

PD-ABP-503

***NAMIBIA***

***REACHING OUT  
WITH  
EDUCATION  
FOR  
ADULTS  
IN DEVELOPMENT***

***673-0004***

***PP A# 1***

***AUGUST 1995***

	U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT  <b>PROJECT DATA SHEET</b>	<b>1. TRANSACTION CODE</b> x A = Add x C = Change D = Delete	Amendment Number _____ 1 _____	<b>DOCUMENT CODE</b>  3
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<b>2. COUNTRY/ENTITY</b> Namibia	<b>3. PROJECT NUMBER</b> [673-0004]
<b>4. BUREAU/OFFICE</b> USAID/Namibia	<b>5. PROJECT TITLE (maximum 40 characters)</b> Reaching Out with Education for Adults in Development (READ) Project
<b>6. PROJECT ASSISTANCE COMPLETION DATE (PACD)</b> 12/31/98	<b>7. ESTIMATED DATE OF OBLIGATION</b> (Under 'B,' below, enter 1,2,3, or 4) A. Initial FY 92 B. Quarter 04 C. Final FY 98

**8. COSTS (\$000 OR EQUIVALENT \$1=N\$3.5)**

A. FUNDING SOURCE	FIRST FY 92			LIFE OF PROJECT		
	B. FX	C. L/C	D. TOTAL	E. FX	F. L/C	G. TOTAL
AID Appropriated Total	2577	1223	3,800	6344	8,156	14,500
(Grant)	(2577)	(1223)	(3,800)	(6344)	(8,156)	(14,500)
(Loan)	( )	( )	( )	( )	( )	( )
Other U.S.	1.					
	2.					
Host Country		676	676		4,117	4,117
Other Donor(s)						
<b>TOTALS =&gt;</b>	<b>2577</b>	<b>1899</b>	<b>4,476</b>	<b>6,344</b>	<b>12,273</b>	<b>18,617</b>

**9. SCHEDULE OF AID FUNDING (\$000)**

A. APPROPRIATION	B. OBLIGATIONS TO DATE		C. AMOUNT APPROVED THIS ACTION		D. LIFE OF PROJECT	
	1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan
(1) DFA	5,806				12,350	
(2) ESF	2,150				2,150	
(3)						
(4)						
<b>TOTALS =&gt;</b>	<b>7,956</b>				<b>14,500</b>	

**PROJECT PURPOSE (maximum 480 characters)**

The purpose of this project is to strengthen the institutional capacity of Namibian Non-Governmental Organizations to meet the needs of historically disadvantaged populations.

<b>11. SCHEDULED EVALUATIONS</b> Interim MM YY Final MM YY 02 96 09 98	<b>12. SOURCE/ORIGIN OF GOODS AND SERVICES</b> _x_ 000   ___ 941   _x_ Local   _x_ Other (Specify) 935
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**AMENDMENTS/NATURE OF CHANGE PROPOSED**

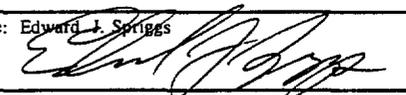
Increase U.S. Government funding obligation from US\$13.5 million to US\$14.5 million.

Revise Project Paper and amplified description to reflect changed goal and purpose.

Change final year level of funding.

Change Project Title: remove "To" and replace with "For".

Change Estimate Date of Obligation

<b>14. APPROVED BY</b>	Signature: Edward J. Spriggs 	Date Signed MM DD YY 8 / 25	<b>15. DATE DOCUMENT RECEIVED IN USAID/W, OR FOR USAID/W DOCUMENTS, DATE OF DISTRIBUTION</b> MM DD YY 09   21   95
	Title: USAID Representative, Mission to Namibia  Authority: DOA No: 551 & 452		

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## LIST OF ACRONYMS

AFR/DP	Africa/Development and Planning
AID	Agency for International Development
AID/R&D	AID/Washington's Research and Development Office
AID/W	Agency for International Development/Washington
CA	Cooperative Agreement
CBO	Community Based Organization
DABE	Department of Adult and Basic Education/MBEC
DEA	Directorate of Environmental Affairs
DFA	Development Funds for Africa
EOPS	End of Project Status
ESF	Economic Support Fund
FINNIDA	Finland Agency for International Development
FSN	Foreign Service National
FY	Fiscal Year
GDO	General Development Office
GDP	Gross Domestic Product
GRN	Government of the Republic of Namibia
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunity Deficiency Syndrome
HCCHNRDO	Human and Natural Resources Development Office
IEE	Initial Environment Examination
LOP	Life of Project
MBEC	Ministry of Basic Education and Culture
MOHSS	Ministry of Health and Social Services
NACP	National Aids
NANGOF	Namibian Non-Governmental Organizations Forum
NFE	Non-formal Education
NGO	Non-governmental Organization
NORAD	Norway Agency for Development
NPC	National Planning Commission
PP	Project Paper
PPA	Project Paper Amendment
PIL	Project Implementation Letter
PSC	Personal Services Contractor
PSR	Project Status Report
PVO	Private Voluntary Organization
READ	Reaching out with Education for Adults in Development
REDSO/ESA	Regional Economic Development Services Office for East and Southern Africa
RCO	Regional Contracts Office
RF	Rössing Foundation
RIG	Regional Inspector General
SC	Steering Committee
SIDA	Swedish International Development Agency
SO	Strategic Objective
SOW	Statement of Work
TDY	Temporary Duty (Short Term Consultants)
TOT	Training of Trainers
UNDP	United Nations Development Program
USAID	United States Agency for International Development Mission to Namibia
USG	United States Government
WID	Women in Development
WEI	World Education, Inc.

# **ACTION MEMORANDUM FOR THE USAID REPRESENTATIVE, NAMIBIA**

**FROM:** Robert Kirk, REDSO/ESA, PDO  
Barbara Belding, GDO

**SUBJECT:** Project Paper Amendment  
Reaching Out with Education for Adults  
in Development (READ) Project 673-0004

**DATE:** August 1, 1995

## **I. PROBLEM**

Your approval is required to authorize amendments to the Reaching out with Education for Adults in Development (READ) Project as follows:

1. Project Authorization Amendment No. 1 to amend the LOP funding by adding an additional US\$ 1,000,000 in DFA to the current authorized funding level of US\$ 13,500,000 thereby increasing the LOP to US\$ 14,500,000; and
2. Project Paper Amendment No. 1, including the Face Sheet and the PPA text, to reflect the addition of authorized US\$ 1,000,000 and to make changes corrected by the READ Re-Alignment Exercise.

The PACD of the READ Project will remain December 31, 1998.

## **II. BACKGROUND**

The Project was approved and authorized September 17, 1992 and has two major components: a Cooperative Agreement with an US-based PVO for the institutional contract, signed June 25, 1993; and a Cooperative Agreement with a local NGO for the Environmental Education component, signed October 1, 1992. The later Cooperative Agreement will be changed to a Grant following the PP Amendments.

Soon after the start of implementation of the CA with the US-based PVO, World Education, Inc. (WEI), it became apparent that there was a need to revise portions of the READ Project documents. During the Project Status Report (PSR) in October 1993, it was decided that the EOPS listed in the PP were not measurable. Thus, the mission suggested a revision of the Logical Framework with new measurable End of Project Status (EOPS). Ruth Buckley-Hughes, REDSO/ESA, was asked to assist WEI and the Mission in this effort. She arrived in January 1994 and worked intensively with the

READ Project implementors, (both with WEI and the Rössing Foundation), and the Mission to revise the Logframe. At that time, the Mission did not feel it was necessary to change the PP and, therefore, did not want to alter the Project Goal and Purpose, even though it was agreed by all that it was highly unusual to have an indicator of the number of beneficiaries in the Goal statement. Because the work done by Ruth Buckley-Hughes (Social Scientist, REDSO/ESA) was participatory in nature, there was general agreement on the final product with two provisions: 1) the READ Steering Committee needed to approve the changes, and 2) more effort was needed to re-design the Rössing Foundation framework. Although Ruth Buckley-Hughes worked with the Rössing Foundation staff, they were not as readily accepting of changes. In fact, it took 3 further consultants over a 8 month period to assist the Rössing Foundation in rethinking their strategy. Additional contractors from Washington, D. C. and Windhoek (Jim Baird, Mark Renzi and Dr. Bruce Byers) worked with the Rössing Foundation at various times to assist them with their revision.

The READ Steering Committee reviewed the revised document at three separate meetings with final approval in August, 1994. The Rössing Foundation's Steering Committee approved the Environmental Education framework and strategy in late August, 1994. It was the intention of the Mission to formally amend the two CAs after the Steering Committees' approval. However, intervening circumstances postponed this action.

During this period, there was official dialogue with the Ministry of Health in support of their HIV/AIDS outreach program. On April 21, 1994, USAID/Namibia pledged to assist Namibia's HIV/AIDS control efforts through assistance targeted to build the capacity of local NGOs involved in HIV/AIDS prevention and counselling. Over the following seven months, discussions were held as to how best to implement this pledge. It was decided that HIV/AIDS education and awareness best fit into the READ Project and the Mission proposed a \$4 million addition. The modifications to the CA were therefore further delayed until consensus was reached on the HIV/AIDS activities.

In August, 1994 the Mission was notified that an AID/W Team would visit the Mission to appraise the Mission's Program and strategy and it was felt that all amendments and modifications should be postponed until after the Team's visit in October, 1994. The Washington Team recommended that the READ project needed additional re-focusing, that the Goal and Purpose needed to be revisited and that the HIV/AIDS activities should be cut back to \$1 million. They indicated that a member of AFR/DP would be available to assist in this process.

The Mission again contacted Ruth Buckley-Hughes, REDSO/ESA, who suggested Dr. Curt Grimm, AFR/DP, to work on this "Re-Casting" assignment. These two consultants came in January, 1995 and held several collaborative meetings and work sessions with the key stake-holders. As the exercise unfolded, it was realized by all key participants that the Re-Casting exercise would benefit the project as it clarified many misunderstandings and misperceptions. It also clarified a list of EOPS by which the project could be evaluated in the future. Curt Grimm made a presentation to the READ Steering Committee and the proposed changes were accepted. By February 3, 1995, the Mission, WEI and the Rössing Foundation approved the Re-casting Team's Logframe and justification document. The results of the READ Project re-casting were briefly

discussed in the Strategy Cable to Washington (WINDHOEK 00266).

During the preparation of the documents for amendments, the GRN President announced new officials at Minister, Deputy Minister and Permanent Secretary level within the new Ministry of Basic Education and Culture. With three new top Ministry personnel, it was decided to delay the amendments until a briefing could be held with these officials.

### III. DISCUSSION

The two documents requiring amendments are discussed below:

**1. Project Authorization Amendment No. 1 to amend the LOP funding by adding an additional US\$ 1,000,000 in DFA to the current authorized funding level of US\$ 13,500,000 thereby increasing the LOP to US\$ 14,500,000.**

The Project Authorization Amendment increases the authorized funding level by US\$1 million from US\$ 13, 500,000. It also outlines projected obligations and current and projected expenditures. The amended estimated total LOP budget including the GRN contribution is US\$ 18,617,000. The GRN in-kind contributions will be increased by US\$ 67,000 for a total of US\$ 4,117,000 (US\$ 4,050,000 + \$ 67,000 = US\$ 4,117,000) during the LOP, with the balance of US\$ 14,500,000 to be provided by USAID.

In the original PP, US\$ 3,000,000 was scheduled to come from ESF funds. Of this \$3 million, only US\$ 2,150,544 was actually funded from ESF. The ESF funds do not require GRN in-kind contribution. By adding an additional US\$ 1,000,000, the total LOP and Host Country Contribution had to be recalculated. The new LOP will change to US\$ 18,617,000 of which US\$ 16,466,000 requires Host Country Contribution (HCC) match. The new HCC is calculated to go up from US\$ 4,050,000 to 4,117,000 which is 25% of US\$ 16,466,000.

**2. Project Paper Amendment No. 1, including the Face Sheet and the PPA text, to reflect the addition of authorized US\$ 1,000,000 and to make changes corrected by the READ Re-Alignment Exercise.**

The face sheet will be amended to add US\$ 1,000,000 in DFA to the LOP authorized funding, bringing the total of authorized US funds to US\$ 14, 500,000. The additional US\$ 1 million will be added to support HIV/AIDS activities under the READ project.

The Project Paper Amendment text is discussed below:

a. Project Rationale

The section on the Project Rationale was changed to more precisely reflect the state of the NGO community in Namibia and how the READ project fits into AID's global strategy and into USAID/Namibia's Mission Strategy. The focus of the project was clarified to reflect the need to strengthen NGOs' capacity to provide needed services to their constituencies. The new rationale emphasizes the participatory process used by World Education, Inc. The process assists participants in identifying problems and

finding solutions through training and service delivery. This process also develops a necessary skill for the population to participate in the democracy process. The rationale clarifies how the READ project will contribute to the proposed Mission's Strategic Objectives.

**b. Project Description**

Changes in the Goal and Purpose were modified to more realistically reflect the project as it was re-casted. At the Goal level, the indicator of 40,000 beneficiaries was removed, as was the reference to age. The 'through ...' phrase was also eliminated in the Goal statement, but captured elsewhere. The amended READ project will reflect the overall goal of empowering historically disadvantaged Namibians to improve the quality of their lives. The focus, however, has shifted from one of service delivery (non-formal education and skills training in five sectors) to strengthening the institutional capacity of selected Namibian NGOs to meet the skills training and representational needs of the historically disadvantaged population.

<b>Old READ Goal</b>	<b>New READ Goal</b>
An estimated 40,000 disadvantaged adult Namibians (14 years and older) able to improve the quality of their lives through access to education and training.	Historically disadvantaged Namibians are empowered to improve the quality of their lives.

At the Purpose level, the new wording focuses on institutional strengthening. The terminology in the original Purpose indicated how this was to be carried out. These two phrases have been moved to Project Outcomes and are needed to meet the Purpose rather than being a part of the Purpose. The old and new Project Purpose are indicated below:

<b>Old READ Purpose</b>	<b>New READ Purpose</b>
Strengthened institutional capacities of a) NGOs to supply adult non-formal education and training services to disadvantaged Namibians; and b) the GRN to develop, implement and coordinate non-formal education policy.	To strengthen the institutional capacity of Namibian Non-Governmental Organizations (NGOs) to meet the needs of historically disadvantaged populations.

Besides the changes in the Goal and Purpose, changes were made in the EOPS, and the Outcomes. These changes served to clarify what the project is expected to accomplish during its lifetime and how these accomplishments will be evaluated. All the key players now feel that there is mutual understanding of project objectives and mutual agreement on the End of Project Indicators. This will make future discussions, reports and evaluations easier to carry out.

Changes in "Project Components and Inputs" and in "Namibian NGO Institution Building" more adequately reflect the current needs of NGOs and explains how World Education, Inc. will assist the NGOs in institutional strengthening.

A new section entitled "Project Outputs" was added to further explain the projected outcomes of the re-casted READ Project. This section details the methodology used to increase NGO members in a participatory process that will strengthen training and service delivery and strengthen their participation in a working civil society. The Environmental Education Section was re-drafted so that it is aligned with the new goal and purpose of the READ Project. A new Implementation Plan and Logframe are also added in the amended Project Paper.

#### IV. ISSUES

Several issues were raised during the Re-Casting exercise which need to be noted. The first was a modification in focus of the READ project to contribute to the proposed Strategic Objective # 3: "Increased accountability of Parliament to all Namibian citizens." The READ project fits naturally into this proposed Strategic Objective (SO), but changes needed to be made in the PP and CA documents to include the reporting of activities under this SO. The amended READ project focuses on strengthening NGOs, which not only serve as vehicles for empowerment through individual capacity building, but also through improved outreach and the use of innovative technologies to deliver education and training services to their constituent communities. Under READ, Namibian NGOs build the capacity of citizens who were ignored under the apartheid regime and who remain disfranchised and marginalized by lack of skills. The project amendment allows for greater emphases to be placed on the methodology employed to achieve this purpose; namely, enhancing NGOs' capacity to undertake participatory non-formal education and training, as well as allowing for heightened emphasis on building NGO capacity (and that of their clients) to effectively articulate or represent the interests of constituents in local, regional and/or national fora. The READ Project will also encourage NGO growth and dialogue with the government, thus building civil society. To further enable dialogue between NGOs and different levels of Government, the READ project will strengthen Government capacity in relevant departments and directorates (i.e. DABE, NACP, DEA) to develop, implement and coordinate efficient, participatory non-formal education and training strategies in collaboration with NGOs.

A second issue was raised from a response cable from Washington, SECSTATE 51011, which indicated a need to further clarify the changes made in the sector focus and the elimination of the 40,000 beneficiaries at the Goal level. USAID/WINDHOEK responded in WINDHOEK 00488 that these areas of concern would be addressed in this

Amendment package. As background, the original 5 sectors (literacy/numeracy, life skills, income-generation, nation-building/democratization and environmental education), mentioned in the PP were eliminated. This was viewed as appropriate due to the emphasis on institutional strengthening. It is well understood that by strengthening the institutional capacity building of NGOs, that a sector focus is beneficial for long term development assistance. However, with the small number of NGOs in any given sector in Namibia and the fact that many NGOs are multi-sectoral the Mission felt that targeting specific sectors would be inappropriate. Instead, NGOs will be selected based on their capacity to deliver participatory non-formal training, their capability to manage donor finances, their interest in entering into dialogue with local, regional or national authorities regarding issues that concern their membership and their potential of reaching increasingly more beneficiaries in the future.

The mission does anticipate a clustering of efforts in 4 areas: HIV/AIDS, income generation, literacy/numeracy and environmental education. There are several reasons for this clustering effect:

1) With the increase in awareness of HIV/AIDS in Namibia and the strengthened HIV/AIDS component in READ, we anticipate that many NGOs will take on an HIV/AIDS education component along with their other activities. In concert with the current NGOs that focus on providing HIV/AIDS training and services, perhaps new NGOs will be started that respond to the increasing needs of HIV/AIDS patients.

2) Because of the emphasis from the READ project on self-sufficiency, many NGOs are contemplating ways to diversify their income sources, one of which is income generating activities. Therefore, we expect that this will become a major activity for many NGOs.

3) Literacy and numeracy education will continue within NGOs' regular services to their clientele. NGOs will continue to request innovative methods to teach literacy and numeracy as an integrated part of their on-going activities.

4) Environmental Education will remain a sector focus because of the Cooperative Agreement with the Rössing Foundation to carry out non-formal environmental education throughout the country.

To address the second point of the Washington cable, the mission believes that by focusing on NGO strengthening, the project will intensify the importance of the people-level impacts. The READ project is still committed to reaching the maximum possible beneficiaries through the improved efforts for NGOs. World Education, Inc. has detailed records on all the NGOs with which they work and the NGOs are developing Monitoring and Evaluation systems so they can evaluate their own success. In this manner, the NGOs are learning how to evaluate and improve their own capabilities in delivering services and the project can use that information for reporting as well.

