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ASSESSMENT OF PROGRAM IMPACT

FY 1992

USAID/NAMIBIA

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ACRONYMS

ADB:	Africa Development Bank
ATLAS:	African Training for Leadership in Advanced Skills
BERP:	Basic Education Reform Sector Assistance Program
CBO:	Community Based Organization
DANFE:	Department of Adult Nonformal Education in the Ministry of Education and Culture
EUP:	Environmental Planning Unit in the Ministry of Wildlife, Conservation and Tourism
FQL:	Fundamental Quality of Learning used in Education Rating Process
GDP:	Gross Domestic Product meaning the total value of goods and services provided in a country per year
GNP:	Gross National Product meaning the GDP plus the total of net income from abroad
GRN:	Government of the Republic of Namibia
LIFE:	Living in a Finite Environment Project (Southern Africa Regional Natural Resources Management Program in Namibia)
MEC:	Ministry of Education and Culture
ML:	Ministry of Labor
MYS:	Ministry of Youth and Sport
MWCT:	Ministry of Wildlife, Conservation and Tourism
NGO:	Non-Governmental Organization
NLPN:	National Literacy Program of Namibia
NRM:	Natural Resources Management Project in Namibia
OFDA:	Office of Foreign Disaster Assistance
PSC:	Personal Services Contractor
PVO:	Private Voluntary Organization
READ:	Reaching-out with Education to Adults for Development Project

ASSESSMENT OF PROGRAM IMPACT DRAFT PAPER

SECTION I

SPECIAL FACTORS AFFECTING USAID/NAMIBIA PROGRAM

A. INTRODUCTION

Namibia is a vast, semi-arid and sparsely populated country along Southern Africa's Atlantic Coast. With a total area of 823,145 square kilometers, it is roughly two-thirds the size of the Republic of South Africa or twice the size of California. With a population of 1.4 million people, it is one of the least densely settled areas in the region. Adjoining Namibia to the north are Angola, Zambia and Zimbabwe to the northeast; Botswana to the east and South Africa to the south and southeast.

As Africa's last remaining colony, Namibia gained its independence from South Africa on March 21, 1990. The new nation of Namibia has established itself firmly on the world stage as one of Africa's truly functioning multi-party and pluralistic democracies. The economy is premised on a free enterprise system. As vast as the difference in its geography so are the differences in its economy. The economy runs the spectrum from the traditional hunter-gatherer subsistence economy of the Bushman to the high technology of a modern industrialized society, in its mining and fishing industries and its capital city of Windhoek.

USAID formally established its presence on January 8, 1991. It was one of the last of the major bilateral and multilateral donor organizations to set up shop in Namibia. USAID/Namibia drafted its first Program Strategy Concept Paper one year ago in October 1991. At the first round of revisions in Washington in December 1991 and January 1992, provisional approval was given to the strategy subject to the Mission incorporating changes recommended by the Africa Bureau. As approved, USAID/Namibia Program focuses on two sectors: basic formal and nonformal education and natural resources. Democracy is considered a target of opportunity, although the encouragement and development of democratic and participatory processes permeate every aspect of the USAID/Namibia program, whether it be in assisting the Ministry of Education to develop a national consensus around the education reform strategy or helping local communities exercise their responsibilities in the November 1992 local and regional elections.

FY 1991 and 1992 were busy years for USAID/Namibia. FY 1991 saw USAID grow from a staff of one, the AID Representative, to a staff of four USDH and approximately one dozen Namibian employees. Besides developing its organization, USAID/Namibia was heavily involved in FY 1991 with the conceptualization, design and implementation of its $36 million Basic Education Reform Sector Assistance Program. Also during this fiscal year, the groundwork for its two major FY 1992 projects, READ and LIFE, was being prepared through discussions and meetings with the Namibian Government and the Namibian NGO community.

The rapid and intense pace of project development continued throughout FY 1992 as USAID/Namibia achieved its full strength of five USDH staff (AID Rep, Program Officer, Human and Natural Resources Development Officer, Controller and Executive Officer) and Namibian staff of eighteen. A milestone was reached in FY 1992 with the completion of the designs and signing of grant agreements for the two NGO projects in adult nonformal education and natural resources management. These projects are a $13.5 million, six-year nonformal education (Reaching-out with Education to Adults for Development) project and a $10.5 million natural resource management (Living in a Finite Environment) project.

With the implementation of these two projects underway, the project portfolio to carry out USAID/Namibia's strategy over the next four to six years is in place. Two FY 1992 116(e) Human Rights initiatives were approved to continue the Mission work to strengthen the National Assembly through the training of parliamentarians and their staff members by the National Democratic Institute. Rounding out the Namibia Program is a small buy-in to the AID/Washington ATLAS Project. In FY 1992 $300,000 was earmarked for this activity centered initially on staff development at the new University of Namibia. An already heavy workload increased further as Southern Africa and Namibia were plunged into the worst region-wide drought of the Twentieth Century. Fortunately for Namibia, the drought has been manageable without major redirection of GRN public sector priorities and donor resources, unlike some of its neighboring countries.

Concluding out FY 1992, a revised strategy was prepared and reviewed by the Mission and Country Team. The strategy has been submitted to Washington for final review and approval in December 1992. This Assessment of Program Impact is built around the strategic objectives and targets embodied in the revised strategy.

B. SPECIAL FACTORS AFFECTING USAID/NAMIBIA PROGRAM

No assessment of Program Impact (API) was submitted in 1991 given the newness of the program and the absence of formal agreement between Washington and the field on the program's focus. Therefore, this API covers developments affecting the evolution and development of the program in the period since Namibia's independence on March 21, 1990. The year immediately prior to independence, 1989, will serve as the base year against which USAID/Namibia proposes to measure its program successes and failures.

Four major events since Namibia's independence have directly affected the Namibian development environment in which USAID/Namibia operates:

1. Donor Assistance and AID Flows: Many pledges were made at the June 1990 Donors' Conference in New York (see Attachment C). However, in the two years since this

conference, these pledges have been slow to translate into tangible projects and activities. This has constrained and frustrated many of Namibia's objectives to redress the social and economic inequities of the past. Reluctant to mortgage its future, the Government of Namibia has limited its borrowing to a few large infrastructure projects such as the Trans-Kalahari and Trans-Caprivi road projects financed by GRN and Africa Development Bank (ADB) resources. As a consequence, USAID has emerged as the third largest donor after Germany and Sweden. The United States' foreign assistance program is often cited by the GRN as a model of a timely and well-articulated foreign assistance program which is focused on two critical sectors -- education and natural resources.

2. Foreign Investments: The Government of Namibia (GRN) has created one of the best climates for foreign investment in Southern Africa. In February 1991, a Private Sector Investors Conference was held to formulate an Investment Code and Incentives Package. Despite these efforts, few foreign investments have materialized. Those that have are largely concentrated in the mining sector. While they may yield long-term resources to the economy, they are not likely to help diversify and open up significant new employment opportunities to help Namibia combat its high unemployment rate. Thus, the inward flow of external public and private resources have combined to constrain development of Namibia. This undoubtedly will intensify political pressure on the Government to expand its own financing of schemes to offer employment and income opportunities to its people. Thus, political reality may cause the GRN to back away from its private sector orientation and its conservative fiscal policies.

