments of responsibility will be made.

IX. CONCLUSIONS AND RECOMMENDATIONS

The evaluation of the Basic Education Reform Program has been a consensus building process that has attempted to involve key stakeholders while expanding the membership of the reform team and bringing into the process more of the individuals who will be responsible for carrying out the reforms. For this reason, the evaluation conclusions and recommendations must be shared with everyone who participated in the evaluation process.

Conclusions

The evaluation team concludes that the MEC has made substantial progress on initiating basic education reform. The MEC has completed most of the specific requirements of the reform process for tranche 2 and has agreed to complete the remaining tranche 2 requirements within 60 days of the end of the Program year as allowed in the agreement between USAID and the MEC.

The most important tasks that remain to be completed in the period between now and 21 May 1992 are: 1) initiating the development of the framework for basic education reform, 2) determining the feasibility of collecting data on the four Program goals at the front of the matrix and 3) establishing the financial data requirements for the remaining years of the evaluation.

Recommendations

1. For 1991-1992

The evaluation team recommends that tranche two be judged successfully completed if and when the MEC, on or before 21 May 1992, has finished the tasks identified in Chapter VII of this document. These tasks have been termed sixty day tasks.

2. For 1992-1993

Further, for the 1992-1993 Program year, the team recommends that:

- 1) responsibility for the sixty day tasks and for the administration of the reform efforts in general should be clearly assigned to the TCC and individuals should be named to carry out the specific reform actions.
- 2) USAID and MEC representatives should meet at least quarterly to monitor the progress on the reform program and to acknowledge changes and make adjustments to the Program design as necessary. The quarterly meeting should address this agenda:
 - Progress on the conditionalities for the preceding quarter;
 - Acknowledgement of and adjustments to the annual action plan as necessary;

- Identification and celebration of achievements for the quarter;
- Identification of major problems or barriers inhibiting implementation;
- Identification of technical resources needed to overcome a problem or barrier to the reform effort.

The quarterly assessment should result in a written report.

- 3) USAID should develop the flexibility to respond to the need to have additional resources to provide frequent and constructive oversight of Program progress and outcomes.
- 4) A revision of the Program policy matrix should be completed (recommended changes to the matrix appear in an attachment).
- 5) The 1992-1993 actions listed in Chapter VIII of this document should be forwarded to the Minister of Education and Culture to be considered for incorporation into the Letter of Intent (# for presentation to USAID between March and May 1992.
- 6) An internal evaluation process should precede and prepare the way for the external evaluation process each year. The evaluation process for 1992-1993 will include a review of the following documentation:
 - A progress report on the achievement of the objectives stated in the policy matrix including baseline data on the impact indicators;
 - A revised policy matrix;
 - The Minister's Letter of Intent, #3;
 - Records of quarterly consultation/monitoring meetings between USAID and the MEC and accompanying quarterly reports including a report of completion of the "60 day tasks."
 - A workplan for each of the conditionalities in the policy matrix (revised) including task, person(s) responsible, timeline, and budget;
 - A copy of the approved Namibian basic education curriculum document;
 - An evaluation of the current textbook situation and a textbook distribution plan;
 - Copies of spot curriculum materials;
 - Minutes of the meetings of the TCC and the NLC;

52

- Expenditure analysis for 1992-1993 and education budget projections for 1993-1994;
- A study of the sufficiency of the resource base for a sustainable primary education system;
- A report on the Fundamental Quality Level school standards that includes regional variation, associated costs, a measurement strategy, MEC staff training plan and review of the current status of the indicators using available data;
- An initial staff development plan for NIED;
- A broad plan for the development of primary preservice teacher education;
- Major policy documents including speeches made by the Minister of Education and Culture.

It is the intention of the evaluation team to rely on existing documentation and to minimize additional reporting requirements. The team urges the basic education reform participants to define the documentation that is most suitable to meeting their needs and the requirements of the evaluation team.

In General

Certain tasks are imperative for the reform of basic education to work. They are the essential preconditions for reform to occur and they require a heavy investment at the start of the process so that the infrastructure will be in place when the Program is operational.

First the reform needs a policy framework and overall philosophy and direction. That it has.

Second, the reform needs support of top leadership in Government and in the community. While not without the obvious tensions associated with the transition, this is in place.

Third, the responsible institution, the Ministry of Education and Culture must have the capacity to implement the reform. This requires a management structure that can give direction and support, assign responsibility and hold the organization accountable. This capacity is being created through the Office of the Minister and the National Liaison Committee and Technical Coordinating Committee. Clear assignment of responsibility must be made and there must be a system of holding people accountable against quarterly progress, benchmarks and deliverables. The Minister has stated that this is among his highest priorities and it is underway. It should be possible to see specific progress in this regard by 21 May 1992.

Fourth, the implementing Agency, the MEC, needs to have a capacity to get and manage resources to support specific reform

measures and to sustain the ongoing system once it is installed. This capacity is not in place. The first step, to be taken immediately, is for the MEC to improve its workplanning/budgeting process so that resource needs can be clearly articulated to the Ministry of Finance and to the community at large. During 1992-1993 the Ministry should work to improve this capacity.

The second, longer range step is to ascertain what the resource needs will be to sustain the system once it is operational. This need is important to guide front end investments that are sustainable in the long run. This study of resource needs must be accomplished (and probably commissioned) during the 1992-1993 fiscal year.