A third issue is related to the overhead rates for the Rössing Foundation CA. The original CA was vague in the directions for the overhead rate. Because of this, the Controller at Rössing Foundation was reluctant to conduct an audit until he received

and in Windhoek to learn about the requirements for A-133 audits. In addition, Richard Cain, RIG, conducted two TDYs to work with the Controller. Finally, in January, 1995, the audit report for the years 1992 and 1993 was submitted to USAID and was inspected by RIG. The reported overhead rate was 20.6% on non-capital expenditures; this equaled approximately 15% on over all expenditures. At the request of the Rössing Foundation's Controller and with the concurrence from the RCO, a negotiated fixed overhead rate will be set at 15% covering all expenditures, retroactive to the start date of the project. An annual audit will be conducted to ensure appropriate use of funds and to assess whether Rössing Foundation received the 15% negotiated rate.

A fourth issue concerns the status of the Initial Environmental Examination (IEE) which was conducted in August, 1992 by the REDSO/ESA Environmental Officer. The initial ruling was that Categorical Exclusion was used for TA, training and strengthening grants to NGOs; Deferred Negative Determination for rural based subgrants who work in EE and related fields; and Negative determination for construction projects. A new ruling was sought from REDSO/ESA and a Categorical Exclusion was granted. This was granted provided no construction will be done, which the READ Project no longer plans to do. The Amended IEE, as approved by REDSO/ESA and AID/W is attached.

## **V. GRN CONCURRENCE**

The Ministry of Basic Education and Culture's (MBEC) Directorate of Adult and Basic Education (DABE) has been active in the Re-Casting of the READ Project. A representative from the Directorate serves on the READ Steering Committee and has been active in all discussions regarding the PP amendments. A letter from Justin Ellis, Under-Secretary, Adult Education, Libraries and Culture provides concurrence with the proposed amendments and an increase in the Host Country Contribution level.

## **VI. AUTHORITY**

Pursuant to Delegation of Authority No. 551 (revised), Sections 5 and 4A (2) and (3), No. 452, you have the authority, with the concurrence of REDSO/ESA Director (see attached NAIROBI 08183), to amend the READ Project Paper.

## VI. RECOMMENDATIONS

It is recommended that, pursuant to your authority under Delegation of Authority No. 551 (revised) and No. 452, you authorize the following amendments and modifications to the READ Project, (673-0004) by approving below and signing the original documents of this authorization package:

1. Project Authorization Amendment No. 1 to amend the LOP funding by adding an additional US\$ 1,000,000 in DFA to the current authorized funding level of US\$ 13,500,000 thereby increasing the LOP to US\$ 14,500,000; and
2. Project Paper Amendment No. 1, including the Face Sheet and the PPA text, to reflect the addition of authorized US\$ 1,000,000 and to make changes corrected by the READ Re-Alignment Exercise.

Approved: \_\_\_\_\_



Disapproved: \_\_\_\_\_

Name: Edward J. Spriggs, USAID Representative

Date: \_\_\_\_\_

5/1/95

## CONCURRENCE:

Fred Fischer, Director, REDSO/ESA: approved by NAIROBI 08183, 26. June, 1995

## Attachments:

SECSTATE 51011  
WINDHOEK 00266  
WINDHOEK 00488  
IEE (Amended)  
NAIROBI 08183  
Letter from J. Ellis

**PROJECT AUTHORIZATION  
AMENDMENT NO. 1**

Name of Country: Republic of Namibia  
Name of Project: Reaching Out with Education for Adults in  
Development (READ)  
Project Number: 673-0004

A. Pursuant to Sections 496 and 531 of the Foreign Assistance Act of 1961, as amended, the Reaching Out with Education for Adults in Development (READ) for the Republic of Namibia was authorized on September 17, 1992. That Authorization is hereby further amended as set forth below:

1. Paragraph 1 is amended by deleting "\$13.5 million" and substituting in lieu thereof the following " Fourteen million five hundred thousand United States Dollars (US\$ 14,500,000)".

2. Paragraph 2 is deleted in its entirety and the following is substituted thereof:

The purpose of the project is to strengthen the institutional capacity of Namibian Non-Governmental Organizations to meet the need of historically disadvantaged populations. The project also will support training and outreach activities in HIV/AIDS awareness and education.

B. Except as modified herein, all other terms and conditions remain unchanged and in full force and effect.



Edward J. Spriggs  
USAID Representative

Date: 8/1/95



UNCLAS

AIDAC

SECSTATE 51011

ALSO IMPORTANT, PARTICULARLY AT THIS POINT IN TIME, TO BE RESPONSIVE TO THE DFA'S EMPHASIS ON PEOPLE-LEVEL IMPACT AND RESULTS. THE DISCUSSION OF THE READ RE-CAST UNDERSCORED THE NEED TO KEEP TRACK OF AND REPORT ON THE DEVELOPMENTAL RESULTS THAT ARE AN INTEGRAL PART OF THE INSTITUTION BUILDING PROCESS. THERE MUST BE DETAILED DISCUSSION OF THE TYPES OF "SERVICES" BEING DELIVERED AND THEIR IMPACT ON HISTORICALLY DISADVANTAGED NAMIBIANS.

3. FINALLY, THERE WAS BROAD AGREEMENT THAT AN INSTITUTION BUILDING FOCUS CANNOT BE HYPOTHETICALLY CARRIED ON INTO AN UNDEFINED, DISTANT FUTURE IN THE SAME WAY AS SECTORAL ASSISTANCE PROGRAMS. THE MISSION SHOULD EMPHASIZE THAT READ IS SPECIFICALLY DESIGNED TO DEAL WITH THE PARTICULAR SOCIOECONOMIC AND HISTORICAL CIRCUMSTANCES IN NEWLY INDEPENDENT NAMIBIA. AS NAMIBIAN NGOS BUILD THEIR INSTITUTIONAL CAPACITY, THE USAID MISSION WILL CONCENTRATE ON THOSE SPECIFIC AREAS WHERE IT CAN BE MOST EFFECTIVE.

CHRISTOPHER

BT

#1011

NNNN

UNCLAS

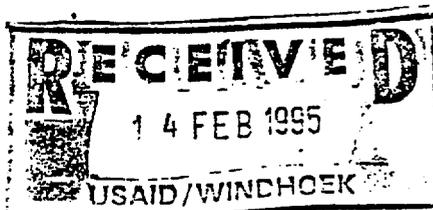
AIDAC

SECSTATE 51011

UNCLAS . AIDAC WINDHOEK 00266

ORIGIN: AID-2  
INFO: AMB-1 DCM-1 RF-1 ECON-1

DISTRIBUTION: AID  
CHARGE: AID  
APPROVED: ESPRIGGS  
DRAFTED: JJOHNSON  
CLEARED: 1.BBELDING, 2.THAND



VZCZCWDI898  
OO RUEHC RUEHNR RUEHSA  
DE RUEHWD #0266/01 0401349  
ZNR UUUUU ZZH  
O 091349Z FEB 95  
FM AMEMBASSY WINDHOEK  
TO RUEHC/SECSTATE WASHDC IMMEDIATE 0139  
INFO RUEHNR/AMEMBASSY NAIROBI IMMEDIATE 0016  
RUEHSA/AMEMBASSY PRETORIA IMMEDIATE 0101  
BT  
UNCLAS SECTION 01 OF 04 WINDHOEK 000266

AIDAC

AID/W FOR DAA/AFR C. PEASLEY, AFR/SA FOR J. GOODWIN AND  
M. SCOVILL, AFR/DP FOR D. DAY, AFR/SD FOR J. WOLGIN, AND  
PPC FOR R. MAHONEY  
NAIROBI FOR REDSO/ESA DIRECTOR F. FISCHER  
PRETORIA FOR RCO/RLA

E.O. 12356: N/A

SUBJECT: NAMIBIA STRATEGY 1995 - 2000

REFS: A) 1/17 SPRIGGS/PEASLEY MTG B) 94 WINDHOEK 002408;  
C) 94 WINDHOEK 002648; D) MAY 94 AA/PPC MEMO ON PROGRAM  
STRATEGIES; E) 94 STATE 024053 F) FY 1996 ACTION PLAN,  
USAID/NAMIBIA

1. SUMMARY

THIS IS AN ACTION MESSAGE ON HOW BEST TO PROCEED WITH  
DEVELOPMENT OF THE SUBJECT STRATEGY DOCUMENT, CURRENTLY  
DUE IN JUNE 1995, GIVEN THE DELAY IN THE PROVISION TO  
MISSION OF PROMISED USAID/W GUIDANCE COVERING STRATEGY  
PREPARATION FOR SMALL PROGRAM COUNTRIES. WITHOUT THIS  
GUIDANCE, THE OVERALL SCOPE, CONTENT AND FORMAT IS  
UNKNOWN AND A SUCCESSFUL WASHINGTON REVIEW WOULD BE IN  
JEOPARDY. ANOTHER PROBLEM IS THAT GIVEN THE LEAD-TIME  
NEEDED FOR PROCUREMENT OF STRATEGY-RELATED STUDIES,  
ANALYSES AND OTHER SERVICES, THE JUNE 1995 SUBMISSION  
DATE WAS DEPENDENT UPON THE RECEIPT OF USAID/W GUIDANCE  
BY NOVEMBER 1994 AT THE LATEST. TO SALVAGE THE EXERCISE  
AND PLANNING ALREADY IN PROGRESS, USAID/NAMIBIA PROPOSES

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(A) TO POSTPONE THE SUBMISSION DATE TO LATE CY 1995 AND  
(B) TO PREPARE A STREAMLINED STRATEGY DOCUMENT MORE  
APPROPRIATE FOR A SMALL MISSION WITH NO MAJOR NEW

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ACTIVITIES PLANNED TO COMMENCE DURING THE NEXT SEVERAL  
YEARS. END OF SUMMARY.

## 2. THE PROBLEM

(A) TIMING: AS NOTED IN REF B, SINCE THE OPENING OF THE USAID OFFICE IN JANUARY 1991, NO LESS THAN FOUR ATTEMPTS HAVE BEEN MADE TO OBTAIN WASHINGTON APPROVAL OF A LONG TERM STRATEGY FOR NAMIBIA. TO DATE, DESPITE THE SUBSTANTIAL EFFORTS MADE BY AID/W AND THE MISSION (AND RELATED COSTS), NONE OF THESE ATTEMPTS HAS BEEN SUCCESSFUL. WHILE MISSION AND BUREAU ARE IN FULL ACCORD ON THE NEED FOR AN APPROVED STRATEGY AND PROGRAM "CONTRACT", WE ARE ALSO IN FULL AGREEMENT ON THE NEED TO AVOID FURTHER FALSE STARTS AND WASTED ENERGY. THIS SHARED UNDERSTANDING WAS CENTRAL IN THE FRAMING OF THE TERMS OF REFERENCE FOR THE AFR SENIOR MANAGEMENT TEAM VISIT TO NAMIBIA LAST OCTOBER (REF B). IN ADDITION TO ITS VALUABLE RECOMMENDATIONS CONCERNING THE PORTFOLIO AND THE NUMBER AND NATURE OF STRATEGIC OBJECTIVES APPROPRIATE FOR USAID/NAMIBIA, A MAJOR FOLLOW-ON ACTION IDENTIFIED DURING THE AID/W TEAM'S VISIT WAS THE MISSION'S NEED FOR TIMELY AID/W GUIDANCE ON THE SCOPE, TERMS OF REFERENCE AND TIMEFRAME FOR STRATEGY DOCUMENT SUBMITTAL IN JUNE. THE TEAM'S REPORTING CABLE, REF C PARA 8, STATES: "THERE WAS AGREEMENT THAT THE TEAM WOULD PROVIDE THE MISSION WITH GUIDANCE ON STRATEGY DEVELOPMENT (INCLUDING THE TYPES OF BACKGROUND SURVEYS/STUDIES THE MISSION SHOULD CONDUCT) AS SOON AS POSSIBLE FOLLOWING THEIR RETURN TO WASHINGTON, BUT BY MID-NOVEMBER AT THE LATEST."

(B) STRATEGY CONTENT: MISSION IS IN POSSESSION OF MAY 1994 PPC GUIDANCE ON MISSION PROGRAM STRATEGIES (REF D). HOWEVER, BECAUSE USAID NAMIBIA IS A SMALL MISSION (AIDREP POST) WITH A WELL-DEFINED PROGRAM AND NO MAJOR NEW STARTS PLANNED FOR SEVERAL YEARS, THE EXTENT TO WHICH THE FULL-BLOWN STRATEGY INSTRUCTIONS CONTAINED IN REF D APPLY TO NAMIBIA MUST BE DETERMINED. THE SENIOR AFR TEAM CLEARLY RECOGNIZED THIS NEED. PERHAPS A "STRATEGY CONCEPT PAPER" OR AN EVEN MORE STREAMLINED DOCUMENT WOULD BE MORE

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APPROPRIATE, AS DISCUSSED DURING AIDREP SPRIGGS' JANUARY TDY IN AID/W. ALSO, THE NEW "RE-ENGINEERING" PROCEDURES WILL NO DOUBT HAVE A BEARING ON STRATEGY SUBMISSIONS, SUGGESTING THAT THE PROMISED GUIDANCE SHOULD ALSO ADDRESS THIS AREA CLEARLY. FINALLY, IF IT IS ANTICIPATED THAT A NEW PARADIGM FOR JUSTIFYING COUNTRY-SPECIFIC ASSISTANCE

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WILL SOON EMERGE FROM THE CURRENT DEBATE OVER FOREIGN AID, OUR STRATEGY DOCUMENT WOULD BENEFIT GREATLY (PERHAPS CRITICALLY) FROM CLEAR GUIDANCE ON THIS MATTER AS WELL.

### 3. SUGGESTED SOLUTION REGARDING THE TIMING ISSUE

USAID/NAMIBIA'S ABILITY TO MEET THE PROPOSED JUNE 1995 TARGET DATE WAS DEPENDENT ON THE TIMELY RECEIPT OF AID/W GUIDANCE BY NOVEMBER AT THE LATEST, SINCE THE PLANNING (AND RELATED PROCUREMENT) FOR NEEDED STUDIES, ANALYSES, REPORTS AND OTHER ASSISTANCE REQUIRED ESPECIALLY BY SMALL MISSIONS TO PREPARE STRATEGY DOCUMENTS TYPICALLY CONSUMES SIX TO TWELVE MONTHS OF LEAD TIME. GIVEN THAT WE NOW HAVE LESS THAN FOUR MONTHS REMAINING, AND STILL DO NOT HAVE A CLEAR IDEA OF WHAT, IF ANY, ARE THE SPECIAL REQUIREMENTS FOR A SMALL COUNTRY PROGRAM (AND THAT MORE TIME MAY BE NEEDED BEFORE THE IMPORTANT CONTENT ISSUES MENTIONED IN THE PRECEDING PARAGRAPH BECOME CLEAR), IT WILL BE VERY DIFFICULT TO PREPARE A FULL-BLOWN STRATEGY, OR EVEN A CONCEPT PAPER OF GOOD QUALITY IN TIME TO MEET THE JUNE SUBMISSION DEADLINE. A JUNE SUBMISSION WILL BE PROBLEMATIC EVEN THOUGH WE HAVE UNDERTAKEN A CONSIDERABLE AMOUNT OF PREPARATORY ACTIVITY ALREADY, E.G., REQUESTING A RELATIVELY LARGE FY 1995 PD&S ALLOCATION, OBTAINING PD&S FUNDING EARLY, AND ACCELERATING THE READ PROJECT "RE-CASTING" EXERCISE AND THE REFINEMENT OF OUR DEMOCRACY/GOVERNANCE APPROACH. MISSION THEREFORE PROPOSES TO MOVE STRATEGY SUBMISSION BACK AT LEAST 4 MONTHS (ROUGHLY THE TIME LOST SINCE NOVEMBER) TO OCTOBER OR NOVEMBER 1995.

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4. SUGGESTED SOLUTION REGARDING THE STRATEGY CONTENT ISSUE

USAID/NAMIBIA BELIEVES THAT THE FOLLOWING PARAGRAPHS PROVIDE SUFFICIENT JUSTIFICATION TO PROCEED WITH THE STRATEGY FORMULATION PROCESS ON A STREAMLINED BASIS.

(A) MISSION'S PROGRAM GOAL IS AND WILL REMAIN ESSENTIALLY UNCHANGED: THE PROGRAM GOAL OF EMPOWERMENT OF THE FORMERLY APARTHEID-DISADVANTAGED NAMIBIANS HAS NOT CHANGED. THIS GOAL IS STILL RELEVANT AND REMAINS THE BASIS FOR OUR PROGRAM THROUGH 1999.

(B) USAID/NAMIBIA IS NOT PLANNING TO INTRODUCE ADDITIONAL STRATEGIC OBJECTIVES AND/OR NEW SECTORS: THE

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STRATEGY DOCUMENT WILL FOCUS ONLY ON THE AREAS APPROVED BY USAID/W PER REF E AND THE THREE STRATEGIC OBJECTIVES IDENTIFIED IN THE 1996 CONGRESSIONAL PRESENTATION. THESE ARE IN EDUCATION/HUMAN RESOURCES DEVELOPMENT, AND DEMOCRACY, WITH (REGIONALLY-FUNDED) ENVIRONMENT AS THE THIRD.

(C) THE PORTFOLIO HAS BEEN AND CONTINUES TO BE STREAMLINED PER AGREEMENTS WITH AND SUPPORT FROM AID/W:

-- (1) BASIC EDUCATION: IN 1994 THE MISSION COMPLETELY RE-ENGINEERED THE PREVIOUSLY UNFOCUSED BASIC EDUCATION REFORM PROGRAM (BERP), WHICH COULD NOT BE IMPLEMENTED BY EITHER USAID OR THE GRN. WE NOW HAVE A BASIC EDUCATION SUPPORT (BES) PROJECT THAT IS HIGHLY FOCUSED ON CURRICULUM REFORM AND TEACHER TRAINING AT THE LOWER PRIMARY LEVEL (GRADES 1 - 4) AND IS ALSO A MODEL FOR HOST GOVERNMENT - USAID - PEACE CORPS COLLABORATION. THIS CORNERSTONE PROJECT WILL RUN THROUGH 2001.

-- (2) REACHING OUT WITH EDUCATION TO ADULTS FOR DEVELOPMENT (READ) PROJECT: PER AFR TEAM RECOMMENDATIONS (REF C) MISSION'S PVO PROJECT (READ) IS BEING REFOCUSSED AND RECAST. IN FACT, WITH AFR/DP AND REDSO/ESA ASSISTANCE, WE HAVE DEVELOPED, AND MISSION HAS NEGOTIATED

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WITH OUR US PVO PARTNER AND LOCAL NGOS, A REVISED LOGFRAME AND PROJECT DESCRIPTION WHICH FOCUSES THE PROJECT ON NGO CAPACITY BUILDING AND CIVIL SOCIETY IMPACT. ALSO PER AFR/TEAM RECOMMENDATIONS, THE PLANNED HIV/AIDS COMPONENT OF READ HAS BEEN REDUCED TO \$1 MILLION.

-- (3) DEMOCRACY: MISSION'S PLANNED D/G EFFORT, IN ACCORDANCE WITH FEEDBACK RECEIVED FROM MISSION'S ACTION PLAN REVIEW, AS DISCUSSED DURING AIDREP'S JANUARY TDY (REF A), IS NOW HIGHLY FOCUSED ON PARLIAMENTARY TRAINING, AND TRANSPARENCY. A NEW ACTIVITY DESCRIPTION IS BEING SUBMITTED NLT 15 FEBRUARY 1995.