3. Drought: The Southern Africa region faces a sweeping drought with devastating consequences on its scarce human and natural resources and fragile environment. Food imports on an unprecedented scale are needed through the remainder of 1992 and at least half of 1993. A massive international relief effort is underway to avert widespread food shortages and famine.

Although small relative to other drought relief programs in the region, the United States Government's assistance to Namibia in FY 1992 came to $10.65 million, almost doubling U.S.'s resource flows to Namibia. With a heavy project design schedule, a new USDH and FSN staff, the drought created an extra burden on an already overextended USAID staff. USAID/Namibia was able to cope with these added responsibilities through the hiring of a US PSC Drought Emergency Coordinator with Office of Foreign Disaster Assistance (OFDA) funding. If the drought continues, USAID and the Embassy will seriously have to rethink its program and priorities in FY 1993. While hoping for the best, the possibility of another year of below normal rainfall creates a high degree of uncertainty around the program

just as it moves from its design phase to full implementation.

On the positive side, the drought has focused national attention on the importance of sound resource utilization and management. Therefore, the READ project's efforts in environmental education ha become all the more critical. Also the LIFE project's activities to test and develop viable alternatives to domestic livestock production on marginal lands are timely as the GRN struggles to identify realistic solutions to Namibia's long-range development problems.

4. Governance and Democracy: Namibia can legitimately claim to have one of the best economic and political environments in Africa. Its constitution is widely recognized as the most democratic and progressive in all of Africa. It is essentially built around a hybrid U.S. and Westminster model with checks and balances provided by a separate executive, a two-chamber legislature, an independent judiciary, and a bill of Human Rights enshrined in the constitution. The functions of the Government are transparent and are open to public scrutiny with an active free press and public debate of major issues. These conditions contribute to one of the best enabling climates for USAID to operate. However, while the overall climate is positive, there are a few dark clouds on the horizon.

(1) GRN'S Commitment to its Democratic Priorities: The much publicized delivery in 1992 of a $30 million presidential jet (Falcon 900B) purchased earlier from France led some donors to question their policies in providing aid to Namibia. For a few Nordic countries, the fulfillment of this purchase during a time of drought, economic recession and limited flows of external resources raised a question about the seriousness of the Government's commitment to its development goals and priorities.

The Falcon 900B purchase occasioned some Scandinavian donors not to provide drought relief to Namibia. These and other countries are seriously debating their long-range commitments to Namibia. While it is unclear if the Falcon 900B purchase was really the cause or just the occasion, this action may ultimately affect aid flows to Namibia. It seems reasonable to assume that Namibia will not receive the level of assistance it expected following the donors' conference. While these diminished assistance flows have not adversely affected USAID's activities in education and natural resources, they could put pressure on the Government to make up the shortfall through deeper cuts in those sector budgets reducing the margin available for reforms.

(2) Top Heavy Civil Service: With independence and a policy of "national reconciliation" and "affirmative action", all former officials and employees retain full employment and pension rights while new officials have been appointed. The resulting system of public administration is, therefore, top heavy, duplicative and expensive, tying up scarce public resources which could otherwise be available for productive investment and development projects. Faced with the serious need to reduce public employment, the GRN is eliminating positions and working to promote early retirement of civil servants. It is difficult to predict at this point the effects of an inflated public service on the USAID program since the GRN has actually underspent on its budget the last two fiscal years, turning forecast deficits into surpluses. But failure to resolve the problem could affect the availability of resources to support development priorities in the not too distant future.

SECTION II

PROGRESS TOWARD OVERALL COUNTRY PROGRAM

Namibia's economy continued its sluggish performance since independence with only a few sectors showing real positive signs of improvement. Inflation spiralled rapidly upwards through most of 1991 and 1992 (see Attachment D) accelerating from an annualized monthly rate of 8.7% in February 1991 to 20.4% in March 1992. In September 1992, it came down to 16%. Overall economic growth in 1991 was 5.1%, compared to 3.2% in 1990 and a decrease of 1.7% in 1989. Population growth rates remained high at 3% per year. Despite a relatively promising rate of growth in 1991, 1992 will undoubtedly show a slower expansion, if any at all, as the worldwide recession and glut in the diamond and uranium markets and the drought cut deeply into Namibia's vital income producing sectors.

Thus, Namibia is combating the legacies of apartheid in a less than favorable economic climate. Its major objectives are to increase income and employment opportunities to narrow the wide gaps in income levels; increase access to education and health services and improve housing for its people. An analysis of Namibia's progress since independence in achieving the goal of the USAID program is discussed below.

GOAL: Economic and Social Empowerment of disadvantaged Namibians through (1) access to relevant education and training and (2) economic and income opportunities based on sustainable utilization and management of the environment and natural resources.

1. Access to relevant education and training: Almost a year after independence, the United States Government (USG) joined other donors such as Sweden, Britain and Finland in a program of assistance in the education sector. The six-year Basic Education Reform Sector Assistance Program (673-0003/6) began in March 1991. This program addresses one element of the strategy's goal: access to relevant education. It is expected to result in the following benefits among others:

   - An increase in the percentage of primary school completers;
   - An increase in the attainment levels of children in the core subject areas such as language, math and science;
   - A decrease in repetition rates; and
   - an increase in the percentage of schools providing a minimum quality of education.

During 1991-1992, the Ministry of Education and Culture (MOEC) made substantial progress toward broadening the opportunity for children of primary school age to go to school.

(1) The GRN established a single, unified Ministry of Education and Culture (MOEC) out of the former eleven ethnic authorities which were tantamount to separate education ministries;

(2) The first consultative conference on basic education financed by USAID through the AID/Washington IEES Project was convened in April 1991 near Etosha. Known as the Etosha Conference, it brought together ninety-one participants including regional leaders, teachers, headmasters, union representatives, educational policy makers and planners, curriculum developers and teacher educators. From this week long conference came an agenda and priorities for the reform of basic education. This was the first time education stakeholders had ever been asked to take part in a process of reforming the first ten years of school. This consultative and participatory process to achieve a national consensus has continued. Through the successful national vetting of a broad curriculum for basic education in grades 1 through 7 began the initial cycle of the new ten-year program of basic education.

(3) The Minister of Education and Culture submitted to the country's 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 addressed in the development of a master plan for education. The document provides a framework for a new education bill and clearly commits the Government to creating an educational system which is equitable, efficient and effective in providing increased access for school aged children to a relevant education.

(4) The Ministry of Education and Culture produced Education and Culture in Namibia (28 November 1991). This document began the process to move from policy formulation to a strategy and plan of action.

(5) In September 1992, the draft of the National Education Brief was completed providing the first comprehensive overall policy document for primary, secondary and tertiary formal education as well as adult education.

(6) Simultaneous with the development of the National Education Brief, the Ministry has prepared the first draft of a detailed action plan for the basic education reform program, including a detailed costing of the action components.

In quantitative terms access to schooling has increased dramatically:

(a) Primary school enrollment (grades 1-7) climbed from 312,163 in 1989 to 366,467 in 1992; and

(b) Secondary enrollment increased from 58,732 in 1989 to 88,282 in 1992.

More important in terms of the program's long-term objectives is the sound foundation being laid by the MOEC to support the reform program. This has been accomplished through carefully identifying and studying the constraints faced by the system, articulating and delineating the goals to be achieved, a strategy to accomplish them and the resource requirements with which to achieve them. The USAID BER Program through its Tranches 1 and 2 conditionalities has directly contributed to this process.