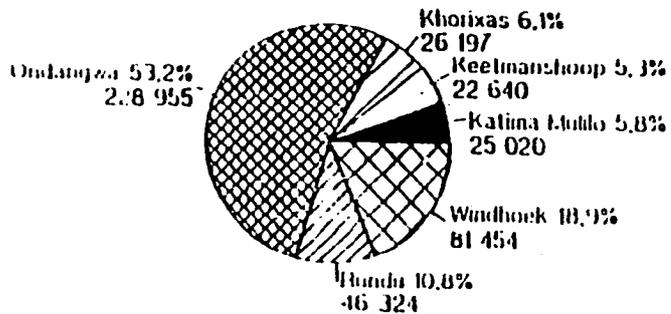
Finally, it is highly desirable for the reform effort to be able to track results and measure change. The need relates to both USAID's requirement that it demonstrate Program effectiveness and justify its investment and to the need of the Ministry in the long run to be able to make decisions that are based on sound and relevant data. The program must be guided by indicators that can be clearly stated and can serve both the Ministry's and USAID's data requirements. Attention must be given to the articulation of the indicators and to the development of strategies for measuring progress towards the Program's outcomes.

These above items are essential to the reform and merit substantial upfront investment. To summarize, they are: management capacity within the MEC; the planning and budgeting capacity within the MEC; and clearly stated impact indicators with associated performance criteria that can be measured. This is the essential reform infrastructure needed to carry out the reform philosophy that is carefully being developed through a broad-based consultation process.

Preliminary Education Statistics: Namibia 1991

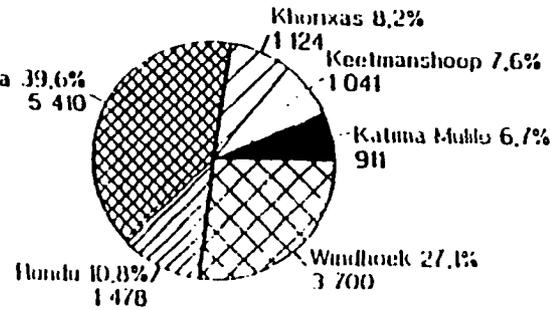
Pupils

430 590



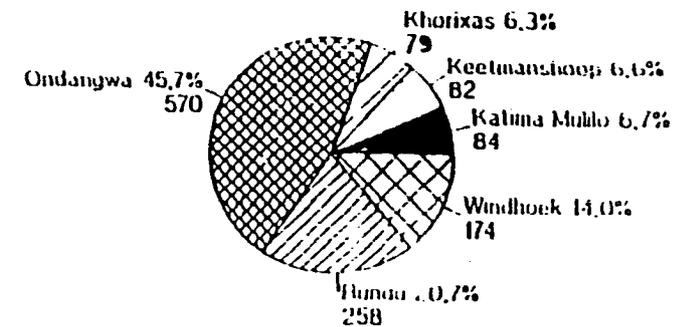
Teachers

11 664

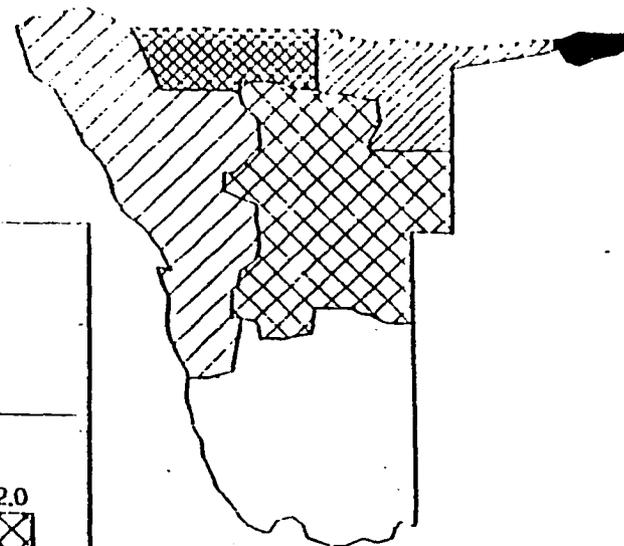
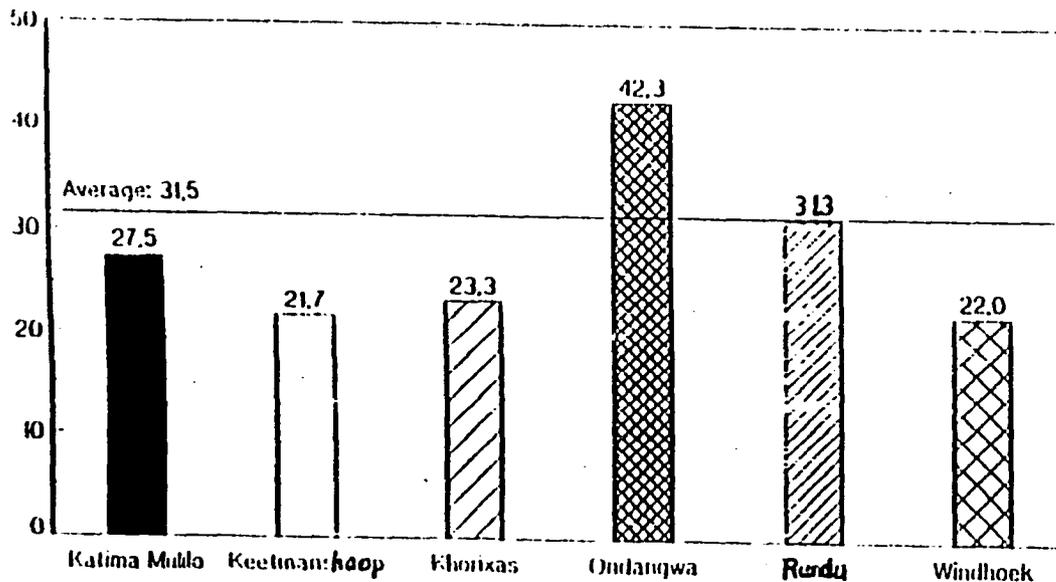