-- (4) HRDA: PER REF E, AFR/W AND MISSION ARE IN FULL ACCORD WITH A NAMIBIA HUMAN RESOURCES DEVELOPMENT (HRDA) BUY-IN FOCUSING ON PRIVATE SECTOR MANAGEMENT TRAINING AND DIVERSITY AT ROUGHLY US\$ 1 MILLION ANNUALLY OVER 2 TO 3 YEARS. THIS ACTIVITY IS SQUARELY WITHIN S.O. NUMBER 1 ABOVE.

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-- (5) ENVIRONMENT: MISSION IS ALSO WORKING WITH OUR PARTNERS IN THE ENVIRONMENTAL FIELD TO SHARPEN THE FOCUS AND IMPACT OF OUR REGIONALLY-FUNDED NATURAL RESOURCES MANAGEMENT PROJECT, CALLED LIVING IN A FINITE ENVIRONMENT (LIFE). THIS MAJOR, LABOR INTENSIVE EXERCISE, AND RELATED PROJECT AMENDMENTS, SHOULD BE COMPLETED BY MAY 1995.

(D) THERE IS NOTHING REALLY "NEW" TO PRESENT IN A STRATEGY DOCUMENT. THE MAJOR PORTION OF THE STRATEGY DOCUMENT WILL CONSIST OF THE "INHERITED" PORTFOLIO, (BES, READ, LIFE), WHICH EITHER HAS ALREADY BEEN REDESIGNED OR IS NOW UNDERGOING MAJOR RECASTING/REDESIGN TO MORE ACCURATELY MEET STRATEGIC OBJECTIVES AND AID/W GUIDANCE. THIS INHERITED PORTFOLIO CONSTITUTES 75% OF OUR OPERATING YEAR BUDGET THROUGH FY 1998. AS NOTED ABOVE, PER REF E, FOR THE LAST YEAR OR MORE MISSION HAS, WITH AID/W SUPPORT, DESIGNED SMALL BUT IMPORTANT NEW INTERVENTIONS

IN HUMAN RESOURCES DEVELOPMENT, HIV/AIDS AND DEMOCRACY. THESE INTERVENTIONS ARE NOT "NEW" IDEAS. SINCE WE DO NOT PLAN TO MOVE INTO ANY "NEW" PROGRAM AREAS DURING THE NEXT FOUR TO FIVE YEARS, THERE IS NOTHING REALLY "NEW" TO PRESENT IN A STRATEGY DOCUMENT.

(E) STAFFING ISSUES ARE RESOLVED: USAID/W REVIEW OF THE JULY FY 1996 ACTION PLAN RAISED QUESTIONS ABOUT THE ABILITY OF USAID/NAMIBIA TO UNDERTAKE ADDITIONAL ACTIVITIES GIVEN ITS STAFFING CONSTRAINTS. THE STAFFING ISSUE HAS SINCE BEEN RESOLVED WITH THE USAID/W APPROVAL OF A FIFTH USDH POSITION WHICH IS NOW UNDER RECRUITMENT. WHEN FILLED, THIS WILL REMOVE ONE OF AID/W'S MAJOR CONCERNS WITH THE PROGRAM AND WILL ALLOW USAID/NAMIBIA T MANAGE ITS PROGRAM WELL AND ACHIEVE SIGNIFICANT RESULTS.

5. GIVEN ABOVE POINTS, WE DO NOT FORESEE A NEED FOR A FULL BLOWN STRATEGY DOCUMENT.

6. PROPOSED STREAMLINED STRATEGY FORMAT IN LIEU OF GUIDANCE

UNDER THE STREAMLINED APPROACH, USAID/NAMIBIA WOULD ONLY UNDERTAKE ONE ADDITIONAL STUDY THAT BEING UPDATE OF THE MACRO ECONOMIC SECTION, INCLUDING A REVIEW OF NAMIBIA'S FORTHCOMING 5-YEAR DEVELOPMENT PLAN AND PUBLIC INVESTMEN PROGRAM, PLANNED TO BE COMPLETED IN TIME FOR THE DONOR ROUNDTABLE SCHEDULED FOR OCTOBER 1995. THE STRATEGY

DOCUMENT WOULD COVER THE PERIOD BEGINNING FY 1996 THROUG  
FY 2000 AND WOULD BE NO MORE THAN 15 PAGES. WE PROPOSE  
USAID/W APPROVE THE FOLLOWING FORMAT IN LIEU OF GUIDANCE

-- (A) PART I: OVERVIEW AND BACKGROUND HISTORY ON  
NAMIBIA TO INCLUDE MACRO-ECONOMIC SECTION, OTHER DONORS  
AND PIP. (TOTAL PAGE NTE 6 PAGES).

-- (B) PART II: COUNTRY GOAL AND STRATEGY OBJECTIVES.  
- LINKAGE TO OVERALL AGENCY GOAL AND STRATEGIC OBJECTIVE  
- LINKAGE OF STRATEGIC OBJECTIVES TO PORTFOLIO  
(INHERITED AND "NEW" PROGRAM) - INDICATORS AND  
MEASUREMENT. (TOTAL PAGES: 6-7).

-- (C) PART III: RESOURCE REQUIREMENTS AND TIME FRAME

FOR ACCOMPLISHING OF STRATEGIC DEVELOPMENT OBJECTIVES  
(TOTAL PAGES NTE 2).

7. AID/W ACTIONS REQUESTED

(A) MISSION REQUESTS AID/W TO APPROVE THE RESCHEDULING OF  
SUBMISSION DATES FOR THE USAID/NAMIBIA FIVE YEAR STRATEGY  
DOCUMENT TO THE OCTOBER-NOVEMBER PERIOD THIS YEAR, OR  
ALTERNATIVELY TO A DATE 6 MONTHS FROM RECEIPT OF  
REQUESTED STRATEGY GUIDANCE;

(B) MISSION REQUESTS APPROVAL OF STREAMLINED FORMAT BASED  
ON JUSTIFICATION IN PARA (4) ABOVE.

8. PLEASE INFO REDSO/ESA OF RESPONSE. MCCALLIE

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INFO: ECON-1 AID-1 DCM-1



DISTRIBUTION: AMB  
CHARGE: AID  
APPROVED: CCULLER  
DRAFTED: BBELDING  
CLEARED: NONE

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E.O. 12356: N/A  
SUBJECT: READ RE-CASTING

REF: STATE 51011

USAID NAMIBIA WISHES TO THANK AFR/DP AND AFR/SA FOR  
REVIEWING THE READ RE-CASTING DOCUMENTS. WE ARE REVISING  
THE FINAL AMENDMENT PACKAGE TO ADDRESS POINTS RAISED IN  
REFTEL. MCCALLIE  
BT  
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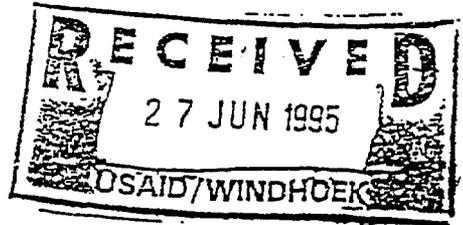
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TO RUEHWD/AMEMBASSY WINDHOEK PRIORITY 0060  
INFO RUEHOR/AMEMBASSY GABORONE 0356  
RUEHC/SECSTATE WASHDC 1077  
RUEHSA/AMEMBASSY PRETORIA 0947  
RUEHSB/AMEMBASSY HARARE 0021  
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UNCLAS SECTION 01 OF 02 NAIROBI 008183



AID ADM

AID/W FOR AFR/SA  
PRETORIA FOR D. KEENE, HARARE FOR C. BROOKS  
GABARONE FOR J. BELL

E.O. 12356: N/A  
SUBJECT: READ PROJECT PAPER AMENDMENT (PROJECT NO. 673-0004) - REDSO REVIEW AND CONCURRENCE

REF: (A) READ PP AMENDMENT PACKAGE, (B) CULLER E-MAIL DATED 19 JUNE 1995, (C) SPRIGGS E-MAIL DATED 19 JUNE 1995

1. SUMMARY. DURING THE WEEK OF JUNE 12, 1995, THE REDSO/ESA ECPRE REVIEWED THE PROJECT PAPER AMENDMENT PACKAGE SUBMITTED TO THE REDSO DIRECTOR BY USAID/NAMIBIA FOR THE REACHING OUT WITH EDUCATION FOR ADULTS IN DEVELOPMENT (READ) PROJECT. ISSUES RAISED BY REDSO/ESA WERE SENT TO USAID/NAMIBIA AND SEVERAL REDSO ADVISORS ON TDY IN THE ESA REGION. ALL OF THESE ISSUES HAVE NOW BEEN SATISFACTORILY RESPONDED TO. THOSE ISSUES AND RESPONSES ARE SUMMARIZED BELOW. THEREFORE, SUBJECT TO APPROVAL BY THE REGIONAL LEGAL OFFICER IN PRETORIA, THE CONTROLLER IN HARARE AND THE REGIONAL CONTRACTING OFFICER IN GABARONE, THE REDSO/ESA DIRECTOR HEREBY PROVIDES CONCURRENCE FOR THE USAID/NAMIBIA DIRECTOR TO AUTHORIZE AN AMENDMENT TO THE READ PROJECT, ADDING U.S. DOLLARS ONE MILLION, FOR A NEW VALUE OF U.S. DOLLARS 14,500,000. END SUMMARY.

2. USAID/NAMIBIA HAS CLEARLY UNDERTAKEN A MAJOR AND SUCCESSFUL EFFORT TO PERSUADE THE VARIOUS PARTICIPANTS IN THE READ PROJECT TO INCORPORATE THE LESSONS LEARNED

ACTION	
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REGIONAL OFFICER: \_\_\_\_\_  
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FROM PAST PROJECT ACTIVITIES INTO THE REVISED PROJECT

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WHICH IS OUTLINED IN THE PP AMENDMENT. BASED ON THESE MODIFICATIONS, REDSO BELIEVES THAT THE AMENDED PROJECT WILL BE MORE EFFECTIVE IN REACHING ITS TARGETS.

3. THE FOLLOWING TWO ISSUES WERE RAISED IN REDSO'S REVIEW OF THE PROJECT AMENDMENT. ALONG WITH EACH ISSUE IS THE MISSION'S RESPONSE.

(A) ISSUE: THE PROJECT GOAL SPECIFIES THE DEVELOPMENTALLY SOUND POLICY OF EMPOWERING NAMIBIANS TO IMPROVE THE QUALITY OF THEIR LIVES. THE NEW PURPOSE STATEMENT IS QUOTE TO STRENGTHEN THE INSTITUTIONAL CAPACITY OF NAMIBIAN NGOS TO MEET THE NEEDS OF HISTORICALLY DISADVANTAGED POPULATIONS UNQUOTE. THIS WORDING CLEARLY UNDERSCORES THE BASIC PURPOSE OF STRENGTHENING NAMIBIAN NGOS. HOWEVER, IT DOES NOT SPECIFY WHICH TYPES OF NEEDS WILL BE ADDRESSED BY THE NGOS, AND THEREFORE LEAVES OPEN SOME QUESTION ABOUT THE LINK BETWEEN THE PURPOSE (STRENGTHENED NGOS) AND THE GOAL (EMPOWERED NAMIBIANS).

RESPONSE: THE MISSION EMPHASIZED THE PARTICIPATORY NATURE OF THIS PROJECT, CITING THE QUOTE PARTICIPATORY METHODOLOGY THAT IS BEING USED IN BUILDING NGO CAPACITY. THIS METHODOLOGY IS CONSIDERED NECESSARY IN ASSISTING NGOS TO IMPROVE THEIR SERVICE DELIVERY, BUT IS ALSO DEEMED IMPORTANT IN BUILDING A RESPONSIVE CIVIL SOCIETY. BY PARTICIPATING IN IDENTIFYING ONE'S OWN NEEDS AND POSSIBLE SOLUTIONS, A PERSON CAN BEGIN TO UNDERSTAND HOW DEMOCRACY WORKS UNQUOTE. THEREFORE, THE MISSION FEELS IT SHOULD LEAVE IT TO THE NGOS, WORKING WITH THE PEOPLE THEMSELVES, TO SPECIFY THE NEEDS TO BE ADDRESSED. THE MISSION ALSO RESPONDED THAT THE LINK BETWEEN PURPOSE AND GOAL IS DEMONSTRATED BY THE ASSUMPTION STATED IN THEIR LOGFRAME, QUOTE INVOLVEMENT IN PARTICIPATORY ORGANIZATIONS LEADS TO EMPOWERMENT UNQUOTE.

RECOMMENDATION: THERE IS COMPLETE AGREEMENT BETWEEN REDSO AND USAID/NAMIBIA ON THE PURPOSE STATEMENT IN THE PROJECT AMENDMENT. NEVERTHELESS, THE MISSION SHOULD, THROUGH THE PARTICIPATORY PROCESS IT HAS OUTLINED, CONTINUE TO REFINE THE TYPES OF NEEDS TO BE ADDRESSED BY THE PROJECT AND ESTABLISH AS PART OF THE PROJECT MONITORING PROCESS THE LEVEL OF EMPOWERMENT THAT RESULTS FROM INVOLVEMENT IN PARTICIPATORY ORGANIZATIONS, IN

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ORDER TO DETERMINE IF THERE IS THE ANTICIPATED DIRECT LINKAGE BETWEEN PURPOSE AND GOAL ASSUMED IN THE PP AMENDMENT.

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(B) ISSUE: OUTPUT NUMBER 2 NOW READS QUOTE NGOS  
EFFECTIVELY ARTICULATE AND/OR REPRESENT THE INTERESTS OF  
THEIR CONSTITUENTS IN LOCAL, REGIONAL AND/OR NATIONAL

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INFO RUEHOR/AMEMBASSY GABORONE 0357  
RUEHC/SECSTATE WASHDC 1078  
RUEHSA/AMEMBASSY PRETORIA 0948  
RUEHSB/AMEMBASSY HARARE 0022  
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AID ADM

AID/W FOR AFR/SA  
PRETORIA FOR D. KEENE, HARARE FOR C. BROOKS  
GABARONE FOR J. BELL

E.O. 12356: N/A  
SUBJECT: READ PROJECT PAPER AMENDMENT (PROJECT NO. 673-  
0004) - REDSO REVIEW AND CONCURRENCE

REF: (A) READ PP AMENDMENT PACKAGE AMENDMENT (PROJECT NO. 673-  
DATED 19 JUNE 1995, (C) SPRIGGS E-MAIL DATED 19 JUNE  
1995

FORA UNQUOTE. REDSO RAISED THE QUESTION OF WHETHER THE  
WORDING OF THIS OUTPUT MIGHT IMPLY THAT USAID PLANS TO  
ENCOURAGE THE NGOS TO PRESENT DEMANDS TO THE GOVERNMENT  
WHICH COULD LEAD TO GOVERNMENT RESISTANCE, DIFFICULTIES  
IN GETTING EFFECTIVE WORKING RELATIONSHIPS BETWEEN THE  
RELEVANT MINISTRIES AND THE NGOS, AND EVEN TO COMPLAINTS  
THAT THE USG IS OVERSTEPPING ITS PROPER ROLE AS A DONOR.

RESPONSE: USAID/NAMIBIA AND TWO KEY REDSO ADVISORS  
ARGUED VERY EFFECTIVELY THAT USAID/NAMIBIA HAS CAREFULLY  
STUDIED THIS ISSUE AND CONCLUDED THAT THE WORDING OF  
OUTPUT 2 IS INDEED WHAT THEY WANT, ESPECIALLY SINCE THIS  
WORDING WAS WORKED OUT IN CONJUNCTION WITH THE  
STAKEHOLDERS AND PARTNERS OF THE PROJECT. THE ADVOCACY  
ROLE OF NGOS IS AN EXTREMELY IMPORTANT OUTPUT OF THE  
PROJECT, BOTH IN USAID/NAMIBIA'S VIEW AND AS EXPRESSED  
BY THE PEOPLE THEMSELVES. USAID/NAMIBIA HAS EXPLAINED  
THAT UNDER THE PROJECT'S PARTICIPATORY METHODOLOGY ANY  
DECISION TO INCLUDE SUPPORT FOR ADVOCACY ACTIVITIES BY  
NGOS WOULD ONLY BE MADE WHEN IT IS A FELT NEED OF THE  
CLIENTS. THE MISSION STATED QUOTE THE NGOS IN NAMIBIA  
ARE CIVIC ORGANIZATIONS AND IF THEY ADVOCATE, THEY WILL  
SELECT THEIR OWN AGENDA; U.S. DONOR ASSISTANCE WILL NOT  
PUSH AN AGENDA ON THE NGOS UNQUOTE.

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RECOMMENDATION: OUTPUT NUMBER 2 SHOULD REMAIN AS IT IS PROPOSED IN THE AMENDED PP.

5. MISSION IS REQUESTED TO TRANSMIT TO REDSO/ESA COPIES OF THE CLEARANCES OF THE USAID/NAMIBIA CONTROLLER, RLA AND RCO AS SOON AS THEY ARE AVAILABLE.

6. BASED ON THE ABOVE RESOLUTION OF THE NOTED ISSUES AND CONCERNS, THE REDSO DIRECTOR, BASED ON DOA 551, HEREBY CONCURS, SUBJECT TO THE REVIEW AND APPROVAL OF THE CONTROLLER, RLA AND RCO ASSIGNED TO COVER USAID/NAMIBIA, IN THE PROPOSED AMENDMENT TO THE READ PROJECT, ADDING U.S. DOLLARS 1 MILLION, FOR A NEW TOTAL VALUE OF U.S. DOLLARS 14,500,000.

7. PER STANDARD PROCEDURES, USAID/NAMIBIA IS REQUESTED TO SEND THE FULL PACKAGE OF SIGNED DOCUMENTS AUTHORIZING AND EXECUTING THE PROJECT AMENDMENT TO REDSO/ESA FOR OUR RECORDS. BRAZEAL

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**INITIAL ENVIRONMENTAL EXAMINATION (Amended)  
OR  
CATEGORICAL EXCLUSION**

**PROGRAM/PROJECT DATA:**

**Project Number:** 673-0004

**Country/Region:** Namibia

**Program/Project Title:** Reaching Out With Education For Adults in Development (READ)

**Funding Begin:** FY 1992    **Funding End:** FY 1998    **LOP Amount:** \$ 14,500,000  
**Sub-Activity Amount:** \$ \_\_\_\_\_

**IEE Prepared By:** Charlotte Bingham    **Date:** June 7, 1995  
Regional Environmental Advisor, REDSO/ESA

**ENVIRONMENTAL ACTION RECOMMENDED:** (Place X where applicable)

**Categorical Exclusion:**      X                        **Negative Determination:**    \_\_\_\_\_  
**Positive Determination:**    \_\_\_\_\_                      **Deferral:**    \_\_\_\_\_

**ADDITIONAL ELEMENTS:** (Place X where applicable)

**EMEMP:** \_\_\_\_\_    **CONDITIONS:** \_\_\_\_\_    **PVO/NGO:**      X  

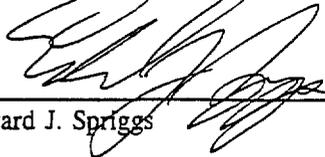
**SUMMARY OF FINDINGS:**

The READ project purpose, as amended by Project Paper Amendment No. 1, to strengthen the institutional capacity of Namibian NGOs to meet the needs of historically disadvantaged Namibians. NGOs will deliver services through participatory, non-formal education and training methodologies and effectively articulate and/or represent the interests of their constituents in local, regional and/or national fora. Innovative training methodologies and training support mechanisms will be tested and disseminated among NGOs and government capacity will be strengthened to develop, implement and coordinate efficient, participatory and non-formal training strategies in collaboration with NGOs. A cooperative agreement with World Education, Inc., a US PVO, will provide NGO and GRN institution building assistance, administer subgrants to Namibian NGOs and deliver and track project inputs; a cooperative agreement with the Rössing Foundation, a Namibian NGO will provide for a national, regional and local program of environmental education through technical assistance, training and subgrants to Namibian organizations and institutions.