1.2 Access to Relevant Training

Namibia's inherited system of training institutions is small and biased toward the white population (see Attachment E). The majority of Namibian adults and school dropouts have not been provided adequate, reasonable opportunity to learn and play a productive role in the economy and society at large. As a consequence, about 60% of the adult population is illiterate.

The GRN has initiated several activities on its own and in collaboration with already on-going programs of the NGOs working in adult education. The National Conference on Youth Employment Strategies was held from February 26-28, 1992, at the Windhoek Teachers Training College. The conference was attended by USAID, other donors, a cross section of government ministries, local NGOs and community representatives. It was sponsored by the Ministry of Youth and Sport and brought together a representative group to articulate and define youth employment development priorities and strategies to combat the problems of illiteracy and limited marketable skills among the nation's youth and young adult population.

Several months prior to this conference in August 1991, USAID initiated a process with the GRN and NGO community to conceptualize a project to assist Namibia to address these problems. Out of this collaborative process which lasted 13 months emerged the Reaching-out with Education to Adults for Development (READ) Project. This project, the first of its kind in Namibia, has three purposes that will have a direct impact on the country's efforts to eradicate illiteracy and unemployment:

(1) Supporting NGOs and the GRN in their efforts to identify education and training needs among those segments of the population most [illegible] the school system and to broaden the access of these individuals to programs designed to address these needs;

(2) Promoting the effective utilization of the skills acquired through these training programs through community-based income and employment generating initiatives in the informal sector; and

(3) Strengthening the institutional capacity of Namibian NGOs to deliver effective and sustainable training programs over the long run and to promote their role in fostering and reinforcing the evolution of a pluralistic and democratic society in Namibia.

The READ project came into existence on September 17, 1992, with the signing of the six-year, $13.5 million grant agreement. Presently, the Mission, with assistance from the Regional Contracting Officer, is in the process of identifying an international or US PVO to manage and implement the project. While there is little tangible evidence to show to at this point, it is clear that the participatory and transparent process which characterized the design of the project has established a firm basis on which to achieve the program goal of expanding access to relevant training among adults.

2. <u>Economic and Income Opportunities Based on Sustainable Utilization and Management of the Environment and Natural Resources</u>

The ecologically sound use of Namibian resources requires participation by <u>all</u> Namibians. With political independence won and a democratic government in place, a new alliance of all Namibians needs to be forged to support sustainable use of Namibia's unique environment. The GRN has clearly stated its policy of natural resource management as one that promotes sustainable use of scarce natural resources for the benefit of the Namibian people. According to Article 95 of Namibia's Constitution:

> "... The state shall actively promote and maintain the welfare of the people by adopting ... policies aimed at ... the maintenance of ecosystems, essential ecological processes and biological diversity of Namibia, and utilization of living natural resources on a sustainable basis for the benefit of all Namibians, both present and future."

The GRN recognizes the need to integrate the management of natural resources with community development in order to improve the quality of life and to begin to bridge the yawning gap between the socio-economic conditions of black and white

Namibians as well as the emerging economic differences among blacks as the rich get richer and the poor get poorer. The following summarizes what has been accomplished since independence.

(1) The GRN's Cabinet has directed the Ministry of Wildlife, Conservation and Tourism (MWCT) to develop a policy that would extend to communal lands the same principles that govern wildlife utilization and the benefits on commercial land. The Environmental Planning Unit of the MWCT has drafted legislation that allows for decision-making power to be vested in local institutions, such as community-run conservancies, and for communities and individuals to derive direct benefits from the sustainable management of resources. This legislation is likely to be enacted during 1993. USAID's NRM/LIFE project provides an incentive for early enactment of this legislation by conditioning the release of funds to support community-based wildlife schemes which are currently prohibited by the colonial law, still in practice in Namibia, to the passage of this legislation by the National Assembly.

(2) In the meantime, the Cabinet has instructed the Ministry of Finance to rebate the proceeds from community-based natural resources activities to the communities. While cumbersome, this interim step provides a mechanism of channelling the earning from wildlife utilization back to the people.

(3) To encourage active public debate on important natural resources issues, numerous conferences and workshops have been held. For example, a recent workshop organized by the Environmental Planning Unit of the MWCT brought together a wide cross section of professionals from the public and private sectors to draft a new policy on Environmental Impact Assessments for the Government.

The Living in a Finite Environment (LIFE) Project, the Namibia component of the Regional Natural Resources Project, provides the vehicle for USAID's response to Namibia's needs in the area of sustainable natural resource management. LIFE became a reality on September 4, 1992 with the signing of a $10.5 million, five-year grant agreement. The objectives of this project are:

(1) To increase the social and economic well-being of poor rural communities living in marginal agricultural areas or in buffer zones to national parks and protected areas, through sustainable and economically viable community-based natural resource management;

(2) Improve the communities' capabilities to manage natural resources in a sustainable manner, through strengthening local, regional, and national

organizations and institutions which provide services to them;

(3) Develop appropriate and relevant natural resource management strategies and approaches for community management of natural resources which have wider applicability in Namibia's diverse and marginal areas; and

(4) Establish closer ties and linkages with similar activities in the Southern Africa region and elsewhere in Africa and the world.

SECTION III

PROGRESS TOWARD STRATEGIC OBJECTIVES AND RELATED PROGRESS INDICATORS

STRATEGIC OBJECTIVE 1: Increased number and proportion of children with ten years of quality education

The $36 million six-year Basic Education Reform Sector Assistance Program is the USAID/Namibia vehicle for achieving this strategic objective. The MEC's curriculum reform agenda will take ten years. By 2003, Namibia's unified and new learner-centered basic education system is expected to have achieved:

- A completion of Basic Education level (Grade 1-7) by 80 percent of cohort in grade 7; and
- Three years later (2006), 80 percent of children are expected to progress from grade 7 to grade 8 (senior secondary level).

Since the development of a long-range strategy is key to achieving and sustaining these objectives, one of the fundamental conditions in BERP for the second year is the submission of an overall reform strategy. The strategy is referred to in the grant agreement as a "blueprint for basic education reform". A companion to this document is a costed resource plan which examines the estimated cost and resource requirements to implement the strategy.

The MEC is expected to complete the strategy and resource plan by December 31, 1992, and has already made substantial progress toward the development of an overall strategy. For example:

- The MEC established and began operating a single, unified Ministry in 1991;
- The Etosha Consultative Conference, April 1991, convened by the MEC and financed by USAID identified a comprehensive agenda for the reform of basic education;
- The Submission to the National Assembly by the Minister of Education of the document, Pedagogy in Transition: the Imperatives of Educational Development in the Republic of Namibia, May 1991;
- Production of the document, Education and Culture in Namibia: The Way Forward to 1996, by the MEC (November 28, 1991); and
- Basic Education in Namibia: a Framework for Nation Building to the Year 2000 and Beyond, currently in draft by the GRN.

TARGET 1.1: Improved formal primary education delivery system (BERP)

The Basic Education Reform Program has contributed to the development of a solid foundation upon which improvements in the formal primary educational system will take place over the next several years. A positive climate for the reform program has come out of the debate and consensus building over the last two years beginning in 1991 with the Etosha Conference and ending most recently with the Language Conference at Ongwediva in June 1992. Comprehensive system-wide restructuring has taken place with six regional authorities being established out of the former eleven ethnic administrations. The National Institute for Educational Development (NIED) has been created, consisting of the Physical Facilities Planning Division, the External Resources Division and the Information and Statistical Data Division. The institute is staffed with professionals including expatriate advisors. This has resulted in the efficient use of previously under-utilized classrooms, 60% of which are now occupied.