Schools

1 247



Pupil:Teacher Ratio



Education Region	District
Katima Mulilo	Capriva
Keetmanshoop	Bechuanaland Karasburg Keetmanshoop Lüderitz Maltahöhe Mariental Namaland
Khorixas	Damaraland Karakoland Karas Omaruru Outjo Swakopmund
Ondangwa	Uwabona
Rundu	Dorhanaland Karas
Windhoek	Gobabis Grootfontein Hereroland-East Hereroland-West Okavango Otjozharongo Rehoboth Tsumeb Windhoek

ES

SCHOOLS VISITED BY EVALUATION TEAM

Windhoek Region:

1. Klein-Aub (Grades 1-8) (Rehoboth)
2. St. Joseph's Primary School (Rehoboth)
3. Okahandja
4. Khomasdal
5. Okakarara-Waterberg Junior Primary School
6. Okakarara-Waterberg Senior Primary School (Windhoek Urban Area)
7. Orban P/S
8. St. George's Diocesan School
9. Eros P/S
10. Pionierspark P/S
11. Augeikhas P/S

Keetmanshoop Region:

12. Don Bosco Primary School
13. Mina Sachs Primary School
14. Keetmanshoop Primary School
15. Kammalielie Primary School
16. Vaalgras Primary School
17. Komnarib Primary School
18. Nowak Primary School
19. St. Matthias Primary School
20. Kronlein Primary School
21. Kaitzi Gubeb Primary School
22. Berseba Ecumenical Private Community School

Ondangwa Region:

23. Shikanyandi Junior Primary School
24. Omakondo Combined School
25. Oshapapa Junior Primary School
26. Ondelekelama Combined School
27. Ondiamande Combined School
28. Oshikunde Combined School
29. Eputuko Combined School
30. Ohameva Junior Primary School
31. Okongo Junior Primary School
32. Amweende Combined School
33. Amweende Combined School
34. Onangalo Junior Primary School
35. Ondukuta Combined School

At these schools team members met principals, teachers, students and usually members of the respective school committees and parent representatives.

LIST OF INTERVIEWEES

The Honorable Minister Mr. Nahas Angula, Minister of Education and Culture	Genta H. Holmes American Ambassador
Dr. P.H. Katjavivi Vice Chancellor-Designate University of Namibia	Dr. Sydney Grant MEC/FSU Team Leader Curriculum Development
Professor N.O. Anim Faculty of Education	Mr. Greg Miles MEC/Assoc. Team Leader
Professor Donton S.J. Mkandawire Faculty of Education	Dr. Sue Grant-Lewis MEC/FSU Research/Eval.
Katsiua Mutsinde NASEM	Mr. Frank Bevacqua MEC/FSU EMIS
Sima Luipert NANSO	Mr. A. Ilukena Regional Coordination
Phanuel Kaapama NANSO	Mrs. Geises National Sec. of NANTU
Steve Rukoro NASEM	Mr. Kim Ward Peace Corps Director
Manfred Rii Zamuee Nasem	Mr. F. Voigts MEC/EMIS
Ignatius Uhuru Deimpert NAMSO	Mr. G. Fourie MEC/Tertiary
Mr. A. Ilukena Chief Inspector, Reg. Coordination	Dr. I McFarlane Coordinator, INSTANT
Mr. Richard Chamberlain MEC/ODA	Mr. W. Greef Educational Finance
Dr. Jack Lambert MEC/FSU, Curr. Dev., Language	Ms. Ida Kandjou NPC
Mr. E. Nel MEC/Chief, Pre & Primary	Mr. Van Der Merwe MEC: Chief, Curr.
Mr. Mvula Regional Inspector, Ondangwa	Ms. P. Swarts MEC/Chief, Teacher Trng
Mr. Thomas Utoni Circuit 9 Inspector, Ondangwa	Mr. Len Le Roux MEC/Advisor-Teacher Trng
Mr. J. Van Der Merwe Director, Curr. Research	Mr. K. Kaapangelwa, Inspector, Ondangwa

Mr. R. Douglas
MEC/PIU/Teacher Resource Ctrs.

Mr. Swanepol
Ministry of Finance

Ms. Judy Baskey
Asso. Director, Peace Corps

Mr. Olivier
Principal, Ongwediva TTC

Mr. Kaulinge
NPC/Asst. Director, Dev. Planning

Julie Western
WorldTeach

Barbara Revington
Namibian Primary Teachers Project

Hakan Karlsson
Africa Groups of Sweden

Mr. de Greef
Ministry of Finance

Ms. Vivian Toro
MEC Advisor, AED/EMIS

Ms. W. Hovelmann
MEC/External Resources

Ms. Rylander
NPC/Dev. Cooperation

Finn Reske-Nielsen
UNDP

J. Hermenegildus
NACADEC

Knut Bergknut
Africa Groups of Sweden

NAMIBIA BASIC EDUCATION
REFORM PROGRAM
EVALUATION WORKSHOP

WINDHOEK TEACHERS COLLEGE ROOM X-118
20 - 21 FEBRUARY 1992

MINISTRY OF EDUCATION AND CULTURE

25 FEBRUARY 1992

THURSDAY 20 FEBRUARY 1992

- 8:30 REGISTRATION
- 9:00 OPENING SESSION - THE HONORABLE MINISTER
MR. NAHAS ANGULA
MINISTER OF EDUCATION
AND CULTURE
- OVERVIEW OF WORKSHOP - DR. BRENDA BRYANT, LEADER
EVALUATION TEAM
- SHARING FINDINGS
IDENTIFY MOST CRITICAL
ISSUES
- 10:50 SESSION 2:
ASSESS PROGRESS ON
CONDITIONS - WORK GROUPS
- 12:30 LUNCH
- 1:30 SESSION 3: IDENTIFY
ACCOMPLISHMENTS
POSSIBLE IN 60 DAYS - WORK GROUPS
- 3:45 SESSION 4: REPORTS AND
IDENTIFY CONFLICTS - DR. W. RIDEOUT
FACILITATOR
- 5:00 GROUP CHAIRPERSONS MEET