The READ project, as amended, qualifies for a categorical exclusion, because it has no component that would directly affect the natural or physical environment in accordance with 22 CFR Part 216.2(c)(1)(i). The component activities of READ meet the criteria for categorical exclusion in accordance with 22 CFR Part 216.2(c)(2)(i) that excludes education, technical assistance or training programs, 216.2(c)(2)(iii) that excludes analyses, studies, academic or research workshops and meetings, and 216.2(c)(2)(v) that excludes document and information transfers. This categorical exclusion revises the IEE for the READ project of August 22, 1992, which had deferred negative determination for environmental education subgrants and a negative determination for construction associated with environmental education centers. Support to centers will no longer entail construction. Subgrants are not anticipated to alter the natural/physical environment. In the event that any subgrant(s) entailed construction of any type or alteration of the natural/physical environment, an amended IEE shall be prepared to determine the potential for significant adverse effects.

**APPROVAL OF ENVIRONMENTAL ACTION RECOMMENDED:** (Type Name Under Signature Line)

**CLEARANCE:**  
Mission Director:

  
\_\_\_\_\_  
Edward J. Spriggs

Date: 6/12/95

**CONCURRENCE:**  
Bureau Environmental  
Officer:

by E-Mail  
\_\_\_\_\_  
John J. Gauder

Date: 6/12/95  
Approved: X  
Disapproved: \_\_\_\_\_

**CLEARANCE:**  
General Counsel  
(Africa Bureau)

N/A  
\_\_\_\_\_

Date: \_\_\_\_\_

**ADDITIONAL CLEARANCES:** (Type Name Under Signature Line)

Mission Environmental  
Officer:

B. Belding  
\_\_\_\_\_  
Barbara Belding, GDO

Date: 6/8/95

Project Manager:

Carol Culler  
\_\_\_\_\_  
Carol Culler, PMLR

Date: 6/8/95

Regional Environmental  
Officer:

draft sent by E-Mail  
\_\_\_\_\_  
Charlotte Bingham, REDSO/ESA

Date: 6/7/95

IEE  
file

To: Barbara Belding@PROJ.R-L@WINDHOEK  
Cc: Carol Culler@PROJ.R-L@WINDHOEK  
Bcc:  
From: John Gaudet@AFR.SD@AIDW  
Subject: re: Revised Africare Water IEE  
Date: Monday, June 12, 1995 22:03:42 NDT  
Attach: c:\22namib4  
c:\22namib6  
Certify: N  
Forwarded by: Carol Culler@PROJ.R-L@WINDHOEK

-----  
Forwarded to: Tom Staal@REDSO.PDP@NAIROBI  
cc:  
Forwarded date: Tuesday, June 13, 1995 8:26:02 NDT  
Comments by: Carol Culler@PROJ.R-L@WINDHOEK  
Comments:

Tom,

John Gaudet has approved the READ and Africare IEE as indicated in this email. Could you please see that this information reaches the appropriate people for the review sessions today.

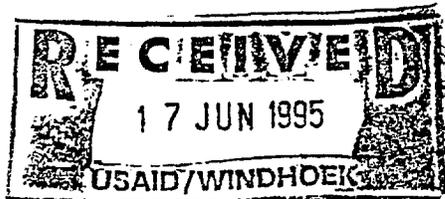
Thanks! Carol Culler

----- [Original Message] -----

IEEs for READ and Africare signed and approved by me today. They have also been sent to GC/AFR for clearance.

Please note modified text for both attached to this E-mail.

I will pass the signed copies to the desk for pouching/faxing once it has been cleared, and will notify Mission via E-mail.



REPUBLIC OF NAMIBIA

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**MINISTRY OF EDUCATION AND CULTURE**


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Tel.: (061) .....

Fax: (061) .....

Telex:

Enquiries:.....

Our Ref:.....

Mr Edward J. Spriggs  
 AID Representative  
 USAID  
 39 Post Street Mall  
 Windhoek

ACTION	
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Private Bag 13186

WINDHOEK

9000

Date: 15 June 1995.....

**RE: Reaching out with Education for Adults in Development (READ) Project Paper Amendment No. 1**

Dear Mr Spriggs

In response to recent discussions with you and your staff, I am writing as a representative of the Ministry of Basic Education and Culture to assure you of our concurrence with the pending changes in the READ Project. As a member of the READ Steering Committee during the early discussions of the READ re-casting exercise, I am personally aware of the changes discussed and support the re-casting efforts which will refine the Goal, Purpose and Outputs. I believe the End of Project Status (EOPS) is more realistic and framed in terms that the READ project can accomplish.

I am also fully aware that the \$1,000,000 that was added for HIV/AIDS will result in a corresponding increase in the Ministry's Host Country Contribution (HCC). However, the HCC reports for the period September 17, 1992 through September, 1994 have indicated that the HCC from the MBEC/DABE is over \$4.6 million which is already above the \$4.117 million that the revised PP Amendments will require.

We look forward to the revised Project Paper Amendments as discussed and approved by the READ Steering Committee.

Youea sincerely,

Justin Ellis



UNDER SECRETARY (Adult Education, Libraries and Culture)

## READ PROJECT PAPER AMENDMENT I

### I. Project Paper Amendment Rationale

#### A. The Namibian Development Challenge

Despite the significant achievements of the Government of the Republic of Namibia (GRN) since independence, apartheid's legacy is still very much in place in Namibia with income distribution remaining extremely uneven. The minority 5 percent white population receives 70 percent of the Gross Domestic Product (GDP), enjoys incomes on par with those found in the Western World, and has almost exclusive access to quality education and social services. By contrast, 55 percent of the majority black population, primarily rural, shares 3 percent of the GDP, with a per capita income of less than \$100 per year. The 1994 United Nations Development Program (UNDP) report of income, life expectancy, and education, ranked Namibia a poor 127 out of 173 countries surveyed. This is well below South Africa at 93. Social problems among the impoverished majority include high infant mortality (157 deaths out of 1,000 live births), high population growth rates (3.3 percent), high unemployment (over 30 percent), lack of access to basic social services, inaccessibility of water, and a high incidence of communicable diseases including increased malaria cases (190,000 to 306,000 since 1991) and HIV/AIDS. Environmentally, Namibia has a fragile ecological base. There is scarce surface water and the arid land is drought prone.

Since independence, the GRN has undertaken an ambitious development program to eliminate the extreme economic and social disparities between the two populations, allocating up to 27 percent of its annual budget to education and another 17 percent to health and social services, initiating major education reforms and starting adult literacy programs. The December 1994 Presidential Election -- the second successful national election since independence in 1990 -- was pronounced free and fair by international observers, including the British Commonwealth and the European Parliamentarians for Southern Africa (AWEPA). Seventy-six percent of the eligible electorate voted. However, Namibia's democratic institutions are new and weak, and it will take several years before a popular culture of democracy, with full popular participation, can be firmly rooted. Namibia will require moderate, well-placed assistance on a sustainable basis for the next ten years to enable it to meet its development challenges.

#### B. USAID's Strategy for Sustainable Development

USAID's worldwide strategic orientation places fundamental importance on sustainable development as the guiding force of the United State's foreign assistance program. Sustainable development is characterized by economic and social growth that does not exhaust the resources of a country; that respects and

safeguards the economic, cultural and natural environment; that creates many incomes and enterprises; that is nurtured by an enabling policy environment; and that builds indigenous institutions that involve and empower the citizenry. For USAID, sustainable development is the critical link that connects strategic plans in specific development sectors.

Thus, the fundamental thrust of USAID's programs, whether in democracy building, environment, economic growth, or population and health, will aim at building indigenous capacity, enhancing participation, and encouraging accountability, transparency, decentralization, and the empowerment of communities and individuals. The implementation of a sustainable development strategy gives central importance to programs that establish and strengthen indigenous non-governmental organizations (NGOs), and it relies on these intermediary organizations to take the lead in building popular participation.

Namibia's development challenge is fully confronted by USAID's strategic orientation. The READ project in particular, with its goal to empower disadvantaged people and its purpose to build indigenous intermediary organizations, fits squarely within the global USAID strategy and it meets Namibia's critical development needs.

### **C. USAID/Namibia Program Strategy**

USAID/Namibia's program recognizes the key constraints to development faced by the historically disadvantaged majority population and focuses on economic and political empowerment through sustainable, democratic and efficient use of human and natural resources. To accomplish this goal, USAID/Namibia is pursuing two interrelated Strategic Objectives (SO1 and SO3) which address increased participation by formerly disadvantaged Namibians in economic activity and democratic institutions. Activities under these objectives seek to build empowerment at all levels of civil society. A third Strategic Objective (SO2) supports sustainable use of Namibia's scarce natural resources, particularly its wildlife. USAID is currently developing a new strategy focused on these objectives that will cover the period from 1995 to 1999.

The READ project was initially designed to provide assistance for non-formal education in support of USAID's first Strategic Objective (SO1) - "increase participation of formerly disadvantaged Namibians in the economic, social and political development of Namibia through education and training". Non-formal education was a vital strategic element in USAID/Namibia's draft program strategy of Fiscal Years 92-96 because: (1) of the linkage between skills training and post-training employment and income generation; and (2) the ability of non-formal education and skills development to reach adults and youth who have been bypassed by the formal basic education system. The project sought to redress inherited inequities and open up possibilities for the full participation of Namibian citizenry in the development of their nation. The methodology adopted by the READ

project to achieve these objectives was to strengthen the institutional capacity of NGOs to supply adult non-formal education and training services to disadvantaged Namibians; and to strengthen the institutional capacity of the GRN to develop, implement and coordinate non-formal education policy.

Since the READ Project was approved, USAID/Namibia has developed a third Strategic Objective (SO3) - "expand participation of Namibians in human rights, democracy and governance activities". This, coupled with the ongoing strategy development, has opened the door for the amendment of the READ project to better reflect project realities and USAID/Namibia strategic foci. The amended READ project continues with the overall goal of empowering historically disadvantaged Namibians to improve the quality of their lives. The purpose, however, has shifted from one of service delivery (non-formal education and skills training in five sectors) to strengthening the institutional capacity of Namibian NGOs (selected according to criteria established by USAID and the project steering committee) to meet the skills training and representational needs of historically disadvantaged populations. Difference in the amended READ Project focuses on the End of Project Status (EOPS) and output indicators, which better reflect the project emphasis on NGO institution building rather than individual skills training.

Strengthened NGOs not only serve as vehicles for empowerment through individual capacity building, but also through improved outreach and the use of innovative technologies to deliver education and training services to their constituent communities. Through READ, Namibian NGOs build the capacity of citizens who were ignored under the apartheid regime and who remain disenfranchised and marginalized by lack of skills. The project amendment allows for greater emphasis to be placed on the methodology employed to achieve this purpose -- namely enhancing NGO's capacity to undertake participatory non-formal education and training -- as well as allowing for heightened emphasis on building NGO capacity (and that of their clients) to effectively articulate or represent the interests of constituents in local, regional and/or national fora. As such, the project continues to be a linchpin in the education and empowerment strategies of USAID/Namibia by contributing significantly to the Mission's first and third Strategic Objectives.

In helping key Namibian NGOs to more fully and effectively address the needs of their constituents, the project also encourages NGO growth and dialogue with the government, thus building civil society. To further enable dialogue between NGOs and different levels of Government, the READ project will strengthen Government capacity in relevant departments (i.e. DABE, NACP, MET) to develop, implement and coordinate efficient, participatory non-formal education and training strategies in collaboration with NGOs.

## D. GRN Development Strategy

### 1. Education

The Project is fully consistent with GRN policy on formal and nonformal education, outlined in the White Paper on National and Sectoral Policies. That paper establishes education as one of three key national priorities and outlines a framework for reorientation, reform and redirection of the country's education system. Specifically, the GRN policy on non-formal education is to "establish a national nonformal and vocational training system with the objectives of:

- a) developing curricula adapted to Namibian needs;
- b) promoting nonformal education to meet the needs of the 'drop-outs' and the rural population, especially women;
- c) initiating affirmative action to offset disparities in training opportunities; and
- d) enhancing cooperation and coordination between and among the Government and NGOs."

With more than a half million Namibian citizens functionally illiterate, building institutional and human capacity to deliver nonformal education and skills training is a prerequisite for social and economic development and the meaningful participation of all citizens in national life. Local NGOs and the GRN are actively involved in the field of nonformal education and training. To meet the needs of the population, however, they require outside assistance to perfect and implement their activities. READ will provide assistance to an educational and skills development subsector which is severely underfinanced, fully in concert with GRN national priorities.

### 2. Democracy Building

As stated in its Constitution, the Republic of Namibia was established as a sovereign, secular, democratic and unitary State founded upon the principles of democracy, the rule of law, and justice for all. It further states that all power shall vest in the people of Namibia who shall exercise their sovereignty through the democratic institutions of the State. The GRN has guaranteed its citizens fundamental human rights and freedoms through adoption of its Constitution. It goes further to say that the Parliament may not make any law and the Executive may not take any action that abolishes or abridges individual rights and freedoms.

With its emphasis on building institutional capacity to meet the Government's educational objectives and its goal to democratically empower disadvantaged Namibians, the READ project is fully in line with Namibia's development strategy. Furthermore, by employing participatory methodologies, READ will build the capacity to identify expressed needs and devise acceptable solutions. It is anticipated that the benefits to Namibian citizens will remain long after the PACD.

### 3. Other Donor Activities

The GRN's foreign assistance program is coordinated by the National Planning Commission (NPC). Currently the largest bilateral donors are Germany, Sweden, and the United Kingdom, with the United States approximately fourth. Major multilateral donors in Namibia are the UNDP and its affiliate organizations, the European Union, and the African Development Bank. A round table of donors is planned for October 1995. A newly formed group of donor organizations active in democracy and human rights issues meets quarterly to exchange information and coordinate donor support in these areas. Membership include representatives from most of the organizations named above.

Sweden, Norway, Germany and United Kingdom have been in the forefront of democracy, human rights, women's legal rights, and legislative reforms activities. Sweden is supporting the establishment of a justice training center, human rights workshops and chairs periodic donors meetings. Norway is supporting the strengthening of women's legal position and women in development activities, legal assistance, and voter education training. Germany, through GTZ, has provided funds to strengthen local and regional councils through workshops and production of material, voter and civic education, and support to the Faculty of Law. The United Kingdom is providing technical assistance to the Auditor General and local and regional governments. The Ford Foundation is providing annual grants in support of the justice training center and to local private institutions.

Major education donors are Sweden's International Development Authority (SIDA), Denmark's International Development Agency (DANIDA), the United Kingdom's Overseas Development Administration (ODA) and the U.S. through USAID. In Fiscal Year 1994, at USAID's request, the Ministry of Education and Culture (MEC) convened a major meeting of donors involved in the education sector for the purpose of exchanging information with subsequent meetings held on specific topics. With respect to nonformal education and skills training, support has been extended to GRN by ODA, NORAD, SIDA, FINIDA and USAID.

READ's aim is not to create a mechanism to coordinate donor activities in participatory nonformal education and skills training. However, the capacity of NGOs and the various institutions of GRN to network on key issues, policies and procedures will be strengthened as part of the project's effort to foster and build civil society. In addition, GRN departments and other donors supporting activities related to READ (skills development, environmental education, women's programs, income generation, literacy, HIV/AIDs awareness/ prevention, civic education) will be consulted on a regular basis throughout project implementation. This process will ensure that the project remains in line with overall national development priorities and will help avoid duplication. The consultative process will be carried out both directly by USAID and through the project Steering Committees.

## II. PROJECT DESCRIPTION (Amended)

### A. Project goal, purpose and outputs

As detailed in the Amended Project Logframe (Annex A), presented below are key READ Project objectives and motivations:

GOAL Historically disadvantaged Namibians are empowered to improve the quality of their lives.

PURPOSE To strengthen the institutional capacity of Namibian Non-Governmental Organizations to meet the needs of historically disadvantaged populations.

OUTPUTS

1. NGOs deliver needed services through participatory, non-formal education and training methodologies.
2. NGOs effectively articulate and/or represent the interests of their constituents in local, regional and/or national fora.
3. Innovative training methodologies and training support mechanisms tested in Namibia and disseminated among NGOs.
4. Government capacity strengthened to develop, implement, and coordinate efficient, participatory non-formal training strategies in collaboration with NGOs.

### B. Project Components and Inputs

To logically group Project concepts, as well as for USAID administrative ease, the Project consists of two separate but interrelated components: 1) NGO and GRN institutional strengthening to provide participatory nonformal education and training and (for the NGOs) to articulate and/or represent the interests of their constituents; and 2) Project Coordination and Guidance. Inputs (training, technical assistance, and a grants program) funded under the first component will seldom support only a single project output, but in most cases will lead to several (or even all) anticipated project outputs. The Project Guidance and Coordination component will supply needed expertise, training and technical assistance to support all aspects of project management and direction, including: 1) USAID project management; 2) a cooperative agreement with World Education Inc., a U.S. PVO, to provide NGO and GRN institution building assistance, to administer subgrants to Namibian NGOs, and to deliver and track project inputs; and 3) a grant with The Rössing Foundation, a Namibian NGO, for a national, regional and local program of environmental education through technical assistance, training and subgrants to Namibian organizations and institutions. Additionally, the READ Project has acquired \$ 1 million to provide training and assistance to NGOs in the area of HIV/AIDS training and information dissemination.

### C. Namibian NGO Institution Building

The READ project was originally designed with the assumption that a sufficient number of Namibian non-governmental organizations possessed the institutional capacity to provide nonformal education and training services to an historically disadvantaged population. Despite the fact that several successful program delivery grants have been made to Namibian NGOs in the first year of implementation, the on-the-ground reality revealed that many of the organizations interested in READ support were not prepared to properly utilize subgrant funds. Many of the initial proposals were found to be outside of the READ project focus or to be lacking in the definition of clear objectives, workplans, monitoring and evaluation strategies, and realistic budgets. More fundamental, the World Education staff discovered a widespread need for intensive assistance in the organizational development of Namibian NGOs. Most of the potential subgrantees identified during the design phase have demonstrated institutional weaknesses that inhibit the effective provision of quality services to an identified clientele. A significant amount of READ project effort to date has been focused on the development of NGO mission statements, the identification of client target groups, and the definition of management structures and program goals. Capacity building programs have dominated implementation activities and, given the need within the NGO community, they are likely to remain the primary focus throughout the project. USAID/Namibia and READ project staff have, therefore, decided to re-cast the project goal and purpose to reflect the current needs of the Namibian NGO community.