TARGET 1.2: Other Factors (Nutrition, health, population employment, etc.)

Access to health services in Namibia has been poor due to a number of factors:

- Distance to facilities;
- Insufficient public transport;
- Poor education;
- Lack of primary and community-based health care programs;
- Sparsely distributed populations; and
- Poverty.

The lack of access to health services was reflected in the low childhood immunization in the National Immunization Coverage Survey, conducted in December 1990. It showed coverage of one year olds as follows: BCG 85 percent; DPT3, 53 percent; polio, 53 percent; measles, 41 percent; and fully immunized 26 percent. It should be mentioned that these figures were a major improvement over the coverage estimates prior to independence. The Ministry of Health, with the assistance of UNICEF, launched a major immunization campaign in 1990 and has since increased this activity countrywide (see Attachment G, EPI Coverage table).

The Government has adopted a Primary Health Care approach as opposed to the former preventive/hospital based system. Since independence, major restructuring has taken place. The health administrative setup, that had been based on the former system of ethnic authorities, created a two-tier system resulting in an ethnically and racially fragmented, duplicative and costly health care system.

The Directorate of Primary Health Care (PHC) has been formed with an organizational structure including EPI, CDD, AIDS, Malaria, TB, Maternal and Child Health, Family Planning and

Nutrition. The Directorate is continuously developing its capacity to provide training for PHC, attain self sufficiency in the production of health learning materials, and establish and continually update an efficient Epidemiological and Health Information System. Plans are also under way to implement Community-Based Health Care (CBHC) on a national scale. Some of the developments initiated in this direction since independence include, National Malaria Control Program, AIDS Prevention and Control Program, a Safe Motherhood Program, and Primary Community-Based Health Care. These activities have created a positive foundation to improve the health status of the population.

The devastating drought sweeping through the country may adversely affect the nutritional status of vulnerable groups in the population such as children, pregnant women and the elderly. However, to date there is no evidence to indicate a major deterioration in the nutritional and health status of these groups.

The restructuring that is being carried out, combined with the aggressive immunization campaign, will over the long term have a positive effect on educational participation and school attendance by children. While the drought/nutritional status connection is unclear in its effect on school attendance, any negative effect is probably being counterbalanced by the UNICEF/WFP school feeding program. With the exception of improvements in early childhood health status, little has happened among other external factors such as population growth rate, changes in income level or unemployment, which make for either an increased or decreased school participation rate and gains in educational attainment.

SUB-TARGET 1.: Increase performance in core curriculum subjects, particularly English, Mathematics and Science

In September 1992, the sixth and final draft of the Curriculum Guide for Formal Basic Education in Namibia was completed. This document sets forth the learning objectives by subject area and grade for the first ten years of basic education. It also establishes the MEC's policies on entry requirements by grade, instructional methodologies, formal and informal assessment including examination and promotion from grade to grade as well as from grade 7 to grade 8 which marks the transition from what used to be the primary cycle to the junior secondary cycle.

The National Institute for Educational Development (NIED) staff is also preparing instructional materials in the core or promotional subject areas of English, science, mathematics and social science. Baseline data on student performance in English and mathematics is being compiled this year to establish a yardstick against which future progress will be measured.

SUB-TARGET 2.: Increased pass rate on national level basic education examinations.

The only current way of assessing student attainment is to use the pass-fail rates of students on major national level examinations. Recognizing that this type of data provides little insight into actual student attainment, the Ministry is in process of developing formal and informal student assessment and achievement methods and procedures. Also the Ministry is undertaking baseline studies of learner competencies in English and Mathematics to help establish the benchmarks against which progress in improving the quality of classroom instruction will be measured in the future. The results of these studies plus the recommended indicators to measure qualitative changes in basic education will be submitted to USAID in December 1992 as part of the Tranche 3 conditionality.

SUB-TARGET 3.: Increased number of children between ages 6 and 16 enrolled in school (SERP)

From the immediate pre-independence period, enrollment at the primary level (grade 1-7) increased from 312,163 in 1989 to 366,467 in 1992. This represented an increase of 17.4 percent. The comparable increase at the secondary level was from 58,732 to 88,282, a rise of 50.3 percent. Thus, in the period since independence, there has been a substantial improvement in the access of children 6 to 16 years of age to school, particularly at the secondary level.

SUB-TARGET 4.: Decreased wastage and repetition rates at basic school level.

In the schools of the 1980s, 70-80 percent of teachers were unqualified for their task (see Attachment F). Also there were few positive incentives for the teaching profession and morale was low because of conditions of service which included lack of housing in most rural areas and low pay, particularly among teachers in the non-white ethnic authorities. Inadequate provision of teachers and classrooms meant large classes, often in excess of 50 pupils. During the 1990 USAID financed Education Sector Assessment, the team visited several schools where 100 or more children were in a class. Coupled with this was the near total absence of textbooks and instructional materials in most rural primary schools. As a consequence, high drop-out rates and frequent repetition of grades were the norm.

The MEC is in the process of making several major policy decisions which will greatly reduce the repetition and hopefully decrease the dropout rates. First, basic minimum competencies will be established by subject and grade levels. Second, for the lower primary grades (1-4), promotion will be based on informal assessment carried out by the classroom teacher. Third, to be promoted in the upper primary grades (5 to 7), the minimum competencies will be necessary in the core subjects of English, science and mathematics. Thus, until grade 7, the end of the primary cycle, promotion will be based on informal assessment by

the teacher.

The approach being taken by the MEC is revolutionary in the context of Namibia. In the past, testing and examination were an ethnic and racial filtering processes. In the reform program, assessment will become a tool for measuring a student's progress through the school system in relation to his or her achievement levels in core subject areas. Assessment will also be used as a way of providing feedback to teachers, curriculum developers and planners.

STRATEGIC OBJECTIVE 2: Increased Number and Proportion of adults (14 years and older) with education and training skills relevant to their roles in the family, in earning a living and participating in the community

Prior to independence, adult and nonformal education was mainly undertaken by NGOs, especially church related ones and by the private sector, although the government began to take an active interest during the 1980s. It has been estimated that in 1990 no more than 4,000 Namibians were enrolled in literacy and training programs relevant to their roles in the family, in earning a living and participation in their communities. This was about one percent of the estimated 400,000 illiterate Namibians.

With independence, the newly elected government has established a Department of Adult and Nonformal Education in the Ministry of Education and Culture, a Department of Manpower and Training in the Ministry of Labour (MOL), a Department of Youth Affairs and Employment in the Ministry of Youth and Sport (MOYS). All these departments are involved in one way or the other with adult and nonformal education.

The Department of Adult and Nonformal Education was established late in 1990. So far the GRN has given considerable attention to the development of the National Literacy Program (NLPN). A plan of action has been adopted. Through a series of workshops, study materials were drafted with SIDA and UNESCO financing and technical assistance. By July 1992, Stage 1 literacy materials were ready and the first group of District Literacy Officers trained.

The President of Namibia formally launched the National Literacy Program on 5 September 1992. USAID joined the Government, the NGOs and other donors in support of the literacy and adult education program on 17 September 1992 with the signing of the READ Project.