FRIDAY 21 FEBRUARY 1992

8:00	OVERVIEW OF DAY	- DR. JACK GANT FACILITATOR
9:00	SESSION 5: ACTION PLANNING ON CRITICAL ISSUES	- WORK GROUPS
10:50	SESSION 6: ISSUES AND ACTIONS ON OUTPUTS FOR 1992-93	- WORK GROUPS
12:30	LUNCH	
1:30	SESSION 7: 1992-93 OUTPUT BY QUARTERLY TARGETS	- WORK GROUPS
3:30	SUMMARY REPORT	- DR. BRENDA BRYANT
4:00	CLOSING	- THE HONORABLE MINISTER MR. NAHAS ANGULA

TUESDAY 25 FEBRUARY 1992

8:00	1992-93 MATRIX REVISION RECOMMENDATIONS
10:00	PRIORITIZATION OF 60 DAY DELIVERABLES
11:00	CLOSE

NAMIBIA BASIC EDUCATION REFORM WORKSHOP

<u>NAME</u>	<u>AGENCY</u>
Hon. Nahas Angula	Minister, MEC
Richart Shortlidge	Mission Director, USAID
V. Ankama	P.S., MEC
Louis Burger	MEC
J. Gant	Evaluation Team
G.C. Bohithile	Rössing Foundation
P.M. Simataa	MEC
Brenda Bryant	Evaluation Team
Liz Frank	CASS WHK
Barbara Belding	USAID
Ambrose M. Agapitus	MEC
Ida P. Kandjou	NPC
Jack Lambert	MEC/FSU
Dick Chamberlain	MEC
Wendy Hövelmann	MEC
Sydney Riekert	MEC
Ulla Kann	MEC/Planning Division
Andrew Clegg	INSTANT Project
I.F.J. van der Merwe	MEC/NIED
Walter Nel	MEC
Bill Rideout	Evaluation Team
E. Malithano	USAID
H. Patemann	MEC/NIED
Lucia Ndjuluwa	CASS WHK
Julia Haimbodi	CASS WHI
Rosemary Davis	MEC/FSU
Terence Davis	MEC/FSU

69

Jan Alberts	MEC
Rory Douglas	PIU
Patti Swarts	PIU
Dieter Esslinger	MEC
Per Geckler	WUS-Denmark/NIED
Sue Grant Lewis	NIED/FSU
Bruce Fuller	Harvard University
Friedhelm Voigts	MEC/ISDD
Frank Bevacqua	MEC/AED/FSU/ISDD
Rii Zamuee	NASEM
Phanuel Kapaama	NANSO
Victoria Nicodemus	NIED
T. Erkana	MEC/NIED
Sydney Grant	MEC/FSU
Dalene v.d.Westhuizen	DANFE/MEC
Justin Ellis	MEC
M. Hondjera	USAID
Vivian Toro	FSU/AED
Len Le Roux	PIU/MEC-Rössing Foundation
Richard Trewby	MEC/NIED
D. Buchani	INSTANT Project
G. Miles	MEC/FSU
H.N. Buis	NANTU
S. Luipert	NANSO
Roger Avenstrup	MED/NIED
Cameron Bonner	USAID/Washington
Rod Nesbitt	MEC/FSU
N.U. Nidlula	MEC

65

BASIC EDUCATION REFORM PROGRAM
WORKSHOP DRAFT CHECKLIST
20 FEBRUARY, 1992

99

PROGRAM GRANT AGREEMENT CONDITIONS 1992 - 93	Progress on Conditions	Issue on Page	60 Days Tasks	ACTIONS
1. Submission of a progress report on achievement of objectives and indicators stated in the policy matrix;				
2. Refinement of the model of an effective basic education program and revision of targets;				
3. Nationwide vetting and approval of the learner-centered Namibian curriculum;				
4. Establishment of inservice support for teachers in regional centers;				
5. Specification of desired learning outcomes to guide student assessment;				
6. Completion of an initial baseline sample survey of student achievement based on desired learning outcomes;				
7. Completion of a textbook distribution plan and setting of targets for distribution;				
8. Completion of a plan to make use of the learning resource centers for textbook distribution and implementation in classrooms;				
9. Extension and further development of spot materials for curriculum improvement;				
10. Setting of budget targets in agreement with the Ministry of Finance to establish a sustainable and affordable system of basic education;				
11. Completion of a study by the GRN to assess the sufficiency of the resource base for a sustainable primary education system;				
12. Completion of the school standards study;				
13. Setting of Fundamental Quality Level (FQL) targets for each region;				
14. Assessment of costs to meet the FQL targets;				
15. Completion of a study that establishes the criteria for a Fundamental Quality Level primary school;				
16. Develop a strategy to measure which students have access to a FQL school;				

20

**BASIC EDUCATION REFORM PROGRAM
WORKSHOP DRAFT CHECKLIST
20 FEBRUARY, 1992**

PROGRAM GRANT AGREEMENT CONDITIONS 1992 - 93	Progress on Conditions	Issue on Page	60 Days Tasks	ACTIONS
17. Submission of plan and beginning of training of MOEC staff required to measure FQL standards;				
18. Beginning of baseline study of FFL school standards;				
19. Reporting of EMIS findings and improving of the EMIS;				
20. Completion of the initial baseline assessment of learning achievement, enrollment, drop-out, attendance, cycle completion and repetition rates, multiple entry and multiple repeaters, class size, unit costs, and classroom conditions;				
21. Beginning of NIED studies of teacher effectiveness, class size, cycle costs and retention policies;				
22. Completion of staff development plan;				
23. Completion of broad plans for the development of the Faculty of Education linked to the higher education report.				