The amended READ project goal and purpose do not make strengthening Namibian NGO institutional capacity an objective in and of itself. Rather, the project seeks to better achieve Namibia's development needs and the USAID Mission's strategic objectives by building the capacity of NGOs to provide a range of services that help to empower an historically disadvantaged population. The services to be provided by Namibian NGOs, described further in the following section on Project Outputs, include: 1) the delivery of participatory, nonformal education and training in a variety of needed skills; and 2) the articulation and/or representation of the interests of historically disadvantaged Namibians in various local, regional, and/or national fora.

To become effective and sustainable in the provision of needed skills and representational services, Namibian NGOs must improve their institutional capacity in a variety of organizational spheres. The End of Project Status indicators (see Project Logframe) identify a number of key institutional criteria that are generally identified with capable non-governmental organizations. The READ project has delineated an assortment of measures to track the institutional development of the Namibian NGOs working with the project. These include:

- a) the capacity to plan, implement, monitor, and evaluate activities so they meet the needs of beneficiaries;

- b) the ability to assess and track the impact of services provided;
- c) the development of a functional plan for financial sustainability;
- d) the establishment of appropriate, transparent, and functional financial accounting, personnel, and management policies and systems;
- e) the formation of clear, accountable and diverse governing structures.

These criteria are not all that are needed to establish effective and sustainable non-governmental organizations, nor do they all need to be present at the same time to demonstrate substantial improvement in the institutional capacity of any given NGO. In addition, NGOs are dynamic institutions. Organizations will change through time and the READ project cannot expect a linear progression of institutional capacity improvements over the life of the project and beyond. A variety of factors such as personnel changes, funding availability, and changes in the regulatory and political environment can have positive and negative impacts on the institutional capacity of non-governmental organizations.

The READ project provides a range of inputs to strengthen the institutional capacity of Namibian NGOs. Project activities include:

Technical Assistance to help:

- a) plan, execute and evaluate overall NGO organizational development;
- b) devise personnel systems, compensation plans and recruitment procedures;
- c) formalize management and decision-making processes;
- d) prepare proposals and long-term organizational plans;
- e) institute innovative and relevant methodologies for the implementation, monitoring, and evaluation of participatory nonformal education and training;
- f) build representational and advocacy skills;
- g) provide post-training support services and evaluations.

General Support to offset recurrent expenditures (salaries, travel, telephone, office rental, per diem, etc) for participatory nonformal education and training operations and to realise constituent representation and advocacy goals.

Commodities to improve institutional efficiency through the purchase of copy machines, typewriters, computers, fax machines and other equipment and supplies.

Training to upgrade techniques, knowledge and skills base of key employees, members and leaders of NGOs through workshops, study tours, and short-term studies at Namibian or regional universities, institutes, and associations. (Long-term training is being provided for five GRN Department of Adult and Continuing Education employees in nonformal education.)

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In deciding what mix of the above inputs are appropriate for particular subgrantees, READ project staff conduct individualized, participatory/consultative analyses of current and potential subgrantees. These assessments include examinations of organizations and personnel structure and quality, efficiency and effectiveness of planning and decision-making processes, financial posture and accounting capabilities, and the capacity to represent, advocate for, and respond to constituent needs.

#### **D. Project Outputs**

- 1) NGOs deliver needed services through participatory nonformal education and training methodologies.**

READ's methodology for achieving the project's goal, purpose and outputs is to emphasize participatory non-formal education and training approaches in all project activities. A participatory approach is key not only to effectively meet needs, but to overcome the legacy of apartheid which denied the majority of Namibian citizens the right to participate in decisions which effect them. A majority of Namibians were prohibited from involvement in civil society, and thus denied the ability to take initiatives and to assess, choose, plan or create. Developing the capacity of Namibian organizations and individuals to employ participatory approaches is fundamental to the empowerment of historically disadvantaged Namibians and to building Namibia's new democracy.

The READ project is based on the assumption that adults (over age 14), whether poor or rich, illiterate or literate, rural or urban, are capable of becoming their own best resources. Technology and expertise from outside therefore play a facilitative role, while the participants provide the context for implementing solutions.

Nonformal education is defined in Namibia as all learning which takes place outside of the formal educational system. World Education Inc. (WEI), as one of the cooperating agencies implementing READ, has brought to Namibia its expertise in furthering nonformal education through participatory approaches to capacity building. This approach helps make training and skills development more learner-centered, in concert with the major thrust of education reform in Namibia. Indeed, WEI stresses self-assessment, self-direction and self-governance as key principals governing all activities. WEI seeks to work with NGOs which employ participatory approaches at the community level. In addition, all training programs supported by WEI will employ participatory approaches in needs assessment, training design, implementation and evaluation.

In order to both enhance the institutional capacity and improve the quality and quantity of participatory nonformal education programs available to Namibians, WEI and The Rössing Foundation offer a range of technical services, financial assistance, and technical support. Each component is designed to reinforce the

others, thus facilitating attainment of NGO and project objectives and avoiding extensive time lags. Before an organization can effectively implement services, however, it must have a threshold level of institutional capacity, with more institution building emerging from the implementation of activities. To enable Namibian NGOs to efficiently and effectively deliver participatory nonformal education and training services, the READ project, primarily through the WEI component, provides a series of core institution building activities, offered in the form of workshops with follow-up technical assistance. Namibian NGOs are encouraged to gradually take on more and more responsibility for the training activities themselves -- both by running training programs within their own organizations and by offering training services to other NGOs.

Once an organization has demonstrated an institutional potential to cost-effectively deliver needed services, the READ project offers financial and technical assistance for the implementation of a wide variety of programs that use a participatory nonformal education approach. Activities will be supported in a variety of sectors from health and environmental education to functional literacy and workplace education, and from income generation and microenterprise activities to civic awareness and legal rights. The sector of activity is **not** the critical issue in determining organizations and activities that receive financial support. Rather it is the employment of a participatory approach and the potential for the activity to empower historically disadvantaged Namibians by meeting their expressed need for skills and services. The aim is to help NGOs to increase the impact and expand the scale of their programs -- to make the participatory nonformal education approach and methods more effective while, at the same time, reaching many more beneficiaries.

**2) NGOs effectively articulate and/or represent the interests of their constituents in local, regional and/or national fora.**

The READ Project seeks to strengthen and expand Namibian civil society by building NGO capacity to effectively articulate and represent the interests of constituents in a variety of local, regional, and/or national fora. Namibia's past socio-economic and political development has not led to the development of organizations with advocacy objectives and skills for fear of repression. In the current pluralistic environment, previously existing and new organizations have greater opportunity to participate in the public realm and play a leading role in defining the content and direction of policy formation at the local and national level.

A pluralistic environment with a government sympathetic to increased public participation is of fundamental importance for effective NGO participation in policy dialogue and formation. READ is building government awareness and acceptance of the skills and potential of Namibian NGOs by including relevant government officials in working groups and training activities.

In the selection of subgrantees and NGOs for participation in capacity building programs, READ is concentrating on institutions that have the potential to provide services and demand good governance through participation and advocacy. While there is plenty of room in Namibia for organizations that are strictly service delivery or pure advocacy, the READ project links these roles. Service delivery organizations and community-based special interest associations are in the best position to identify and voice the constraints that ordinary people feel. An important aspect of READ's institutional capacity building program is to help Namibian NGOs translate this position of insight and voice into affirmative action in the interest of, and on behalf of, their constituents. Technical assistance and training activities will be conducted throughout the life of the project to help Namibian NGO staff and leaders to learn and perfect the skills needed to elicit public concerns and to effectively communicate those concerns in the proper forum for resolution.

The articulation of constituent concerns and the representation of client interests can take place at many levels and in a variety of different ways. The words "advocacy" and "civil society" are value-laden terms with no universal definition or common theoretical conceptualization. The READ project has adopted an approach that seeks to empower people and organizations to influence and participate in decision-making at all levels of society. In this approach, increased participation in neighbourhood or community-level decision-making processes is considered equally valid and just as important for building civil society as major advocacy campaigns within national government bodies or the media. The READ project is prepared to work with Namibian NGOs to build their capacity to serve as intermediaries and empowering agents at the local, regional, and national level.

Service delivery NGOs often represent the interests of their clients and advocate for them without actually recognizing that they are doing more than providing services. This is the case, for instance, when health service organizations negotiate for better quantities and prices for supplies or when water user associations obtain credit or grants to upgrade equipment and expand services. The READ project is strengthening the institutional capacity of Namibian NGOs to become more efficient and effective in activities already underway and to help organizations recognize and act on opportunities as they occur.

In helping Namibians to recognize and improve their representative and advocacy roles and skills, the READ project is committed to a culturally sensitive, participatory, demand-driven approach. Basic awareness of civil society functions and the potential for NGOs to mobilize communities and interest groups and to act as intermediaries between a government and its people will be provided during various institution building workshops and technical assistance activities by both WEI and The Rössing Foundation. In addition, the project implementors are prepared to provide specific training in advocacy or representational techniques and skills on a case-by-case, as

needed and desired basis. It is anticipated that NGOs will recognize the need for assistance in this area as they institutionally develop and acquire strong ties to particular communities and issues and naturally fall into intermediary and representative roles. READ project assistance will encourage NGO participation in policy dialogues and help make that participation effective.

**3) Innovative training methodologies and training support mechanisms tested in Namibia and disseminated among NGOs.**

Through WEI and the Rössing Foundation, the READ project will apply innovative techniques which will be tested and refined in Namibia to engage learners (members of NGOs, their clients and Government employees) in inquiry, problem-solving, and objectives-setting activities in order to arrive at a solution. These techniques will be delivered in a learning context, which has been found most effective since it also enables members of the group to learn from each other and collectively build confidence to find solutions. In this collaborative manner, and with the participation of beneficiaries, READ will support the formation of working groups to produce training modules on sectoral and institutional topics.

WEI is responsible for a series of workshops as part of institution building activities and more specialized training in advanced methodologies. These will be implemented to provide NGO staff, board members, and relevant government officials with state-of-the-art instruction in participatory nonformal education theory and techniques. At least 1500 workshop person days will be devoted to building training skills. More advanced Training of Trainers activities will also be conducted to provide NGOs and appropriate GRN departments with the skills to develop their own training programs and materials. Namibian institutions are thus receiving the competence to continue to expand those reached through participatory nonformal education.

In addition, READ will support applied field research activities to test training methodologies and to develop participatory monitoring and evaluation techniques to effectively track the impact and results of project activities. Finally, throughout the life of the READ project, all of the participants will be asked to disseminate materials and information regarding innovative techniques as widely as possible and highlight particularly successful (or unsuccessful) project activities through quantitative and qualitative reporting.

**4) Government capacity strengthened to develop, implement, and coordinate efficient participatory nonformal training strategies in collaboration with NGOs.**

The READ project is simultaneously building government capacity to provide participatory nonformal education and training services and promoting greater awareness of the role, skills, and

potential of NGOs in a democratic society. Government staff from DABE, NACP, and MET are developing their own skills and capacity by participating in working groups on training design and in workshops on institution building, planning strategies and participatory nonformal education and training methodologies. In addition, five DABE officials are earning Masters Degrees in the United States in disciplines with a nonformal education focus.

USAID and the READ project are also helping to legitimize the Namibian NGO community in the eyes of the GRN by building the capacity of the organizations to become more influential and self-sufficient. The READ project, through the WEI and The Rössing Foundation, is consciously and actively encouraging the Namibian government to trust and cooperate with national NGOs (and vice versa) by including both parties in meetings, conferences and workshops; on project design and steering committees; and through joint NGO/government implementation of READ-funded activities.

### III. Summary of Analyses

A section on the Summary of Analyses from the original Project Paper is include in Annex C of the PPA. This document, with the exception of name changes within the Ministry, still provides the information used to support the READ Project implementation. The full analyses can be found in Annex E through H of the original Project Paper.

### IV. Cost Estimates and Illustrative Financial Plan

#### A. The Budget

The Budget for the Amended READ Project is presented in Annex B. The estimated overall cost of the 6 year project is \$18.6 million. It is planned that AID will provide \$14.5 million (\$ 12,350 from DFA and \$2,150 from ESF); the host country Contributions are expected to equal or exceed the equivalent of \$ 4,117,000.

The Project will be implemented through a Cooperative Agreement with a US-based PVO (WEI) and through a grant with a local NGO (the Rössing Foundation). None of the funds under the project will actually be distributed to or through the GRN. The following breakdown by the various modes of implementation are as follows:

PVO/World Education Inc.	\$ 8,979,312
HIV/AIDS Component	\$ 1,000,000
NGO/The Rössing Foundation	\$ 1,500,000
USAID	\$ 1,811,692
Inflation/Contingency	\$ 1,208,996
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TOTAL	\$14,500,000

## **B. Host Country Contributions**

In support of Project activities, the Ministry of Basic Education and Culture's (MBEC) Department of Adult and Basic Education (DABE) has agreed to make in-kind contributions equal to or in excess of \$ 4,117,000. DABE's contributions can consist of salaries, travel/subsistence, materials/supplies, transport, facilities and equipment/maintenance. During the first and second years of the project, Coopers and Lybrand carried out a Host Country Contribution assessment for the MBEC. Their report indicated that over \$ 4.6 million was contributed by the GRN to the READ Project from September 17, 1992 through September, 1994. Thus, the GRN has already met their Host Country Contribution requirement.

## **C. Audits and Evaluations**

Audits will continue to be conducted each fiscal year for Grantees and sub-grantees, annually in accordance with the standard provisions of OMB Circular A133 for grants or cooperative agreements. Under the new audit requirements, all non-U.S. and non-governmental grantees and sub-grantees receiving \$100,000 or more of AID funds in any one calendar year under a grant, are required to have an independent audit performed of the grant in order to determine whether the receipt and expenditure of the funds provided under the grant are presented in accordance with generally accepted accounting principles and whether the grantee has complied with the terms of the agreement. Independent auditors will continue to be selected in accordance with the "guidelines for financial audits contracted by foreign recipients" issued by the AID Inspector General and audits will be performed in accordance with the "guidelines". Local firms have been identified by USAID and certified by RIG/A in Nairobi. It is expected that the WEI will continue to conduct an annual audit, encompassing subgrants funded each year in compliance with this requirement. The USAID Controller, USAID/Harare, will coordinate the audit activities for USAID.

Two evaluations will be funded under the Project Paper Amendment. The mid-term evaluation will be carried out during the 1st quarter of CY 1996; the final evaluation will be scheduled for early 4th quarter of CY 1998. The USAID Program Officer will coordinate evaluation activities for USAID. The evaluations will be conducted under a direct contract or indefinite quantity contract work order arranged by USAID.

## **D. Financing Method**

The method of financing the PVO/WEI Cooperative Agreement is through a letter of credit. The Grant to the Rössing Foundation will be either through reimbursement or periodic advances as requested by the grantee.

## V. Implementation Plan

### A. USAID

USAID will continue to have direct management responsibility for all activities under the Project, and will assign its USDH GDO, to facilitate and monitor Project progress. Project funded in-house technical assistance necessary for project implementation through a US PSC Project Manager, a Namibian FSN project assistant and a Namibian FSN secretary/administrative assistant will report directly to the GDO. TDY assistance will be available to the Mission as needed for Project backstopping. The primary backstopping office will be REDSO/ESA.

AID financial management will be handled by USAID's Regional Controller's Office from USAID/Zimbabwe. It will arrange disbursement and vouchering procedures with grantees, cooperative agreement recipients and contractors. The PVO will certify, in accordance with requirements set out in HB. 13, Chapter 1, that the prospective subgrantees can responsibly administer project funding. A financial assessment for the Rössing Foundation was performed by the Namibian affiliate of the international accounting firm Coopers and Lybrand. The assessment determined that the Rössing Foundation has adequate management and accounting systems in place to safeguard Project funds, assuming certain recommended internal control improvements are made.

A Grant and Cooperative Agreement forms the key relationships for the implementation of READ. The US-based PVO, World Education Inc. (WEI), which will execute and monitor a minimum of 25 subgrants, is being implemented under a Cooperative Agreement. Substantial USAID involvement in the administration of these grants is necessary and will continued to be supplied primarily by the GDO and the PSC Project Manager. The environmental education component of the READ Project is being conducted by a grant to the Rössing Foundation, a Namibian NGO.

### B. GRN

The GRN through the National Planning Commission (NPC) and MBEC, will sign the Project Amendment Grant Agreement. Broad management responsibility for the READ Project resides with the MBEC's Minister and DABE's Under Secretary. Activities requiring GRN action will continue to be documented in an official exchange of correspondence. MBEC/DABE will be responsible for selecting employees or trainees in accordance with acceptable competitive practices and the Grant Agreement's conditions and covenants.

### C. World Education, Inc. (WEI)

WEI has a primary role in the implementation responsibility for READ. Through a cooperative agreement, executed between WEI and USAID, a minimum of 25 subgrants to Namibian NGOs will be financed. USAID in consultation with the Steering Committee, will formally approve all subgrants of \$100,000 and over. Subgrants below this level will continue to be executed by WEI

applying the selection criteria outlined in the following Section F. The intent here is to provide WEI the flexibility needed to implement the Project, while maintaining USAID's fundamental programming and financial responsibilities.

Project funds will be available to WEI to provide local and foreign short-term technical assistance to support subgrantee institution-building and program activities, including assistance for improving accounting, internal monitoring, fund-raising, program development, evaluation, management systems and research capabilities. Through WEI Project funds will also support long- and short-term training.

#### **D. The Rössing Foundation**

The Rössing Foundation has a lead responsibility in the area of environmental education. Originally a Cooperative Agreement was signed between the Rössing Foundation and USAID. By action of this PP Amendment, the CA will be changed to a Grant. The Rössing Foundation will make subgrants to at least four Namibian NGOs and will provide training in non-formal environmental education to a minimum of 20 organizations. The Namibian Environmental Education Network and a EE Resource Center will be supported by the Rössing Foundation grant.

#### **E. Steering Committees**

To assure project policy effectiveness, Steering Committees for both WEI and the Rössing Foundation will continue to operate. The Steering Committees will function solely as an advisory body with no legal authority. Policy review, NGO collaboration and Project monitoring are key Steering Committee responsibilities. Formal Project decision systems and financial controls do not include the Steering Committee. The Steering Committees will, however, continue to make recommendations for consideration by USAID, MBEC, WEI and the Rössing Foundation. All agreements under the READ Project will continue to describe the policy advisory role of the respective Steering Committees, outline their membership and delineate their roles and responsibilities.

#### **F. Subgrant Criteria**

WEI, through the Steering Committee will identify and select NGOs for subgrant support under this Project on an on-going basis. Specific criteria for selecting NGOs and subgrant activities pursuant to this Project were set forth in the original Project Paper and are listed below. These criteria can continue to be amplified by WEI and the Rössing Foundation and their Steering Committees as actual circumstances change.

##### **1. NGO Criteria**

- a) NGOs will provide assistance to historically disadvantaged adult Namibians and reflect, in nature and intent, the promotion of a just and productive society. NGOs will be based on and supportive of democratic principles.