Essentially, the first two years after independence have been devoted to putting in place an expanded public and private sector institutional and organizational framework to support a broad-based, concerted effort to give a significant number of adults and out-of-school youth a second chance at basic

education. The goal is to achieve 80 percent literacy by the year 2000.

TARGET 1.: Improved and expanded NGO nonformal education and skills training activities linked to community determined economic, environmental and social priorities (READ/LIFE).

In 1992, USAID funded the first NGO/CBO directory entitled "NGOS Active in Namibia". The directory provides the most substantive coverage to date of 150 local NGOs and CBOs. Of this 12 are estimated to be engaged in the provision of adult nonformal education. The following illustrates the types of NGOs working in Namibia.

The are a couple of large NGOs, most notably the Rossing Foundation, which are involved in adult education and skills training. The Rossing Foundation has an extensive network of adult training facilities throughout the country which offer courses in seamanship, English, numeracy, needlework, cooking, welding, mechanics, agriculture and environmental education. The Foundation will receive a Cooperative Agreement under the READ Project to develop a broad-based national program in environmental education.

The Nyae Nyae Development Foundation is a good example of one of Namibia's middle size NGOs that is active in community-based natural resources management activities. The Foundation will be the main implementing agent for the LIFE Project's activities in Bushmanland. It has been active in Bushmanland since 1981. It represents one of the best examples in Namibia of a sound, functioning NGO and community partnership.

An example of a small size CBO in Namibia, which will likely participate in the READ Project, is the BRICKS Community Project based in Windhoek. This community oriented organization with its offices in Katutura is promoting community participation and awareness on social issues through popular cultural themes such as AIDS prevention, deforestation and family relations. It relies on drama, poetry and plays. The organization is also involved in small agricultural activities such as vegetable and maize cultivation for family use.

USAID's two new projects, READ and LIFE, will provide the much needed assistance to local NGOS to expand their capacity to offer nonformal adult education directed toward meeting community determined needs. These projects will work with the organizations described above plus many others to achieve this target.

SUB-TARGET 1.: Increased Community Based and Environmentally Sound Income and Employment Activities (READ/LIFE).

Encouraging community participation is a GRN priority. There have been various workshops, sponsored by the GRN, NGOs and

donors, to bring the planning and development of income and employment activities down to the community. This allows the people who will ultimately benefit from them to take part in their designs from the outset. For example, the Ministry of Wildlife, Conservation and Tourism over the past year has undertaken intensive community-based planning activities in Caprivi, Kuiseb and Bushmanland. These have involved community leaders, private business people, local and regional government officials.

Similar initiatives are being taken by NGOs as they attempt to become better oriented to the needs of the communities they serve. This process of community participation is only just beginning and will be further encouraged and strengthened through the READ and LIFE projects.

SUB-TARGET 2.: Increased number of sustainable literacy, environmental, life and vocational skills training opportunities (READ/LIFE).

One important sub-target in the USAID program is the increase in the number of sustainable literacy, environmental, life and vocational skills training opportunities. The country has immense lack of vocational training institutions. There are only seven formal institutions and these emphasize technical education directed toward formal sector employment. Some diversified secondary schools include optional craft studies, life skills training, needlework, etc., but the teaching is largely academic and bears little relation to the practical needs of the communities and individuals.

The READ/LIFE Projects will assist the GRN and the NGOs to carry out a wide range of activities in poor rural and urban communities to improve their skills in literacy, life skills including environmental education, nation-building and income generation. READ will open up training opportunities and is expected to reach 40,000 disadvantaged Namibians. LIFE expects to benefit 74,600 people living in Bushmanland and Caprivi. An important objective in these project activities is sustainability. As part of the design and implementation process, the NGOs and communities will take steps to ensure sustainability of their activities.

SUB-TARGET 3.: Increased Utilization of Nonformal Education techniques by NGOs relevant to adult learners (READ/LIFE).

Prior to independence, the delivery of nonformal education services through NGOs was often uncoordinated, duplicative and not well spread. A number of factors constrained the effectiveness of nonformal education activities. A major factor was the South African occupation forces discouragement of the establishment of independent community-based activities by NGOs believing they could be instrumental in the mobilization of people toward resistance by forces sympathetic to SWAPO. To

counter this perceived "threat", South Africa established its own community-based structures and activities. These organizations derived little popular support and their leaders were viewed as collaborators.

The apartheid system of "divide and rule" left also its legacy in the local NGO world. NGOs with complementary or competitive agendas have adamantly resisted collaboration and cooperation, and mistrust each other. This situation does not help the NGOs and the communities they serve in the long run. NGOs from the largest to the smallest are going through a difficult and painful but fundamental and essential realignment process. The policy of national reconciliation has helped a great deal in this context.

Various surveys have been undertaken by the GRN, USAID and other external donors to identify the makeup of NGO activities, organization and programs. The surveys underscore the need for instructional strengthening, even in large organizations such as the Rossing Foundation and the Council of Churches, if there is to be long-term viability and sustainability of community level activities. Several key NGOs have experience in serving primarily rural, destitute populations, but also have expressed the need to strengthen their capacity to carry out more effective training. Through the READ/LIFE projects, NGOs which specialize in giving technical assistance to community-based groups will be eligible for capacity strengthening and improved service.

An analysis of the status of environmental education in Namibia determined that it is a new concept for most of the populace; that there is no national strategy to address the subject nor adequate funding, materials and infrastructure. There is also a lack of qualified and experienced environmental educators. Environmental and natural resources laws and policies also worked against acceptance of the concepts and participation of much of the rural communities. This situation should, however, begin to change through the READ-financed Cooperative Agreement to the Rossing Foundation for environmental education.

The READ and LIFE projects will help build NGO collaboration and resource sharing to overcome the mistrust and poor communication of the past. The adoption and dissemination of information about appropriate methodologies, instructional materials, participatory training techniques, etc., will have significant positive benefits in the skills training and environmental education areas of READ and LIFE projects.

SUB-TARGET 4.: <u>Increased community participation and involvement in grass-roots decision-making (READ/LIFE).</u>

The GRN, realizing that community participation is the cornerstone of Namibia's democracy, has taken concrete legislative and political actions that will allow local communities to participate in the management and control of their lives and to benefit from their own actions.

First, Cabinet Resolution CS/1212/018 dated December 12, 1991, directs the Ministry of Wildlife, Conservation and Tourism and the Ministry of Finance to "seriously investigate the possibility to create a mechanism whereby a percentage of revenue generated by trophy hunting can be channeled back to rural or local people of the area". In response to this Cabinet directive, the MWCT has developed a written "Draft Policy on Wildlife Management and Utilization in Communal Areas". This draft policy proposes that the Natural Conservation Ordinance or the regulations promulgated thereunder be amended to add a section that would extend to the communal lands the same principles that govern wildlife utilization and the benefits therefrom on commercial land.

Secondly, the stated customary law that discriminates against women is under review while the Income Tax Law has been repealed, putting women and men on the same footing. Various local conferences have been organized, such as the Land Conference of 1992, the Bushmanland Conference, the Language Conference and the Etosha Basic Education Conference, allowing people to air their views on issues of their concern.

With the GRN's positive attitude toward NGOs and CBOs and its apparent understanding of the important role these organizations can play in participatory national development, the prerequisites to empower local communities and strengthen their popular participation in the decision-making process at both local and national levels are being established.