**EVALUATION OF THE NAMIBIA
BASIC EDUCATION REFORM PROGRAM
WORKSHOP DRAFT CHECKLIST
20 FEBRUARY, 1992**

PROGRAM GRANT AGREEMENT CONDITIONS 1991 - 92	Progress on Conditions				Issue on Page	60 Days Tasks	ACTIONS
	Met	Partly Met	No Evidence	Unknown/Unclear			
1. Submission of an overall reform strategy and targets (blueprint for basic education reform);					4		
2. Submission of a format for the progress report that will be required starting in 1992-1993;					5		
3. Definition of an initial statistical model and setting of targets for monitoring the basic education system;					6		
4. Completion of a plan for enhancing teacher effectiveness;					9		
5. MOEC approval of a plan for teacher upgrading and setting targets for teacher training;					9		
6. Report of a survey of textbooks in use by children in all regions;					12		
7. Creation of a broad-based textbook committee;					12		
8. Identification of potential donors and distributors of textbooks;					13		
9. Development of spot curriculum improvement materials for upper primary testing;					14		
10. A GRN budget share that is at least equal to the previous year's budget share;					17		
11. A study undertaken by the GRN to assess sufficiency of the resource base for a sustainable primary education system;					17		
12. Submission of a report analyzing educational expenditures for 1990-1991 and 1991-1992;					17		
13. Setting of targets for the allocation of basic education expenditures by teacher salaries, instructional materials, physical facilities, administrative expenses, and more detailed procurement categories associated with the reform (i.e. technical assistance, training, commodities);					17		
14. Development of projected educational expenditures and allocations to the above for 1992-1993;					17		
15. Setting of objectives for system-wide administrative reform;					19		
16. Reporting of progress towards administrative reform objectives;					19		

**EVALUATION OF THE NAMIBIA
BASIC EDUCATION REFORM PROGRAM
WORKSHOP DRAFT CHECKLIST
20 FEBRUARY, 1992**

PROGRAM GRANT AGREEMENT CONDITIONS 1991 - 92	Progress on Conditions				Issue on Page	60 Days Tasks	ACTIONS
	Met	Partly Met	No Evidence	Unknown/Unclear			
17. Evidence that the MOEC has established a consensus process involving National, regional and local Ministry units and including liaison activities with NGOs, the private sector and community organizations;					21		
18. Establishment of School Boards;					22		
19. Formalization within the MOEC of a management coordinating committee to oversee on the technical level the smooth interaction of donor activities with MOEC programs;							
20. Development of an EMIS implementation plan and the initial implementation of the plan;					24		
21. Establishment of NIED (all units identified, temporary technical experts recruited, plan for phasing in operations, evidence that language, curriculum and teacher training units are operational);					28		
22. Analysis of the report from the Commission on Higher Education for implications regarding education research activities at the University of Namibia;					31		
23. Recommendation of measures for the development and strengthening of the Faculty of Education at the University;					31		
24. Beginning of faculty training;					31		
25. A national consultative conference on basic education reform;							
26. The development of regional and area level resource centres for teachers;					7		
27. Approval of provision for teacher accommodation facilities in rural primary need areas;							
28. Implementation of the School Boards concept;					21		
29. Planning for the vertical integration of planning activities uniting planning staff from local, regional and national levels and incorporation of the planning system into administrative training programs;					22		
30. Identification of and programming for needed non-formal education strategies for basic education focusing on community participation, local language literacy and juvenile literacy;					4		
31. Identification of counterparts for all long-term advisors in basic education;					5		
32. A 50% decrease in underutilization (fewer than 23 learners)					21		

EVALUATION OF THE PROGRAM
BASIC EDUCATION REFORM PROGRAM
WORKSHOP DRAFT CHECKLIST
20 FEBRUARY, 1992

PROGRAM GRANT AGREEMENT CONDITIONS 1991 - 92	Progress on Conditions			Issue on Page	60 Days Tasks	ACTIONS
	Met	Partly Met	No Evidence			
33. Delivery of 100 classroom library units to deprived primary and junior secondary schools throughout the nation;				15		
34. Establishment of a Basic Education Reform Program for at least three regional learning centres, using Peace Corps trainers and book donations to facilitate inservice training for teachers (see 26);				7		
35. Implementation of at least two Namibian local language literacy development projects;				7		
36. Development of at least two Namibian social science textbook trials;				7		
37. Achievement of a consensus process at the regional level of basic education reform;				21		
38. Beginning of construction of NIED facilities;				28		
39. Beginning of language and curriculum development units of the NIED (see 21);				28		
40. Equitable distribution of available inspectors and advisers throughout the new regions;				23		
41. Initial implementation of the Educational Code of Conduct as it relates to management procedures for democratic participation in school governance (see 13);				21, 32		
42. Establishment of the first components of baseline data on student attainment to serve as indicators of program impact;				9		
43. Beginning implementation of the NIE (see 20).				27		

Recommended Changes to the Policy Matrix

Overall Objective

No changes have been recommended in the matrix. However, the sixty day actions indicates the basic education reform team wants to examine the impact indicators for meaning, relevance and measurability.