- b) NGOs selected will be black-led and managed, or should demonstrate a genuine commitment to increasing black participation in leadership and decision-making roles at all levels of program management. NGOs will specifically describe how disadvantaged Namibians will benefit from Project resources. At one level, disadvantaged Namibians will receive needed training opportunities. Other equally important aspects are their roles and responsibilities with the organisational structure of participating NGOs. Internal training plans and staffing schedules will demonstrate a commitment to placing disadvantaged Namibians increasingly in positions of authority and decision-making. The evolving composition of the Board of Directors and senior management would, over time, also be a good guidepost of NGO efforts in this regard. Proposals will objectively deal with this sensitive but essential organisational development issue.
- c) Funding will be limited to NGOs deemed financially responsible and having sufficient management and technical capabilities to carry out the activity.
- d) NGOs selected will be supported by credible business and community leaders.
- e) NGOs selected will provide the broadest possible geographic base for the Project.
- f) Political parties will not be funded.

## **2. Subgrant Activity Criteria**

- a) **Beneficiaries**  
Activities will balance the allocation of resources among the various participating beneficiary groups. Proposals which truly "reach-out" to persons previously under- or un-serviced will receive priority. Training outcomes will be clearly described, i.e., level of testable numeracy/literacy; job income opportunities, democratic participation, etc. The more quantitatively and/or qualitatively specific and less ambiguous the proposed outcomes, the more likely funding will be approved. READ will avoid becoming overly biased toward urban Namibians. A far spread of Project resources must be proposed.
- b) **Relevant Nonformal Education Methods**  
All activities will provide a clear, detailed technical plan for achieving the desired outcomes. The application of appropriate learning methods is central to meeting the Project's purposes. Teaching must be learner centered, culminating in confirmable results. Proposals will include pedagogical improvements where necessary. Experimentation in introducing or adapting new teaching techniques to Namibia will be encouraged.
- c) **Non-biased Activities**

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READ will not fund activities which are based on racial, ethnic, political, religious or gender. To the extent practical, activities will document that the NGOs programs, activities, employment opportunities are available and utilized by all segments of Namibian society. READ resources must be allocated on technical, financial, organizational and administrative merit, and on development needs and goals.

d) Cost Efficiency

Each activity's established goal will be reviewed against the different means for achieving it. The simplest technique will be to compile the average cost per unit of output (adult trained to a definable level) for various design options. An unacceptably high unit cost may indicate a need to redesign the proposal. It is important that the activity closely evaluate the mix and cost of activities directly related to the objectives of the Project. The balance between costs and effectiveness, best measured by evaluation results, will be a key proposal determinant.

e) Financial Sustainability

It is doubtful that an NGOs nonformal education activity will become financially self-sufficient due to receipt of READ resources. Nonetheless, activities which minimize the level of READ subsidy will receive preference. All subgrants must display, over time, a declining reliance on READ funds. Introducing or raising student fees, reducing staff, improving teaching methods, etc., are all means to address financial sustainability. NGOs must provide a plan which utilizes the modest resources from READ prudently. Credit schemes are ineligible for READ finance. Most high cost fixed investments (e.g., buildings and vehicles) are also counter to sound financial management principles in the long term. Improvements in nonformal education are derived, in the main, from inputs aimed at technological and efficiency gains.

f) Symbolism

Activities should have a high symbolic and exemplary effect relative to their cost.

g) Multiple Funding Sources

Activities receiving support from a variety of sources are preferable to activities where AID is the sole source of funding.

## G. Implementation History

The following list is a summary of implementation activities that have taken place since the beginning of the READ project.

- September 17, 1992 - PP signed
- September 17, 1992 - Grant Agreement signed with MEC
- October 1, 1992 - Rössing Foundation CA Start Date
- October, 1992 - 1st Environmental Workshop
- February, 1993 - READ Steering Committee formed
- May, 1993 - 2nd Environmental Workshop
- June 18-19, 1993 - Environmental Arts Festival
- August 2, 1993 - World Ed Cooperative Agreement signed
- August 28, 1993 - WEI COP arrived and implementation began
- August, 1993 - Rhodes scholarship awarded
- September, 1993 - EE Action Writers Workshop
- October 7-8, 1993 - READ Opening Conference
- October, 1993 - READ Steering Committee formed
- November, 1993 - Institutional Building Training: Part I
- December, 1993 - 2 subgrants funded
- January, 1994 - Internal review of Logframe
- February, 1994 - Institutional Building Training: Part II
- February, 1994 - GreenCom assessment of EE
- April, 1994 - Financial Management Workshop
- April, 1994 - Overcoming Illiteracy Workshop
- May, 1994 - Study Tour
- June, 1994 - Business Training parts I and II
- June, 1994 - EE Resource Center Official Opening
- June, 1994 - HIV/AIDS NGO Assessment Workshop
- August, 1994 - 5 MEC staff to State for Masters
- September 29, 1994 - 1st Annual NGO Meeting
- November, 1994 - TOT: Part I of 4
- December, 1994 - NEEN Workshop
- December, 1994 - \$1 M added for HIV/AIDS
- Jan-Dec, 1994 - Continual acceptance of proposals and awarding of subgrants
- January, 1995 - Grants Management Training started
- January, 1995 - HIV/AIDS Start-up
- Jan-July, 1995 - Continual acceptance of proposals and awarding of subgrants
- March, 1995 - Agreement in Re-casting
- June, 1995 - Nairobi/ESA authorized PP amendments
- June, 1995 - NEEN Workshop

## H. Proposed Implementation Schedule

The following schedule details the anticipated implementation steps for the remainder of the project:

CY Quarter	Activity	Responsible Agent
3rd 1995	3rd Annual NGO Meeting Conduct TOT: Part 3 of 4 HIV/AIDS Trainers selected Condom Study HIV/AIDS Strategic Planning Workshop Provide resources for EE Monitor sub-grants Annual Audit	WEI and Steering Committee WEI WEI WEI/USAID WEI RF WEI & RF WEI
4th 1995	Conduct TOT: Part 4 of 4 HIV/AIDS TOT HIV/AIDS Evaluation Workshop Provide resources for EE Select trainees for EE Monitor sub-grants Training Notes distributed	WEI WEI WEI RF RF WEI & RF WEI
1st 1996	Continual acceptance of proposals and awarding of subgrants Conduct TOT 1 Provide resources for EE Monitor sub-grants Mid-term Evaluation Annual Audit	WEI and Steering Committee WEI RF WEI USAID, WEI, RF and SCs RössingFoundation
2nd 1996	Plan Annual Training Schedule Select external evaluator Conduct TOT 2 Provide resources for EE Monitor sub-grants Midterm Evaluation Training Notes distributed	WEI USAID and WEI WEI RF WEI USAID, WEI, RF and SCs WEI
3rd 1996	3rd Annual NGO Meeting Conduct TOT 3 Provide resources for EE Monitor sub-grants Annual Audit	WEI WEI RF WEI & RF WEI
4th 1996	Conduct TOT 4 Provide resources for EE Select trainees for EE Monitor sub-grants Training Notes distributed	WEI RF RF WEI & RF WEI

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CY Quarter	Activity	Responsible Agent
1st 1997	Continual acceptance of proposals and awarding of subgrants Conduct Training Provide resources for EE Monitor sub-grants Annual Audit	WEI and Steering Committee  WEI RF WEI & RF RössingFoundation
2nd 1997	Plan Annual Training Schedule Conduct Training Hold NEEN Workshop Provide resources for EE Monitor sub-grants Training Notes distributed	WEI WEI WEI RössingFoundation RF WEI & RF WEI
3rd 1997	4th Annual NGO Meeting  Conduct Training Provide resources for EE Monitor sub-grants Annual Audit	WEI and Steering Committee  WEI RF WEI & RF WEI
4th 1997	Conduct Training Provide resources for EE Select trainees Monitor sub-grants Training Notes distributed	WEI RF RF WEI & RF WEI
1st 1998	Award last sub-grant  Conduct Training Provide resources Monitor sub-grants Annual Audit	WEI and Steering Committee  WEI RF WEI & RF RössingFoundation
2nd 1998	Plan Annual Training Schedule Select external evaluator Conduct Training Provide resources for EE Monitor sub-grants Training Notes distributed	WEI  USAID and WEI WEI RF WEI & RF WEI
3rd 1998	Final Evaluation Begin Close Out Procedures Conduct Training Provide resources for EE Monitor sub-grants	USAID, WEI & RF USAID, WEI & RF WEI RF WEI & RF
4th 1998	Complete Close Out Proceed. Finish Training Finalize sub-grants Final audits	USAID, WEI & RF WEI WEI & RF WEI and RF
31/12/98	PACD	All

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## **VI. Procurement Plan**

The Procurement Plan for the remainder of the project is expected to follow AID regulations and guidelines as set forth in the original PP. The major purchases remaining are those associated with the HIV/AIDS component which just began in early 1995. Procurement anticipated under this component include one sedan vehicle, 5 computers and 4-5 work stations. Bookcases and filing cabinets will also be purchased. In addition to the above equipment and supplies, READ will also purchase both short and long-term Technical Assistance. This will also be done under AID regulations and in conformance with USAID/Namibia's local hire process.

AID will finance a total of \$ 14.5 million in goods and services. AID Geographic Source Code 935 source/origin procurement will be authorized in accordance with standard DFA policies in accordance with the 000 source and origin code. USAID will require conformance with the 50/50 requirements of the Cargo Preference Act for ocean shipments; the US Gray Amendment entities will also be utilized to the fullest extent possible.

## **VII. Conditions and Covenants**

1. All Conditions Precedent under the original bilateral project grant agreement have been met.
2. The original three Covenants still are in effect. They are:
  - a) The Cooperating Country agrees to use its best efforts to urge that trainees under the Project be selected from among historically, socially and economically disadvantaged Namibians to the maximum extent practicable and feasible.
  - b) The Cooperating Country agrees to use its best efforts to encourage Namibian NGOs and community based organizations to become, in their ownership, management and staffing, more representative of historically, socially and economically disadvantaged namibians to the maximum practicable and feasible.
  - c) The Cooperating Country agrees to contribute in cash and in-kind resources a minimum of twenty-five percent of the total cost of this project. In calculating its contribution, the Cooperating Country may include the financial and other resources being contributed to the Project by the GRN, Namibian non-governmental organizations and the Namibian private sector.

## **VIII. Monitoring, Auditing and Evaluation Plans**

Regular monitoring of all Project activities will be accomplished by the Mission GDO, the US PSC and the READ Project Assistant. Grantee and subgrant contractor reports and vouchers will be reviewed, project sites will be visited on a periodic basis and grantee officials and staff will be consulted on a regular basis.

Host Country Contributions will be tracked through an authorized accounting firm. An in-depth review of grantee' performance and achievement of grant objectives will also be conducted as part of the annual programming cycle undertaken by the World Education, Inc. and the Rössing Foundation.

Annual audits will be performed by WEI, the Rössing Foundation and all subgrantees receiving US\$100,000 within the course of a year. Regular audit/financial reviews will be conducted by WEI and the Rössing Foundation on all subgrantees, using, as necessary, an independent Namibian accounting firm. Semi-annual Project Implementation Reviews (SAPIRs) will be prepared by READ Project staff and be formally reviewed by senior Mission management in accordance with normal management oversight responsibilities.

Mid-term and final Project evaluations will be conducted in early CY 96 and late CY 1998 respectively. These reviews will include a review of ongoing and completed activities, but will also look at the validity of Project assumptions and progress towards achievement of goal and purpose level objectives. Because of the RE-casting exercise held in January, 1995 which served to focus the project and modify official documents, the midterm evaluation will be used to assess progress towards the new goal and purpose and to make any necessary corrective action required for the remainder of the project. The final evaluation will analyze the review attainment of the Project goal, purpose and outputs and make recommendations for any further nonformal education projects in Namibia.

ANNEX A

**READ LOGFRAME (Amended)**

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READ LOGFRAME (Amended)

1 August 1995

Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Important Assumptions
<p><b>Goal:</b> Historically disadvantaged Namibians are empowered to improve the quality of their lives.</p>	<ul style="list-style-type: none"> <li>- Standard Quality of Life measure such as household incomes</li> <li>- Increased % of historically disadvantaged population, disaggregated by gender, involved with organizations which encourage participation in needs assessment and resolution</li> </ul>	<ul style="list-style-type: none"> <li>- National Statistics</li> <li>- USAID, WEI, NGO, and Rössing Foundation project documentation</li> </ul>	<ul style="list-style-type: none"> <li>- Internal and external political environment permit effective project implementation</li> <li>- Government policies favour democracy, equity and private sector (formal and informal) development</li> <li>- Public and private structures allow for participation</li> <li>- Positive GNP growth</li> <li>- Involvement in participatory organizations leads to empowerment</li> </ul>
<p><b>Purpose:</b> To strengthen the institutional capacity of Namibian Non-Governmental Organizations to meet the needs of historically disadvantaged populations.</p>	<p><b>End of Project Status (EOPS)</b></p> <ul style="list-style-type: none"> <li>- 20 to 25 NGOs can plan, implement, monitor, and evaluate their activities such that they meet the expressed needs of beneficiaries</li> <li>- 20 to 25 NGOs assess and track the impact of their services on adults</li> <li>- 20 to 25 NGOs have functional plan for financial sustainability</li> <li>- 20 to 25 NGOs have appropriate, transparent, and functional financial accounting, personnel and management policies and systems</li> <li>- 20 to 25 NGOs achieve lowered unit cost of service delivery by 15 percent</li> <li>- 20 to 25 NGOs have clear and accountable governing structures with diverse membership</li> <li>- 5 to 10 NGOs meet all the above criteria for institutional sustainability</li> </ul>	<ul style="list-style-type: none"> <li>- NGO reports and proposals</li> <li>- Site visits</li> <li>- WEI data base and reports</li> <li>- Rössing Foundation data base and reports</li> </ul>	<ul style="list-style-type: none"> <li>- NGOs find continued funding for priority programs</li> <li>- The regulatory environment for NGOs permits effective operation, institutional strengthening and a full range of NGO activities</li> <li>- Trained staff remain with NGOs</li> <li>- Sufficient number of NGOs are willing to critically assess their programs and institutions, and take steps to improve and expand them</li> <li>- NGOs which have large and equitably distributed target populations seek project assistance</li> </ul>

Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Important Assumptions
<p><b>Outputs:</b> 1. NGOs deliver needed services through participatory, non-formal education and training methodologies.</p>	<ul style="list-style-type: none"> <li>- Annual increase in number of adults (men and women) receiving services from and participating in NGO programs</li> <li>- Adult skills increased through participatory nonformal education and training services delivered by NGOs and DACE</li> <li>- Minimum of 50% female and 35% male beneficiaries targeted through grant awards</li> <li>- 20 to 25 NGOs provide participatory non-formal education and training services</li> <li>- 5 historically disadvantaged Namibians conduct high quality participatory training and training of trainers (minimum of two are women)</li> <li>- 20 organizations receive and apply training skills in nonformal environmental education</li> </ul>	<ul style="list-style-type: none"> <li>- NGO reports</li> <li>- Periodic qualitative evaluations</li> <li>- Site visits</li> <li>- WEI data base and reports</li> <li>- Rössing Foundation data base and reports</li> <li>- DACE documentation</li> </ul>	<ul style="list-style-type: none"> <li>- Adults want new services and skills</li> <li>- Sufficient numbers of viable grant proposals are received</li> <li>- Trained trainers remain in Namibia working with NGOs</li> </ul>
<p>2. NGOs effectively articulate and/or represent the interests of their constituents in local, regional and/or national fora.</p>	<ul style="list-style-type: none"> <li>- Increased number of NGOs being consulted and/or participating in dialogues on behalf of their constituents</li> <li>- Umbrella/federation groups of NGOs formed/strengthened around specific sectors or issues</li> <li>- Increased membership (among membership organizations)</li> <li>- 5 to 10 NGOs develop and successfully use skills for representational activities</li> </ul>	<ul style="list-style-type: none"> <li>- NGO constitutions/operating procedures and other documentation</li> <li>- WEI data base and reports</li> <li>- Rössing Foundation data base and reports</li> <li>- Media reports</li> <li>- Meeting minutes</li> </ul>	<ul style="list-style-type: none"> <li>- People want intermediary organizations to represent their interests</li> <li>- NGOs seek to represent the interests of their constituents, influence decision-making and/or promote dialogue</li> <li>- Political climate for participation by NGOs and their beneficiaries continues and improves</li> </ul>

Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Important Assumptions
<p>3. Innovative training methodologies and training support mechanisms tested in Namibia and disseminated among NGOs.</p>	<ul style="list-style-type: none"> <li>- A minimum of 10 working groups produce training modules on sectoral and institutional topics in collaboration with beneficiaries</li> <li>- 5 NGOs and 2 GRN departments capable of developing own training materials and assisting other NGOs</li> <li>- 1500 workshop person days provided to NGO staff, board members, and GRN officials in participatory training workshops (historically disadvantaged Namibians and balance of gender)</li> <li>- Applied field research projects conducted to test non-formal training methodologies (NGO and/or GRN participation)</li> <li>- 10 Training highlights memos disseminated to NGO, GRN and wider community</li> <li>- A participatory non-formal training resource center established and accessible to all interested organizations</li> </ul>	<ul style="list-style-type: none"> <li>- Workshop reports</li> <li>- Field assessments of training results</li> <li>- Research reports</li> <li>- Site visits</li> <li>- NGO and GRN documentation</li> <li>- WEI data base and reports</li> <li>- Rössing Foundation data base and reports</li> </ul>	<ul style="list-style-type: none"> <li>- NGOs send appropriate participants to workshops</li> <li>- Applied research capacity exists or can be developed</li> </ul>
<p>4. Government capacity strengthened to develop, implement, and coordinate efficient, participatory non-formal training strategies in collaboration with NGOs.</p>	<ul style="list-style-type: none"> <li>- # Fora/networks established among NGO interest groups and relevant GRN institutions</li> <li>- GRN invites NGO partners to relevant meetings and events</li> <li>- 5 DACE staff participated in working groups on training design</li> <li>- 10 training opportunities involved DACE staff (workshops, study tours, etc)</li> <li>- 5 Masters Degrees earned by DACE staff with nonformal education focus</li> <li>- 2 DACE/NGO/WEI joint ventures undertaken</li> <li>- 4 MEC/MET staff receive post-secondary training in environmental education</li> </ul>	<ul style="list-style-type: none"> <li>- Forum/network documentation</li> <li>- Workshop reports</li> <li>- Media reports</li> <li>- NGO/GRN documentation</li> <li>- Qualitative evaluation</li> <li>- Degree certificates</li> <li>- WEI data base and reports</li> <li>- Rössing Foundation data base and reports</li> </ul>	<ul style="list-style-type: none"> <li>- GRN makes qualified staff available for Masters degrees and for appropriate training opportunities and working groups</li> <li>- GRN has financial and other resources required to develop and implement participatory non formal strategies</li> <li>- GRN sees the NGO community as a resource and seeks NGO participation</li> <li>- NGOs have time/capacity to participate in NGO/GRN fora/networks, meetings and events</li> </ul>