The READ/LIFE projects will go a long way in contributing toward these efforts (1) by improving participatory processes through sharing experiences and ideas locally, regionally and internationally; (2) by increasing the relevance and responsiveness of NGOs as service-delivery organizations; (3) by identifying and testing cost-effective options and strategies; and (4) by strengthening NGO capacity to mobilize resources.

CONCLUSION

As this API indicates, considerable progress has been made in laying the groundwork for the attainment of USAID's strategic goals and objectives over the next four to six years. During FY 1991 and FY 1992, USAID completed the design of its project portfolio to implement its strategy. The next year will be the first full year of implementation. It will also be a time in which USAID and its Namibian partners will establish both quantitative and qualitative indicators against which to measure future progress. Assistance in this effort will be sought from CDIE early in calendar year 1993.

ATTACHMENT A

USAID/NAMIBIA

OBLIGATIONS BY FISCAL YEARS
FY 1991 - FY 1996
($000s)

BILATERAL

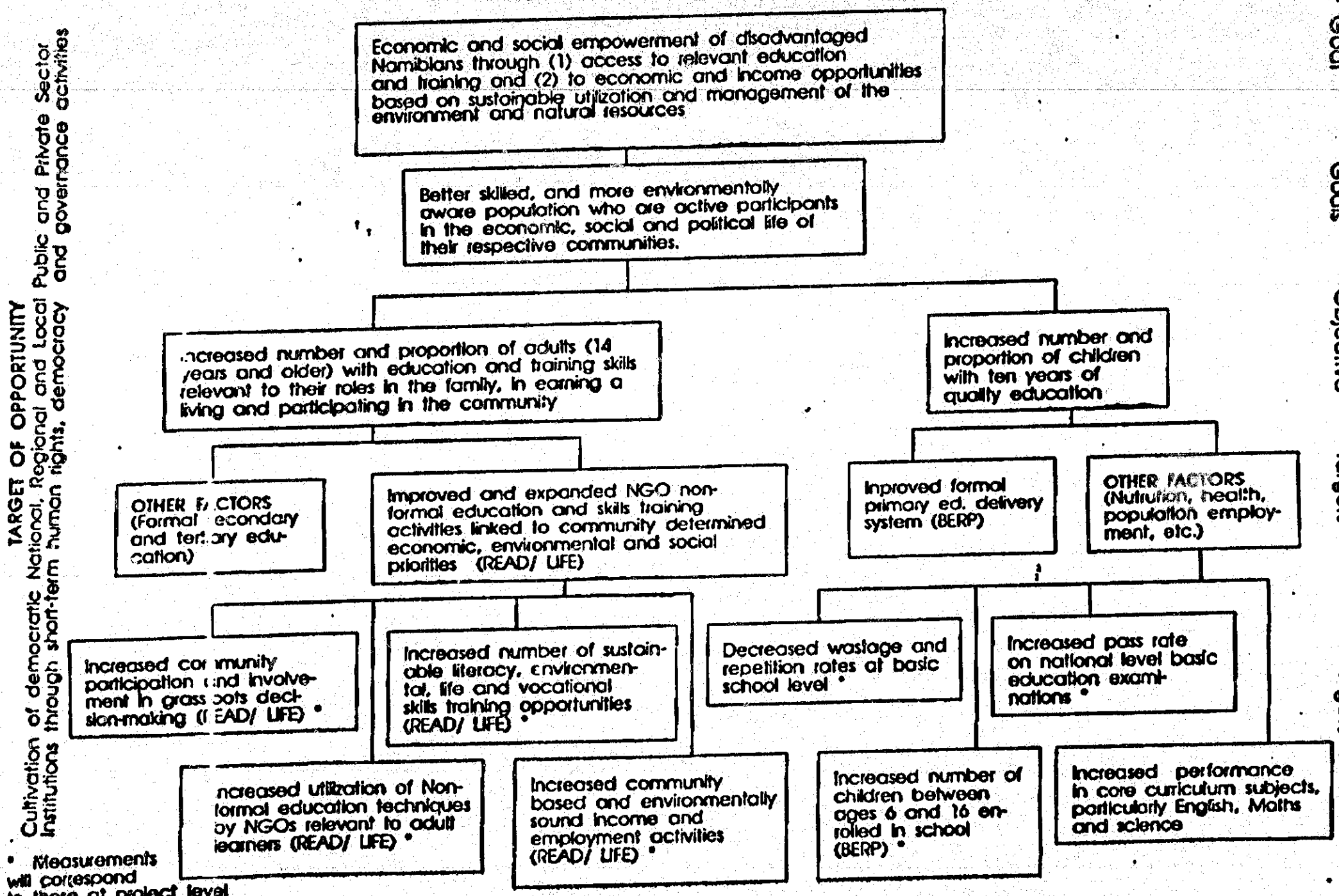
PROJECT	NUMBER	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96	TOTALS
BASIC ED	673-0003	16,000	5,000	5,000	5,000	4,000	0	35,000
BASIC ED II	673-0003 A						2,406	2,406
BASIC ED (ME)	673-0006	500	500	0	0	0	0	1,000
READ	673-0004	0	3,906	1,500	1,500	2,500	4,094	13,500
ATLAS	693-0463.73	0	300	150	150	150	150	900
PD&S	673-0002	500	294	150	150	150	150	1,394
SUBTOTAL		17,000	10,000	6,800	6,800	6,800	6,800	54,200

REGIONAL AND CENTRAL

LIFE	690.0251.73	0	3,000	3,000	3,000	1,500	0	10,500
HUMAN RIGHTS	698-0541.73	50	200	300	300	300	300	1,050
SUBTOTAL		50	3,200	3,300	3,300	1,800	300	11,950
TOTAL		17,050	13,200	10,100	10,100	8,600	7,100	65,150

ATTACHMENT B.

Program Logframe



* Measurements will correspond to those at project level

APPENDIX C

ASSISTANCE TO NAMIBIA SINCE INDEPENDENCE
(000s $)

COUNTRY/ORGANIZATION	ABS. REC. TO DATE	MAJOR AREAS OF SUPPORT
FRG	158404	FA/GEN.SCHOL./WAT/HOUS FISH/LAB/MINES/AGR
SWEDEN/SIDA	87241	ED/HEALTH/HOUS/WAT/AGR/FIN LAB/TRANS/COMM/INDUS
US/USAID	63730	BAS.ED/NON-FORMAL ED NAT. RES./HR/LA
EEC	34585	HOUS/ED/HEALTH/AGR/NAT JUSTICE
COMMONWEALTH SECRETARIAT	17730	TA-EXPERTS & ADVISORS MOFA TRAINING
FINLAND/FINIDA	31454	ED/HEALTH/WAT/AGR/MINES FIN
MAURITIUS	8865	BUDGETARY SUPPORT
DENMARK/W	7730	AGR/ED/BUDGETARY SUPPORT
FRANCE	8647	HEALTH/AGR/WAT/LAB/ED MINING/TRANS/FISH
JAPAN	11063	AGR/HOUS
BRITAIN	3546	ED/HA/DEFENCE/P.ADMIN
PEOPLES REP OF BANGLADESH*	3546	FUNDS NOT RECEIVED TO DATE
CANADA	2088	TA/SADC PROG./BA/FOOD
ANTIGUA & BARBUDA	2127	UNDP TRUS FUND FOR NAM.
NON-ALIGNED MOVEMENT	2020	WAT/HEALTH/ED
UNICEF	5070	HEALTH
SPAIN	1613	ED/HOUS/FISH
REP. OF KOREA	131	MOFA-10 VEHICLES
TURKEY*	88	TA-SCHOL. FOR 5 YRS
MALAYSIA	80	BS
AFRICA FUND	88	ED-NUACANA SCHOOL
PEOPLES REP. OF CUBA	70	HEALTH/DOCTERS AND NURSES FOR TWO YRS
EGYPT	44	ALL
UNDP	79	PSR
ICELAND		
GUYANA		
PEOPLES REP. OF CHINA	63000	INTEREST FREE LOAN IN LOW COST HOUSING
ITALY	3000	NGOs IN ADULT ED
NETHERLANDS	709	WAT/AGR
TOTAL	$14556	