A. Quality Improvements in the Basic Education System

1. Move to tranche four under student achievement, "complete initial baseline sample survey of student achievement."
2. Add to tranches four and five under curriculum, "continue to specify learning outcomes for additional subject areas and incorporate into syllabi."

B. Quality Improvements in Textbooks and Materials

No changes have been recommended in the matrix in this section.

C. A Rational and Equitable Resource Base

1. In section c.2, take the tranche 2 indicators and repeat them through tranche 6, each year.
2. The indicators that relate to finance are proving very difficult to measure and it may be necessary to redefine the indicators so that clear evidence can be found.
3. Under c.1 the study of the sufficiency of the resource base was moved from tranche 2 to tranche 3 and clearly will need outside expertise to do it.

D. Enhancements to Institutional and Professional Capacity

1. D.5, first column should read, "Establish and institutionalize NIED - an institute for planning and directing the curriculum reform effort and for planning and improving the Namibian basic education curriculum activities and coordinating preservice and inservice activities."
2. Delete the impact indicators for D.5. They are not relevant. They could be moved to objective A or C.
3. It is recommended that references to the University of Namibia be deleted from the responsibility of the MEC as the MEC has no control over the University. The 1992-1993 conditionalities for the MEC make reference in tranche three to primary teacher inservice training only. It is important, however, for the basic education reform process to continue to focus on the development of educational personnel that will be trained by the University. This component of the policy matrix should be reassigned to the responsible party in higher ducation.

11

BIBLIOGRAPHY

- Academy for Educational Development, "Basic Education in Namibia; a Post Independence Status Paper," April, 1991. (pp. 22)
- Academy for Educational Development (Kurt Moses), "An Educational Management Information System for the Namibian Ministry of Education and Culture, A Preliminary Assessment," Washington, D.C.: April, 1991. (pp. 20 with a variety of forms attached which are to be used for gathering school data).
- Academy for Educational Development (Vivian Toro), "Trip Report Windhoek, Namibia," Washington, D.C.: September 2-14, 1991.
- Academy for Educational Development, "Namibia Education Management Information System, Activities and Accomplishments to-date," Washington, D.C.: December 10, 1991. (pp. 5).
- Alberts, Dr. J., W. Steenkamp and Dr. P. Verhoef, "Planning Textbooks Development for Primary Education in Africa," Contribution by the Ministry of Education and Culture of the Republic of Namibia at the Sub-regional Seminar in Maputo, Mozambique, sponsored by the International Institute for Educational Planning, the Swedish International Development Authority and the Mozambique Ministry of Education. 19-22 November, 1991. (pp. 14).
- Centre for Development Cooperation Services of the Vrije Universiteit Amsterdam (VUA), "The INSTANT Project In-Service Training and Assistance for Namibian Teachers," Windhoek: October, 1991. (An Interim Report 1st January - 31st August 1991). (pp. 30).
- Cole, Edwin K. Townsend and Ulla Kann, "Proposal for a National Literacy Programme in Namibia," (Swedish International Development Authority), Windhoek: March, 1991. (pp. 57).
- Department of State, Agency for International Development, "Program Assistance Approval Document for the Namibia Basic Education Reform Program," Washington, D.C.: March 21, 1991. (pp. 57).
- Education Development Center, Inc., LearnTech, prepared by Tilson, Thomas D., "Proposal for Introducing Instructional Radio to Support Basic Education in Namibia." Newton, Mass.: July, 1991. (pp. 34)
- Florida State University, "Statement of Work: Namibian Primary Education Reform Project," Tallahassee, Florida: June, 1991. (pp. 33 plus an Appendix of pp. 13).
- Geckler, Per, "The MEC/WUS-Denmark Life Science Project," Life Science Project, Windhoek: February 4, 1992. (pp. 4).
- 12

Geckler, Per, Life Science for Namibia: Workbook 1. Windhoek: Gamsberg Macmillan Publishers (PTY) LTD., 1991, Ministry of Education and Culture, WUS-Denmark Life Science Project. (pp. 208).

Geckler, Per, and Eigil Holm, Life Science for Namibia: Text and Reference Book 1. Windhoek: Gamsberg Macmillan Publishers (PTY) LTD., 1991, Ministry of Education and Culture, WUS-Denmark Life Science Project. (pp. 157).

Hutcheson, A. MacGregor, "Namibia (South West Africa)". (pp. 19).

International Defence and Aid Fund for Southern Africa (IDAF), "Namibia, the Facts," London: 1989. (pp. 4).

Kinley, David, "Namibia Beyond Independence: Re-Shaping Africa's Newest Nation." (pp. 22-27).

Knight, Virginia Curtin, "Namibia's Transition to Independence," in Current History, Vol. 88, May, 1989. (pp. 225-241).

Magyar, Karl P., "Namibia: Development Problems in Transitional Context," in South Africa International, Vol. 18, January 1987, pp. 153-166.

Namuddu, Katherine, "Educational Research Priorities in Sub-Saharan Africa," in Strengthening Educational Research in Developing Countries, a Report of a Seminar Held at the Swedish Royal Academy of Sciences, 12-14 September, 1991. (pp. 39-71).

Ministry: Education and Culture/Namibia Christian Exchange/Overseas Development Administration (Report Presented by David Tait, Sheena Johnstone, Walter Nel, Vida Lochner, Brunhilde Tholkes), "Pre-School Project," Windhoek: October 1, 1991. (pp. 15)

Ministry of Education, Culture, Youth and Sports and IIES, "Basic Education in Namibia: Sector Review Report," Windhoek: December, 1990. (pp. 112).