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Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Important Assumptions
<p><b>Inputs:</b></p> <ul style="list-style-type: none"> <li>- A cooperative agreement to WEI to manage the project, provide TA and training (including 5 MA scholarships for DACE staff) and to administer sub-grants to Namibian NGOs</li> <li>- A cooperative agreement to Rössing Foundation for a national, regional and local program of environmental education including administration of sub-grants, provision of technical assistance and training (including scholarships)</li> <li>- Steering committee</li> <li>- USAID project personnel, technical assistance and commodities</li> </ul>	<ul style="list-style-type: none"> <li>- USAID funds allocated and disbursed</li> <li>- WEI cooperative agreement disbursed</li> <li>- NGO grants allocated and disbursed</li> <li>- Rössing Foundation cooperative agreement disbursed</li> <li>- commodities in use</li> <li>- steering committee appointed and meeting regularly</li> </ul>	<ul style="list-style-type: none"> <li>-USAID audits</li> <li>- Project reports, evaluations and other records</li> <li>- Annual reports of participating NGOs and GRN</li> <li>- Steering committee minutes</li> </ul>	<ul style="list-style-type: none"> <li>- NGOs develop acceptable proposals to obtain grants</li> <li>- Funds from USAID are made available on a timely basis</li> <li>- NGOs are able to effectively and efficiently use the additional resources</li> </ul>

**READ BUDGET INFORMATION (Amended)**

**FY OBLIGATION  
US\$**

<b>FY</b>	<b>FY 92 Obligated</b>	<b>FY93 Obligated</b>	<b>FY94 Obligated</b>	<b>FY95 Obligated</b>	<b>FY96 Projected</b>	<b>FY97 Projected</b>	<b>TOTAL</b>
Technical Assistant	2,019,500	1,000,000	549,758				5,372,312
Participant Training	88,000	92,000	0				452,000
Sub-Grant	692,500	450	0				4,155,000
Environmental Ed. (Rössing Foundation)	800,000	0	0				1,500,000
Project Management	306,000	392,550	0				1,341,692
Evaluation	0	0	0				200,000
Audit	0	15,000	0				270,000
Inflation/Contingency	0	0	0				1,208,996
<b>TOTAL</b>	<b>3,906,000</b>	<b>1,500,000</b>	<b>549,758</b>	<b>2,000,000</b>	<b>3,400,000</b>	<b>3,144,242</b>	<b>14,500,000</b>

**SUMMARY EXPENDITURE BY PROJECT ELEMENT**  
**US \$**

SR

	FY 1992/93/94 Expended	FY 1995 EXP. & ACC.	FY 1996 Projected	FY 1997 Projected	FY 1998 Projected	TOTAL
I TECH ASST	454,548	1,570,559	1,451,800	1,000,260	895,145	5,372,312
II PARTICP TRAIN (WEI, CA)	2,816	224,592	224,592	0	0	452,000
III SUB-GRANT (WEI, CA)	450	990,900	1,235,850	1,036,950	890,850	4,155,000
IV ENIVRONMTL' ED (Rössing Found, CA)	262,020	350,200	355,055	301,155	231,570	1,500,000
V PROJECT MAN.	125,823	285,850	335,650	323,469	270,900	1,341,692
VI EVALUATION	0	100,000	0	100,000	0	200,000
VII AUDIT	5,195	66,202	66,201	66,201	66,201	270,000
VIII INFLACT/CONTIN	0	325,040	335,490	320,850	227,616	1,208,996
<b>TOTAL</b>	<b>850,852</b>	<b>3,588,303</b>	<b>3,669,148</b>	<b>3,148,885</b>	<b>2,582,282</b>	<b>14,500,000</b>

**ANNEX C**

**SUMMARY OF ANALYSES**

### III. SUMMARY OF ANALYSES

#### INTRODUCTION

This section presents the central conclusions from the technical analyses carried out to determine the context, beneficiaries, sustainability, and rationale for the Project. The technical analyses determine that the Project design is likely to achieve the Project's purpose and goal. The READ design was analyzed from several perspectives:

- The problem and the objectives of each of the two major components and seven subcomponents of the Project;
- The proposed means to reach the objectives; and
- The planned human and financial resources available to plan, implement, and evaluate Project activities.

Each analysis describes the background, issues and concerns of each technical area. All analyses point to a consensus that (a) the umbrella strategy is warranted; (b) justifies the two key assistance components of the Project; and, (c) confirms the mix of Project inputs. As a result of these analyses, USAID concludes that the design is feasible and is the most appropriate available technical approach to achieve the Project's purpose.

#### A. NONFORMAL EDUCATION (ANNEX E)

This analysis covers two sections: one, the nonformal education activities of the public sector, with specific reference to MEC/DANFE; the other, nonformal education capabilities of NGOs. This analysis looks at key issues from both sectors and discusses the Project inputs needed to overcome key educational constraints. This section concludes with recommendations for Project implementation.

##### 1. The Public Sector

DANFE has the key GRN role to develop and implement policies and programs in nonformal and adult education. Other GRN ministries have also initiated nonformal education and vocational skill training efforts, and are expanding their rural and urban assistance programs. While these programs are smaller initiatives than DANFE, they point to need for enhanced coordination of Project activities within the GRN. DANFE sees this as an important aspect of its work.

DANFE has established four distinct programs in nonformal education which share a common pedagogical principle of being learner-centered. Each program area has received foreign technical assistance and some budgetary support in its formulation and implementation. Through the Project, DANFE plans to contribute to existing and planned programs of NGOs and other organizations, particularly in literacy and adult skills training. It is recommended that READ concentrate support at high and mid-level staff levels of DANFE in the form of evaluation services, short-term study tours and long-term training. Assistance will be directed to only full-time, permanent employees of MEC. Although READ will work primarily with NGOs and DANFE, at least four other ministries offer

community-based services and skills training. As determined by DANFE and the Steering Committee, employees of those ministries may be eligible for Project funded short- and long-term training.

## 2. NGOs

Various surveys have been undertaken by the GRN and external donors to characterize the makeup of NGO activities, organizations and programs. The READ design has identified over 50 NGOs from various listings which serve the seven needy population groups which the Project will target.

### (a) Macro-NGOs

Both key macro-NGOs are going through a fundamental realignment process. Institutional structures and the efficiency of service delivery are being closely evaluated. Improvements in management structures and the cost of services are being stressed.

#### (1) The Rossing Foundation

The Rossing Foundation is the largest NGO service organization in Namibia with past funding from its parent company, Rossing Uranium Limited, and other donors. The skills matrix which Rossing supports is extensive, including not only vocational training but life, literacy/numeracy, environmental education, health education, agriculture and small business development skills. While Rossing's programs have ambitious plans to reach adults with training through its four centers, it is still a Project goal to improve Rossing's efficiency and service delivery of nonformal education methodology and community-based learning. Rossing's image as a service provider and collaborator with other key NGOs must also be strengthened. The environmental education cooperative agreement will help Rossing retain and expand the scope of its services in this essential Project area. A study of PVO/NGO projects underscores the need for instructional strengthening, even in organizations as large as the Rossing Foundation, if there is to be long-term viability and sustainability of community level activities.

#### (2) Namibia Council of Churches (CNN)

CCN has the largest single membership of any NGO in Namibia. It works through its 12 member churches. CNN now emphasizes on facilitating and fund-raising roles. CCN is tightening its management structures and plays the key role in distribution of drought food aid.

### (b) Medium-sized NGOs

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. Some of these NGOs, like the Private Sector Foundation or the Institute for Management and Leadership Training, solicit funds on behalf of smaller NGOs or run their own projects with community-based groups. They aim at capacity building, and can reach a wide sector of disadvantaged groups. Other NGOs eligible for capacity strengthening and improved service

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delivery training through READ are those specializing in giving technical assistance to community-based groups, such as holistic education and literacy with traditionally neglected such groups as the of Ju/'hoan people (Nyae-Nyae Foundation), or legal aid and human rights education to groups (Legal Assistance Center). Other coordinating NGOs have started to define their roles in assisting member NGOs, and will benefit from READ by strengthening themselves or their member organizations.

Several medium-sized NGOs identified by the READ design for capacity building training also have experience in developing innovative methodologies for promoting community-based solutions. Some "survival" problems addressed, for instance, are establishing water irrigation systems for producing vegetables from inadequate soils; or producing literacy materials and instruction relevant to immediate concerns of learner groups. Other NGOs concentrate on networking and information-sharing as part of the informal learning and training cycles that they support.

#### (c) Smaller NGOs

Smaller NGOs are the critical participants in capacity building and training for delivery of nonformal education services. Many opportunities exist for these groups to submit proposals for funding directly to the PVO and the Steering Committee. Training programs need to be designed for these smaller groups to create self-funding mechanisms locally without straining Project funds for seed capital. In this respect, the Project must carefully weigh its capacity to seed smaller income-generating projects as part of its overall capacity building strategies. Finally, many of these NGOs are likely to have their origins in church or political party groups. There is a clear need to ensure a non-partisan, non-sectarian and non-sexist strategy to work through NGOs.

### 3. Other Project Activities

Because of information sharing and spread of influence, it is expected that some organizations may come forth with specific requests for training that have not been anticipated, e.g., a farmer's association request for assistance in developing its newsletter. An analysis of the status of environmental education in Namibia determined that it is a new concept for most of the populace, 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 mitigate against acceptance of the concepts and participation of much of the rural communities. Such a situation is inconsistent with Namibia's Constitution. Opportunities exist for incorporating environmental issues into the activities of many of the NGOs through the environmental education cooperative agreement to the Rossing Foundation and the establishment of closer links between the MWCT and the MEC.

### 4. Conclusions

The READ Project should help build positive attitudes and negotiation frameworks towards NGO collaboration and resource-sharing, given past mistrust and poor communication among each other. The Project also needs to strengthen the participatory approaches of NGO programs, both in training methods and program planning. There is substantial evidence in

Africa and elsewhere that NGOs can deliver critical services at low cost; avoiding many of the bureaucratic delays and instances of mismanaged or misappropriation that are sometimes associated with governmental programs. Given funding and staffing constraints, the NGO sector is best targeted for initiating national nonformal education efforts. In concert with this analysis, with the exception of a limited number of activities to be undertaken through DANFE, READ services will be delivered through established and emerging NGOs.

#### B. FINANCIAL ANALYSIS (ANNEX F)

The financial analysis concludes the following:

1. READ's budget is sufficient to fund all anticipated inputs;
2. outputs will be produced (i) at costs in line with other A.I.D. nonformal education projects worldwide, and (ii) at the lowest practical costs given conditions in Namibia;
3. the proportion of recurrent costs for subgrants and the Rossing cooperative agreement financed by READ will be reduced over the Project's life to maximize the potential for sustainability and to reduce financial dependence on A.I.D. as a donor;
4. READ's planned obligations and estimated expenditure flows will maintain the Project over its life; and
5. the probable financial benefits over the Project's life cannot be accurately calculated but are likely to exceed the cost of READ.

The key analyses of the READ design are the institutional, nonformal education and economic. Financial considerations, while clearly important within the other design parameters, do not create a "go/no go" test for READ. Other analyses confirm the long-term benefits of READ to Namibia. READ is an externally supported project which requires both capital and recurrent cost support. While the Project design attempts to create greater Namibian investment in nonformal education, READ itself will not break even or become self-sustaining in financial terms, given its focus on institutional development and service delivery. The Project's design will, however, reward those NGOs which show the greatest ability to reduce costs and to establish or maximize community involvement: NGOs will be more sustainable and self-reliant.

#### C. ECONOMIC ANALYSIS (ANNEX G)

This analysis discusses the costs of and the economic returns expected from planned activities under the five substantive subcomponents encompassed by the NGO-based Nonformal Education and Training component and from three principal administrative mechanisms for operating and evaluating the Project. (Also see Annex "F"). The economic assessment

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utilized a "least cost" approach. For each of READ's outputs, the purpose and subgoal, alternative means and options were identified. An assessment was then conducted in terms of feasibility and cost. Because of the characteristics of READ and constraints specific to the Namibian situation, a number of options were eliminated because excessive implementation delays which would be associated with their use.

### 1. Institutional Development

With emphasis on institutional development, the READ Project is expected to affect some 25 NGOs during the LOP. The Institutional Development component reflects efficiency measures and economic benefits through strengthening the organizations' overall operational capability and allocation of resources. In addition to subgrants, institutional development will be facilitated by PVO-funded short-term technical support services for NGO assessments and upgrading of NGO administrative skills and managerial systems. Economic returns to NGOs will be measured in terms of their improvements in the internal and external efficiency of their design and delivery of nonformal education services. The institutional development approach will offer flexibility and redirection to NGOs to reduce administrative costs and increase efficiency of operations. The anticipated economic benefits of strengthening NGO capacity include the following: first, given the past history of inefficiency and the lack of accountability standards, it is anticipated that administration and management of NGOs will increase relatively quickly. An immediate and direct benefit will, therefore, be the strengthening of a significant number of Namibian NGOs. Because allocation of subgrants will be contingent on the demonstrated cost-effectiveness of proposed activities, the overall impact of resources allocated to nonformal education will increase substantially. A major impact of improvements in administrative capacity will be reductions in the unit cost of service delivery. This will, in turn, improve overall economic efficiency of the nonformal education subsector, contribute to economic growth and will increase the sustainability of these programs.

Financial sustainability is the main concern for economic and financial accountability (see the previous Financial Analysis) which READ must address for the following reasons:

- (a) NGOs have an urgent short-term need to deliver training services to adults, and because NGOs already exist, they can offer more cost-effective and flexible alternatives than can the GRN at this time. However, NGOs are not yet efficient, and nonformal education programs being implemented by MEC will encourage NGOs to function more viably in the long term and to keep up with MEC's revised National Education Plan.
- (b) A potential threat to NGO sustainability is the ability of NGOs' to retain key staff, especially those who will have improved their skills through READ training, and might be more marketable elsewhere. The economic and social returns will be gained and retained so long as such staff members continue to work within Namibia's economy. Also, investments in strengthening institutional capacity will provide cost-effective returns by meeting immediate needs for nonformal education services.

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- (c) One major effort to sustain the Project will be the creation of a bank of knowledge about NGO activities which may begin to serve as baseline data and a repository of NGO information. These data would eventually serve the University of Namibia or other institutions for further research.

## 2. Skills Training and Environmental Education

The economic impact from nonformal education services is hard to assess given the general lack of comparable estimates of rates of return. Nevertheless, in the area of literacy/numeracy, the dissemination and absorption of program content, along with increased access to economic opportunities by a majority of the population, will bring high social returns to READ's investments. NGOs' participatory training techniques may impact favorably on DANFE's literacy program, thereby improving its efficiency as well. Increased adult literacy may positively affect the formal school sector by improving parental supervision of their children's academic work and school governance. Broad life skills training will result in higher economic and social returns.

## 3. Employment Issue

The current economic and employment situation in Namibia cannot yet absorb individuals with marketable skills. Namibia lacks income-producing opportunities due to the absence of capital and economic infrastructure to sustain small businesses. This gives READ compelling reasons to match income-generating training to market opportunities. The training using READ resources will result in income for some participants. Reasonable growth in Namibia's economy would suggest that this portion of READ's investment will produce favorable rates of return.

## 4. Democracy, Citizens Rights and Nation-Building

In the area of democracy, citizens rights and "nation-building", READ's impact in training is more difficult to assess because outcomes will be more qualitative, involving behavioral changes in the citizenry. However, learners and communities are expected to adopt new attitudes and perceptions of individual rights along with strategies about how their social institutions can be more accountable, efficient and less corruptible. In this regard, social returns will be great in the long-term.

## 5. Urgency

The delivery of nonformal education services through NGOs appears to be the most cost efficient option available because of the urgency in economic, political, and ethical terms to reach a largely disenfranchised sector of the population. The GRN is not a viable alternative at this time: it lacks capacity, and is still forming transitional policies and structures. On the other hand, many NGO facilities remain underutilized; yet some NGOs reveal substantial capacity from recent assessments to support READ activities.

## 6. Appraisal and Evaluation

Economic criteria for appraisal and evaluation of READ activities in the skill areas differ: for literacy/numeracy criteria, even with a common definition of what constitutes "literacy" or "numeracy", gains are hard to measure, except by developing common assessment instruments. Other measures could be the use of drop-out rates, enrollments and follow-up assessments on literacy retention.

Life skills and environmental education criteria would involve pre-and post-participation measures and sample measures of behavior, like improved child health or key environmental principles. For income generating skills training, it is recommended to measure whether the training has been used. Though difficult to measure economically, improved understandings about human rights and democratic behaviors may result in less gender-typing and more opportunities for women to move into a variety of economically viable trades and businesses earlier closed to them. Measuring the sustainability of skill acquisition, given the experiences of skill atrophy, particularly in areas of literacy, will be done by carrying out Project research activities on the rates and types of skill utilization and the impact of complementary inputs such as tools, market information, etc. Sustainability of democracy skills will be largely a function of factors contributing to the social and political environment, often outside of the variables directly influenced by the Project.

## 7. Nonformal Education Methodologies

The adoption and dissemination of information dissemination about appropriate methodologies, instructional materials, participatory training techniques, etc., will have significant economic benefits in the skills training and environmental education areas of READ. Evaluation of the external efficiency of the Project may also include commissioning studies on market conditions for skills. Similarly, short term study tours can provide timely and cost-saving learning opportunities for key participants to obtain information to apply to Project activities.

The appraisal and evaluation of new methodologies and information exchange will identify the rate of adaptation and usefulness within the Namibian context, and provide cost-saving information. Study tours could be evaluated by short and long-term follow-up interviews and recording of new or innovative activities undertaken. Determining sustainable information and techniques will be feasible once the Project begins operation.

## 8. Outreach and Information

Well-connected "insiders" in the NGO community have tended to dominate, and there is fear that READ may perpetuate this. To avoid exclusion of smaller NGOs, community mobilization and grassroots participation will be a primary focus for Project activities, complemented by follow-up support and accountability measures that can be shared. Such supports might include the marketing of NGO services, such as legal aid assistance, newsletters to facilitate information sharing, and conferences to encourage sharing experiences. Since participation and information sharing are intermediate products, they do not lend themselves to direct economic evaluation.

## 9. Conclusion

Project Costs. The overall Project cost will be US \$ 17,550,000. If the Project target of serving 40,000 disadvantaged Namibians is reached, average unit cost will be less than \$440 per participant. In addition, benefits accruing to NGOs and to the society in general will also be realized. The analysis suggests that the approach planned for R.E.A.D. represents a least cost method of attaining Project goals. The overall Project as well as the two Project components have been found to represent the most cost-effective option available for attaining Project goals. Project Guidance and Coordination arrangements have also been identified as the least cost approach. Because of the Project's emphasis on capacity building, enhancing efficiently and reducing costs, overall Project activities should be sustainable in the long run.

### D. SOCIAL SOUNDNESS (SEE ANNEX I)

The Social Soundness Analysis finds that the READ Project is socially sound, but that successful attainment of Project goals are conditioned both by opportunities and constraints to Namibia's development which are expected to surface during the LOP. Because the disadvantaged groups identified in the PID and confirmed by this analysis cut across geographic categories, the analysis does not recommend regional targeting as a principal criteria of Project selection. Rather, the Project should consider proposals from all areas of the country.

1. The GRN has established sectoral priorities to channel its limited resources into self-help initiatives and more community involvement, but requires assistance of the NGO community to do so.

2. While formal education has progressed in spite of inequitable opportunities under the former apartheid system, nonformal education has reached only about 3% of the population, principally through churches and NGOs. Recipient populations who would benefit from READ Project activities total over 800,000; The READ Project can only ambitiously reach about 5% of this need, or 40,000 people. The likelihood of the spread effect occurring is deemed high.

3. Project Impact: Those in communal areas are best placed to secure benefits from READ. However, gender bias against females and gender-typing patterns of employment still remain issues where more attention should be paid.