* NOT RECIEVED BUT PLEDGED EXCHANGE RATE: US $1.00-R2.82

KEY

AGR-AGRICULTURE
BA-BILATERAL ASSISTANCE
BS-BUDGETARY SUPPORT
COMM-COMMUNICATION
EA-ECONOMIC ASSISTANCE
ED-EDUCATION
FA-FINANCIAL ASSISTANCE
FIN-FINANCE
FISH-FISHERIES
GS-GENERAL SCHOLARSHIP
HA-HOME AFFAIRS
HOUS-HOUSING
INDUS-INDUSTRY
LAB-LABOR
LA-LEGAL ASSISTANCE
MOFA-MINISTRY OF FOREIGN AFFAIRS
PRS-PUBLIC SERVICE RESTRUCTURING
SCHOL-SCHOLARSHIP
TA-TECHN. ASSISTANCE
TRANS-TRANSPORT
WAT-WATER AFFAIRS

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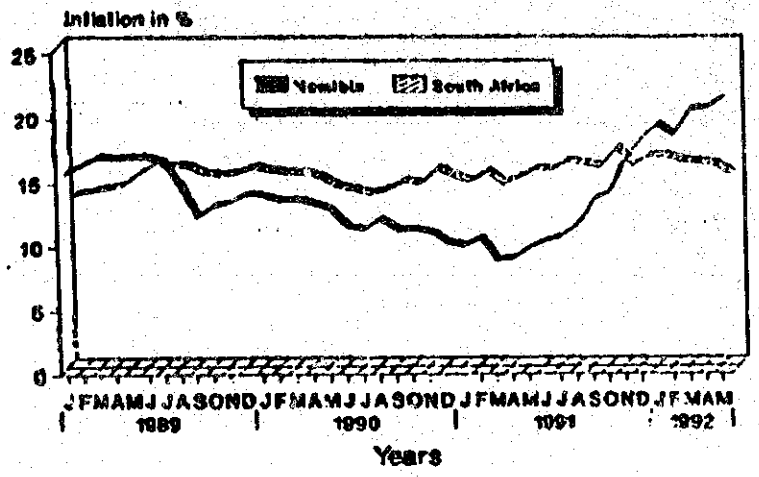
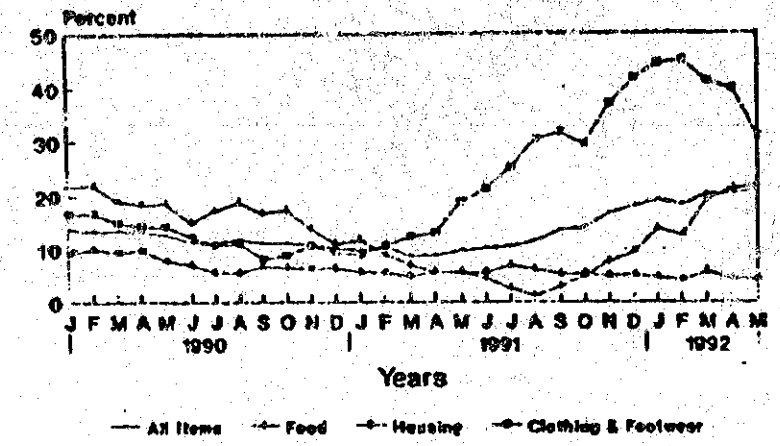
ATTACHMENT D

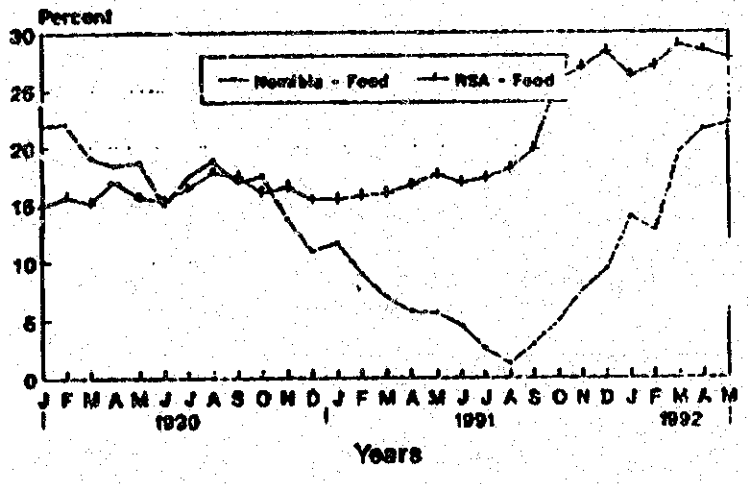
Inflation Rate (1)
Namibia vs RSA



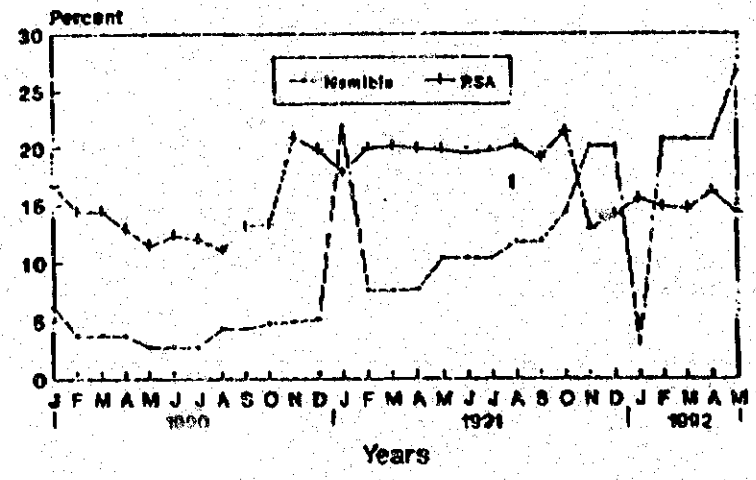
Namibian Inflation Rate (2)
Main categories of the CPI



Food category (3)
Comparing Namibia with the RSA



Transport category (4)
Comparing Namibia with the RSA



ATTACHMENT E.