Ministry of Education and Culture and the Swedish International Development Agency (SIDA) (by Panayiotis Adamides), "Report on Financial Administration in M.E.C," Windhoek: December, 1991. (pp. 34).

Ministry of Education and Culture and UNICEF, "A Report on a Workplan for Training in Educational Management for Inspectors of Schools and Principals of Primary Schools," Windhoek: November, 1991. (Report prepared by John Lodiaga and David Mutua, Kenya Education Staff Institute). (pp. 128).

Ministry of Education and Culture and WUS-Denmark, "Introduction of Life Science in Junior Secondary Schools: Support to Namibian Institute for Educational Development (NIED)," Windhoek: July, 1991. (pp. 28 with pp. 12 attachments).

13

Ministry of Education, Culture, Youth and Sport and UNICEF, "Literacy and Non-Formal Education in Namibia," (Report on an Evaluation of Literacy and Non-Formal Education Programmes), Windhoek: November, 1990. (pp.47)

Namibia National Students Organisation, "Constitution of The Namibia National Students' Organisation (NANSO)," Windhoek: July, 1989. (pp. 15).

National Student Education Movement (NASEM), "The Constitution of the Namibian Student Education Movement (NASEM) as Approved by the First National Student Congress," Windhoek: 6 October 1991. (pp. 10).

REPUBLIC OF NAMIBIA:

Academy, University of Namibia, Faculty of Education Yearbook, 1992. Windhoek: June 30, 1991. (pp. 112).

Academy, University of Namibia, "JTC Evaluation of the New System of Higher Education," Windhoek: n.d. (pp. 7 to 56).

....., "Draft Master Plan for the National University of Namibia," Windhoek: October, 1991. (pp. 45).

Department of National Education, Book Catalogue, 1990/1991: Textbooks for use in 1991. Windhoek: n.d. (pp. 123).

Government Gazette of the Republic of Namibia, Publication of the Constitution of the Republic of Namibia. Windhoek: 21 March, 1990. (pp. 80)

Katjavivi, Dr. P.H., "The Contribution of the University to Basic Education," presented to the Sensitization Seminar for Senior Officials of the Ministry of Education and Culture, 17-18 February, 1992, Windhoek: Office of the Vice Chancellor-Designate, University of Namibia, February, 1992. (pp. 15).

Ministry of Education and Culture, Angula, Nahas, "Basic Education in Namibia: The Imperatives of Reform and Renewal." Address Presented to the First National Consultative Conference on Basic Education Reform, the Etosha Conference, April 8, 1991.

Ministry of Education and Culture, Angula, N., "Establishment of Basic Education Technical Co-Ordinating Committee," Windhoek: 20 March 1991. (pp. 4)

Ministry of Education and Culture, Angula, Nahas, "Provisional Language Policy for Schools, Draft: For Discussion," Windhoek, July, 1991. (pp. 9).

Ministry of Education and Culture, "Annual Education Census-1991," Windhoek: 1991. (pp. 51).

Ministry of Education and Culture, Chamberlin, Dick, "Management and Learner Centred Education," Windhoek: 20 February 1992. (pp. 2).

44.

Ministry of Education and Culture, Directorate General Curriculum, I.F.J. Van Der Merwe, "Report on Activities of 1991," Windhoek: January 15, 1992. (pp. 4).

Ministry of Education and Culture, Division of Human Resources Development and Teacher Training in the Directorate General Curriculum Research and Development, NIED, "Evaluation Information for USAID," Windhoek: February, 1992. (pp. 4).

Ministry of Education and Culture, "Education Sector: Report to SIDA," Windhoek: 1991.

Ministry of Education and Culture, Ellis, Justin, Undersecretary of Adult and Nonformal Education, "The Development of Adult and Nonformal Education in Namibia - Review of 1991 and General Guidelines for 1992," Windhoek: December 27, 1991. (pp. 7).

Ministry of Education and Culture, "Evaluation Information Requested Regarding Progress Targets," Windhoek: 17 January, 1992. (pp. 4).

Ministry of Education and Culture, "Five Year Development Plan for Teacher Improvement: In-Service Programme," Windhoek: 10 September 1991. (pp. 59).

Ministry of Education and Culture, J.C.J. Genis, "Accommodation Available at Schools of the Defunct Administration for Whites as on the Tenth School Day of 1991," Windhoek: 6 May 1991. (pp. 3).

Ministry of Education and Culture, Grant-Lewis and Fuller, "Evaluation and Research-Capacity Program: Initial Outline of Indicators and Topics," Windhoek: February, 1992. (pp. 5).

Ministry of Education and Culture, "Letter of Intent," from Minister Angula to Dr. Shortlidge dated 20 March, 1991. (pp. 7 with annex of pp. 2).

Ministry of Education and Culture, "NIED, Abbreviated Design Concept Report (Revision B)," Windhoek: 29 October 1991. (includes extensive maps and architectural designs).

Ministry of Education and Culture, Paper Prepared by the Think Tank, "The Background and Development of the European Community Funded I.N.S.T.A.N.T. (In-Service Training and Assistance for Namibian Teachers) Project, and its role in meeting the needs of the nation in the field of In-Service Training." Windhoek: 2nd April, 1991. (pp.27)

Ministry of Education and Culture, "Pedagogy in Transition: The Imperatives of Educational Development in the Republic of Namibia," (submitted to the National Assembly Budget Debate: 1991/92), Windhoek: May, 1991. (pp. 96).

Ministry of Education and Culture, Permanent Secretary's Address to the Sensitization Seminar: PIU/UNICEF, "The State of Basic Education in Namibia," Windhoek: 17 February 1992. (pp. 7).