4. Conclusion: The present assessment of the distribution of benefits and costs of the Project indicate that the social consequences will likely be positive. This will be ensured, however, to the degree that the Project impacts favorably and fully on the kinds of issues discussed above, especially as these concern the female population. While ultimate success necessarily depends on the quality of the Project implementation, analysis of the Project in terms of the social factors involved indicates that the Project is soundly designed to meet its stated objectives.

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## E. INSTITUTIONAL ANALYSIS (SEE ANNEX J)

This analysis discusses the historical background to institutional developments, such as with NGOs, community mobilizing forces, government transformation, and GRN educational policy. The purpose of the institutional analysis is to determine whether the key implementing entities have the capacity and capability to fulfill the roles and responsibilities assigned them under the Project. Considered in the analysis were the numbers of entities involved, their specific roles and responsibilities, the number and qualifications of staff, and organizational and management experience available to meet Project objectives.

1. The matrix of NGOs trying to strengthen community-based initiatives covers a wide range of service, coordination and funding roles. The Project categorized NGOs: the larger ones (like Rossing and CCN), medium-scaled NGOs (like IMLT, Private Sector Foundation, Namibia Development Trust), and smaller NGOs. Umbrella-type organizations (NANGOF) exist which the Project can support, but without appearing to be fulfilling a coordination function or establishing umbrella activities. The analysis concludes that no legal problems inhibit READ's plans to work with NGOs. Also, the cooperative agreement to Rossing Foundation will enhance its ability to provide environmental education.

2. Several issues are raised in the analysis:

- (a) To what degree can implementing NGOs meet the scope of capacity building and delivery of services under READ objectives, in order to effect some sustaining impact?
- (b) There are institutional considerations -- both barriers and strengths -- in providing Project skills training. Some issues revolve around the coordination of literacy/numeracy objectives by MEC and the NGOs; others point to the separate development of plans and programs by different ministries to establish skills training and income-generation opportunities through a semblance of nonformal education training.
- (c) External donors are funding an increasing number of development programs which emphasize employment and income generation. A strong coordination effort must be developed to ensure that READ complements rather than duplicates such programming.
- (d) Characteristics of community participation and compassionate GRN response to nation-building concepts and other new practices must continue to move away from former behaviors and attitudes which inhibited democratic practice. The ability of the NGO communities and Ministries to coordinate their policies and plans and adopt new attitudes and practices must be a major concern of READ to achieve long-term impact.

### 3. Conclusion

At this juncture, a reasonable judgement is that both MEC/DANFE and the Rossing Foundation have the technical capability to perform their respective roles, and NGOs are willing, eager and able to undergo a process of change and restructuring.

#### F. ADMINISTRATIVE ANALYSIS (SEE ANNEX K)

READ will expend the \$13.5 million A.I.D. contribution through a series of direct PSC and institutional contracts, a cooperative agreement with the Rossing Foundation for environmental education and another cooperative agreement with a PVO for Project technical assistance, training and subgrants. The HNRDO of USAID will manage the Project.

The PVO will administer major NGO-based Nonformal Education and Training component (less the environmental education subcomponent). A Project Steering Committee will advise and collaborate in this process. The PVO will fund NGO subgrants according to defined subgrant criteria. One cooperative agreement will award approximately \$ 1.5 million to the Rossing Foundation to implement an environmental education program.

#### G. GENDER ANALYSIS (SEE ANNEX H)

This analysis supports the need for READ to open opportunities for women, in particular, to expand their choices and to improve quality of life. The analysis explains how women in Namibia continue to experience traditional and cultural discrimination in social, economic and political areas. It is recommended that READ integrate women into all Project activities, rather than "women designated activities". Women will be encouraged through READ to participate actively in community committees as partners in decision making, as recipients of literacy and skills training, in small business enterprises, and in other community empowerment schemes. The Project will be careful not to create a subservient role for women by teaching them only traditionally "female" activities, like sewing and child care. The Project will also offer them opportunities to train in construction, management and administration, and technical skills for entering the formal and private sectors.

An analysis of women's status in Namibia reveals some of the following constraints for READ to address.

1. Women have not been primary participants in, nor beneficiaries of, national or local development efforts. 60 to 70 percent of women are thought to be illiterate. Over 50 percent of households are female-headed. About 75 percent of women are unemployed. Since male unemployment and undereducation are equally acute, the READ Project will need to find a balance which serve the developmental needs of both genders.

2. Women have major responsibility for child rearing, paying school fees and health care. These duties conflict with resources and time available for skill building, literacy study, and other opportunities to learn life skills. Programs which involve both men and women must identify ways in which both genders can share resources of time

3. Women have few marketable skills; teen pregnancies resulting in school drop-outs have caused women to lose chances to develop their skills for future employment. Both genders must deal with these life-coping and family preparation issues.

4. Many Namibians have been dispossessed of land, forcibly resettled, had family life disrupted by the labor contract system, and have suffered active discrimination. This has seriously harmed the traditional livelihoods and cultures of both men and women.

5. Namibia's new Constitution, which guarantees equal rights for women, has not automatically changed the role and status of women, especially in marriage rights and inheritance. All citizens of Namibia and all age groups must learn the basic principles of human rights, and eliminate inequitable legal advantages. Because of women's disadvantaged status in Namibia, they will benefit greatly from active participation in READ Project activities.

#### H. CONCLUSIONS

The analyses demonstrate that the design of READ proposes a logical rationale for all anticipated assistance components, is technically sound from administrative and non-formal education methodology perspectives, will provide the best economic and financial returns for the buck under the umbrella strategy selected, and is culturally appropriate. The ultimate beneficiary of the efforts of the Project will be the Namibian nation, which will benefit from a more literate/numerate and employable population, improved awareness of the fragility of the natural resource base, a population that has had increased participatory experience, and adults who generate more income. In summary, READ activities will contribute to NGO sustainability by improving management, administration and efficiency, by increasing the relevance and responsiveness of NGOs as service delivery organizations, by identifying options and strategies for cost recovery, and by strengthening NGO capacity to mobilize external resources.

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**ANNEX D**

**READ Initial Environmental Examination  
(Amended)**

**INITIAL ENVIRONMENTAL EXAMINATION (Amended)  
OR  
CATEGORICAL EXCLUSION**

**PROGRAM/PROJECT DATA:**

**Project Number:** 673-0004

**Country/Region:** Namibia

**Program/Project Title:** Reaching Out With Education For Adults in Development (READ)

**Funding Begin:** FY 1992    **Funding End:** FY 1998    **LOP Amount:** \$ 14,500,000

**Sub-Activity Amount:** \$ \_\_\_\_\_

**IEE Prepared By:** Charlotte Bingham    **Date:** June 7, 1995

Regional Environmental Advisor, REDSO/ESA

**ENVIRONMENTAL ACTION RECOMMENDED:** (Place X where applicable)

Categorical Exclusion:      X                        Negative Determination:    \_\_\_\_\_

Positive Determination:    \_\_\_\_\_                      Deferral:    \_\_\_\_\_

**ADDITIONAL ELEMENTS:** (Place X where applicable)

EMEMP: \_\_\_\_\_    CONDITIONS: \_\_\_\_\_    PVO/NGO:      X  

**SUMMARY OF FINDINGS:**

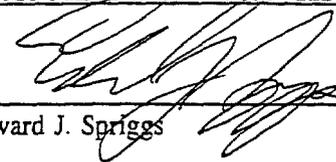
The READ project purpose, as amended by Project Paper Amendment No. 1, to strengthen the institutional capacity of Namibian NGOs to meet the needs of historically disadvantaged Namibians. NGOs will deliver services through participatory, non-formal education and training methodologies and effectively articulate and/or represent the interests of their constituents in local, regional and/or national fora. Innovative training methodologies and training support mechanisms will be tested and disseminated among NGOs and government capacity will be strengthened to develop, implement and coordinate efficient, participatory and non-formal training strategies in collaboration with NGOs. A cooperative agreement with World Education, Inc., a US PVO, will provide NGO and GRN institution building assistance, administer subgrants to Namibian NGOs and deliver and track project inputs; a cooperative agreement with the Rössing Foundation, a Namibian NGO will provide for a national, regional and local program of environmental education through technical assistance, training and subgrants to Namibian organizations and institutions.

The READ project, as amended, qualifies for a categorical exclusion, because it has no component that would directly affect the natural or physical environment in accordance with 22 CFR Part 216.2(c)(1)(i). The component activities of READ meet the criteria for categorical exclusion in accordance with 22 CFR Part 216.2(c)(2)(i) that excludes education, technical assistance or training programs, 216.2(c)(2)(iii) that excludes analyses, studies, academic or research workshops and meetings, and 216.2(c)(2)(v) that excludes document and information transfers. This categorical exclusion revises the IEE for the READ project of August 22, 1992, which had deferred negative determination for environmental education subgrants and a negative determination for construction associated with environmental education centers. Support to centers will no longer entail construction. Subgrants are not anticipated to alter the natural/physical environment. In the event that any subgrant(s) entailed construction of any type or alteration of the natural/physical environment, an amended IEE shall be prepared to determine the potential for significant adverse effects.

**APPROVAL OF ENVIRONMENTAL ACTION RECOMMENDED:** (Type Name Under Signature Line)

**CLEARANCE:**

Mission Director:

  
Edward J. Spriggs

Date: 6/12/95

**CONCURRENCE:**

Bureau Environmental

Officer:

by E-Mail  
John J. Gaudet

Date: 6/12/95

Approved: X

Disapproved: \_\_\_\_\_

**CLEARANCE:**

General Counsel

(Africa Bureau)

NA

Date: \_\_\_\_\_

**ADDITIONAL CLEARANCES:** (Type Name Under Signature Line)

Mission Environmental

Officer:

B. Belding  
Barbara Belding, GDO

Date: 6/8/95

Project Manager:

Carol Culler  
Carol Culler, PMLR

Date: 6/8/95

Regional Environmental

Officer:

drafted & sent by E-Mail  
Charlotte Bingham, REDSO/ESA

Date: 6/7/95

INITIAL ENVIRONMENTAL EXAMINATION

I. PROJECT DATA

Project Location : Namibia

Project Title : Reaching Out With Education For Adults In Development (READ) Project, 673-004

Funding : \$US 13.5 million

Life of Project : 7 Years

IEE Prepared By : Robert G. Rose  
REDSO/ESA Environmental Officer

Environmental Action: Categorical Exclusion for Rural Community-Based Environmental Education Curricula Development, Training, Scholarships, Technical Assistance, Establishment of A National Environmental Education Association and Environmental Steering Committee, Institutional Strengthening Grants To "Education-Related" NGO's, Reports, Workshops and Meetings

Deferred Negative Determination for Rural Community-Based Environmental Education Sub-Grants

Negative Determination for any construction activities associated with the Regional or Community-Based Environmental Education Centers

Concurrence : Richard L. Shortlidge  
Richard Shortlidge, Director  
USAID/Namibia

Date :

Clearances:

Barbara Belding, USAID/Namibia/HNRDO Date: Aug. 10, 1992

Paul Andre DeGeorges, REDSO/REA Date: Aug 7, 1992

Mark Johnson USAID/Namibia/PO Date: August 10, 1992

M. Kleinjan, GC, AID/W Date: \_\_\_\_\_

## II. Goal and Purpose

The overall goal of USAID's Namibian program is the economic empowerment of disadvantaged Namibians through sustainable, democratic and efficient use of human resources. More specifically, the program aims at increased employment and income for these Namibians, and a better skilled, more environmentally and democratically aware populace.

The READ Project's goal is the increased capacity of Namibians who have had sufficient access to education and training to control their lives and to improve the quality of their lives.

The subgoal of the project is the improved literacy, life, income-generation, and nation-building and democratization skills of adults.

The purpose of the project is strengthened institutional capacities of non-formal education (NFE) providers at all levels of management and service delivery.

## III. Project Problem

Most black people in Namibia face extreme poverty, illiteracy and lack crucial skills as a result of many years of colonialism followed by many years of apartheid. Even with independence in 1990 and the abolition of apartheid, Namibians still face severe constraints to improving their quality of life.

Most black Namibians have not been trained to participate in either formal sector jobs or to develop small enterprises that would generate income for their families and contribute to the economic growth of their communities. Furthermore, farming opportunities are limited by the scarce availability of productive lands, the best lands being in the hands of white commercial farmers. The land allocated to the black Namibians tends to be marginal, arid and unproductive. Due to improper land use and mismanagement, it tends to be overgrazed and to have lost what little productivity it might have had.

To improve the quality of their lives, Namibians will need education and training as well as opportunities to use them. The READ project is designed to offer short-term educational opportunities to adults who have missed out on sufficient formal education and other training opportunities that might have qualified them for the economic opportunities that the new government intends to develop. The READ project will also provide an array of life skills training, which will help improve the quality of life for black Namibians.

Much of Namibia's natural science education currently tends to have an urban slant and is thus dysfunctional for rural communities, alienating rather than opening up a better appreciation for how they can combine traditional knowledge with modern scientific principles to better manage the resources available to them given current demographic and political trends: (e.g., Increasing populations of man and domestic stock, and with the breakdown of apartheid, increasing political pressures to relieve over-populated areas of the country by allowing movement into less populated areas).

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#### IV. Project Solution

The project will serve adults who have had insufficient access to education and training. This includes most of the black population of Namibia; an "adult" being defined as anyone who has reached a stage of maturity where he/she is ready to enter the work force, participate in governance and start a family.

The READ Project will undertake the following activities:

- \*Enter into a Cooperative Agreement with the largest and most established NGO, the Rossing Foundation to support their non-formal education program.

- \*Strengthen 8-12 mid-sized NGO's who are involved in non-formal education through sub-grants. Once capable, these institutions will be eligible for implementation grants.

- \*Train 6-8 staff in non-formal education from and provide technical assistance to the Department of Adult and Non-formal Education (DANFE) in the Ministry of Education and Culture.

- \*Provide training in life skills to approximately 40 community based organizations (CBO's) in literacy, nation building and in skills necessary to develop small and community based income generating enterprises, through small grants up to the equivalent of SUS 7,500.

- \*Produce approximately 20 high-quality and useful technical reports by participating NGO's and DANFE, including descriptions of alternative technologies that can employ newly trained skills, research reports on the market for skills, services and products; evaluations of innovative training methodologies, and research on barriers to participation in both training and in employment opportunities.

- \*10-12 outreach, networking, and follow-up support activities produced by participating NGO's and DANFE, such as conferences, workshops, newsletters, an annual directory of NGO's, a catalog of NFE services and providers, and information on tools, marketing, and financing mechanisms available through the project or related projects.

- \*Enter into a Cooperative Agreement with the Rossing Foundation to facilitate establishment Of A Rural Community-Based Environmental Education Program including:

  - Development Of A Rural Community-Based Environmental Curriculum,

  - Creation Of An Environmental Steering Committee,

  - Community-Based Scholarships In Natural Resources Management,

- Establishment Of A National Environmental Education Association,
- Establishment Of A Resource Desk Top Publishing Unit,
- Subgrants To NGO's For Rural Community-Based Environmental Education Pilot Activities,
- Establishment of Two Regional And Four Community Environmental Education Centers.

#### V. Environmental Action Recommended

Based upon 22 CFR Part 216.2 (c) (2) (i) a Categorical Exclusion is recommended for all training, education, and technical assistance. This includes the Desk Top Production Unit which will only reproduce environmental education curriculum.

Based upon 22 CFR Part 216.2 (c) (iii) a Categorical Exclusion is recommended for all studies (reports), academic or research workshops and meetings.

Based upon 22 CFR 216.2 (c) (2) (vi) a Categorical Exclusion is recommended for establishment of the National Environmental Association and the Environmental Steering Committee, and for institutional strengthening grants to "Education-Related NGO's" as "contributions to international, regional or national organizations by the United States which are not for the purpose of carrying out a specifically identifiable project or projects" are exempt from further review.

Based upon 22 CFR 216.3 (a) (7) (ii) a Deferred Negative Determination is recommended for all subgrants. An environmental review for each subgrant will be carried out by the Ministry of Wildlife, Conservation and Tourism (MWCT) in collaboration with the Environmental Steering Committee, assuring that the appropriate issues in the evaluation criteria have been addressed and assuring that any proposed field oriented natural resource training exercises are environmentally sound.

Based upon 22 CFR 216.3 (a) (2) (iii) a Negative Determination is recommended for any construction activities which might be considered for the Regional Environmental Education facilities at Namatoni (Etosha Park), the Desert Ecological Research Center at Gobabeb, or the Community Environmental Education Centers. The proposed construction activities will have limited minimal environmental impact normally associated with such activities. The allocation of the site for new construction has been based on carefully considered land use planning, impacts on water; the design will consider state-of-art in the field of renewable energy technologies and harmony with the environment. It is recommended that an engineer from the Ministry of Works be involved in reviewing plans and in site inspection to assure that such construction meets acceptable Namibian standards and codes.

**ANNEX E**

**READ PIL 15**



UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT  
MISSION TO NAMIBIA

UNITED STATES POSTAL ADDRESS:  
USAID/ WINDHOEK 2540  
WASHINGTON D.C. 20521-2540  
TELEPHONE: (264) 61-225-935

INTERNATIONAL AND NAMIBIAN POSTAL ADDRESS:  
PRIVATE BAG 12028 AUSSPANNPLATZ  
WINDHOEK 9000  
FAX: (264) 61-227-006

By Hand

December 16, 1994

Mr. Justin Ellis  
Under-Secretary  
Ministry of Education and Culture  
Private Bag 13186  
WINDHOEK

Dear Sir:

**SUBJECT:** Reaching out with Education for Adults in Development  
(READ) Project Implementation Letter No. 673-0004.15

The purpose of this Project Implementation Letter (PIL) is to move funds amounting to US\$ 1 million into the World Education Inc. Cooperative Agreement for the purpose of supporting an HIV/AIDS component in the READ project. This action supports USAID's commitment to the Government of the Republic of Namibia to support HIV/AIDS awareness and education as committed through our pledge to Ministry of Health and Social Services on 21st April, 1994 (Attachment B).

Through the READ project, NGOs will be trained to provide HIV/AIDS education to their clientele and to advocate for better services through the government, donors and the private sector. This is in line with the READ Project approach of strengthening NGOs to participate more actively in civil society. To this end, current funds within the READ Project will be moved into the World Education Inc. Cooperative Agreement to cover expenditure under the HIV/AIDS component.

It is the intention of USAID to add an additional US\$ 1 million into the READ Project in connection with a "Re-casting" exercise that will shape and focus the READ Project for maximum impact to target audiences, after

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approval of our Mission Strategy by Washington.- This will most likely occur in July, 1995. In the unlikely event that the HIV/AIDS component will not be approved by Washington, READ Project funds will be re-programmed to cover expenditures and current core WEI funds will not be expected to support the proposed HIV/AIDS activities without the additional US\$ 1 million.

Attachment A is the READ Project Budget indicating the movement of US\$ 1 million out of the Subgrants line item into the Technical Assistance Line item.

Please indicate your concurrence with the contents of this letter by signing below and returning one signed copy to us; the second original is for your files.

Sincerely,



Edward L. Spriggs  
USAID Representative

Concur:

Justin Ellis  
Mr. Justin Ellis, Under-Secretary, ACE

Date:

22 Dec 1994

Attachment A: READ PROJECT BUDGET  
B: USAID PLEDGE