Namibia - Primary and Secondary Teachers According to Qualifications by Education Administration, 1988

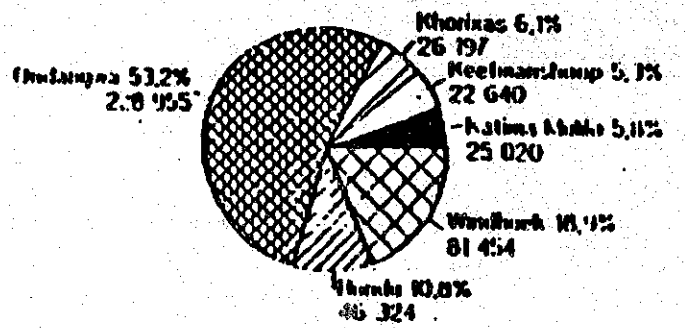
	Qualified*	Under qualified**	Unqualified***	Total
Whites	852	345	15	1212
Caprivians	27	21	763	811
Damaras	51	58	317	426
Hereros	21	50	542	613
Kavangos	32	44	1071	1147
Coloureds	105	297	256	658
Namas	50	109	373	532
Tswanas	10	14	19	43
Owambos	45	395	4480	4920
DNE	299	321	1078	1698
Rehoboth	51	217	197	465
Total:				
1988	1543	1871	9111	12525
1987	1418	1734	8793	11945
1986	1268	1663	8190	11121

ATTACHMENT F

Preliminary Education Statistics: Namibia 1991

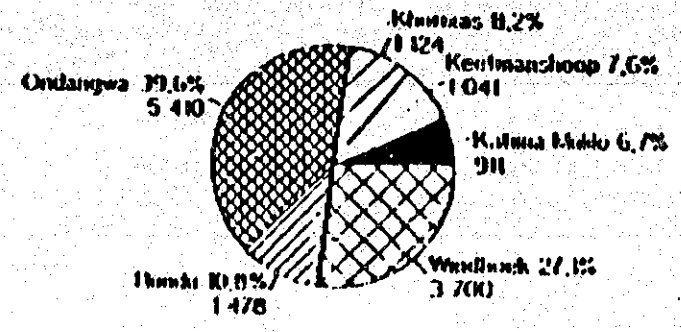
Pupils

430 990



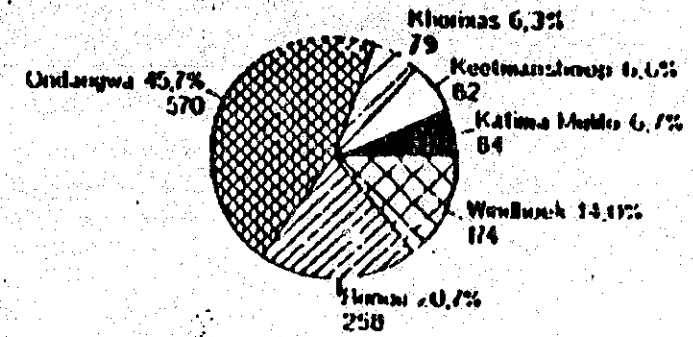
Teachers

11 661

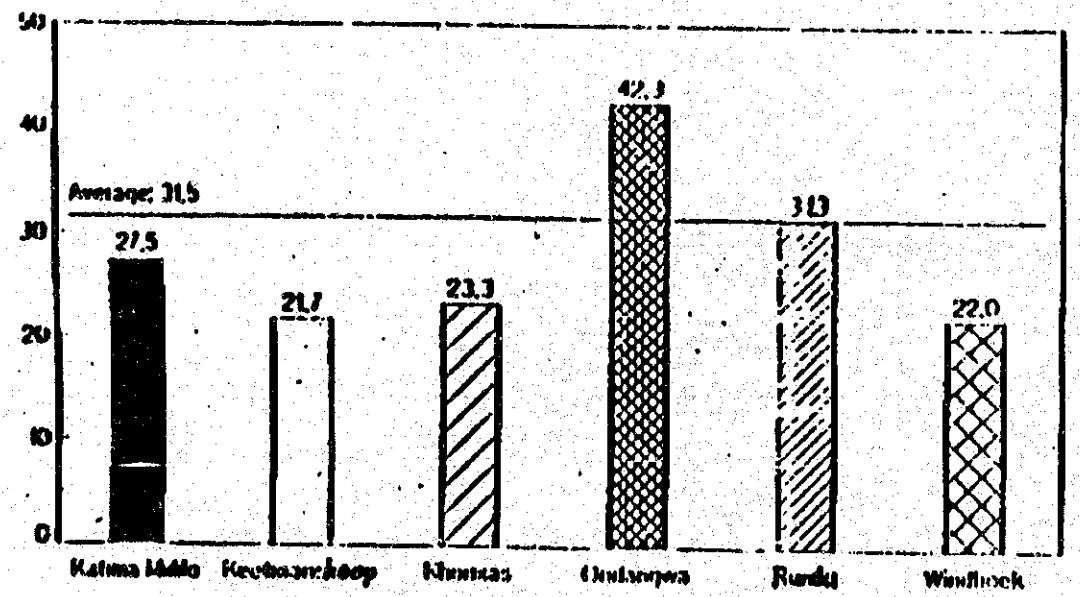


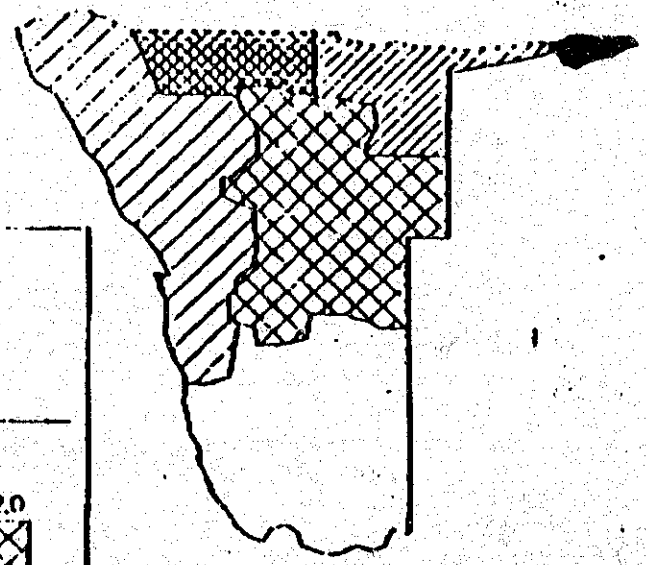
Schools

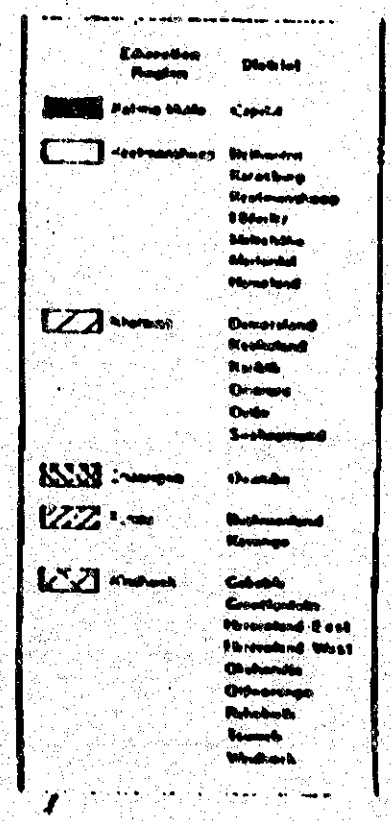
1 247



Pupil:Teacher Ratio







ATTACHMENT G

EPI COVERAGE

ANTIGEN

COVERAGE BY 1 YEAR

	1990 March	1990 (Dec)	1991 (Dec)
BCG	84	85	68
DPT3/Polio	51	53	82
Measles	14	41	71
Fully Immunized	-	26	70+
TT1	-	72	-
TT2	0	52	-

Source: Ministry of Health and Social Services