- Ministry of Education and Culture, "Proposal: A Structure for Curriculum Development for the Ministry of Education and Culture," Windhoek: September, 1991. (pp. 12).
- Ministry of Education and Culture, Report of a Presidential Commission: Part I (Under the Chairmanship of Professor John D. Turner). Windhoek: September, 1991. (pp. 121).
- Ministry of Education and Culture, Report of a Presidential Commission, Report of a Presidential Commission: Part II. Windhoek: n.d. (pp. 122-289).
- Ministry of Education and Culture, "Revised Estimates for the Financial Year Ending 31 March, 1992," Windhoek: November 1, 1991.
- Ministry of Education and Culture, "SIDA Sector Review: Education-NIED and Teacher Education," Windhoek: n.d. (pp. 13).
- Ministry of Education and Culture, "Sources of Education Statistics for the Republic of Namibia," Windhoek: February 16, 1992. (pp. 5).
- Ministry of Education and Culture, "Social Studies Development Programme, 1992-1996," Windhoek, December, 1991. (Prepared by Helgard Patemann advisor in social science.) (pp. 21).
- Ministry of Education and Culture, "Summary of Expenditure by Subdivisions in 1990/91 - 1994/95." (pp. 9).
- Ministry of Education and Culture, "Terms of Reference of the Joint Technical Committee," Windhoek: n.d. (pp. 19).
- Ministry of Education and Culture, "Terms of Reference: Technical Co-Ordinating Committee on Basic Education Reform (TCC); National Liaison Committee for Basic Education Reform (NLC)," Windhoek: n.d. (pp. 4).
- Ministry of Education and Culture, "White Paper." (pp. 12).
- Ministry of Education and Culture, I.F.J. Van Der Merwe, "Recommendations on the Key Aspects of a Coherent Plan for the Systematic Reform of Basic Education from a Curriculum Reform Perspective," Windhoek: August, 1991. (pp. 10).
- Ministry of Education, Culture, Youth and Sports, Change with Continuity: Education Reform Directive: 1990. Windhoek: November 28, 1990. (pp. 38).
- Ministry of Education, Culture, Youth and Sports, "Explanatory Memorandum: Estimates of Expenditure, 1991/92," Windhoek: 1991.
- Ministry of Education, Culture, Youth and Sport, "Namibian Educational Code of Conduct for Schools," Windhoek: December, 1990. (pp. 12)
- Ministry of Education, Culture, Youth and Sport, "Revised

Estimates, 1990/91," Windhoek: October 22, 1990.

National Planning Commission, Draft Transitional National Development Plan, 1991/92-1993/94. Windhoek: Vol I, 31 Chapters; Vol. II, Public Sector Investment Programme Tables.

Office of the Prime Minister, "Director-General of National Planning Commission's Mandate to Sign Co-Operative Agreements," Windhoek: 18 March 1991.

State Revenue Fund, "Estimate of Additional Expenditure for the Financial Year Ending 31 March, 1991," Presented to the Parliament of the Republic of Namibia. Windhoek: 1991.

State Revenue Fund, "Estimate of Revenue and Expenditure for the Financial Year Ending 31 March 1991," Presented to the Parliament of the Republic of Namibia, Windhoek: 1991. (pp. 231).

State Revenue Fund, "Estimate of Revenue and Expenditure for the Financial Year Ending 31 March, 1992," Presented to the Parliament of the Republic of Namibia, 1992. (pp. Part I - 243; Part II - 79).

....., "White Paper on National and Sectoral Policies," Windhoek: March 1991. (pp.79).

End of Republic of Namibia Publications:

Project Abel, "System to Help Access Reports of Effective Education," Harvard Institute of International Development, Cambridge, Massachusetts, February, 1991. (pp. 13).

Stuart, Dr. William A., "The Development of the University of Namibia: An Update," Windhoek: January, 1992. (pp. 52).

Snyder, Conrad Wesley, Jr., (ed.) Consultation on Change: Proceedings of the Etosha Conference, April 12-19, 1991. Tallahassee, Fla.: Learning Systems Institute, Florida State University: 1991. (pp. 298).

Takala, Tuomas, et. al., "Report of the FINNIDA Education Sector Project Identification Mission to Namibia," Windhoek: March, 1991. (pp. 73 plus pp. 24 in attachments).

Taljaard, C.M. (ed.), National Strategy for Special Education in Namibia. Windhoek: 1990. Part I on Recommendations (pp. 120); Part II on Addenda (no pagination).

Tjitendero, Mose P., "Education Policy for Independent Namibia: Some Fundamental Considerations," Lusaka, Zambia (United Nations Institute for Namibia.) 1988. (pp. 56).

United States of America, Agency for International Development, Timothy Bork, "Namibia Basic Education Reform Program (673-0003)" dated March 25, 1991. (pp. 4 plus annexes of pp. 4).

United States of America, Agency for International Development,

"Program Grant Agreement for Basic Education Reform Sector Assistance Program between the Republic of Namibia ("Grantee") and the United States of America, Acting through The Agency for International Development ("A.I.D.")", Washington, D.C.: March 22, 1991. (pp. 11 plus pp. 16 of attachments).

USAID/Namibia, "Namibia: Basic Education in Namibia-Sector Review Report," Windhoek: December, 1990. (pp. 112).

USAID/Namibia, "Draft Program Strategy Concept Paper - FY 92 to 96," Windhoek: November 25, 1991. (pp. 14 with pp. 3 attachments).

USAID/Namibia, "Reaching Out with Education to Adults for Development (R.E.A.D.) Project," a Project Identification Document (PID), January 17, 1992. (pp. 37).

UNESCO, Statistical Yearbook. 1990.